

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

Country Level Evaluation: Ethiopia

María José Ogando Portela and Abrehet Gebremedhin

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Acronyms

A4L	Assessment for Learning
ABE	Alternative Basic Education
AICS	Italian Agency for Development Cooperation
ALNAP	Active Learning Network for Accountability and Performance
ANFE	Adult and Non-Formal Education
ANFEA	Adult and Non-Formal Education Association
ANLAS	Analysis of National Learning Assessment System
ARRA	Administration for Refugee and Returnee Affairs
BEN-E	Basic Education Network Ethiopia
CA	Coordinating Agency
CEQ	Country Evaluation Question
CLE	Country-Level Evaluation
CLO	Country-Level Objective
CRRF	Comprehensive Refugee Response Framework
CRS	Creditor Reporting System
CSA	Central Statistical Agency
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
DAC	Development Assistance Committee
DCP	Developing Country Partner
DFID	Department for International Development (United Kingdom)

DHS	Demographic and Health Survey
DLI	Distribution-Linked Indicator
DLR	Distribution-Linked Result
DP	Development Partner
ECCE	Early Childhood Care and Education
ECE	Early Child Education
ECW	Education Cannot Wait
EDHS	Ethiopia Demographic and Health Survey
EERBF	Ethiopian Education Results-Based Financing
EFA	Education for All
EGMA	Early Grades Math Assessment
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
EOI	Expression of Interest
EPRDF	Ethiopian People's Revolutionary Democratic Front
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPES	Enhancing Shared Prosperity through Equitable Services
ESPIG	Education Sector Plan Implementation Grant
ESA	Education Sector Analysis
ESDP	Education Sector Development Program
ESMS	Environmental and Social Management System
ETA	Ethiopian Teachers Association
ETB	Ethiopian Birr

ETP	Education and Training Policy
ETWG	Education Technical Working Group
FMoE	Federal Ministry of Education
FTI	Fast Track Initiative
GA	Grant Agent
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEID	General Education Inspection Directorate
GEQIP	General Education Quality Improvement Program
GEQIP-E	General Education Quality Improvement Program-Equity
GER	Gross Enrollment Rate
GIZ	German Development Agency
GANI	Gross National Income
GoE	Government of Ethiopia
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRA	Global and Regional Activities
GTP	Growth and Transformation Plan
HDI	Human Development Index
ICT	Information and Communication Technology
IDA	International Development Association
IDP	Internally Displaced Person
IFAL	Integrated Functional Adult Literacy
IIEP	International Institute for Educational Planning

IPF	Investment Project Financing
ITRP	Independent Technical Review Panel
JICA	Japan International Cooperation Agency
JSR	Joint Sector Review
KfW	German Development Bank
KII	Key Informant Interview
KIX	Knowledge and Innovation Exchange
KPI	Key Performance Indicator
LAS	Learning Assessment System
LEG	Local Education Group
LIS	Licensing Information Management System
M&E	Monitoring and Evaluation
MCA	Maximum Country Allocation
MDTF	Multi-Donor Trust Fund
MICS	Multiple Indicator Cluster Survey
MoFEC	Ministry of Finance and Economic Cooperation
MoSHE	Ministry of Science and Higher Education
MTR	Mid-Term Review
MYAP	Multi-Year Action Plan
NEAEA	National Education Assessment and Examinations Agency
NER	Net Enrollment Rate
NFM	New Funding Model
NGO	Nongovernmental Organization
NLA	National Learning Assessment

OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OOSC	Out-of-School Children
P4R	Program for Results
PAD	Program Appraisal Document
PDG	Program Development Grant
PDO	Project Development Objective
PforR	Performance for Results
PPP	Purchasing Power Parity
PSNP	Productive Safety Net Program
PTR	Pupil Teacher Ratio
PTTR	Pupil Trained Teacher Ratio
QAR	Quality Assurance Review
QEESP	Quality Education Strategic Support Program
RBA	Results-Based Aid
READ	Reading for Ethiopia's Achievement Developed
REAL	Research for Equitable Access and Learning
REB	Regional Education Bureau
REF	Relevant Explanation Finder
RF	Results Framework
SABER	Systems Approach to Better Education Results
SCI	Save the Children International
SIP	School Improvement Program

SMIS	School Management Information System
SNNPR	Southern Nations, Nationalities and Peoples Region
SSA	Sub-Saharan Africa
TEP	Transitional Education Plan
TMIS	Teacher Management Information System
ToC	Theory of Change
TVET	Technical and Vocational Education and Training
U.K.	United Kingdom
UIS	UNESCO Institute for Statistics
UMG	Universalia Management Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGEI	United Nations Girls' Education Initiative
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
USAID	U.S. Agency for International Development
WASH	Water, Sanitation and Hygiene
WEO	Woreda Education Office
WFP	World Food Programme

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. ¹
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals, e.g. resources, enabling environment) and capabilities (knowledge, skills). ²
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. ³ Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs and behavioral norms that affect how actors react and adapt to changes in the system. ⁴
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. ⁵

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

² John Mayne, The COM-B Theory of Change Model. Working Paper (2017).

³ GPE, Equity and Inclusion in Education. A Guide to Support Education Sector Plan Preparation, Revision and appraisal (2010), 3.

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

⁴ World Bank, *World Development Report 2004: Making Services Work for Poor People* (Washington, DC: World Bank; New York: Oxford University Press, 2003).

⁵ GPE, Equity and Inclusion in Education. A Guide to Support Education Sector Plan Preparation, Revision and appraisal (2010), 3.

Financial additionality	This incorporates two not mutually exclusive components: (1) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (2) positive change in the quality of funding (e.g. predictability of aid, use of pooled funding mechanisms, co-finance, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. This encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. ⁶
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g. pooled funds, shared financial or procurement processes), to present a common and simplified interface for partner developing countries. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions. ⁷
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures and communities, and reducing exclusion from and within education. ⁸

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

⁶ GPE, Gender Equality Policy and Strategy 2016-2020 (2016), 5.

<http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

⁷ Adapted from OECD, Glossary of Aid Effectiveness Terms.

<http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm> and from GPE, Methodology Sheet for GPE Indicator (30): Proportion of GPE grants using (1) cofinanced project or (2) sector pooled funding mechanisms.

⁸ GPE (2010), 3.

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Disclaimer

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Executive summary

A) Overview

This is the last annual report to be submitted during the three-year prospective evaluation of the Global Partnership for Education (GPE) in Ethiopia – one of eight country prospective evaluations that will be complemented by a total of 20 summative country evaluations, to be carried out between 2018 and 2020. It follows a baseline report on Ethiopia that was submitted in April, 2018 and a first annual report delivered in December, 2018. This report presents the findings of the final prospective evaluation mission to the country, which took place from August 12 to 23, 2019. The report offers conclusions on the basis of the data collection, monitoring and assessment undertaken throughout the evaluation period and is written as a standalone report for the Ethiopia prospective evaluation 2017-2020.

B) Purpose and objectives

The purpose of this prospective evaluation is to assess whether GPE's inputs and influence are orienting education sector planning, implementation and monitoring toward the intermediary outcomes outlined in its theory of change (ToC). In the first two years of the evaluation, the prospective evaluations have been forward-looking, and have explored what happens while it happens. They have closely observed initial decisions, documented the perspectives of decision-makers and focused on the activities and involvement of key stakeholders early in the period under review in order to understand whether progress is being made and whether, and to what extent, GPE is making a contribution. This report finalizes the evaluation for Ethiopia with a summative view of the 2014-2019 period.

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

C) Education in Ethiopia

The education system in Ethiopia is decentralized, led at the federal level by a central Ministry of Education (FMOE)—responsible for basic education—, and the newly established Ministry of Science and Higher Education (MoSHE)—responsible for higher education, and technical and vocational education and training (TVET). Both ministries work with Regional Education Bureaus at the regional level and Woreda Education Offices at the lowest level of the system. These REBs are responsible for the administration and management of basic education, TVET, and teacher-training programs and institutions. The Ministry of Education formulates policy and guidelines, which are implemented by the various REBs.

Overall, the Ethiopian education sector is progressing, though with great challenges. Recent years have mirrored the story of educational changes across most developing countries – substantial investments have been made to ensure children can access primary schooling, resulting in a dramatic upsurge in enrollment in the early grades. This has created pressures on the system, causing a churn within the early grades, as children who are first generation learners struggle to meet the standards defined in the curriculum. This results in high enrollment rates, but also high repetition and dropout rates, low primary completion rates

and a fall in enrollment in each subsequent grade. However, government's commitment to education appears strong (though perhaps overly tilted towards higher education), demonstrated by Ethiopia's investment of a quarter of public spending in education, and donor support is well harmonized.

The challenges and pressures on the education system in Ethiopia owe, in part, to differences in households' abilities to support their children to learn while in school. The 2016 Ethiopia Demographic Health Survey (EDHS) showed that nearly half of women (48 percent) and 28 percent of men aged 15–49 have no formal education, 32 percent of women and 44 percent of men aged 15–49 have primary incomplete, and other three percent of women and 5 percent of men aged 15–49 have completed primary schooling. This accounts for almost 80 percent of adults in Ethiopia between the ages of 15 and 49, coupled with an adult literacy rate in Ethiopia that remains low.

The national policy governing the education sector is the 20-year Education and Training Policy (ETP), launched in 1994. The policy emphasized 'changing curriculum, preparation of learning material, giving due attention for career development of teachers and changing the organizational structure' of the entire Ethiopian education system at the time. This began the first five-year Education Sector Development Program (ESDP I) from 1997/98 to 2001/02. The GoE is currently in its fifth ESDP, which runs from 2015/16 to 2019/20. This was endorsed in May 2015 by the Education Technical Working Group —the local education group in Ethiopia.

In 2009, the Government of Ethiopia and World Bank (WB), as well as development partners including DFID, Finland and UNICEF, launched the General Education Quality Improvement Program (GEQIP), which covers two four-year programs (GEQIP I and II) to help implement ESDP IV and ESDP V. GEQIP was designed to create the conditions for improved learning outcomes in primary and secondary education. GEQIP II, scheduled to close in December 2019, is aligned with the ESDP and is implemented through a pooled fund of US\$550 million.

The successor to GEQIP II was launched in December 2018. GEQIP-Equity (GEQIP-E) Program for Results (PforR) is a five-year program. According to the Program Appraisal Document (PAD) for GEQIP E, it was launched with IDA financing of US\$300 million, other development partner (DP) financing of US\$140 million (DFID US\$117m, Finland US\$19m and UNICEF US\$4m) and government financing of US\$1,460 million. This left a financing gap of US\$300 million as of July 2019.

FMoE formally initiated preparation of the next education sector plan, ESDP VI (2020-21/-2024/25) in March 2019. It is expected that the plan will be developed by early 2020. UNESCO's International Institute for Education Planning (IIEP) is providing technical support into the ESDP VI. Additionally, an Education Development Roadmap is being developed as a parallel reform process. The Ministry of Education has, in September 2019, publicized a draft long-term Education Development Roadmap (2018-2030) intended to transform the education sector. This Roadmap provides a broad vision for the development of the education sector, and was formulated through a wide consultation process between 2016 and 2019 and is expected to be approved by the Parliament in late 2019.

The provision of education also remains challenged by compounded emergency crises that continue to disrupt children's access to school. Of the 25 million children aged three to 14, 2.2 million (9 percent) are IDPs or affected by crises and disasters and 1 percent are refugees. In addition, over 2.7 million children have been identified as needing educational assistance in 2019, including around one million children who were unable to access educational services during conflict due to damage and closures of schools in the past three years. In response to these emergencies, between April 2017 and April 2019, the Education Cannot Wait (ECW) Initiative—a global fund for education in crisis hosted by UNICEF—supported plans to increase the number of refugee children enrolled in primary education, through the construction of new

schools and classrooms, supporting teacher training through diploma programs and providing teaching and learning materials.

In November 2017, the government launched the Comprehensive Refugee Response Framework (CRRF) as a vehicle to implement the pledges of the GoE and to mobilize international support from bilateral donors and multilateral institutions. In addition, the 2019 Refugee Proclamation—replacing the earlier Refugee Proclamation 409/2004, formalized the right of refugees to attend schools within the national education system, in accordance with GoE's pledges to support the integration of refugees.

The Ethiopian Parliament also adopted a new 2018 Proclamation governing civil society organizations (CSOs), replacing the 2009 Proclamation which radically constrained the work and political space of CSOs. Under the new law, all organizations—foreign and foreign-funded CSOs—‘are no longer prohibited from engaging in advocacy and human rights work’, with state control over the distribution of funds still in place.

D) GPE in Ethiopia

Ethiopia has been a GPE partner since 2004. To date US\$368 million have been allocated and over US\$330 million have been disbursed through seven grants. As of October 2019, these are: two Education Sector Plan Development Grants (ESPDG) with the World Bank and UNICEF as the Grant Agents (GA); two Program Development Grants (PDG); and four Education Sector Plan Implementation Grant (ESPIGs), which have been aligned to two GEQIP pooled funds, and managed through the World Bank Multi-Donor Trust Fund (MDTF).

Ethiopia has also received a Civil Society Education Fund (CSEF) grant from the GPE—worth a total of US\$302,252—that covered three years (2016 to 2018). The funding was awarded to the Basic Education Network Ethiopia (BEN-E), a consortium of 90 Ethiopian and international organizations working on basic education.

GPE also provides a range of non-financial inputs, primarily provided by the work of the Secretariat, the Coordinating Agency (CA), the GA, and from GPE’s global-level engagement - such as the central GPE Global and Regional Activities (GRA) program which was created in 2010 to support research, capacity building, knowledge development and sharing of evidence-based practices at the global, regional and country-level. Ethiopia participated in two GRA grants focusing on country-level objectives on access and equity: (1) a GRA No.12 grant was provided (closed June 2018) to improve the capacity of joint planning and implementation of integrated school health and nutrition programs between ministries of health and education with the support of World Bank in Ethiopia, Cambodia, Ghana and Senegal; and (2) a GRA No.16 grant (closed December 2017) focused on addressing school-related gender-based violence (SGBV) with the support of UNICEF and United Nations Girls’ Education Initiative (UNGEI) as partner organizations in Ethiopia, Togo, Cote d’Ivoire, and Zambia. In addition, at the global level, Ethiopia was a beneficiary country for GRA No. 11 (closed December 2017) which concentrated on addressing the gaps in knowledge and capacity across a number of thematic areas (e.g. child marriage, benefits of girls’ education).

Ethiopia was also involved in the recent (2019) Analysis of National Learning Assessment System (ANLAS) developed under GPE’s Assessment for Learning (A4L) pilot work under the Knowledge and Innovation Exchange (KIX). Additionally, the GPE Secretariat visited Ethiopia as part of the 2019 Education Data Solutions Roundtable to support strengthening of Ethiopian education data system and better understand the education data challenges in contexts such as Ethiopia.

During the evaluation period (2014-2019), GPE's engagement largely consists of the fourth ESPIG (US\$100 million), which was aligned to the GEQIP-II program, and non-financial support to planning, dialogue/monitoring and financing (e.g. technical support to the treasury regarding budgeting).

ESPIG IV grant of the GPE has two parts – a fixed tranche and a variable tranche – both supporting the ESDP V. The fixed tranche (worth US\$70 million) serves as additional financing for the implementation of GEQIP II and runs until December 31, 2019.

The variable tranche (worth US\$30 million) was a new funding model feature introduced in Ethiopia under the 2017-2019 round of ESPIG funding, based on performance against key indicators set during the application process. This was implemented through a standalone project known as the Ethiopia Education Results Based Financing Project (EERBF), which closed in June 2019.

For the current and past ESPIGs, the World Bank has been selected as the GA given their role in managing the wider trust funds. The CA role is filled on a rotating basis, with USAID and Norwegian Embassy having taken over from UNICEF in March of 2019.

E) GPE contributions to sector planning

State of sector planning in Ethiopia from 2014 to 2019

Education sector planning in Ethiopia is deemed strong, government-led and government-owned. ESDP V was led by a national core team/task force from the planning directorate of the MoE; and is the current planning and strategy document for the education sector, and covers a period of five years, from 2015/16 to 2019/20. It is built on previous iterations, including the continuation of two of the priorities set in the ESDP IV. The first is to improve access to quality primary education to ensure all children acquire the competencies, skills and values that enable them to participate fully in the development of Ethiopia; and the second, to sustain equitable access to quality secondary education services.

Sector plan development at the national level tends to be of high quality, but there are lingering weaknesses in planning capacity at the sub-national level, including in integrating sub-national educational priorities into overall national planning and in aligning the regional and national ESPs. ESDP V is accompanied by a Multi-Year Action Plan (MYAP) and results framework, funded by the GPE in 2016—through an ESPDG—with UNICEF as GA. ESDP V meets the minimum number of GPE/IIEP quality standards (five out of seven).

GEQIP is tightly aligned with the ESDP and is using a pooled funding mechanism. In this sense, program planning in Ethiopia can be considered part of sector planning. Over its first two phases, GEQIP contributed to improved provision of education inputs, strengthening the EMIS system and setting up systems such as school inspection. However, low learning outcomes remain. In recognition of this, during the period under review, GEQIP II informed the design of its third phase—GEQIP-E, particularly in shifting from an input-based approach to focusing on three results areas (linked to disbursements) identified as main constraints: efficiency, equity, and learning.

Inclusiveness in sector planning processes improved with the extensive 3-year consultation process to prepare the new long-term strategic plan, or Roadmap 2030. The consultation process concluded with an extensive document (summarized in 100 pages) which contained findings related to achievement levels,

gaps and challenges in six areas (Pre-primary and Primary Education; Secondary and Preparatory Education; Teacher Education and Development; Higher Education; TVET; and Policy, Governance and Leadership), as well as proposed reforms and recommendations. However, difficulties streamlining the bulk of recommendations stemming from that process (the number of major shifts proposed totaled 357, of which 32 were concentrated in primary education) have shortened the period available to develop ESDP VI – with potential implications for extensive consultation.

GPE contributions to sector planning

GPE financing supported elements of sector planning accompanying ESDP V, which helped improve the quality of the federal sector plan. GPE provided an ESPDG grant (with UNICEF as grant agent) to support the development of the MYAP (multi-year action plan) and results framework, as companion documents to the ESDP V. This was necessary due to the requirements of the fourth GPE ESPIG grant application and is a clear example of the GPE Secretariat influencing the quality of the federal sector planning process. The LEG welcomed the MYAP, with stakeholders suggesting that the extra processes and assistance supported by the Secretariat were an opportunity for the planning process to be improved.

The EERBF project, solely financed by the GPE, was the first result-based financing in the education sector in Ethiopia. It impacted on elements of sector planning, due to its requirements of stretch targets – ‘Government has to plan ahead to achieve targets’. The extent to which these lessons influenced the technical design of GEQIP-E, with relation to DLIs is uncertain — many stakeholders noted that GEQIP-E would have never entirely shifted to results-based financing, if the EERBF’s project experience on setting realistic and achievable targets and timelines had been considered.

Implications for GPE

GPE has played a considerable role in improving the quality of education sector plans in Ethiopia, including the push for government ownership of sector plans. The evidence presented above has some implications for GPE’s ToC and operating model in Ethiopia.

Reflections on GPE’s use of the criteria in assessing credibility of ESPs have noted that there are further opportunities to influence sector planning in Ethiopia, if additional sub-criteria are considered into the evaluation framework. In particular, it was noted that the current GPE Results Framework (RF) criteria do not explicitly evaluate or score whether sector plans combine a ‘right’ balance between stretched and realistic targets. Achievability within the GPE operational model, as the evaluation team understands it, in general alludes to the degree to which goals, objectives, and indicators (or targets) of success are likely to be achieved by country partners. Not getting the balance right—say, having unrealistic targets—, has several implications which have been observed throughout the evaluation such as undermining performance and limiting the possibility to follow up how and why targets are (or are not) being met. This highlights that ‘achievability’ should also consider the extent to which targets are stretched but achievable and within reasonable timeframes.

GPE financial support for sector planning is not deemed essential nor a key motivating factor for producing sector plans. Several stakeholders also noted Ethiopia would be able to obtain the financial support for sector planning from other DPs. The incentive of obtaining an ESPIG, though, is an incentive to improve the quality of planning. As such, we draw attention to the misalignments between the Ethiopian education policy and programming cycles and the GPE grant cycles. Most obviously, the ESPIG grant development (to

be submitted in January 2020) which is being designed between sector plans, but preparations for ESDP VI are expected to continue after the package for the ESPIG is finalized.

The disconnect between the timing of planning activities and GPE grants poses an important question. Theoretically, program design should follow the sector plan. However, in this case, these processes are happening in parallel. As a pooled fund program, the success of the GPE model in Ethiopia is dependent on whether all members within the GPE partnership effectively align both the sector planning and program design processes and champion GPE's aims (that DPs align behind the country's priorities as outlined in the sector plan) over their independent bi-lateral aims.

F) GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Ethiopia from 2014 to 2019

There are four main forums for sector dialogue in Ethiopia (with varying degrees of activity): Education Technical Working Group; National Education Conference; Sub-technical Working Groups; and Education in Emergencies Cluster Group. The Education Technical Working Group (ETWG) is the Local Education Group and deemed extremely well-coordinated between DPs and MoE. Most recently, an education 'cluster' led by MoE was activated in January 2016 to coordinate responses to emergencies.

Education sector dialogue is frequent but highly focused on basic education. There is little room for sector-wide discussions, and dialogue is also often restricted to technical and operational programming issues rather than broader policy and strategic discussions. The ETWG discusses all aspects of planning, dialogue and delivery in basic education. This focus is attributed to donors' preference for the basic education sector. Likewise, many sub-technical working groups have been established to support REBs and MoE in the implementation of disbursement linked indicators outlined in the EERBF project and in GEQIP-E program, which also focus on selected activities covering pre-primary, primary and secondary education. As a result, sub-sectors such as TVET, adult education, and higher education receive little coverage in these forums, and there are no other active platforms that either coordinate dialogue around these areas, or include all players in the value chain and bring together the entire education sector in continuous collective dialogue.

In Ethiopia, there has been a limited historical engagement of civil society—until recently, Ethiopian law significantly constrained the political space of CSOs. Over the past two years, MoE has shown commitment to improve inclusiveness in the ETWG, especially with the invitation of the Ethiopian Teachers Association (ETA) and a CSO, the Basic Education Network-Ethiopia, to join in 2017/2018. FMoE also stressed the appointment of ANFEA (a local NGO) to the ETWG as evidence of inclusive sector dialogue submitted by the Government in the GPE grant application process for the fourth ESPIG. This coincides with a new national approach to the regulation of CSOs in Ethiopia coupled with a new Prime Minister who is supportive of dialogue, although the effects of policy change and the changing political environment are yet to be assessed. Nevertheless, the lack of participation by the CSOs in the ETWG meetings suggest the possibilities from their participation have not been realized, and efforts to improve inclusiveness should go beyond invitation and encouragement, to overcoming the challenges which pose barriers to participation.

Despite a trend to decentralize power in Ethiopia, regions are not yet present in sector dialogue beyond the National Education Conference. Dialogue structures are not replicated at sub-national level. The National Education Conference is the primary, and only forum, involving regions in sector dialogue. The National

Education Conference takes place once a year, rotating locations, and involves a range of stakeholders down to grass-roots level (more than 1,000 individuals attend each year). It is widely felt that the National Education Conference's strategic potential is undermined by its presentation-style structure of findings, and the limited time provided for debate. Encouragingly, there has been an improvement in the technical discussion and evidence presented in the last two education conferences.

Whole sector progress is being monitored but not on a regular basis – it remains weak driven by two-year joint missions and tracking of GEQIP progress, concentrating on program areas rather than sector-wide progress. Key information sources are EMIS and the NLAs; key processes are monitoring for projects and the Joint Sector Reviews (JSRs).

EMIS in Ethiopia is functioning and produces sufficient data, but is underutilized for decision-making purposes. Data that do exist are not routinely analyzed, discussed or used to inform key programming decisions. Stakeholders highlighted some key barriers to this: delays to publication, varying data quality and lack of technical capacity for analysis. NLAs, on the other hand, are considered a reliable source of information to track improvements in learning outcomes, but are administered at Grade 4 and Grade 8, only every four years. As a result, NLAs are an unsuitable tool to generate evidence for immediate or timely decision-making to improve learning outcomes.

GPE contributions to sector dialogue and monitoring

The introduction of the variable tranche (the EERBF project) empowered the ETWG to improve the sector monitoring process. Stakeholders reiterated that it offered opportunities to empower the LEG to be more involved in decision-making and ongoing monitoring (though this remained limited to indicators linked to disbursements), as the ETWG and national stakeholders have greater appreciation of monitoring results thanks to results-based financing mechanisms.

The EERBF project produced several additional positive outcomes for monitoring and dialogue. It has strengthened the capability and autonomy of the Ethiopian Central Statistical Agency, which required new methodologies, procedures and triangulation techniques to verify the disbursement-linked indicators; and highlighted the importance of planning for implementation and of better risk assessment.

Implications for GPE

Joint Sector Reviews in Ethiopia are not regularly used as a monitoring mechanism and seem to be convened to tick off the (perceived) GPE requirement in light of an imminent ESPIG application process. The sector would benefit from their reinstatement and meaningful implementation to facilitate monitoring and dialogue.

Alongside (and perhaps because of) this there is a strong desire among development partners to combine the JSRs with the National Education Conference, but its nature, as a domestic accountability measure, means GoE prefers to keep them separate. Development partners' interest in merging the platforms owes partly to the lack of representation from the regions in any other forums where there is limited participation of development partners. Relatedly, the GPE Secretariat could use its advocacy to bring the regions into sector dialogue more regularly.

Echoing findings from other missions, the quality of JSRs would also benefit greatly if they moved away from a lecture-style structure, toward a meaningful discussion on the implications of regular monitoring data. The GPE Secretariat could empower the CA to do so by proactively sharing its guidelines for successful JSR conferences, in order to support the CA to push for greater change.

G) GPE contributions to sector financing

State of sector financing in Ethiopia from 2014 to 2019

Education expenditure, as a share of GDP and total government expenditure, stayed largely consistent from 2014 through 2017 (the latest data), with some annual fluctuations. Education expenditure is between 4.1 and 4.8 percent of GDP, and 24 and 27 percent of government expenditure. In terms of the type of spending, education accounts for between 30 and 33 percent of total recurrent government expenditure, and around a quarter of total capital expenditure. Overall, the funding allocated to education in Ethiopia shows a commitment to the sector, though concerns remain over allocations across levels of education (given such significant funding to higher education in comparison with basic education) as well as pressures from inflation and population growth.

In terms of international financing, Ethiopia is the largest recipient of total net official development assistance to Africa. Education's share has fallen to just 5 percent – US\$208 million – of which approximately half, US\$109 million, has been assigned to basic education. These amounts fluctuated over the review period, though the amount allocated to basic education has been increasing, from approximately a third of expenditure in 2014 up to a half in 2017. These changes are closely aligned with the disbursements of the GEQIP trust fund. Donor funding is highly aligned through this pooled fund.

GPE contributions to sector financing (domestic and ODA)

There is no evidence to suggest GPE has contributed to changes in the amount of domestic sector financing. Through the multiplier fund, however, GPE may contribute to changes in international financing – with the WB likely to mobilize an additional US\$60 million to refugee education.

GPE has provided direct financial support to the previous two GEQIP programs, and is expected to contribute to GEQIP-E. In the review period (2014-2019), this financial support consists of US\$170 million to GEQIP II and US\$30 million through the variable tranche in a parallel project to GEQIP II, and a maximum country allocation of US\$125 million that is under preparation.

While the financial support to GEQIP II represents just 2 percent of the total ESDP V implementation cost for General Education, GPE financial support to GEQIP II represented about 30 percent of the total share of DPs' investment. Stakeholders described GPE's financial modality and accompanying support from the GPE Secretariat very favorably, particularly its flexible approach exemplified through the extension of the ESPIG grant and the adjustment of certain disbursement-linked indicators. As stakeholders noted, 'GPE is flexible', 'they listen to FMoE's requests' and 'that is fundamental to donor programming'.

Implications for GPE

GPE's financial contribution within the GEQIP II pool is large, and the ESPIG value is comparable in size with other donors' contributions with a greater country presence. This has implications for GPE's ability to influence sector financing discussions, as its voice is often diluted by other donors given the lack of full-time presence of the GPE Secretariat, and the multiple roles played by the WB – host of the GPE Secretariat, member of GPE, implementing partner for its funds in Ethiopia and, importantly, fiduciary and implementing partner for the country's trust fund.

It is the latter two roles that can be at odds, with the trust fund management and implementation taking precedence over any evolutions in individual donor's preferences, which are agreed at the time of contributing to the pooled fund. So, for individual donors, harmonization leads to a reduction in their possible levers of direct influence in the sector and makes it impossible to track the implementation of specific funds individually (for the fixed part). Overall, though, donors felt that the benefits for the education sector outweighed their loss of influence.

The tension between harmonization and having clearly specified contributions from GPE did not exist in the EERBF (results-based financing) project. Stakeholders (DPs and government) had a strong regard for having a stand-alone project directly funded by GPE, not least because the GPE Secretariat has a close relationship with FMoE and is willing to adapt program design to challenges. There is an expectation among stakeholders that the next GPE ESPIG will fund GEQIP-E to help lower the predicted financing gap, which poses a question about the ability of the GPE Secretariat to respond to needs for flexibility in the future. This opportunity to communicate, and ability and versatility to adjust program design to changing circumstances, is seen as lacking in the pooled fund modality, where the transaction costs of restructuring are high.

Over and above this, it is unclear how GPE's 70:30 funding model feature will work within GEQIP-E. Under the earlier GEQIP, the IPF component absorbed the fixed part, and the variable part became a standalone program. In GEQIP-E, the IPF component has nearly disappeared and the overall design has shifted to results-based financing. It is unclear how the fixed part – which is not dependent on performance – would work under this model. Stakeholders had different views about this, which are as yet unresolved and highlight challenges. Specifically, several stakeholders thought that the fixed part of the next ESPIG could be used within the IPF Technical Assistance component (which is non-results based), whereas others thought it should be allocated across a wider range of components, rather than allocated to one component simply to solve issues around funding modalities.

H) GPE contributions to sector plan implementation

State of sector plan implementation in Ethiopia from 2014 to 2019

Ethiopia's education sector is currently implementing its fifth ESDP, which runs from 2015/16 to 2019/20. This has been supported by GoE and donors through two flagship investment programs focusing on improvements in general education (from primary to secondary education): GEQIP II (2013-2019) and 'E/Equity' (2018-2022). In addition, the GPE variable tranche funding (US\$30 million) was programmed as a separate project aligned with ESDP V (the EERBF project).

There is no tracking of activities or outputs directly of ESDP V, and many of the outcome targets for the sector have not been met. The MYAP lays out a number of strategic yearly activities related to the sub-goals of each program, with costs, alongside a description of what will be undertaken. However, in the MTR, there was no reference to these activities; instead, only progress toward the outcome indicators (taken from EMIS data) is reported on. Given the volume of activities in the MYAP (963, of which 60 percent relate to quality improvement), it is difficult to conduct retrospective evaluations within a limited timeframe.

Existing progress in implementation of the sector plan over the review period (2014-2019) has been driven by activities within the GEQIP pooled fund, and those incentivized by the results-based financing. It has also been challenged by government implementation capacity and operational weaknesses at the regional and local levels, with ambitious targets stretching delivery capacity.

GPE contributions to sector plan implementation

GPE has contributed to Ethiopian ESP implementation through three grants during the review period (2014-2019), for a combined total of US\$200 million in support of implementation of ESDP V (2014/15-2019/20). GPE's direct funding to finance implementation of GEQIP II totals US\$170 million across ESPIG III and ESPIG IV (the fixed tranche), with US\$30 million variable tranche funding from ESPIG allocated to a separate program that was aligned with GEQIP II.

Given the pooled modality, GPE's support to implementation is hard to disentangle from the overall results. However, as the variable tranche was programmed separately, and tied specifically to output and outcome indicators, it is easier to identify the contribution of GPE funding to these areas.

The EERBF project was GPE and the WB's first result-based financing in the education sector in Ethiopia. It was a successful platform to pilot interventions, now being scaled up nationwide. The EERBF has been moderately successful in contributing to the improvement of learning conditions in primary and pre-primary schools, though successful disbursement of supplementary school grants to support children with special needs, training and appointment of additional female primary school principals, development of a new national O-class curriculum package and training of over 90 percent of O-class teachers in two emerging regions of Ethiopia.

GoE's learning curve was steep in terms of adjusting to the new payment method. Particularly, lack of understanding of what results-based financing implied is likely to have hindered EERBF project implementation. Officials realized this when some regions' poor performance toward results affected the full disbursement of funds. FMoE was originally drawn to this modality, as the investment was not linked to operations or budget lines, but rather results, and this allowed flexibility in where to spend. The same challenges remain within GEQIP-E, where, according to a recent study, still only officials at the federal level and a few regional and zonal stakeholders had good levels of knowledge of the financing approach. Overall, several clear lessons from the challenges facing implementation were learned.

Implications for GPE

The variable tranche had the negative incentive of reducing the focus towards narrowly achieving the outputs rather than working towards system change. This finding has important implications for the operational model. In summary, if we wish to incentivize outcome level change, then outcome level targets are required. Where output level targets are selected, it is necessary to ensure that they are supplemented

by a robust theory of change towards outcomes (as currently happens in the QAR process) and unintended consequences are mapped out and mitigated.

In addition, it has been noted all throughout this evaluation, that regions and woredas—the third-administrative level—struggle to implement. This, in the context of the DLI/results-based financing embedded in GEQIP-E, will present a risk if communication remains weak and capacity issues continue, as funds will not be released due to a lack of progress. Various stakeholders expressed that the rigidity and very little flexibility within the GEQIP-E fund raises concerns for the next ESPIG.

I) System level change

Main trends

The education system in Ethiopia has shown progress in access and equity through an increased number of schools and mechanisms to support pre-primary and special needs education. Several interventions do not offer national-scale support as these targeted emerging regions, and progress on national programs varies across regions.

ESDP V committed to ensuring that all students had access to a full cycle of primary education in their local area. From 2016 to 2018, while more primary schools have been built, fewer classrooms are available to primary school students for learning. While the 2014 ESA states that construction efforts were to be undertaken to reduce the average distance from households to schools, with a target of a maximum of 3 km for any child, no data are available as to whether this target has been achieved during the review period. The only construction-related activities within the MYAP relate to O-class, universities and adult education centers – with progress being made at the university level and no data reported at the other levels.

On the quality and relevance of education, the delays in establishing the new curriculum institute have had knock-on effects on teacher training and system-wide reform. Progress has been made in developing an O-class curriculum and increasing the total number of teachers, though teacher effectiveness has not improved. Overall, there have been notable improvements in the share of both pre-primary and lower primary teachers who are qualified.

Decentralization has been one of the consistent pillars of reforms over the past decades, with major roles shifted to regions and woredas. A continuing challenge within this federalist system is that, at the central level, policy decisions, development action plans, priorities, targets and programs are often made and decided with the intention of cascading these down, through the REBs, to lower tiers of government. However, often, little focus is placed on how these are passed on, how accessible the information is and how the cascading model works in the context of high turnover of government officials at the woreda and regional level.

While key data systems for planning and decision-making are in place and improving, timeliness, lack of integration, reliability of decentralized data and limited analytical capacity remain a challenge. The EMIS is complex, given its decentralized structure, operating at the sub-national level in addition to the federal level. The regional and national EMIS have improved over the past two sector plans. Notable achievements during the period of ESDP IV include the provision of EMIS offices in all woredas and the annual survey of schools being completed effectively. The collection of the school census is coordinated by the EMIS

Direktorate in FMoE. Data are collected at the school level, through paper-based forms filled in by school principals, and funneled upward through the woredas and regional governments to the EMIS Directorate. The EMIS also includes a School Management Information System (SMIS) and a Teacher Management Information System (TMIS) to support the collection of data needed to improve planning and evidence-based decisions. Although these systems are in place to collect specific data at the school, teacher and student level, they are not integrated, and directorates responsible for them, at national and regional level, often work in silos.

A critical issue that has contributed to the fragmentation of data systems is the lack of a common school code/identifier. Different directorates within FMoE and other key agencies such as NEAEA use their own school codes (e.g. EMIS and NEAEA) or do not use any school code (e.g. the General Education Inspection Directorate [GEID]) as part of their data collection and management processes. To improve the quality of EMIS and to enhance data integration, GEQIP-E supported a school mapping exercise in 2019 that allowed the generation of unique identifiers for all schools. Unique identifiers produced through this exercise have been used to map two years of inspection data, and are also being introduced into the NLA system housed in NEAEA. Yet, without technical capacity to analyze these data or without getting started on developing improved data analytics to produce more insight, the space for EMIS to inform policy-making and support system-wide efforts to improve the quality of education and learning will remain limited. That said, EMIS and NLAs are expected to eventually produce a joint report.

A new federal ministerial structure was introduced in October 2018, whereby MoSHE took responsibility for higher education and TVET and FMoE kept general education, including pre-primary, primary and secondary education, and children with special needs, as well as out-of-school children. It is quite soon to comment on the success of this restructuring, though stakeholders flagged possible challenges around coordinating planning activities.

Likely links between sector plan implementation and system level change

In key areas, particularly management and to a lesser extent equity, there is a likely link between the implementation of the ESDP V (through GEQIP) and improvements in the education system. However, weak implementation in certain regions hampers progress towards system-level changes.

The ESDP V's mid-term review highlighted a number of implementation issues across the ESDP V. This, and a lack of data of activities in the multi-year action plan, mean it is hard to relate the ESP implementation to system level changes for the period under review. In addition, only limited system level changes were observed (driven mostly by GEQIP-II and the GPE ESPIG's variable tranche). Stakeholders and reviews within the mid-term review repeatedly cite failure to implement the sector-plan activities as a reason why limited system-level changes are being observed. This is compounded by the size of Ethiopia, meaning that positive changes for some language groups (for example in Amharic) get balanced out by falls in others. A similar story is found across the regions, with improvements in one place and falls in others. Improvements in relation to equity and access have begun to be seen and should remain an area of continuing focus, particularly in response to declining rates of gender parity.

Implications for GPE

The weaknesses of ESDP V implementation mean that it is difficult to verify this aspect of the GPE ToC in Ethiopia. Some successes in implementation have occurred through GEQIP II and the variable tranche funding, and some system shifts have occurred which were not delineated in the sector plan. This underlines the need for support to translating plans into actions, and ensuring plans are living documents.

The on-going dominance of the GEQIP projects in sector dialogue, and implementation, means that, as GEQIP does not implement the entirety of the ESDP V, wider sector issues can be overlooked. Given limited capacity and clear financial incentives to focus on implementation of GEQIP, it is important that the GPE Secretariat reinforces its aims of sector wide system changes to its representatives in-country to ensure that attention is given to the wider sector on a regular basis.

J) Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

Over the review period, no significant improvements in learning (particularly reading scores) have been observed at national level. EGRA results for oral reading fluency in Grade 2 between 2014 and 2018 show a very slight change, from 11.6 to 12.5 words per minute. However, the language variation underpinning this overall result suggests that progress has been varied, with scores falling in four out of the seven regions surveyed. As such, it is hard to conclude whether there has been meaningful change over the time period.

Inequities in learning remain based on gender, region and urban versus rural areas. The national learning assessments tracks learning outcomes over time. The latest national learning assessment in Ethiopia was conducted in 2015 for Grade 4 (Mathematics, Mother-Tongue Reading, Environmental Sciences and English) and Grade 8 (Mathematics, Biology, Physics, Chemistry and English). The fifth NLA test in 2015 was based on the fourth NLA tests in 2011, allowing for comparison of system performance over time by proficiency levels. Analysis of NLA 2015 found that there were positive results with respect to proficiency levels. The number of students achieving basic proficiency or higher in all subjects between 2011 and 2015 had substantially increased for the two grades tested (Grades 4 and 8). While enrollment increased by 21 percent, the total number of students achieving basic proficiency or higher in all subjects increased by 57 percent from 2011 to 2015.

Looking at gender, boys in general perform better than girls in the NLA tests across all subjects. The largest gaps in learning between girls and boys across both 2011 and 2015 remains in Mathematics, where the mean difference in 2015 between boys and girls was 4.84 percent. This is broadly similar at Grade 8.

In addition to sample-based learning assessments in NLA and EGRA, learners also undertake national examinations, which occur at the end of the second primary cycle in Grade 8, after junior secondary in Grade 10 and upon leaving school at Grade 12. These exams are structured to determine progression to the next stage, which is limited by the number of spaces available. As the Ethiopian General Secondary Education Exam is norm-referenced, it reveals student performance relative to their peers, rather than against set criteria. Scores cannot be compared across time, as NEAEA has only recently developed an item-

bank for questions, meaning test difficulty has varied over the years (though, as tests are norm-referenced, this is not an issue for screening for the next grade).

ESDP V targeted improvements in secondary school examination scores, looking at the percentage scoring above a threshold. Here, performance was mixed, with initial gains retreating, and scores falling in 2017 back to 2013 levels or below. Progress in Grade 12 was better, with an increase in the proportion scoring above 350 from 45.3 to 52.9 percent between 2014 and 2017. The MTR found that this owed to a failure to implement the strategies within ESDP, notably those around the teacher development program and school improvement.

Likely links to observed system level changes

There is evidence to suggest that failure to implement many activities within the system led to stagnation, or minimal increases in equity and inclusion at the system level. However, where changes suggest the impacts will be on quality, such as ECE curriculum development, it is not possible to draw a causal claim, as it is not measured.

Implications for GPE

It is difficult to assess changes at the outcome level, partly because of the timing of the NLA data. However, EGRA data suggest continued challenges in learning, especially in the early grades – this is matched by stagnation in the Grade 1 dropout rate. The lack of data and progress on many of the headline indicators within ESDP V suggests that target-setting may be too aspirational; this needs to be considered carefully in the context of increased use of results-based approaches.

The GPE Secretariat, and its partners, should be aware of the balance between stretching and realistic targets in any appraisals of the upcoming sector plan – with substantial discussions around what success looks like in an economy and political system that is still developing. This is especially pertinent where funding relies on achieving targets.

K) Conclusions and strategic questions

GPE contributions

Ethiopia is a country undergoing many changes, with the education system having expanded fast to accommodate exceptionally large numbers of learners. Current population growth figures indicate that continuing efforts to guarantee access to education to all learners will remain a priority over the next decade.

Education planning is strong, and the federal government has the capacity to prepare credible education sector plans. In the last year, the main planning activities have centered around a Roadmap 2030, which will be the new long-term strategic plan for the education sector. The Roadmap process increased inclusivity in sector planning processes through a consultation process that lasted over three years. However, it is being implemented without an official document approved by Parliament, and has considerably reduced the period dedicated for preparing the next sector plan – ESDP VI.

Monitoring and implementation, in a large, diverse country, are often difficult and are still a weakness of Ethiopia – where the decentralized aspirations are often at odds with a strong central administration, with more work needed to support the decentralized structures. Communication of important policy decisions and top-down approaches to sector planning and implementation often rely on a cascading model that does not exist, owing to absence of capacity and high turnover in sub-national structures. In addition, there are regional disparities in data quality, combined with insufficient data to monitor the sector plan, which show that more efforts are required to strengthen EMIS, particularly at the decentralized level.

This varying capacity across regions has also posed challenges to the new modality of payment by results financing. More plausible targets considering regional disparities and shock proneness, as well as more flexibility in program design, will lessen the risk of leaving the education sector without enough upfront investment to carry out the activities planned.

Emerging good practice

There are two main good practices arising from Ethiopia observed during the CLE, the first one among development partners and the other one within the Government of Ethiopia.

- **Sharing of the CA role:** the CA position has shifted in 2019 from UNICEF to a shared role between USAID and the Royal Norwegian Embassy. The flexibility of GPE's operational model to allow certain donors like USAID (which does not provide direct funding to either the Education Joint Sector Fund or GEQIP) to be involved as co-CA has been a strength to support the harmonization of sector dialogue, and was highlighted by stakeholders as a strong asset in such a large context like Ethiopia. Similarly, DPs emphasized as supportive the flexibility in having distinct co-CAs and co-chairs of the LEG, so co-CAs could focus on supporting GoE in grant applications and maintaining a strong link between the LEG and the Secretariat.
- **Supporting government-owned verification:** CSA's commitment to abide by its mandate as a verification agency for the EERBF and other payment by results programs has proved this semi-independent government body is a trusted department and has strengthened the CSA's internal capacity, through adopting new methodologies, procedures and triangulation techniques to complete verification.

Perceived relevance of GPE support

GPE has a long history of support to education in Ethiopia and is held in high esteem by GoE and the ETWG. However, lack of direct presence of the Secretariat in country, and its contribution to a pooled fund, means GPE has no stronger leverage than other donors in relation to sector dialogue and monitoring. The introduction of the variable tranche in 2017 was found by stakeholders to have more strongly influenced sector dialogue and planning, while reinforcing a siloed and 'projectized' trend to monitoring and dialogue.

Strategic questions

The following strategic questions arise from this CLE for GPE.

- The GPE's Secretariat process of assessing the credibility of ESPs allows further opportunities to influence sector planning in Ethiopia. Would adding additional scoring criteria to the 'achievability' sub-criteria allow for an evaluation of whether sector plans combine a 'right' balance between stretched and realistic targets?
- While GPE's ESPDG funds sector-wide plans, the recent split into two ministries raises coordination issues. As GPE has a stated priority (and in-country partners have a belief) that ESPIGs only support basic education, this could pose difficulties, whereby the higher education ministry has limited appetite for coordinated planning. How should the beneficiary partner (FMoE) handle the application process to guarantee credible sector-wide plans?
- While GPE has a clear value offer in technical assistance on planning, Ethiopia is an example of how strong planning does not necessarily translate to strong plan implementation. How can GPE improve its offer in terms of implementation support?
- The levers available to GPE rely on an ordered progression from sector analysis, to sector plan, to program design and implementation. However, the large MDTFs that drive implementation (GEQIP) deviate from this. The disconnect between the timing of GPE grants has important implications for the ability of GPE to influence sector planning and program design in Ethiopia. How can GPE update its model to reflect that scenario?

1 Introduction

1.1 Background and purpose of the prospective evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.⁹ GPE brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.¹⁰
2. This evaluation is part of a larger GPE study that comprises a total of eight prospective and 20 summative country-level evaluations (CLEs). The overall study is part of GPE's Monitoring and Evaluation (M&E) Strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact¹¹ at the country level.
3. The objective of each prospective CLE is to assess if GPE's inputs and influence are orienting education sector planning, implementation, financing and dialogue/monitoring toward the intermediary outcomes as outlined in the Theory of Change¹² (ToC). The prospective evaluations are forward-looking and explore what happens while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review in order to make it possible to understand whether progress is being made and whether GPE is making a contribution.
4. In this context, GPE support is defined as both financial inputs deriving from GPE grants and related funding requirements; and non-financial inputs deriving from the work of the Secretariat, the grant agent (GA) and the coordinating agency (CA), and from GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

Box 1.1 – Scope of this prospective evaluation

This prospective CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the Government of Ethiopia (GoE), other in-country stakeholders or specific GPE grants. The core review period for the evaluation is 2014-2019. This period is covered by a baseline report and two annual reports, which aim to track changes resulting from GPE activities. This report represents a stand-alone summative perspective at the end of the evaluation period, and addresses changes between reporting periods in Section 0.

⁹ GPE, GPE 2020. Improving Learning and Equity through Stronger Education Systems (2016).

¹⁰ Information on GPE partners can be found at <https://www.globalpartnership.org/about-us>

¹¹ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to sector-level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

¹² The GPE ToC is shown in Annex B.

1.2 Methodology overview

5. The methodology for the prospective evaluations is a theory-based contribution analysis approach, and the guiding framework is provided in an evaluation matrix and a generic country-level ToC, developed according to the existing overall ToC for the GPE Strategic Plan 2016-2020. The evaluation methodology envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting. This is further described in the inception report.

6. There are three key evaluation questions for the GPE CLEs (both the prospective and the summative evaluation streams), which are presented below. The full details of the evaluation questions are presented in an evaluation matrix (included in Annex A). Figure 1.1 represents how these key evaluation questions relate to the contribution claims¹³ investigated in the evaluation:

- **Key Evaluation Question I:** Has GPE's support to Ethiopia contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring and more/better financing for education?¹⁴ If so, how?
- **Key Evaluation Question II:** Has the achievement of country-level objectives¹⁵ contributed to making the overall education system in Ethiopia more effective and efficient?
- **Key Evaluation Question III:** Have changes at education system level contributed to progress toward impact?

7. The guiding frameworks for the evaluation are the evaluation matrix (Annex A) and the country-level ToC for Ethiopia (Annex B). For further details, please refer to the Inception Report for the overall assignment (April 2018), and the revised approach for Years II and III, published November 2018.¹⁶

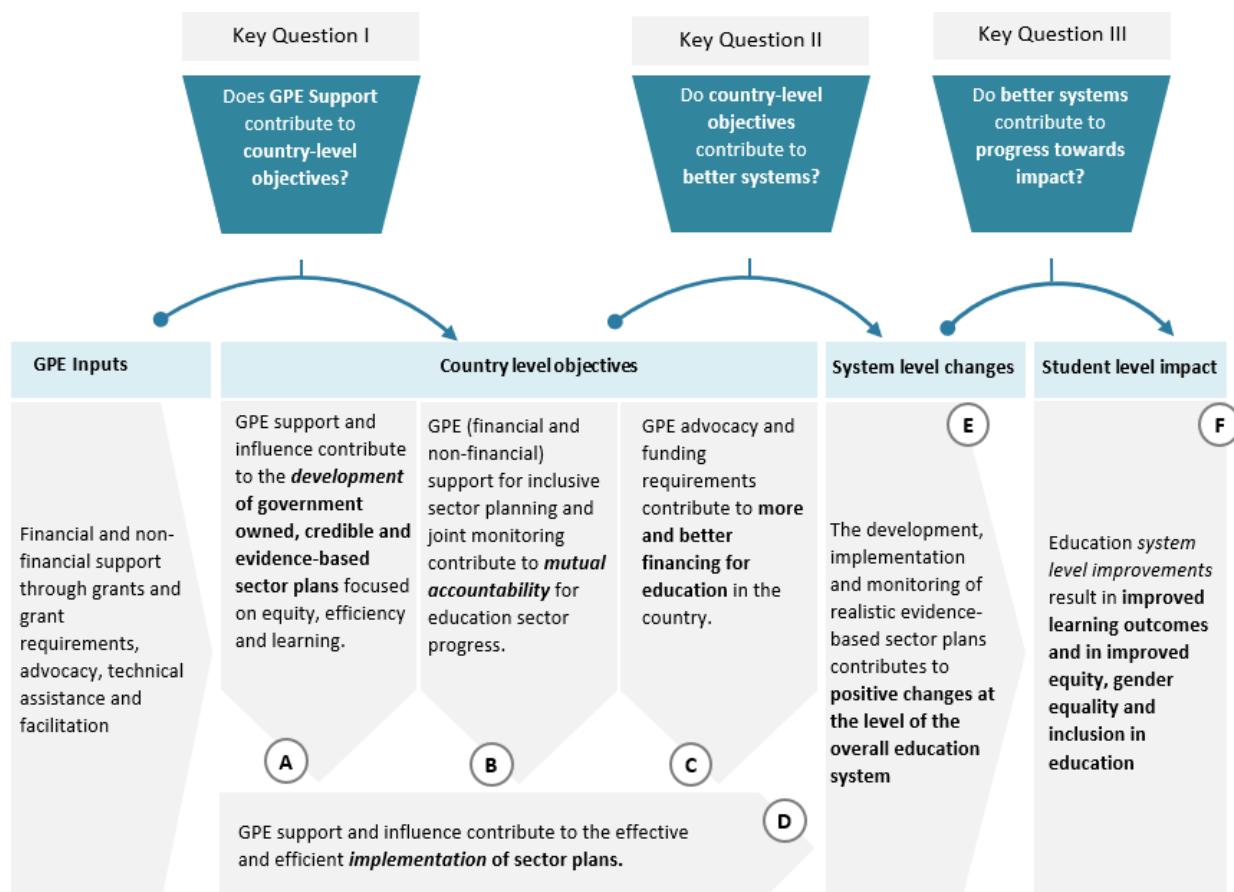
8. This approach is consistent with that of the summative evaluations and thus contributes to a 2020 synthesis report. In the application of contribution analysis, the prospective evaluations in Year I of the evaluation were forward-looking and assessed whether inputs and influence in the education sector planning were conducive to intermediary outcomes, as per the ToC. Conversely, the summative evaluations trace the ToC ex-post from the contribution of inputs to intermediate outcomes, outcomes and impact. These final prospective evaluations combine the forward-looking prospective evaluations from previous evaluation years with a final ex-post evaluation of what has taken place since the previous annual report. The methodology for weighing confirming and refuting evidence is presented in Annex F.

¹³ The contribution claims are the theoretical mechanisms for change through GPE inputs. These are explained in more detail in Annex C.

¹⁴ Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness and efficiency.

¹⁵ GPE country-level objectives related to sector planning, plan implementation and mutual accountability through sector dialogue and monitoring.

¹⁶ GPE, Modified Approach to Country Level Evaluations for FY II (2019) and FY III (2020) (2018), www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020

Figure 1.1 – The evaluation presents findings on key evaluation questions and contribution claims

9. The focus for data collection and analysis is relevant to the key indicators in GPE's results framework (RF) and additional indicators described in the respective countries' education sector plans (ESPs). The evaluation team has not collected primary quantitative data but instead has drawn upon secondary data to place the evaluation findings on a solid quantitative basis. In addition, two rounds of data collection were conducted in 2018 and 2019. Each of these contributes to this final report.

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

- Education planning;
- Implementation of the ESP (including the stage of implementation against plans and implementation challenges);
- Sector dialogue;
- Monitoring (including the strengths and weaknesses of monitoring systems, in terms of both data production and transparency);
- Education financing;
- GPE financial and non-financial support in relation to the above topics; and
- Donor partner activities.

Box 1.2 – Color ratings in the CLEs

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

11. For this Year II evaluation report, the evaluation team consulted a total of 33 stakeholders from various federal and regional government ministries, development partners (DPs), civil society and academia (see Annex H for a list of stakeholders), and reviewed a wide range of relevant documents, databases and websites, as well as selected literature (see footnotes for references sources). In addition to the KIIs, the evaluation country team conducted an in-country debrief session in August, 2019 with members of the local education group (LEG) and government (namely, the Planning and Resource Mobilization Directorate at the Federal Ministry of Education [FMoE]).

Purpose of Year II evaluation

12. Prospective evaluations give room for investigation of unexpected changes, and the examination of trends between years. This report is designed to read as a standalone final evaluation of GPE’s contribution to education in Ethiopia but will also identify changes from the baseline and this final report. The report will also build on the first-year report by looking in more detail at the strength of evidence for claims made in Year I, as well as a deeper testing of the assumptions underlying GPE’s theory of change.

Limitations and mitigation strategies

13. The main limitation in Ethiopia was the lack of updated United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics (UIS) data in the review period, with this last reported on UNESCO’s website in 2015. To mitigate this lack of data, observed trends that lie outside the review period are drawn using these data. However, data available from FMoE’s Education Management Information System (EMIS), such as the most recent 2017/18 Education Statistical Abstract from the EMIS team and the education sector plan mid-term review (MTR), are also included.

1.3 Structure of the report

14. **Section 2** presents the Ethiopian context in which GPE support takes place. It documents the broad political and geographical context of Ethiopia, reviews the education sector in Ethiopia and outlines GPE financial and non-financial support to Ethiopia.

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

16. **Section 4** discusses education system-level changes in Ethiopia during the period under review (2014-2019) and likely links between these changes and progress made towards the country-level objectives.

17. **Section 5** presents an overview of the impact-level changes observable in Ethiopia.

18. **Section 6** reflects on the assessment of each of GPE’s contribution claims.

19. **Section 7** concludes and outlines good practices arising from Ethiopia and several strategic questions from this evaluation for GPE.

2 Context

2.1 Overview of Ethiopia

20. This section provides the context to the evaluation, including the relevant historical, political and economic background, as well as that of the education sector and GPE's involvement in Ethiopia.

Table 2.1 – Summary of country and education context

CONTEXT AREA	FEATURES
Country context	<p>Ethiopia is a large (population of 106.4 million), poor country (gross domestic product [GDP] per capita of US\$772),¹⁷ and one of the least urbanized countries in the world (79 percent rural).¹⁸</p> <p>Economic growth is strong (though it decelerated to 7 percent¹⁹ in 2018) driven by large public investment and infrastructure programs, but poverty levels remain high (ranked 173 out of 188 on the United Nations Development Programme (UNDP) Human Development Index [HDI] in 2018).</p> <p>It is a federalist, diverse country (with more than 90 ethnic and linguistic groups), transitioning to a democratic state under the leadership of the Ethiopian People's Revolutionary Democratic Front (EPRDF) (since 1991).</p> <p>Ethiopia is a shock-prone country, with climatic shocks (e.g. the recent El Niño drought and subsequent food security crisis in 2016/17) and a rising amount of political and ethnic unrest (resulting in 3.2 million internally displaced persons [IDPs] across the country in mid-2019) linked to reforms, and is home to the second largest refugee population in Africa (with almost a million registered refugees and asylum-seekers).</p>
Education context	<p>Ethiopia has made strong progress in ensuring access to schooling in the basic education cycles but still faces challenges: high repetition and dropout rates, low primary completion rates (though Ethiopia is making the fastest progress in Sub-Saharan Africa [SSA]),²⁰ a fall in enrollment rates in secondary (particularly for girls) and low-quality education at all levels. Recent changes in the government's commitment to early learning education have seen a considerable rise in the number of children completing O-class, in an effort to improve school readiness.</p> <p>However, households' abilities to support children through schooling remains low as many children are first-generation learners, and only about 4 out of 10 women and 7 out of 10 men aged 15-49 are literate.</p>

¹⁷ Current US\$, year 2018, <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD>

¹⁸ World Bank, year 2018 <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS>

¹⁹ GDP growth (annual percent), 2018, <https://data.worldbank.org/indicator/ny.gdp.mktp.kd.zg>

²⁰ GEM Report, <https://gemreportunesco.wordpress.com/2019/07/12/ethiopia-is-making-the-fastest-progress-in-primary-completion-in-sub-saharan-africa-how/> (July 12, 2019).

CONTEXT AREA	FEATURES
Structure and features of the education system	<p>The education system is decentralized, led by FMoE, the newly established Ministry of Science and Higher Education (MoSHE) (October 2018) and Regional Education Bureaus (REBs).</p> <p>Pre-primary covers children aged four to six, primary has an official starting age of seven and a duration of eight years (Grades 1-8), lower secondary consists of Grades 9-10 and upper secondary is Grades 11-12. Entrance to the technical and vocational education and training (TVET) system is after Grade 10.</p> <p>The National Educational Assessment and Examinations Agency (NEAEA) is responsible for administrating all national examinations at exit Grades 8, 10 and 12.</p>
GPE in Ethiopia	<p>Ethiopia has been a GPE partner since 2004. To date US\$368 million has been allocated through seven grants.²¹</p> <p>The current ESP Implementation Grant (ESPIG) GA is the World Bank, and the CA is currently co-shared between the U.S. Agency for International Development (USAID) and the Royal Norwegian Embassy; all are members of GPE.</p>

2.2 Country context

21. Ethiopia is a large and diverse country in the Horn of Africa, with more than 90 ethnic and linguistic groups. The second most populous country on the African continent, Ethiopia has a total population estimated at over 105 million in 2019.²² It is a young country, with nearly half of the population under 14 years of age (42.56 percent), and population growth remains high, at 2.5 percent annually, meaning that the population is predicted to be 138 million by 2030.²³ It is also one of the least urbanized countries in the world, with 79 percent of the population being rural, as of 2018.²⁴ However, the Ethiopian Central Statistical Agency (CSA) projects that the urban population will triple to 42.3 million by 2037, expanding at a rate of 3.8 percent per year.²⁵

22. GoE has an ethnic federalist²⁶ system of government, with nine regional states (Afar, Amhara, Benishangul-Gumuz, Gambella, Harari, Oromia, Somali, Southern Nations, Nationalities and Peoples [SNNP] and Tigray) and two administration cities (Addis Ababa and Dire Dawa), of varying sizes and levels of development. Since 1991, Ethiopia has been transitioning to a democratic state, currently under the leadership of the Ethiopian People's Revolutionary Democratic Front (EPRDF). In this period, there have been five elections and the country has established a decentralized system of governance with many fiscal and decision-making powers devolved to the regions.²⁷ In recent years, Ethiopia has faced a rising amount of political and ethnic unrest. After the resignation of former Prime Minister Hailemariam Desalegn, the EPRDF held internal deliberations, and a reformist, Dr Abiy Ahmed, was

²¹ <https://www.globalpartnership.org/country/ethiopia>

²² UIS Country Context for Ethiopia, <http://uis.unesco.org/en/country/et> (accessed September 3, 2019).

²³ UN DESA, World Population Prospects 2017.

²⁴ World Bank Database for Ethiopia; rural population percent of total population),

<https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS?locations=ET> (accessed September 3, 2019).

²⁵ World Bank's Cities Alliance Group, Ethiopia Urbanization Review: Urban Institutions for a Middle-Income Ethiopia, <https://openknowledge.worldbank.org/handle/10986/22979> (2015).

²⁶ Ethnic federalism is a federal system of national government in which the federated units are defined according to ethnicity.

²⁷ World Bank Ethiopia, Program Appraisal Document on a Proposed IDA Grant and Multi-Donor Trust Fund Grant, Report No: 121294-ET, 2017.

instituted in April 2018. As of September 2019, it remains to be seen how the political situation in Ethiopia will evolve amid lingering political and ethnic conflicts.

23. Ethiopia has achieved strong economic growth in the past two decades. According to official government data, economic growth averaged 10.5 percent between 2003/04 and 2016/17.²⁸ The gross domestic product (GDP) growth rate is assumed to continue at 8 percent.²⁹ Real GDP more than doubled from US\$32 billion³⁰ in 2010/11 to US\$81 billion in 2016/17. As a result, per capita income also doubled, from US\$396 to US\$862 in the same period. Therefore, the proportion of the population living in poverty declined from 38.7 percent in 2005, to 29.6 percent in 2010/11, to an estimated 23.5 percent in 2016.³¹ Ethiopia is trying to diversify its economy and is experiencing industrial growth, which has brought positive trends in reducing poverty.³² The central drivers of such growth remain public investment and private consumption on the demand side and value added in agriculture, services and construction on the supply side.³³ Agriculture remains dominant in the economy and is the main source of income for a great majority of the population (68.2 percent as of 2017).³⁴

24. Ethiopia aspires to reach middle-income status by 2025, which requires strong investment in human capital. In 2015, GoE launched its latest development strategy, the Second Growth and Transformation Plan (GTP II), targeting structural transformation by increasing productivity in manufacturing, particularly light manufacturing. Currently, GTP II is in its third year of implementation. Its major objectives include maintaining the strong average growth of 11 percent achieved in the past, deepening economic transformation and attaining lower-middle-income and carbon-neutral status by 2025.³⁵

25. Despite strong economic growth, Ethiopia remains one of the poorest countries in the world, with more than 25 million Ethiopians living either below or just at the poverty line³⁶ and a GDP per capita far below the Sub-Saharan Africa (SSA) average.³⁷ As of 2017, gross national income (GNI) per capita is US\$1,719 (2011 purchasing power parity [PPP]).³⁸ Ethiopia is ranked 173 out of 188 on the United Nations Development Programme (UNDP) Human Development Index (HDI), with the most recent Gini

²⁸ UNDP Ethiopia, Ethiopia's Progress Towards Eradicating Poverty, <https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2018/04/Ethiopia%20%99s-Progress-Towards-Eradicating-Poverty.pdf> (April 2018).

²⁹ GPE Secretariat Quality Assurance Review Phase 1, QAR 1: Initial Program Consultation of ESPIG, (July 16, 2019).

³⁰ Please note that these figures and the subsequent financial figures in the paragraph are measured at a fixed price in time, US\$ as of 2010.

³¹ National Planning Commission, Interim Poverty Analysis Report for 2015/16.

³² World Bank Ethiopia, Program Appraisal Document on a Proposed IDA Grant and Multi-Donor Trust Fund Grant, Report No: 121294-ET, 2017.

³³ UNDP Ethiopia, Ethiopia's Progress Towards Eradicating Poverty, <https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2018/04/Ethiopia%20%99s-Progress-Towards-Eradicating-Poverty.pdf> (April 2018).

³⁴ UNDP, Human Development Report for Ethiopia, <http://hdr.undp.org/en/countries/profiles/ETH> (accessed September 3, 2019).

³⁵ UNDP Ethiopia, Ethiopia's Progress Towards Eradicating Poverty, <https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2018/04/Ethiopia%20%99s-Progress-Towards-Eradicating-Poverty.pdf> (April 2018).

³⁶ WFP, Ethiopia: An Evaluation of WFP's Portfolio (2012-2017), January 2019.

³⁷ World Bank Ethiopia, Program Appraisal Document on a Proposed IDA Grant and Multi-Donor Trust Fund Grant, Report No: 121294-ET, 2017.

³⁸ UNDP, Human Development Report for Ethiopia, <http://hdr.undp.org/en/countries/profiles/ETH> (accessed September 3, 2019).

income inequality coefficient at 39.1.³⁹ The country receives a relatively large amount of development assistance (compared with other SSA countries), estimated at a net US\$4.117 billion in 2017 – or 5.1 percent of GNI.⁴⁰

26. Rural areas are prone to climatic shocks like the recent El Niño droughts. Most recently, rain failure in 2015 led to almost 19 million people receiving food assistance in the form of safety net transfers or general food distributions in 2016, and poor lowland rains in 2016/17 caused severe food crises for pastoralists. From 2012 to 2017, between 5 and 8 million people received support through GoE's rural safety net – the Productive Safety Net Program (PSNP) 6 – and the World Food Programme (WFP) estimates that up to 10 million received humanitarian food assistance.⁴¹

27. According to WFP in 2019,⁴² Ethiopia hosts more than 900,000 refugees,⁴³ mainly from South Sudan, Somalia, Eritrea and the Sudan, in 26 camps across the country. Refugee management within Ethiopia is federally coordinated by the Administration for Refugee and Returnee Affairs (ARRA). Additionally, recent conflict between ethnic groups (particularly between Somali and Oromia communities) resulted in the internal displacement of millions of conflict-affected people. At its peak in April of 2019, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) estimated that there were 3.2 million internally displaced persons (IDPs) in Ethiopia. According to GoE, 94 percent of IDPs have returned to their places of origin as of July 2019.⁴⁴ Most of the IDPs and IDP returnees are in Oromia (47 percent), Somali (32 percent) and SNNP (13 percent) regions.

2.3 Education sector in Ethiopia

Structure and features of the education system

28. The education system in Ethiopia is decentralized, with a central FMoE at the federal level, working with Regional Education Bureaus (REBs) at the regional level and Woreda Education Offices (WEOs) at the lowest level of the system.⁴⁵ These REBs are responsible for the administration and management of basic education, technical and vocational education and training (TVET) and teacher training programs and institutions. FMoE formulates policy and guidelines, which are implemented by the various REBs.

29. In October 2018, FMoE formally split and became two ministries. A new Ministry of Science and Higher Education (MoSHE) was established,⁴⁶ tasked with leading 'the development of science, higher education as well as... TVET in Ethiopia'.⁴⁷ The existing FMoE continues to oversee basic education, including pre-primary, primary and secondary education, Integrated Functional Adult Literacy (IFAL) and special needs education.

³⁹ A Gini index of 0 represents perfect equality, while an index of 100 implies perfect inequality. In Ethiopia, the GINI coefficient reached its lowest in 2004 (29.8) after a decade of massive reduction, when it began to rise again (UNDP, Human Development Report for Ethiopia, <http://hdr.undp.org/en/countries/profiles/ETH> (accessed September 3, 2019)).

⁴⁰ OECD DAC data (accessed September 2019).

⁴¹ WFP, Ethiopia: An Evaluation of WFP's Portfolio (2012-2017), January 2019.

⁴² Ibid.

⁴³ UNHCR figures for January 2018.

⁴⁴ Number of IDPs returned is extracted from GoE's official announcement in July 2019.

⁴⁵ Some regions also have zonal education departments, between the REBs and the WEOs.

⁴⁶ Established by proclamation number 1097/2018 in October 2018.

⁴⁷ <http://www.moshe.gov.et>

30. With respect to structure, as of August 2019, the educational system comprises of pre-primary, primary, secondary, TVET and tertiary education. The academic year begins in September (after the Ethiopian new year on September 11) and ends in July.⁴⁸ Pre-primary (Kindergarten and 0-class⁴⁹) covers children from ages four to six and prepares them for school entry at age seven. Primary education lasts eight years (ages seven to fourteen years) and is implemented in two cycles: Grades 1-4 (primary first cycle) and Grades 5-8 (primary second cycle). Secondary education also has two cycles: Grades 9-10 (lower secondary) and Grades 11-12 (upper secondary). At the end of the first cycle of secondary education (Grade 10), students take a national examination, which is used to select students into Grades 11-12, to prepare students for university education, or into TVET (for those who do not fulfill the criteria for Grades 10-12). Details of the structure of the education system are presented in Table 2.2.

Table 2.2 – Summary of school population and structure, as of 2017/18⁵⁰

LEVEL	GRADE LEVELS	AGE GROUP (YEARS)	TOTAL POPULATION OF STUDENTS IN SCHOOL	NUMBER OF SCHOOLS (PUBLIC AND PRIVATE)	NUMBER OF TEACHERS	GROSS ENROLLMENT RATE
Pre-primary	Kindergarten and 0-class	4-6	3,460,878	Data not available 7,780 ²	33,995 ¹ 7,780 ²	44.2%
Primary ³	1-8	7-14	20,661,021	36,466	483,339	109.3%
Secondary	9-12	15-18	2,666,741	3,597	108,328	30.7%
Total			26,788,640	40,063	633,442	

Note: ¹ Deployed in Kindergarten; ² deployed in 0-class, ³ the vast majority (95 percent in 2015) of children at primary schools enrolled in government schools.

31. Overall, the Ethiopian education sector is progressing, though with great challenges. Recent years have mirrored the story of educational changes across most developing countries – substantial investments have been made to ensure children can access primary schooling, resulting in a dramatic upsurge in enrollment in the early grades. This has created pressures on the system, causing a churn within the early grades, as children who are first-generation learners struggle to meet the standards defined in the curriculum. This results in high enrollment rates but also high repetition and dropout rates, low primary completion rates and a fall in enrollment in each subsequent grade. However, government's commitment to education appears strong (though perhaps overly tilted towards higher education),⁵¹ demonstrated by Ethiopia's investment of a quarter of public spending in education,⁵² and donor support is well harmonized.

32. The challenges and pressures on the education system in Ethiopia owe, in part, to differences in households' abilities to support their children to learn while in school. The 2016 Ethiopia Demographic Health Survey (EDHS)⁵³ showed that nearly half of women (48 percent) and 28 percent of men aged 15-49 have no formal education, 32 percent of women and 44 percent of men aged 15-49 have primary incomplete and 3 percent of women and 5 percent of men aged 15-49 have completed

⁴⁸ UIS website, Ethiopia Country Profile, 2017.

⁴⁹ A reception year prior to Grade 1.

⁵⁰ FMoE, EMIS 2017/18 Annual Abstract.

⁵¹ This interpretation is based on the financing data outlined in Section 3.5.

⁵² <https://gemreportunesco.wordpress.com/2019/07/12/ethiopia-is-making-the-fastest-progress-in-primary-completion-in-sub-saharan-africa-how/>

⁵³ CSA, EDHS 2016, implemented from January 18, 2016 to June 27, 2016.

primary schooling. This accounts for almost 80 percent of adults in Ethiopia between the ages of 15 and 49. Data from the Young Lives longitudinal study of childhood poverty in Ethiopia mirror this picture and illustrate how the low educational environment at home impacts children's educational experiences, with 46 percent of children at the age of 8 (2009) having parents who have never been in school, and the ability of educated parents to help them worsening as children progress through schooling. For example, by age 12 (2013), when the average grade enrolled is 4.9, 60 percent of children were enrolled in a higher grade than that which the parents or caregiver at home had ever reached by that time. At age 15 (2016), these proportions rise to about 70 percent.⁵⁴ This is coupled with an adult literacy rate in Ethiopia that remains low, where only about 4 in 10 women (42 percent) and 7 in 10 men (69 percent) aged 15-49 are literate. In addition, there is ample evidence showing large differences in adult literacy rates and learning levels by geographic location and socio-economic characteristics.⁵⁵ Educational attainment of a household head among the wealthiest 60 percent of the household population is low, at 2.8 years, and is just 1.5 years for the poorest 40 percent.⁵⁶

33. Provision of education also remains challenged by compounded emergency crises that continue to disrupt children's access to school. Of the 25 million children aged 3-14, 2.2 million (9 percent) are IDPs or affected by crises and disasters and 1 percent are refugees.⁵⁷ In addition, over 2.7 million children have been identified as needing educational assistance in 2019.⁵⁸ This includes around 1 million children who have been unable to access educational services during conflict owing to damage and closures of schools in the past three years.⁵⁹ In response to these emergencies, between April 2017 and April 2019, the Education Cannot Wait (ECW) Initiative – a global fund for education in crisis hosted by the United Nations Children's Fund (UNICEF) – supported plans to increase the number of refugee children enrolled in primary education, through the construction of new schools and classrooms, supporting teacher training through diploma programs and providing teaching and learning materials.⁶⁰ In addition, Ethiopia has been selected as one of the first partner countries for US\$14.8 million in funding from ECW to transition to a Multi-Year Resilience Program to support inclusive education in refugee-hosting regions of Ethiopia (both in and out of refugee communities).⁶¹ In 2019, ECW has begun coordinating closely with key stakeholders in the Ethiopian context, including FMoE, REBs, WEOs, ARRA, the United Nations Refugee Agency (UNHCR), Save the Children International (SCI), the Emergency Cluster members and the Education Technical Working Group (ETWG).⁶²

National policies and sector plans

34. GoE launched a 20-year education sector indicative policy, the Education and Training Policy (ETP), in 1994. The policy emphasized 'changing curriculum, preparation of learning material, giving due attention for career development of teachers and changing the organizational structure' of the entire

⁵⁴ M.J. Ogando Portela and P. Atherton, The Prevalence and Consequences of Being a First Generational Learner in Schools in Developing Countries, Review of Development Economics 0112, forthcoming.

⁵⁵ EDHS 2016; Young Lives Study 2017.

⁵⁶ Ethiopia World Bank Country Diagnostic, 2016.

⁵⁷ J. Wales, A. Khan and S. Nicolai, Strengthening the Knowledge Base for Education in Emergencies Practitioners and Partners: Ethiopia Case Study, ODI Report, September 2019.

⁵⁸ 2019 Ethiopia Humanitarian Response Plan.

⁵⁹ UNICEF Ethiopia, Humanitarian Situation Report, July 2019.

⁶⁰ Total disbursed US\$8,584,211 up to the end of 2018 (source: ECW).

⁶¹ ETWG minutes April 2019 shared to the evaluation team; ECW, Annual Report 2018, <https://www.educationcannotwait.org/downloads/reports-and-publications/>, 2019.

⁶² J. Wales, A. Khan and S. Nicolai, Strengthening the Knowledge Base for Education in Emergencies Practitioners and Partners: Ethiopia Case Study, ODI Report, September 2019.

Ethiopian education system at the time.⁶³ This began the first five-year Education Sector Development Program (ESDP I) from 1997/98 to 2001/02. GoE is currently implementing the fifth Education Sector Development Program (ESDP V), which runs from 2015/16 to 2019/20. The ETWG – the local education group (LEG) in Ethiopia – endorsed ESDP V in May 2015. ESDP V identifies four main challenges for the Ethiopia education system:

- Increasing access;
- Ensuring equity;
- Improving quality; and
- Improving management.

35. Until ESDP V, early learning had not been a priority in sector plans, and this remained in the hands of non-state actors.⁶⁴ ESDP V formalized large-scale government involvement in early learning, which represented a substantial policy departure ‘from a long-standing commitment to provide guidance and oversight to early learning services delivered by nonstate actors’⁶⁵ and no direct government involvement. ESDP V states the following target for early learning access: ‘to expand 0-class and kindergarten provision so that all children receive at least 1-year of classroom-based pre-primary education’⁶⁶ by 2020.

36. In 2009, GoE and World Bank launched the General Education Quality Improvement Program (GEQIP), which has resulted in two four-year programs (GEQIP I and II) to help implement ESDP IV and V. GEQIP was designed to create the conditions for improved learning outcomes in primary and secondary education. GEQIP II is aligned with the ESDP and is implemented through a pooled fund of US\$550 million. GEQIP II is scheduled to close in December 2019.

37. The successor to GEQIP II was launched in December 2018. GEQIP-Equity (GEQIP-E) Program for Results (PforR) is a five-year program. According to the Program Appraisal Document (PAD) for GEQIP-E,⁶⁷ it was launched with International Development Association (IDA) financing of US\$300 million, additional financing of US\$140 million from DPs into the MDTP (Department for International Development [DFID] US\$117 million, Finland US\$19 million and UNICEF US\$4 million) and government financing of US\$1,460 million. After such financing, there remained a financing gap of US\$300 million as of July 2019.

38. An MTR of ESDP V was conducted in early 2019.⁶⁸ This found that, out of 37 mid-term key performance indicators (KPIs) for general education, on only 10 were targets achieved, while 17 were missed and 10 did not have data. The review highlighted that the most significant challenges remaining were low enrollment of children with special needs (the target for primary level was 47 percent but actual enrollment rates are 9.9 percent for boys and 8.0 percent for girls); low primary

⁶³ Federal Democratic Republic Government of Ethiopia, Education and Training Policy (E.E.P-86), https://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/ethiopia_education_and_training_policy.pdf, April 1994.

⁶⁴ J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program, REAL Centre, University of Cambridge, 2018.

⁶⁵ Ibid.

⁶⁶ ESDP V 2015, Program Action Plan.

⁶⁷ World Bank, Program Appraisal Document to the Federal Democratic Republic of Ethiopia for the General Education Quality Improvement Program for Equity (GEQIP E), October 2017.

⁶⁸ FMoE, ESDP V MTR Report 2015/16-2017/18.

completion rates (54 percent); high rates of Grade 1 dropout (19.5 percent); low learning outcomes; and wide regional disparities, among other issues.⁶⁹

39. FMoE formally submitted a grant application for the preparation of the next education sector plan, ESDP VI (2020/21-2024/25) in March 2019. As of October 2019, Ethiopia has received a US\$500,000 Education Sector Plan Development Grant (ESPDG) in order to support the drafting of ESDP VI. It is expected that the plan will be developed by early 2020.⁷⁰ UNESCO's International Institute for Education Planning (IIEP) is providing technical support to the ESDP VI.

40. Additionally, a long-term Education Development Roadmap 2018-2030 is being developed as a parallel reform process. FMoE, in September 2019, publicized a draft of this, intended to transform the education sector. This Roadmap provides a broad vision for the development of the education sector, and was formulated through a wide consultation process between 2016 and 2019 and is expected to be approved by Parliament in late September 2019.⁷¹

Other policies

41. Ethiopia has committed to change its refugee policies. In November 2017, GoE launched the Comprehensive Refugee Response Framework (CRRF) as a vehicle to implement its pledges and to mobilize international support from bilateral donors and multilateral institutions.⁷² In addition, the 2019 Refugee Proclamation – replacing the earlier Refugee Proclamation 409/2004 – formalized the right of refugees to attend schools within the national education system, in accordance with GoE's pledges to support the integration of refugees.

42. The Ethiopian Parliament also adopted a new 2018 proclamation governing civil society organizations (CSOs), replacing the 2009 proclamation, which radically constrained the work and political space of CSOs.⁷³ Under the new law, all organizations – foreign and foreign-funded CSOs – ‘are no longer prohibited from engaging in advocacy and human rights work’, with state control over the distribution of funds still in place.⁷⁴

2.4 GPE in Ethiopia

43. Ethiopia has been a GPE⁷⁵ partner since 2004. To date, US\$368 million has been allocated and over US\$330 million has been disbursed through seven grants, as shown in Table 2.3.⁷⁶ These eight grants (as of October 2019) are two ESPDGs, with the World Bank and UNICEF as the two GAs, respectively; two Program Development Grants (PDGs); and four ESPIGs, which have been aligned to two GEQIP pooled funds and managed through the World Bank Multi-Donor Trust Fund (MDTF).

⁶⁹ FMoE, ESDP V MTR Report 2015/16-2017/18.

⁷⁰ According to interviews with government officials and GPE Secretariat's country lead during the Year II mission.

⁷¹ FMoE , Ethiopian Education Development Roadmap: An Integrated Executive Summary (2018-2030), https://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/ethiopia_education_development_roadmap_2018-2030.pdf, July 2018

⁷² <https://www.unhcr.org/news/press/2017/11/5a1d8bdd4/ethiopia-embarks-on-ambitious-roadmap-to-further-the-protection-of-refugees.html>

⁷³ Federal Democratic Republic of Ethiopia, Proclamation No. 1113/2019 Organizations of Civil Societies Proclamation, <https://www.abyssinialaw.com/uploads/1113.pdf>, March 12, 2019.

⁷⁴ D. Townsend, Ethiopia's New Civil Society Law, <https://includeplatform.net/blog/ethiopias-new-civil-society-law/>, 2019

⁷⁵ This refers to both GPE and its previous branding as the EFA FTI.

⁷⁶ GEP, <https://www.globalpartnership.org/country/ethiopia> (accessed August 29, 2019).

Table 2.3 – GPE grants to Ethiopia

GRANT TYPE	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
Program Implementation (ESPIG)	Fixed tranche: 2017-December 2019 (ESPIG IV)	US\$100,000,000	US\$65,472,502	World Bank
	Variable tranche: 2017-June 2019 (EERBF)	This grant has a fixed part and a variable part. The latter is known as the Ethiopia Education Results Based Financing Project (EERBF).		
	2014-2018 (ESPIG III)	US\$100,000,000	US\$100,000,000	World Bank
	2010-2013 (ESPIG II)	US\$97,828,573	US\$97,828,573	World Bank
Sector Plan Development (ESPDG)	2008-2013 (ESPIG I)	US\$69,535,734	US\$69,535,734	World Bank
	2019	US\$500,000	(not yet available)	UNESCO IIEP
Program Development (PDG)	2016	US\$187,170	US\$67,774	UNICEF
	2019	US\$200,000	(not yet available)	World Bank
	2016	US\$199,000	US\$165,433	World Bank

44. In addition, Ethiopia is eligible for a new ESPIG for up to US\$125 million between 2020 and 2023, which is under development. At the onset of discussions on applying for the ESPIG with GPE in Ethiopia, the country had an indicative Maximum Country Allocation (MCA) of US\$100 million for ESPIG IV. The GPE Board recently increased Ethiopia's MCA from US\$100 million to US\$125 million and the notification was shared with the country partners on June 24, 2019. This was informed by GoE and World Bank's request to contribute to a financing gap of approximately US\$30 million in GEQIP-E, largely because of the increasing number of students and teachers in the system.⁷⁷ In January 2019, the World Bank was selected as GA by FMoE and endorsed by the ETWG. The GA presented a draft program concept note in June 2019, and a subsequently revised program concept note reflecting the increased MCA. According to stakeholders within the Secretariat, GoE is planning to submit an ESPIG application in January 2020.

45. Alongside the upcoming ESPIG, GoE is eligible for the GPE's Multiplier Fund and has been given a maximum allocation of US\$25 million. In 2019, the country requested US\$20 million from the multiplier fund through an Expression of Interest (EoI),⁷⁸ with a co-financing ratio of 3:1 – this multiplier fund is expected to mobilize US\$60 million from the World Bank⁷⁹ to ensure access to quality

⁷⁷ World Bank, Concept Note on a Proposed Additional Financing Grant from the Global Partnership for Education in the Amount of UD\$122.5 million USD to the Federal Democratic Republic of Ethiopia for the Additional Financing II to GEQIP E (P170943), July 2019.

⁷⁸ The EoI submitted on January 2019 requested \$5 million less than Ethiopia's MCA from the multiplier. The remaining \$5 million can be requested on a rolling basis.

⁷⁹ This will be a mixed instrument of Program for Results (P4R) and Investment Project Financing (IPF).

education for refugee and host communities.⁸⁰ However, as of November 2019, preliminary discussions on potential multiplier funding (and the amount) are still ongoing and no final decisions have been made thus far.⁸¹

46. Ethiopia has also received Civil Society Education Fund (CSEF) grants from GPE that covered three years (2016-2018). The funding was awarded to the Basic Education Network Ethiopia (BEN-E), a consortium of 90 Ethiopian and international organizations working on basic education. BEN-E advocates for increases in budget allocations for the provision of quality education for children with disabilities, and girls and children in pastoralist areas, including school feeding programs for girls. CSEF funding to BEN-E under CSEF III (2016-2018) was worth a total of US\$302,252.⁸²

47. GPE also provides a range of non-financial inputs, primarily provided through the Secretariat, the Coordinating Agency (CA), the GA and GPE's global-level engagement – such as technical guidance, advocacy, capacity-building, knowledge exchange, quality standards and shaping programs through its eligibility and review requirements.

48. The central GPE Global and Regional Activities (GRA) program was created in 2010 to support research, capacity-building, knowledge development and sharing of evidence-based practices at the global, regional and country levels to resolve education challenges.⁸³ During the evaluation period (2014-2019), Ethiopia participated in two GRA grants focusing on country-level objectives on access and equity.⁸⁴

- A GRA No. 12 grant was provided (closed June 2018) to improve the capacity of joint planning and implementation of integrated school health and nutrition programs between the ministries of health and education with the support of the World Bank.⁸⁵ The activity included addressing gaps in capacity by providing teacher training in targeted schools, developing systems for eye professionals to assess children identified as having diminished vision, developing mechanisms to source inexpensive spectacles for children and building a knowledge base to conduct school-based vision screening.⁸⁶ Four countries participated: Cambodia, Ethiopia, Ghana and Senegal.
- A GRA No. 16 grant (closed December 2017) focused on addressing school-related gender-based violence (GBV) with the support of UNICEF and the United Nations Girls' Education Initiative (UNGEI) as partner organizations.⁸⁷ The activity looked at global and regional trends in women's legal protection against domestic violence and sexual harassment, a rigorous review of global research evidence on policy and practice on school-related GBV, and an in-depth scoping study in Ethiopia, Togo, Côte d'Ivoire and Zambia.

⁸⁰ Expression of Interest to Obtain Maximum Country Allocation from the GPE Multiplier, document provided by GPE to the evaluation team.

⁸¹ According to correspondence with the GPE Country Lead and Education Specialist with the evaluation team in November, 2019.

⁸² \$80,000 in 2016, \$112,252 in 2017 and \$110,000 in 2018: Ethiopia CSEF Profile, One Pager, FINAL (no date, no author), document provided by GPE to the evaluation team; and e-mail correspondence with Education Specialist on Civil Society and Mutual Accountability portfolio.

⁸³ For recent details on GRA initiatives, see <https://www.globalpartnership.org/content/annual-status-report-global-and-regional-activities-program-2018>

⁸⁴ GPE, Annual GRA Portfolio Status Report as of June 30, 2018.

⁸⁵ \$2,988,839 spent of \$3,000,000 approved grant for Ghana, Ethiopia, Senegal and Cambodia: GPE, Annual GRA Portfolio Status Report as of June 30, 2018.

⁸⁶ GRA 12 Progress Financial Reporting – January 1-June 30, 2017.

⁸⁷ \$799,976 spent of \$800,000 approved grant for Togo, Côte d'Ivoire, Ethiopia and Zambia: GPE, Annual GRA Portfolio Status Report as of June 30, 2018.

49. At the global level, Ethiopia was a beneficiary country for GRA No. 11 (closed December 2017), which concentrated on addressing the gaps in knowledge and capacity across a number of thematic areas (e.g. child marriage, benefits of girls' education). Country estimates generated by the activity were summarized in a report disseminated in Ethiopia through a series of events organized by the World Bank.

50. Ethiopia was also involved in the recent (2019) Analysis of National Learning Assessment System (ANLAS) developed under GPE's Assessment for Learning (A4L) pilot work under the Knowledge and Innovation Exchange (KIX). Additionally, the GPE Secretariat visited Ethiopia as part of the 2019 Education Data Solutions Roundtable to support strengthening of the Ethiopian education data system and to better understand the education data challenges in contexts such as Ethiopia⁸⁸

51. During the evaluation period (2014-2019), GPE's engagement largely consists of the fourth ESPIG, which was aligned with the GEQIP II program, and non-financial support to planning, dialogue/monitoring and financing (e.g. technical support to the treasury regarding budgeting). This ESPIG is the fourth grant aligned to GEQIP, and the second grant directly funding GEQIP II, and has a value of US\$100 million.

52. The fourth ESPIG grant of the GPE has two parts – a fixed tranche and a variable tranche – both supporting ESDP V. The fixed tranche serves as additional financing for the implementation of GEQIP II and runs until December 31, 2019. The variable tranche of the grant, which ended implementation in June 2019, is a standalone project known as the Ethiopia Education Results Based Financing Project (EERBF).

53. The current and previous (from 2014 to 2019) ESPIG fixed tranche funding flows into a wider pooled fund, the MDTP, of GEQIP II. GEQIP II has five key components:

- **Component 1:** Curriculum Implementation and Teaching and Learning Materials
- **Component 2:** Teacher Development Program
- **Component 3:** School Improvement Program
- **Component 4:** System Management and Capacity Building Program
- **Component 5:** Information and Communication Technology (ICT) in Education

54. The variable tranche was a new funding model feature introduced in Ethiopia under the 2017-2019 round of ESPIG funding, based on performance against key indicators set during the application process. Of the US\$100 million total value, the variable tranche for Ethiopia amounted to US\$30 million. In Ethiopia, the variable tranche funded exclusively the EERBF, which focuses on the following:⁸⁹

- **Equity:** Addressing the gender balance in school leadership by increasing the proportion of trained female primary school principals;
- **Equity:** Encouraging inclusive learning environments by doubling the proportion of school grant allocation to support special needs;
- **Efficiency:** Reducing Grade 1 dropout rates by 5 percent in SNNP – the region with the highest Grade 1 dropout rate.

⁸⁸ GPE, Education Data Solutions Roundtable, https://www.globalpartnership.org/sites/default/files/f_gpe1038_info_sheet-091718_web.pdf, September 2018.

⁸⁹ Source: Education Sector Program Implementation Grant Application Form, document provided by GPE to the evaluation team.

- **Learning:** Reducing the proportion of low-performing primary schools (Level 1 inspection standards) in Afar – the region with the highest share of these schools.
 - **Learning:** Increasing the proportion of trained 0-class (pre-primary class) teachers in Benishangul-Gumuz – a region with a low percentage of trained 0-class teachers.
55. For the current and past ESPIGs, the World Bank has been selected as the GA, given its role in managing the wider trust funds. The CA role is filled on a rotating basis, with the U.S. Agency for International Development (USAID) and the Norwegian Embassy having taken over from UNICEF in March of 2019.
56. Table 2.4 maps recent GPE-supported activities against evaluation activities in Ethiopia.

Table 2.4 – Timeline of key events in the education sector in Ethiopia

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Planning	ESDP IV (2010-2015)									
		ESDP V (2015-2020)								
			ESDP V RF and Multi-Year Action Plan (MYAP) developed							
GEQIP (pooled fund program)	GEQIP II (2014-2018)					GEQIP II extension				
					GEQIP-E (2018-2023)					
GPE grants	ESPIG III (2014-2018)		ESPDG	ESPIG IV (2017-2019) – fixed (70%) and variable tranche or EERBF (30%)						
			PDG			PDG				
Other education policies			Education Sector Roadmap 2018-2030 (consultation process)							
Other programs ⁹⁰	DFID/British Council – Quality Education Strategic Support Program (QEESP)				USAID – Reading for Ethiopia's Developed (READ) II (2018-2023)					
Joint sector reviews	X	X	X			X				
National monitoring	Education Sector Analysis (ESA)			MTR of ESDP V						
	Early Grades Reading Assessment (EGRA)	National Learning Assessment (NLA)	EGRA	NLA	EGRA	NLA	EGRA			
Political cycle		Elections			New prime minister		Elections			

1. ⁹⁰ Selected programs only – for a more comprehensive list see Additional positive factors include the support of DPs to ESDP V goals through 1) harmonization of financing via GEQIP-E (program plan detailed above) and 2) a variety of programs and activities. There is no documentation available on how these activities align with ESP objectives; however, in Table 3.19 we have broadly mapped DPs' activities against ESDP priorities. Table 3.19.

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

3.1 Introduction

57. This section summarizes findings related to **Key Evaluation Question I** of the evaluation matrix: ‘Has GPE’s support to Ethiopia contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring and more/better financing for education? If so, how?’⁹¹

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

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

60. Throughout the report, color-coded tables provide readers with qualitative overviews of key CLE findings: green equals ‘strong/high/achieved’, amber equals ‘moderate/medium/partly achieved’, red equals ‘low/weak/not achieved’ and gray indicates a lack of sufficient data to rate the issue.

3.2 GPE contributions to sector planning^{92/93}

61. A high-level overview of evaluation findings on sector planning during the review period (2014-2019) is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

⁹¹ Improved planning, dialogue/monitoring, financing and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

⁹² This section addresses Country Evaluation Questions (CEQs) 1.1a and 1.2a as well as (cross-cutting) CEQs 3.1 and 3.2.

⁹³ This section triangulates findings on RF indicators 16a, 16b, 16c, 16d and 17.

Table 3.1 – Overview: CLE findings on sector planning and related GPE contributions

PROGRESS TOWARD A GOVERNMENT-OWNED, CREDIBLE AND EVIDENCE-BASED SECTOR PLAN FOCUSED ON EQUITY, EFFICIENCY AND LEARNING ⁹⁴	DEGREE OF GPE CONTRIBUTION ⁹⁵	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ⁹⁶										
		STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE ⁹⁷										
<p>Strong: ESDP V is government-owned, credible and evidence-based. Complemented by the MYAP and RF, ESDP V met 5 of 7 GPE quality standards criteria – all except the criteria of ‘achievable’ and being ‘sensitive to context’. However, there are still gaps in planning capacity in the regions and difficulties in cascading federal plans downwards. Inclusiveness in sector plan preparations has been limited by the broader political environment and top-down approach to sector planning. There have been improvements in this aspect with the Roadmap process, as FMoE embarked on an extensive consultation process to prepare the new long-term strategic plan for the education sector.</p>	<p>Modest: GPE funding did not contribute to development of the fifth sector plan in Ethiopia – instead, an ESPDG funded the MYAP to accompany ESDP V. In that sense, it contributed to the quality of sector planning. GPE did not contribute directly to the Roadmap process, which is driving current planning and reforms, but approved an ESPDG in late 2019 for the preparation of ESDP VI, which may contribute to finalization of the Roadmap.</p>	<table border="1" data-bbox="1098 435 1416 1094"> <tr> <td>1</td><td>2</td><td>3</td><td>4</td><td>5</td></tr> <tr> <td>1</td><td>2</td><td>3</td><td>4</td><td>5</td></tr> </table>	1	2	3	4	5	1	2	3	4	5
1	2	3	4	5								
1	2	3	4	5								

⁹⁴ In this case, the objective is considered ‘achieved’ if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

⁹⁵ This assessment is based on whether the CLE found evidence of 1) GPE support likely having influenced (parts of) sector planning; 2) stakeholder perceptions on the relevance (relative influence) of GPE support; 3) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

⁹⁶ For sector planning, the five underlying assumptions in the country-level ToC were 1) country-level stakeholders having the *capabilities* to jointly improve sector analysis and planning; 2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; 3) stakeholders having the *motivation* (incentives) to do so; 4) GPE having sufficient leverage within the country to influence sector planning; and 5) EMIS and Learning Assessment Systems (LAS) producing relevant and reliable data to inform sector planning.

⁹⁷ The weighing of confirming and refuting evidence for each contribution claim is presented in Annex F **Error! Reference source not found.**

Characteristics of sector planning during the review period (2014-2019)

Finding 1: Ethiopia has developed five education sector plans to date. The current planning and strategy document – ESDP V – meets the minimum number of GPE/IIEP quality standards (five out of seven), and emanated from a strong, participatory process led by GoE, albeit with some issues around the inclusion of regional stakeholders.

62. Overall, education sector planning in Ethiopia is deemed strong, government-led and government-owned. ESDP V, led by a national core team/task force from the planning directorate of FMoE, is the current planning and strategy document for the education sector, and covers a period of five years, from 2015/16 to 2019/20. It is the fourth sector plan governed by the ETP of 1994. It is built on previous iterations, including the continuation of two of the priorities set in ESDP IV. The first is to improve access to quality primary education to ensure all children acquire the competencies, skills and values that enable them to participate fully in the development of Ethiopia; and the second is to sustain equitable access to quality secondary education services. ESDP V is accompanied by the MYAP and RF, funded by the GPE in 2016 – through an ESPDG – with UNICEF as GA.

63. ESDP V and MYAP met five of seven GPE quality standards criteria delineated by the Education Sector Plan Appraisal guidelines: it is guided by an overall mission, it is strategic, holistic and evidence-based and it gives attention to disparities (with respect to gender and children with disabilities).⁹⁸ Despite demonstrating strong leadership and ownership by FMoE – a key pre-condition that largely determines feasibility – ESDP V did not meet the criterion of ‘achievable’ because the estimation of the size of the financing gap was not based on realistic assumptions. In addition, it did not meet the ‘sensitive to context’ criterion, as implementation risks were not discussed; and the sub-criterion of attention to disparities was only marginally met, as gender and children with disabilities components were included but the regional disparity analysis was found to be lacking. Table 3.2 presents in detail ESDP V GPE indicator 16a scores as well as an overview of the ratings provided in accordance with ESP standards.

Table 3.2 – GPE ratings of ESDP V plan quality (as per indicator 16a)

ESP STANDARDS	GPE RESULTS FRAMEWORK RATINGS	EVALUATOR ASSESSMENT BASED ON INTERVIEWS AND DOCUMENTS, SUCH AS PLAN APPRAISALS
Overall vision	1/2	Met. ESDP V is guided by an overall vision that includes six overarching goals and the GoE development policy. However, it does not detail the principles and values that will guide GoE’s approach to reaching its goals.
Strategic	13/14	Met. ESDP V identifies the underlying causes of the challenges and strategies in achieving its goals in terms of equity, learning and efficiency, although it does not address all of the causes of the identified efficiency challenges.
Holistic	6/6	Met. The analysis and strategies section, as well as the action plan, includes all the education sub-sectors.
Evidence-based	2/2	Met. ESDP V presents an extended review of sector progress under the previous ESP (ESDP IV), which is used to inform the current document.

⁹⁸ GPE ratings are taken directly from GPE’s RF data, indicator 16a, for 2018.

ESP STANDARDS	GPE RESULTS FRAMEWORK RATINGS	EVALUATOR ASSESSMENT BASED ON INTERVIEWS AND DOCUMENTS, SUCH AS PLAN APPRAISALS
Achievable	16/19	Not met, because the estimation of the size of the financing gap was not based on realistic assumptions.
Sensitive to context	0/2	Not met, as implementation risks were not discussed.
Attention to disparities	4/6	Met, with respect to gender and children with disabilities. However, the subject of geographic disparity is cross-cutting throughout different strategies but data are scarce. For example, gross enrollment ratio (GER) data are provided for pre-primary and primary only, with generally geographic disparities analysis lacking.
Overall, at least 5/7 met for ESP?	5/7	Yes

Finding 2: Sector plan development at the national level tends to be of high quality, but there are lingering weaknesses in planning capacity at the sub-national level, including in integrating sub-national educational priorities into overall national planning and in aligning the regional and national ESPs.

64. Sector planning in Ethiopia at the central, federal level tends to be high quality (scoring five out of seven in the GPE RF). The 2016 GPE Appraisal Report indicated that there was consistent leadership from GoE in the planning process, with REBs providing some inputs and the LEG in Ethiopia involved throughout. There were weaknesses, however, in transitioning to a more inclusive, bottom-up development process. While official documentation reports a consultative process, stakeholders interviewed in Year I raised some concerns that the inclusion was only within certain parameters – that is, the plan was consulted on only within a chosen group.

65. There were also difficulties cascading and aligning the planning downwards. First, several stakeholders referred to the various levels of planning capacity in the regions. This was coupled with a poor communication strategy at the federal level. The communication strategy for ESDP V had a weak cascading model for dissemination of federal strategies and plans to regions, hampered by high turnover of government officials in the regions, a lack of budget for raising awareness of the new plans or programs being introduced and a lack of ownership at the regional and local level of the federal plans.⁹⁹ Third, the federal ESDP V was not effectively adapted to varying regional needs: ‘Federal plans were mirrored without adapting to the context’ or ‘cut and paste, so not realistic’.¹⁰⁰ As such, the development of regional frameworks by UNICEF, the GA for the GPE grant to support the MYAP, was the vehicle for implementing the action plan and RF in the regions.

66. GEQIP is tightly aligned with the ESDP and is using a pooled funding mechanism. In this sense, program planning in Ethiopia can be considered part of sector planning. Over its first two phases, GEQIP contributed to improved provision of education inputs, strengthening of the EMIS and setting up systems such as school inspection. However, low learning outcomes remain. In recognition of this, during the period under review,

⁹⁹ KIIs and A. Asegdom, H. Belay, G. Lemma, P. Rose, T. Tefera, D. Wole and L. Yorke, Whose Influence and Whose Priorities? Insights from Government and Donor Stakeholders on the Design of GEQIP-E, RISE Insights Note, 2019. Shared with the evaluation team by the authors.

¹⁰⁰ This sentiment, from one DP, was triangulated by other DPs as well during the Year II evaluation mission.

GEQIP II informed the design of its third phase – GEQIP-E – particularly in shifting from an input-based approach to focusing on three results areas (linked to disbursements) identified as main constraints: efficiency, equity and learning.

67. GEQIP-E's new results-based financing project under the GPE new funding model succeeded the EERBF's first experience in the education sector of payment by results financing. In Year I, most stakeholders interviewed felt that the Disbursement-Linked Indicators (DLIs) selected in the design of the EERBF (results-based financing) project were stretched but achievable, though some stakeholders felt that the timing set to achieve them was short. In contrast, however, many stakeholders interviewed in Year II felt that the targets in ESDP V and GEQIP-E were over-ambitious.¹⁰¹ There was no consensus among stakeholders as to who pushed to set unattainable targets, but a mix of views suggests the influence of both government and DPs (including the GA). Many DP stakeholders, while agreeing on the need for stretching targets, viewed many as unachievable. One DP stated it simply: 'We felt that the targets [were] too ambitious, we have to be more realistic.' Other DPs provided more detail: 'You have to demonstrate the results and use your own money up front... I don't think Ethiopian education is ready for this. I am not against it but the timing and pre-work you need to do at all levels, and picking the right targets and realistically judging the capacity.'

Finding 3: Inclusiveness in sector planning processes improved with the extensive consultation process to prepare the new long-term strategic plan, or Roadmap 2030. However, difficulties streamlining the bulk of recommendations stemming from that process have shortened the period available to develop ESDP VI – with potential implications for extensive consultation.

68. The second annual mission for the CLE in August 2019 coincided with the last year of the five-year planning cycle, when preparations for ESDP VI were anticipated to take place. The Year I mission report documented that these were expected to start by the end of 2018. Preparations for ESDP VI were discussed at the time of the Year II CLE mission¹⁰² but had not yet fully begun and were stalled awaiting finalization and Parliament's ratification of Roadmap 2030. This has considerably shortened the period to undertake sector planning for ESDP VI.

69. In the period since the Year I report, the main planning activities have centered around Roadmap 2030, which will be the new long-term strategic plan for the education sector, covering the period from ratification (expected in 2019) to 2030. This is one of the series of longer-term roadmaps required by the Prime Minister's Office from all sectors, to set the frame for the next five-year ESPs that will fall from 2019 to 2030 (including ESDP VI and ESDP VII). It is expected that the next ESDP will operationalize the Roadmap, and cover the first five years, from 2020/21 to 2024/25.

70. Roadmap 2030 was initiated by FMoE with financial support from DFID and managed by the British Council. The British Council's Quality Education Strategic Support Program (QEESP), funded by DFID, procured international consultants to publish a position paper in April 2016. This position paper was intended to provide the basis of a draft for the first part of the Roadmap and a ToC for the Ethiopian education sector. Stakeholders interviewed during the Year II mission perceived this document to be lacking government ownership and political buy-in, as it was led by international consultants. This led FMoE to embark on an extensive and inclusive consultation process across the country for the overall Roadmap, structured around six themes: 1) pre-primary and primary education; 2) secondary and preparatory

¹⁰¹ This is evidenced by the findings of the recent ESDP V MTR and the World Bank's redesign of the GEQIP-E payment by results modality.

¹⁰² According to stakeholders, Terms of Reference for ESDP VI technical support discussions were being held.

education; 3) teacher education and development; 4) higher education; 5) TVET; and 6) policy, governance and leadership. This process lasted three years and considerably improved inclusiveness in sector planning processes. According to both GoE and DPs, the draft Roadmap has been one of the most participatory consultative processes within the Ethiopian education sector. The draft executive summary states that the Roadmap planning process ‘covered all relevant state and non-state actors including the federal government, nine regional states, the two city administrations, civil societies and the general public. In this exercise, opinions and views were captured from top political leaders such as ministers, parliamentarians, regional presidents, and bureau heads. On the other hand, professionals (university presidents, deans directors and experts), professional association leaders, school principals, teachers, students as well as parents have participated.’¹⁰³

71. The consultation process concluded with an extensive document (summarized in 100 pages) entitled the draft executive summary, which contained findings related to achievement levels, gaps and challenges in the six areas listed above, as well as proposed reforms and recommendations. Throughout the draft document, the number of major shifts proposed totaled 357, of which 32 were concentrated in primary education. The document received several criticisms that delayed its completion considerably.¹⁰⁴ These had to do with the style of writing, content coherence and absence of costing approaches – as such, DPs stakeholders interviewed in Year II felt confused about whether this Roadmap document was to be considered as a policy or planning document, and whether it was realistic and achievable.

72. UNESCO IIEP is supporting FMoE by streamlining the bulk of outlined recommendations and finalizing the Roadmap document with an accompanying financial simulation. As of November 2019, the Roadmap document had not been laid before Parliament for ratification. In the meantime, and prior to IIEP’s engagement, implementation of *ad hoc* changes proposed in the Roadmap – deemed well accepted by various stakeholders – has been observed. This includes: creation of MoSHE (in October 2018); beginning in the 2019/20 academic year, the increased length of Bachelor degrees – from three to four years; and the substitution of the education system structure – from a 4-4-2-2¹⁰⁵ to a 6-2-4¹⁰⁶ structure. It is worth noting that the latter two were announced one month before the implementation start date.¹⁰⁷

GPE contributions to sector planning

Finding 4: GPE financing supported elements of sector planning accompanying ESDP V, which helped improve the quality of the federal sector plan.

73. For the fifth sector plan, GPE provided an ESPDG (with UNICEF as GA) to support development of the MYAP and RF, as companion documents to the existing sector plan. This was necessary given the requirements of the fourth GPE ESPIG application and is a clear example of the GPE Secretariat influencing the quality of the federal sector planning process, through development of companion documents that strengthen implementation of the sector plan. The LEG welcomed the MYAP, with stakeholders suggesting

¹⁰³ FMoE, Education Strategy Center, Ethiopian Education Development Roadmap: An Integrated Executive Summary (2018-2030),

https://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/ethiopia_education_development_roadmap_2018-2030.pdf, July 2018.

¹⁰⁴ Initially expected in September 2018 by the prime minister.

¹⁰⁵ Eight years of primary education (divided into two cycles of four years) and four years of secondary education (divided into two stages).

¹⁰⁶ Six years of primary education, two years of junior school and four years of high school.

¹⁰⁷ Announced on August 21, 2019 by FMoE.

that the extra processes and assistance supported by the Secretariat were an opportunity for the planning process to be improved. In addition, GoE stakeholders perceived the MYAP as useful to costing and financing implementation of the sector plan. In the Year II annual mission, however, stakeholders reiterated that, despite GPE's support in development of the MYAP, the top-down planning approach highlighted the lack of ownership of the federal plan and the MYAP at the regional level – 'the MYAP was not talked about' or 'not used much by regions' – with adaptation to regional context made possible only with the support of other DPs.

74. The EERBF project, solely financed by GPE, was the first result-based financing in the education sector in Ethiopia. It impacted elements of sector planning, given its requirement of stretching targets – 'Government has to plan ahead to achieve targets.' The extent to which these lessons influenced the technical design of GEQIP-E, in relation to DLIs, is uncertain. This is in part due to timing, as the two programs were approved only six months apart. Nevertheless, many stakeholders noted that GEQIP-E would never have shifted entirely to results-based financing if the EERBF's project experience on setting realistic and achievable targets and timelines had been considered. Several stakeholders noted that there could be a chance for these lessons to be absorbed under the present GEQIP-E restructuring process.¹⁰⁸ The question is how, since learning has taken place at different levels, and often the restructuring discussions take place directly between GoE and the GA.

75. In October 2019, the GoE received an ESPDG of US\$500,000 (US\$250,000 for an ESA based on the analyses already done and other areas that need further investigation, and US\$250,000 for the preparation of the ESDP VI) in support for sector planning, with UNESCO IIEP as the GA. Historically, the ESDP preparation process has two phases: an Education Sector Analysis (ESA) and development of the sector plan. The last ESA took place in preparation for ESDP V in 2014. For ESDP VI, the evidence generated through the Roadmap process and the ESDP V MTR will replace the sector analysis. This will shorten the time required to prepare for ESDP VI. However, the ambitious timeline for preparing ESDP VI outlined within this application (by end of June 2020) has raised concerns about the potential for an adequate consultation process that extends to the regions.

76. Given the recent separation of MoSHE from FMoE, this ESPDG application also requires the coordination of two ministries, as ESPDGs fund sector-wide plans. This results in an imbalance of incentives between the ministries, given that GPE's ESPIGs largely support basic education and the application and negotiation process for ESDPGs rests with FMoE – the existing ministry counterpart to the GPE Secretariat.

77. In light of the current Roadmap process, stakeholders highlighted contradictory views on GoE incentives for sector planning. A few stakeholders interviewed highlighted that GPE's requirement for a credible sector plan was a way to keep a focus on sector planning for a shorter timeframe (five years), while the prime minister is prioritizing the longer-term Roadmap. However, others mentioned the potential risk, in Ethiopia as in other countries, in changing the motivation for sector planning – from an engaging, country-owned, internal planning process to utilizing sector plans as a resource mobilization instrument per se. This risk, not yet realized, is related to incentives that drive actions to develop plans.

¹⁰⁸ To take into account FMoE's capacity and the feasibility of DLIs.

Table 3.3 – GPE contributions to sector planning during the 2014-2019 review period

SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING	
N/A	
MODERATE CONTRIBUTION TO SECTOR PLANNING	
<p>ESPDG funding: ESPDG funding in 2016 was crucial in developing the RF that led to development of the MYAP, which considerably improved the quality of the federal ESDP V. However, its impact on overall sector planning is lessened by the fact that the federal MYAP was not used for planning at the sub-national level.</p> <p>EERBF project: The variable tranche impacted elements of sector planning, owing to the new funding model, which is linked to results, and the realized need to plan ahead to achieve the results agreed.</p> <p>GPE funding requirement 1 (a credible plan): The funding requirements for a credible plan included as part of the application process for the next GPE ESPIG funding is not the key motivating factor for producing ESDP V in Ethiopia, as the country has an established tradition for sector planning that is strongly supported by UNESCO IIEP, and has been for a long time. However, the GPE funding requirement has allowed a greater emphasis on ownership and quality of sector planning, which has gained visibility and seriousness over the past decade.</p>	
LIMITED/NO CONTRIBUTION TO SECTOR PLANNING	
N/A	
NOT APPLICABLE/TOO EARLY TO TELL	
<p>ESPDG application: An application for the maximum amount of US\$500,000 to develop the upcoming sector plan – ESDP VI – was submitted by GoE and approved by GPE in October 2019. The ESPDG worth US\$500,000 is allocated thus: US\$250,000 for an ESA to be done based on the analyses already done and the areas that need further investigation and US\$250,000 for preparation of the ESP.</p>	

Additional factors beyond GPE support

78. There are several additional **positive** factors beyond GPE support that likely contributed to sector planning during the review period (2014-2019), including financial and/or technical contributions of several other donors to planning processes. UNESCO IIEP has been a prolonged collaborative partner and critical actor providing technical support to sector planning since ESDP II, with other actors complementing its work. In addition, ESDP V received support from QESSP, a DFID/British Council-supported project in Ethiopia.¹⁰⁹ IIEP has also been supporting the finalization of Roadmap 2030, and is developing an associated costing model.¹¹⁰ Little information is available regarding the content of the finalized Roadmap, and its synergies with ESDP VI remain to be seen. At the Annual Education Conference in August 2019, UNESCO IIEP presented a series of 13 shifts for the education sector, which will guide and influence sector planning and implementation. The newest ESPDG, approved in October 2019, is supporting FMoE in developing the next ESDP through preparation of an ESA and support to preparation of the ESP (ESDP VI), with UNESCO IIEP continuing to provide technical assistance.

79. Additional **negative** factors beyond GPE support include 1) difficulties cascading the planning downwards and 2) the differing planning capacities of regions. This was highlighted in the development of regional RGs by UNICEF, which showed notable differences in planning across regions.

¹⁰⁹ Ethiopia ESPDG Country Lead's Initial Assessment.

¹¹⁰ While UNESCO IIEP was first approached to support preparations for ESDP VI, the Roadmap process gained urgency in light of political pressure.

Unintended negative/unplanned positive effects of GPE support

80. One unintended consequence of GPE support raised by stakeholders is the potential risk that the sector plan will become an instrument to seek resources from GPE, rather than an internal process that mobilizes key stakeholders to solve strategic issues, of which the distribution of funding is one aspect. Nonetheless, evidence shows that previous sector plan processes have been led by a national core team and the main sector plan document is written without GPE funds. Thus far, stakeholders do not believe that financial support for sector planning has resulted in incentivized action to develop plans. However, based on other country case studies, this potential risk has been acknowledged by some DPs.

Implications for GPE's ToC and country-level operational model

81. GPE has played a considerable role in improving the quality of ESPs in Ethiopia, including the push for government ownership of such plans. The evidence presented above has some implications for GPE's ToC and operating model in Ethiopia, a country that has an established tradition for sector planning, with a strong partnership from UNESCO IIEP in supporting the overall process.

82. Reflections on GPE's use of the criteria in assessing the credibility of ESPs show that there are further opportunities to influence sector planning in Ethiopia, if additional sub-criteria are considered within the evaluation framework. In particular, the current GPE RF criteria do not explicitly evaluate or score whether sector plans combine a 'right' balance between stretched and realistic targets. Achievability within the GPE operational model, as the evaluation team understands it, in general alludes to the degree to which goals, objectives and indicators (or targets) of success are likely to be achieved by country partners. Not getting the balance right – say, having unrealistic targets – has several implications, which have been observed throughout the evaluation, such as undermining performance and limiting the chance to follow up on how and why targets are (or are not) being met. This highlights that 'achievability' should also consider the extent to which targets are stretched but achievable and within reasonable timeframes.

83. GPE financial support for sector planning is not deemed essential or a key motivating factor for producing sector plans. Several stakeholders also noted Ethiopia would be able to obtain the financial support for sector planning from other DPs. The incentive of obtaining an ESPIG, though, is an incentive to improve the quality of planning. As such, we draw attention to the misalignments between the Ethiopian education policy and programming cycles and the GPE grant cycles. Most obviously, the ESPIG development (to be submitted in January 2020) is being designed between sector plans, but preparations for ESDP VI are expected to continue after the package for the ESPIG is finalized.¹¹¹

84. It should be noted that there is a tension between the focus of GPE ESPIGs on basic education with a preference for sector-wide funding and GPE's ESPDG funding for sector-wide plans. This tension is more marked in countries where there is a separate ministry for higher education like MoSHE in Ethiopia, as this creates an imbalance of incentives between ministries to engage in both processes.

85. There are timing issues between the current ESPIG – the main vehicle through which GPE supports implementation of ESDP V – and the World Bank trust funds (GEQIP-E). GEQIP-E is now being implemented, while the GPE ESPIG is under design. Stakeholders highlighted that the next GPE funding is seen as a 'plug for the funding gap in GEQIP-E'. This was confirmed by other stakeholders (in government and international), highlighting the importance of GPE in filling the financial gap in GEQIP-E.

¹¹¹ Both processes have suffered delays. The latest information (18 October, 2019) suggested the ESPIG application would be delayed to January, while the sector plan application had been received but not yet approved.

86. This disconnect means that the GPE Secretariat levers from the Quality Assurance Review (QAR) process are blunter and discussions around design are limited. Many stakeholders highlighted this as a missed opportunity – for example, the variable tranche did not inform the technical design of DLIs in GEQIP-E, despite creating important lessons. Equally, additional opportunities to ensure the program design is inclusive are negated, and the process is as inclusive as the PAD development.

87. In addition, the timing of the new sector plan (ESDP VI) means that the pooled fund will be implemented before the new plan is developed. While cognizant of this disconnect, stakeholders did not perceive it to be a major issue, given high levels of alignment among donors and GoE, and an expectation of a high level of continuity from ESDP V into ESDP VI.

88. The disconnect between the timing of planning activities and GPE grants poses an important question. Theoretically, program design should follow the sector plan. However, here, the processes are happening in parallel. As a pooled fund program, the GPE model in Ethiopia will see its success depend on whether all members of GPE effectively align both sector planning and program design and champion GPE's aims (that DPs align behind the country's priorities as outlined in the sector plan) over their bilateral aims.

Box 3.1 – Testing assumptions and assessing strength of evidence

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

Assumption 1 holds. Country-level stakeholders have the capabilities to jointly improve sector analysis and planning, as demonstrated by the series of planning cycles completed led by GoE in compliance with GPE/IIEP quality standards. The GPE Appraisal Report stated that a national team national team developed and wrote the most recent plan and took overall responsibility for both ESDP V and associated financing scenarios. DPs complement sector planning with inputs, feedback, endorsement and engagement in the sector planning process throughout. The weaknesses in cascading planning downwards, though, mean a focus on regional planning and additional technical support from DPs is required.

Assumption 2 partially holds. Variation in technical capacities across regions – to plan, to implement, to monitor progress and to collect accurate data to feed into the national EMIS – means the extent of stakeholders' engagement to improve sector analysis and planning varies across regions and lower administrative levels. On occasions, different stakeholders receive asymmetric information, which limits their opportunities to improve sector planning, given that the channels through which information runs from top to down are weak.

Assumption 3 holds. Stakeholders have the motivation to jointly improve sector planning. Planning is strong, visible and serious, and engagement of stakeholders at the national level is high.

Assumption 4 does not hold. GPE's influencing mechanisms for sector planning have not been used for sector planning preparation, as few inputs have been used thus far.

Assumption 5 partially holds. EMIS produces relevant and – to a large extent – reliable data, but they are not always timely. However, this has improved considerably in the past year (2017/18), particularly in relation to general education statistics. However, National Learning Assessments (NLAs) are undertaken only every four years (at a given grade) and results are available with a year lag, so they are unlikely to be available for the current planning cycle.

The evidence for assessing changes in the education system in Ethiopia is reasonably strong. A significant amount of interview data was collected, along with appraisal documents and responses related to the development of sector plans. However, the evaluation team includes the perspective of only one REB visited over both missions. FMoE recommended that the team visit the Oromia REB, given its proximity in Addis Ababa.

3.3 GPE contributions to mutual accountability through sector dialogue and monitoring^{112/113}

89. A high-level overview of the findings is provided in Table 3.4. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.4 – Summary of progress and GPE contributions to mutual accountability through sector dialogue and monitoring

PROGRESS MADE TOWARD MUTUAL ACCOUNTABILITY (SECTOR DIALOGUE)	DEGREE OF GPE CONTRIBUTION (SECTOR DIALOGUE)	PROGRESS MADE TOWARD MUTUAL ACCOUNTABILITY (SECTOR MONITORING)	DEGREE OF GPE CONTRIBUTION (SECTOR MONITORING)	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹¹⁴			
				STRENGTH OF UNDERLYING EVIDENCE			
				1	2	3	4
Moderate: Dialogue frequent but limited to basic education. There are difficulties balancing technical dialogue over strategic discussions. Attempts have been made to improve inclusiveness with the incorporation of CSOs and Ethiopian Teacher Association but the potential from their participation has not been realized. Transparency in decision-making processes is a challenge. Regions are still not present in sector dialogue beyond the National Education Conference.	Weak: GPE has strongly advocated for improving inclusiveness in sector dialogue. This, however, has not translated into active participation by civil society, despite formal membership.	Moderate: Sector monitoring remains weak, with poor collaboration among directorates at national and regional level, despite annual conferences for regional staff. Improvements in monitoring have been limited to specific DLIs. EMIS data are underused for policy-making, given challenges of timeliness, quality and technical analysis capacity. Joint sector reviews (JSRs) (where conducted) are not a mechanism for monitoring.	Moderate: Sector monitoring improved as a result of introduction of EERBF funded by GPE in 2017 but this is aimed at particular DLIs. Also, EERBF is a comparatively small program. The JSR carried out in 2019 did not fulfill all the quality aspects outlined by GPE, nor is it used as a monitoring tool.	1	2	3	4

¹¹² This section addresses CEQs 2.1, 2.2 and 2.3, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹¹³ This section triangulates the findings on RF indicators 14, 18 and 19.

¹¹⁴ For sector dialogue and monitoring, the four underlying assumptions in the country-level ToC were 1) GPE having sufficient *leverage* at global and country levels to influence LEG existence and functioning; 2) country-level stakeholders having the *capabilities* to work together to solve education sector issues; 3) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; and 4) stakeholders having the *motivation* (incentives) to do so.

Characteristics of sector dialogue

Finding 5: Education sector dialogue is frequent but highly focused on basic education. There is little room for sector-wide discussions, and dialogue is also often restricted to technical and operational programming issues rather than broader policy and strategic discussions.

90. Sector dialogue is frequent but fragmented. There are four main forums for sector dialogue in Ethiopia (with varying degrees of activity): the ETWG; the National Education Conference; Sub-Technical Working Groups; and the Education in Emergency Cluster Group. The ETWG is the LEG and deemed extremely well coordinated between DPs and FMoE. Most recently, an education ‘cluster’ led by FMoE was activated in January 2016 to coordinate responses to emergencies.¹¹⁵

91. Table 3.5 offers an overview and evaluates each forum’s contribution to sector dialogue against the quality of the dialogue, its inclusiveness and its frequency.

Table 3.5 – Selected education sector dialogue forums in Ethiopia

FORUM	MANDATE AND ACTIVITY	MEMBERSHIP AND INCLUSIVITY	CONTRIBUTION TO SECTOR DIALOGUE
Education Technical Working Group (ETWG) <i>This is the Local Education Group in Ethiopia.</i>	Mandate: To achieve better coordinated, harmonized planning, budgeting and monitoring support for the education sector. It also aims to strengthen linkages, coordination, mutual accountability and working relations between GoE and other stakeholders. Activity: Regular monthly meetings with policy-makers, DPs and CSOs. Extraordinary meetings are called on a needs basis.	Chair: FMoE. Co-chair: Embassy of Finland and DFID. Members: Active participants include British Council, ETA, GIZ, AICS, JICA, KfW, Embassy of Norway, UNESCO, UNHCR, UNICEF, USAID, World Bank, WFP, among others. Inclusivity: ETA, CSOs and a local NGO have been invited in recent years. However, this has not always translated into regular involvement.	Strong (for basic education): The ETWG is an active forum that discusses all aspects of planning, dialogue and delivery in basic education. Discussions vary from technical to operational, often with challenges balancing program (GEQIP) and policy/strategy issues. The group is considered highly coordinated between DPs and FMoE but with low high-level decision-maker (i.e. minister of FMoE) involvement and low participation of CSO representatives.

¹¹⁵ OCHA, Ethiopia Education Cluster, <http://educationcluster.net/country-coordination/high-priority-countries/ethiopia/> (accessed November 15, 2019).

FORUM	MANDATE AND ACTIVITY	MEMBERSHIP AND INCLUSIVITY	CONTRIBUTION TO SECTOR DIALOGUE
National Education Conference	<p>Mandate: Highest education sector forum for domestic stakeholders.</p> <p>Activity: Annual conference, usually delivered in Amharic for local stakeholders.</p>	<p>Chair: FMoE.</p> <p>Participants: FMoE, MoSHE, ministry directorates, REBs, ETA, teachers, ETWG, etc. It has more than 1,000 participants.</p> <p>Inclusivity: Large attendance, including regional actors. DPs have little influence over the agenda of the conference and their involvement is hampered by language.</p>	<p>Moderate: Conference used as a political platform to engage in dialogue with multiple stakeholders and communicate progress and sector challenges. Its strategic potential is undermined by its lecture-style structure. DPs have little influence over the agenda and translation has not traditionally taken place, despite donor funding. In the last two annual conferences, stakeholders perceived an improvement in the technical discussions and evidence presented.</p>
Sub-Technical Working Groups	<p>Mandate: To monitor program implementation and progress in specific result areas.</p> <p>Activity: Variable – some meet quarterly (e.g. Early Childhood Care and Education), some more infrequently (e.g. EMIS).</p>	<p>Lead: Formally FMoE, but in practice donor-driven taskforces.¹¹⁶</p> <p>Inclusivity: Participation is dependent on the expertise of the relevant agencies.</p>	<p>Moderate: Taskforces have been formed to support dialogue and coordinate monitoring of DLIs. While some function well, the scope remains limited.</p>
Education in Emergency Cluster Group	<p>Mandate: To coordinate activities by partners, maintain inter-cluster¹¹⁷ coordination and ensure a platform that grounds service delivery in Education in Emergency and strengthens capacity of the education system.</p> <p>Activity: Weekly meetings, given current emergencies.</p>	<p>Lead: FMoE.</p> <p>Co-leads: UNICEF and SCI.</p> <p>Members: Around 20 members at national level, other donors/UN, implementing partners, NGOs.</p> <p>Inclusivity: 9 sub-national education clusters at regional level.</p>	<p>Activated in January 2016 owing to the heightened crisis and still ongoing. There is strong collaboration between co-lead agencies and FMoE, but under an ambiguous institutional arrangement in FMoE to manage education in emergency (as of 2017).¹¹⁸ Participation of cluster</p>

¹¹⁶ Key informant interviews.

¹¹⁷ The Education cluster group ‘operates within the broader inter-sectoral humanitarian response led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and participates in the Inter-Cluster Coordination Group’. Source: Wales, J.; A. Khan; and S. Nicolai (2019). Strengthening the knowledge base for education in emergencies practitioners and partners: Ethiopia case study. ODI Report: September 2019, p. 30.

¹¹⁸ Ethiopia Education Cluster (2017), Education in Emergency Strategic Response Plan – 2017, p.7 Available at https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_eie_strategic_plan_2017.pdf [retrieved in September 2019].

FORUM	MANDATE AND ACTIVITY	MEMBERSHIP AND INCLUSIVITY	CONTRIBUTION TO SECTOR DIALOGUE
	The group was officially reactivated in January 2016 and includes 9 education clusters at regional level.		members in meetings was identified as irregular (though the report is outdated and this may have changed with the prolonged existence of this group).

92. The current platforms are not sufficiently used for sector-wide discussions. The ETWG discusses all aspects of planning, dialogue and delivery in basic education. This focus is attributed to donors' preference for the basic education sector. Likewise, many Sub-Technical Working Groups have been established to support REBs and FMoE in the implementation of DLIs outlined in the EERBF project and in GEQIP-E, which also focus on selected activities covering pre-primary, primary and secondary education. As a result, sub-sectors such as TVET, adult education and higher education receive little coverage in these forums, and there are no other active platforms that either coordinate dialogue around these areas, or include all players in the value chain and bring together the entire education sector in continuous collective dialogue.

93. The recent separation of higher education and TVET – from FMoE into MoSHE – may provide these sub-sectors with an opportunity to improve the quality of vocational training and higher education coordinated dialogue. DP stakeholders interviewed in Year II mentioned ministers, state ministers and directorates from both ministries constantly meeting in internal discussions, currently without the involvement of DPs. It is still in question, and one that has been raised in ETWG meetings,¹¹⁹ as to whether the ETWG and FMoE take the lead in coordinating dialogue between both ministries' sub-sectors or whether the ETWG focuses exclusively on basic education (which already dominates much of the ongoing discussion) and MoSHE establishes and leads a separate local education group for post-secondary and tertiary education.

94. Stakeholders commented on the bulk of dialogue in the ETWG being around the GEQIP program and operational priorities rather than broader policy and strategic issues of relevance to the sector. This echoed findings from the Year I mission and was also reflected in the ETWG meeting minutes shared to the evaluation team covering the period between both missions.¹²⁰ Stakeholders mentioned the need to reactivate the GEQIP-E Steering Committee (discussed below in the sector monitoring section), which is supposed to serve as a venue for monitoring GEQIP-E's progress, in order to free up space in ETWG meetings to focus on higher-level policy and strategy. As the ETWG becomes a forum for addressing operational challenges and program delivery, stakeholders mentioned that policy discussions tended to take place bilaterally rather than through the ETWG. This counter-productive trend is reflected in, but also causes, the low participation of senior decision-makers within FMoE (i.e. minister or state minister). Besides GEQIP, the ETWG also regularly invites a range of directorates in FMoE and other DP stakeholders to present their work and study findings at its monthly meetings.¹²¹ Yet, without senior representation from FMoE, stakeholders

¹¹⁹ ETWG minutes, February 2019.

¹²⁰ Four out of six minutes of meetings covering the period between from June 2018 to June 2019 focused largely on GEQIP and GPE-related issues.

¹²¹ As an illustration, the topics presented in May 2019 were 1) the launch of the new Inclusive Education Initiative, presented by the World Bank; 2) the Revised Plan for Education in Emergency (May-September 2019), presented by the director of the School Improvement Program Directorate; and 3) GEQIP II's request for an extension and update on the implementation of the final activities of GEQIP II, provided by the director of the Planning and Resources Mobilization Directorate.

questioned how these presentation discussions were communicated upwards to the senior officials in FMoE.

95. Efforts have been made over the past two years to improve some aspects of stakeholders' coordination through a series of Sub-Technical Working Groups (Early Child Education [ECE], Inclusive Education, EMIS, Equity Results Area, Curriculum and Early Grade Assessment). These taskforces support dialogue, monitoring and implementation in specific focus areas. They are also larger than the ETWG, involving more CSOs. Taskforces mostly stemmed from the GPE variable tranche exercise/EERBF in 2017, when taskforces for each of the three results areas – equity, efficiency and learning – were assigned by FMoE. Later in 2018, this was replicated for GEQIP-E.

96. Stakeholders perceived these taskforces to be donor-driven and loosely coordinated by FMoE. Their functionality is quite variable, with those that are donor-driven working better than others. The taskforces report to the ETWG, particularly regarding GEQIP-E-related issues. Overall, while the work of the taskforces has enabled stronger coordination and support capacity of the ministry in some areas, stakeholders also noted they were limited in that they do not deal with non-GEQIP issues.

97. To coordinate responses to different crises, such as IDPs, conflict and refugees, Ethiopia has two coordination structures.¹²²

- *For IDPs and local communities affected by crisis:* FMoE coordinates education planning and response – largely through the national education system – supported by the Education in Emergency Cluster Group.¹²³
- *For refugees:* GoE's ARRA coordinates education planning and response, with support from UNHCR and the Refugee Education Working Group,¹²⁴ involving FMoE and REBs.

98. The Education in Emergency Cluster Group was reactivated in January 2016, with a full-time cluster coordinator and information management officer appointed and employed by UNICEF and SCI between 2016 and 2018.¹²⁵ According to stakeholders interviewed, this group has been very active and, as of August 2019, was having weekly meetings. With Ethiopia selected by the ECW initiative as country partner for US\$14.8 million for refugee inclusive education, the Education in Emergency Cluster Group is anticipated to remain a key inter-sector coordinating body along with FMoE in the coming year.

¹²² J. Wales, A. Khan and S. Nicolai, Strengthening the Knowledge Base for Education in Emergencies Practitioners and Partners: Ethiopia Case Study, ODI Report, September 2019.

¹²³ A recent report by ODI (J. Wales et al., 2019, p.30) states 'MoE does not have a dedicated directorate or staff for managing and coordinating the education response. The leading role is therefore played by the MoE's Planning and Resource Mobilisation Directorate, with MoE and REB staff engaging in the response and coordination efforts in addition to their normal roles.'

¹²⁴ This Group, of which FMoE has recently become a member, is co-chaired by ARRA and UNHCR with 16 active NGOs (Wales et al., 2019)

¹²⁵ The Group was first established in 2008 but had only a nominal presence (Wales et al., 2019).

Finding 6: The lack of participation of CSOs in the ETWG meetings shows that efforts to improve inclusiveness and to open up space for active participation need to go beyond invitation and acknowledging CSO needs and challenges.

99. In Ethiopia, there has been limited historical engagement of civil society: until recently, Ethiopian law significantly constrained the political space of CSOs. Over the past two years, FMoE has shown commitment to improving inclusiveness in the ETWG, especially with the invitation of the Ethiopian Teachers Association (ETA) and a CSO, the Basic Education Network Ethiopia, to join in 2017/18.¹²⁶ FMoE also stressed the appointment of ANFEA (Adult and Non-Formal Education Association, a local NGO) to the ETWG as evidence of inclusive sector dialogue submitted by GoE in the GPE grant application process for the fourth ESPIG.¹²⁷ This coincides with a new national approach to the regulation of CSOs in Ethiopia coupled with a new prime minister who is supportive of dialogue, although the effects of policy change and the changing political environment are yet to be assessed. Stakeholders mentioned lack of involvement and participation (through attendance) by the CSOs in these meetings over the previous year, despite the invitation from FMoE, but no information was available as to why this was the case. This may suggest the potential of their participation has not been realized, and efforts to improve inclusiveness should go beyond invitation and encouragement to overcome the challenges that pose barriers to participation.¹²⁸

100. Stakeholders also mentioned that the effective participation of key representatives from other line ministries in the ETWG meetings had been a challenge. Stakeholders flagged that the current system of bilateral discussions between the World Bank and GoE (FMoE and the Ministry of Finance and Economic Cooperation [MoFEC]) could be improved by a representative of the latter attending ETWG meetings, particularly to participate in discussions around monitoring of financial utilization, DLIs and target-setting.

Finding 7: Despite a trend to decentralize power in Ethiopia, regions are not yet present in sector dialogue beyond the National Education Conference. Dialogue structures are not replicated at sub-national level.

101. A key finding that emerged in the Year II mission is that, while dialogue structures at the national level are strong and coordinated, this is not replicated at the sub-national level. The National Education Conference is the primary, and only, forum involving regions in sector dialogue. For FMoE, therefore, it is very important that the National Education Conference take place with the regions. The National Education Conference takes place once a year, rotating locations, and involves a range of stakeholders down to grassroots level (more than 1,000 individuals attend each year). Since the Year I evaluation mission, two have taken place.¹²⁹ The most recent – the 29th annual National Education Conference – took place in August 2019 in Jijiga (Somali region). The agenda included an assessment of the 2018/19 education sector's performance, including its strengths and weakness, the 2019/20 annual plan and the Roadmap. The 28th

¹²⁶ DAG Ethiopia, Development Effectiveness in Ethiopia, June 2017-June 2018.

¹²⁷ GPE QAR II report, ESPIG IV.

¹²⁸ The evaluation team reviewed 12 ETWG minutes covering the period between November 2017 and June 2019, and noted only one single participation of ANFEA and none of the civil society representative. Furthermore, in February 2019's minutes, the ETWG noted that the CSO representative had not been attending ETWG meetings for over a year.

¹²⁹ Both were held in 2019, owing to delays in the 2018 Conference. Previously, in October 2017, the 27th Education Annual Conference took place in Assosa (Benishangul-Gumuz region).

edition in Mekele (Tigray region), in March 2019, presented strategic issues within the new Roadmap, the MTR of ESDP V and preliminary results from the 2018 EGRA study.¹³⁰

102. It is widely felt that the National Education Conference's strategic potential is undermined by its *presentation-style* structure of findings, and the limited time provided for debate on their implications. That said, stakeholders perceived an improvement in the technical discussion and evidence presented in the last two education conferences. Also, overall, DPs have little influence over the agenda of the conference, and their involvement is further hampered by language. FMoE is firm that the conference is an internal, domestic event, which some DPs felt may result in the exclusion of discussion on high-level strategic questions.

Characteristics of sector monitoring

Finding 8: Sector monitoring remains weak in Ethiopia, driven by two-year joint missions and tracking of GEQIP progress, concentrating on program areas rather than sector-wide progress. Due to delays in publishing, variable data quality, and absence of technical capacity for analysis, EMIS data continues to be under-utilized.

103. Overall, sector monitoring continues to be weak in Ethiopia. Key information sources are EMIS and the NLAs; key processes are monitoring for projects (includes the Bi-Annual Joint Missions and the DLIs in the variable tranche and in GEQIP-E) and the Joint Sector Reviews (JSRs).

104. EMIS in Ethiopia is functioning and produces sufficient data with varying data quality but is underutilized for decision-making purposes. Data that do exist are not routinely analyzed, discussed or used to inform key programming decisions. Stakeholders highlighted some key barriers to this: delays to publication, varying data quality and lack of technical capacity for analysis.¹³¹

105. NLAs, on the other hand, are considered a reliable source of information to track improvements in learning outcomes, but are administered at Grade 4 and Grade 8, only every four years. As a result, NLAs are an unsuitable tool to generate evidence for immediate or timely decision-making to improve learning outcomes.

106. Whole sector progress is being monitored but not on a regular basis. The MTR of ESDP V provides a useful analysis of some of the key data and indicators, but is not complemented by annual analysis (for JSRs) or even more frequent monitoring of data (at sector working group levels). This means effective use of the MYAP as a tool to assess the annual progress of the activities outlined in the action plan and as a framework of accountability for those responsible for implementation is compromised without JSRs. Overall, there is limited evidence of sector-wide data being used to improve implementation.

107. Most stakeholders perceived the Bi-Annual Joint Missions as the main monitoring activity, though these are not sector-wide. This activity is well regarded and has strong participation from GoE and DPs. However, there are challenges: first, it is program-specific (tied to GEQIP) and not sector-wide; second, it is narrow in focus, as one or two topics are chosen to be investigated each mission; third, schools are prepared in advance for these visits; and, lastly, they have a weak follow-up mechanism.¹³² The last Bi-Annual Joint Mission was conducted between May 30 and June 7, 2019. It included a review of completion of the EERBF

¹³⁰ These same items were later presented at the Joint Sector Review (JSR) held in June 2019.

¹³¹ A detailed assessment of EMIS is provided in Section 4.2.

¹³² Key informant interviews.

project and an identification mission for the additional financing of GEQIP-E from GPE, followed by a wrap-up meeting between stakeholders.

108. As sector dialogue and monitoring are heavily intertwined, we outline here two additional mechanisms – the JSR and the GEQIP-E Steering Committee – that serve (or should serve) as dual platforms for bringing together different stakeholders to engage in dialogue and monitor progress and performance in implementing the ESDPs (see Table 3.6). Both mechanisms are encouraged by DPs: the GPE Secretariat advocates for JSRs while the PAD of the World Bank requires a GEQIP-E Steering Committee. Neither of these has been functioning regularly.

Table 3.6 – Selected education sector monitoring forums in Ethiopia

SELECTED FORUMS	MANDATE AND ACTIVITY	MEMBERSHIP AND INCLUSIVITY	CONTRIBUTION TO SECTOR DIALOGUE
Joint Sector Review (JSR)	Mandate: ‘Engage in dialogue, review status, and monitor expenditure, progress, and performance in the implementation of national education sector plan.’ Activity: Annual – in principle.	Lead: FMoE. Participants: FMoE, DPs, implementing agencies, private sector, humanitarian actors and NGOs. Inclusivity: Broadly inclusive of a wide range of stakeholders.	Weak: JSRs have happened only once in the past three years. While the last JSR met some GPE quality criteria (listed in Table 3.7), there was limited or no time for discussions after GoE presented.
GEQIP-E Steering Committee	Mandate: To oversee the coordination, monitoring and implementation of the GEQIP-E program. Activity: At least quarterly meetings are required by the PAD of GEQIP-E.	Chair: State minister for general education, reporting to the minister. Secretary: Planning and Resource Mobilization Directorate. Members: Representatives from all general education directorates, universities, REBs and MoFEC. Inclusivity: DPs and civil society can participate by request from FMoE. ¹³³	Weak: This group is supposed to serve as a venue for tracking progress of GEQIP-E, which often dominates the ETWG agenda. However, it has been convened only once in 18 months (it is scheduled to be quarterly).

109. After a three-year interlude, Ethiopia organized its first JSR in three years in June 2019. The large time gap between JSRs means a key component of sector monitoring is often missing. Prior to 2016, there was an annual, locally led process of joint reviews and education retreats, which facilitated dialogue. JSR reports are available for the years between 2012 and 2016. After 2016, FMoE split the national dialogue (a political forum) from the JSR (a monitoring tool). This was supported by GPE Secretariat advocacy and guidance on conducting JSRs, with the aim of having a technical discussion-focused event. However, the JSR fell into disuse as GoE prioritized the national dialogue.

110. The 2019 JSR focused largely on the topics discussed at the 28th Annual Education Conference – the Roadmap and the MTR of ESDP V – and thus was a good example of sector monitoring based on the

¹³³ World Bank.

available data. Over 60 participants attended, representing various directorates of FMoE, DPs, implementing agencies, private sector, humanitarian actors and nongovernmental organizations (NGOs).

111. Several DP stakeholders suggested it might be wise to re-merge the events and use the National Education Conference as a vehicle for JSRs – ‘a day with regional staff and useful dialogue at the annual education conference’. However, this is unlikely to occur because GoE seems to be satisfied with the JSR mechanism being a separate donor-driven event for dialogue from the National Education Conference, which FMoE considers an internal process.

112. In lieu of the JSRs, the forum for monitoring defaults to the ETWG meetings, which means monitoring of wider strategic issues is limited. Here, monitoring focuses on discussions of the pooled sector funds, as the GEQIP-E Steering Committee, which should serve as a venue for monitoring the progress of GEQIP-E, has been convened only once since it was established. No GEQIP-E Steering Committee meeting has happened since the Year I mission in April 2018. This is exacerbated by the lack of sector wide-monitoring demand from DPs.

113. Despite this year’s JSR, looking at the evaluation period, it is concluded that JSRs are not used as a regular monitoring mechanism in Ethiopia. The JSR conducted has been judged to partially meet three out of five quality standards based on the evaluators’ own assessment, in contrast to the summary of the GPE Secretariat’s assessment thus far of the JSR (both assessments presented in Table 3.7 for comparison). The Year II evaluation team acknowledges that the Secretariat’s initial observations of the 2019 JSR differ from the observations triangulated by the Year II CLE. The evaluation’s assessment is informed and triangulated by multiple key stakeholder interviews with both DPs and government stakeholders, and secondary documentary evidence.

Table 3.7 – Evaluators’ assessment of the 2019 JSR in Ethiopia against GPE quality standards

JSR QUALITY STANDARDS ¹³⁴	EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND CONSULTED STAKEHOLDERS	GPE’S INITIAL ASSESSMENT OF THE 2019 JSR TO INFORM RF IN 2020
Participatory and inclusive	<ul style="list-style-type: none"> <li data-bbox="425 1216 926 1353">• Inclusive of various directorates of FMoE, donors, implementing agencies, humanitarian actors, private sector, and NGOs/civil society. <li data-bbox="425 1374 951 1507">• No effective participation of MoSHE, MoFEC, ETA and parents’ association. <li data-bbox="425 1453 951 1507">• Moderately participatory given tight schedule and insufficient time for discussion, 	<p>Representatives of the following groups participated in the JSR (according to the list of participants):</p> <ul style="list-style-type: none"> <li data-bbox="975 1332 1090 1353">• FMoE; <li data-bbox="975 1374 1318 1396">• Basic Education Directorate; <li data-bbox="975 1417 1073 1438">• DPs; <li data-bbox="975 1459 1367 1480">• International and national CSOs.

¹³⁴ JSR quality standards have evolved somewhat over time. The five JSR quality criteria scored by GPE’s RF indicator 18 are 1) participatory and inclusive, 2) evidence-based, 3) comprehensive, 4) monitorable and 5) a policy-making instrument (GPE, RF Indicators, Methodological Guidelines, version 8, June 2017, p.47). The five dimensions of an effective JSR outlined in GPE’s guide for effective JSRs are 1) inclusive and participatory, 2) aligned with shared policy frameworks, 3) evidence-based, 4) a monitoring tool and 5) an instrument for change embedded effectively into a policy cycle (GPE, Joint Sector Review in the Education Sector: A Practical Guide for Organizing Effective JSRs, July 2018, p.20). Table 3.6 lists six criteria to capture both sets of standards, which overlap for all but one dimension. Years listed in the table header are years of RF data collection, which scored the South Sudan JSR from the previous year (i.e., GPE RF 2016 scored the 2015 JSR). Only two years of GPE RF scores were available at the time of review.

JSR QUALITY STANDARDS ¹³⁴	EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND CONSULTED STAKEHOLDERS	GPE'S INITIAL ASSESSMENT OF THE 2019 JSR TO INFORM RF IN 2020
	especially as the JSR was shortened (from two days) to one day.	
Evidence-based	<ul style="list-style-type: none"> The ESDP V MTR included status, trends and performance against set targets for some of the key data and indicators, covering the sub-sectors of pre-primary, primary and secondary education. It included data from EMIS, ESDP V plans and RFs and the national budget, but not a comprehensive review against the action plan. 	<ul style="list-style-type: none"> A brief situational analysis of the review period was shared in the ESDP V MTR report and presented during the JSR. Sector progress through implementation of the ESP was shared in the ESDP V MTR report. Information on domestic expenditure at program/activity level was partially covered in the ESDP V MTR report.
Comprehensive	<ul style="list-style-type: none"> There was no evidence presented on the sub-sectors of TVET and higher education, coupled with lack of attendance from MoSHE. 	<ul style="list-style-type: none"> The JSR covered all sub-sectors reported in the ESDP. The JSR included activities and programs reported in the ESDP and implemented/financed by external partners. The report did not include all externally funded programs.
A monitoring tool	<ul style="list-style-type: none"> JSRs are not used as a monitoring mechanism. Sector trends, and performance of several indicators, were presented, including indicators of equity and efficiency with varying degrees of depth by sub-sector. However, there was no follow-up discussion on implementation weakness and strengths. 	<ul style="list-style-type: none"> Data were shared from three years (2015/16, 2016/17 and 2017/18). The ESDP V MTR report shared sector trends, national budget expenditures, performance indicators and implementation strengths and weaknesses.
Policy-making Instrument	<ul style="list-style-type: none"> JSRs are not used as an instrument to influence policy planning. The MTR of ESDP V provided some pointers for action, yet these were general and did not designate responsible parties or include timelines to review implementation. Some stakeholders felt the JSR was convened to tick off the (assumed) requirement of GPE in light of the next ESPIG application process. Many argued it was unclear what role they would play in the future. 	<ul style="list-style-type: none"> Not all recommendations are linked to the ESDP but the sub-sectors and some components are linked. The recommendations are not limited in number but are in the form of remedial actions to address the weaknesses in the ESDP implementation. The recommendations include a timeline as they are intended to inform the revisions in the remaining period of ESDP V and the development of ESDP VI.

GPE contributions to sector dialogue and monitoring

Finding 9: The importance of monitoring to demonstrate results, and consequently receive financing, has grown considerably due to implementation of the EERBF. However, discussions have focused on output level targeting, and as a result, outcome-level results are not regularly monitored. Opportunities for global dialogue has also improved thanks to GPE's knowledge exchange.

114. GPE offers a series of financial and non-financial mechanisms to support sector dialogue and monitoring. Table 3.8 provides an overview of these mechanisms, and an indicative assessment of their contribution – significant, moderate or limited/no contribution – to mutual accountability in Ethiopia. This grouping is indicative and does not contribute a formal score.

Table 3.8 – GPE contributions to mutual accountability during the 2014-2019 review period

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> Variable tranche funding to the EERBF: the importance of monitoring to obtain disbursements has grown considerably since implementation of the EERBF – the first exercise of result-based financing in the education sector in Ethiopia. It is considered to have produced several positive outcomes, notably the strengthening of the CSA – as a credible independent verifier of DLIs but also its procedures and methods. This being said, GPE's contribution to mutual accountability in Table 3.4 is rated 'modest' on the basis that it fostered the monitoring of a narrow number of DLIs.
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> ESPIG III 2014-2018 funding supported aspects of sector monitoring such as 1) management and capacity-building in EMIS (sub-component 4.3) including IT infrastructure and piloting of school report cards; and 2) M&E (sub-component 6.2) to conduct timely monitoring of GEQIP II progress. This is often limited to programs and is not sector-wide. Also, school report cards were piloted but not fully implemented, owing to capacity constraints. ESPDG 2015 funding: The MYAP and RF funded by GPE to support ESDP V contributed to improved monitoring but were not fit-for-purpose or used at the sub-national level. In recognition of this, FMoE stated during the Year II evaluation mission that the next planning cycle envisaged the development of a national and regional RF. Nevertheless, it is worth noting that overall discussions around the activities outlined in the MYAP have not been held on regular basis. CA: In Ethiopia, the CA is not the co-chair of the ETWG. However, the CA plays a significant role in the grant application process, and in fostering sector dialogue, by working closely and effectively with the co-chairs of the ETWG. GPE's A4L: During 2019 Ethiopia was also involved in the pilot of ANLAS. GPE's support strengthened the capabilities of staff in NEAEA to conduct system self-diagnosis, identify strengths and weaknesses and outline recommendations for actions. A workshop to share findings was planned, but, as of September 2019, this had not been convened.
LIMITED/NO CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> GPE Secretariat advocacy and guidance on conducting JSRs: JSRs have not been undertaken regularly, and are mistakenly perceived by some government stakeholders as a requirement in the ESPIG application process. That said, the latest JSR, organized in accordance with guidance provided by GPE, was assessed by the evaluation team and seems to meet three out of five quality standards.

- **GPE Secretariat missions on advocacy for inclusiveness:** During the processing of the current grant, the GPE Secretariat encouraged expanding the ETWG to include CSO and teacher association representatives.¹³⁵ This contributed to the inclusion of a representative of CSOs in the ETWG but the lack of regular participation suggests invitation/inclusion may not be effective at improving participation.
- **GA support to dialogue and monitoring:** Many stakeholders highlighted the difficulties of the GPE GA in effectively fostering the aims of the GPE partnership as they work within their processes, rules and regulations, sometimes perceived by external stakeholders as lacking flexibility. The GA primarily views its role as providing technical support, facilitating communication and supporting strategic dialogue between the senior leadership of FMoE, the ETWG and the GPE Secretariat.

NOT APPLICABLE / TOO EARLY TO TELL

- **CSEF 2016-2018:** Civil society in Ethiopia has received financial support from GPE for engagement in sector dialogue through a grant from CSEF, covering 2016-2018. The funding, worth a total of US\$302,252, was awarded to BEN-E, a network of resident and foreign charities operating in basic education. The Year I evaluation mission noted progress within the sector in terms of CSO inclusion but flagged that more could still be done to empower them. The Year II evaluation team was not able to meet a BEN-E representative, and no stakeholders mentioned its contribution to sector dialogue. Therefore, we judge it too early to tell.
- **GPE Learning Exchange:** GPE provides a bridge between FMoE and global education sector issues, enabling its participation in regional events, thus fostering a partnership that keeps it informed of the dialogue at a global scale. It is unknown how the learning is then translated into action or improved processes.

115. The introduction of the variable tranche (the EERBF project) empowered the ETWG to improve the sector monitoring process, through both financial and non-financial support from GPE. Additional funding provided incentives, as did non-financial support, through requirements throughout the QAR process when the program was being developed. Stakeholders reiterated that the variable tranche offered opportunities to empower the LEG to be more involved in decision-making and ongoing monitoring, as the ETWG and national stakeholders have greater appreciation of monitoring results thanks to results-based financing mechanisms.

116. The monitoring of DLIs has been given regular attention. This is a combination of ability – that is, some concerns over opaque processes within the GA have been overcome – and raised awareness of the importance of monitoring, though this remained limited to indicators linked to disbursements.

117. The EERBF project produced several additional positive outcomes for monitoring and dialogue. It strengthened the CSA, which required new methodologies, procedures and triangulation techniques to verify the DLIs; and highlighted the importance of planning for implementation and of better risk assessment.

118. GPE's additional contributions to sector dialogue and monitoring include financial support to Ethiopia to raise the issue of civil society engagement in the monitoring process, funded through CSEF. With support from GPE's CSEF, the grantee, BEN-E, successfully organized policy forums and served as a platform to engage different stakeholders. The focus was on children with disabilities, access to education for all, including pastoralist children, and gender equality.

119. While there has been no clear role for the CA within the ETWG, this is not seen as being an issue. Stakeholders of the ETWG felt that the current format operating in Ethiopia, with the CA and the co-chair of the LEG coming from different DPs, worked well in the context. This is because of the sheer size and complexity of the education sector in the country and the many responsibilities of each DP.

¹³⁵ GPE, QAR I.

Additional factors beyond GPE support

120. DPs and implementing agencies develop and monitor their program activities. USAID, which has been supporting Ethiopia's EGRA program since it was launched in 2009/10, has been a major contributor to Ethiopia's monitoring of learning results. In addition, USAID has helped build NEAEA's ability to conduct these learning assessments without its technical assistance. NEAEA is expected to assume full responsibility for the EGRA program in the data collection round planned for 2020.

Unintended negative/unplanned positive effects of GPE support

121. While the variable tranche process improved monitoring and dialogue, this was focused around the agreed areas, but perhaps to the detriment of monitoring the wider sector. The DLIs agreed were generally pitched at the output level (i.e. teacher training, school performance rating, appointment of female principals). Stakeholders reported that, while there were regular discussions to monitor progress toward these, by incentivizing them, they became the end in and of themselves, deviating attention from outcomes.

122. The empowerment of the LEG to more proactively shape the indicators and their monitoring was an unintended positive consequence of the introduction of the variable tranche, as discussed above. However, it is unclear the extent to which these benefits persisted in the development and design of other programs, such as GEQIP-E. Stakeholder reflections on this suggested that the difficulties experienced within GEQIP-E's results-based financing model in achieving the DLIs outlined might have triggered the conversation about proposing that the fixed part of the next ESPIG go into GEQIP-E's IPF component, where investments are not linked to results¹³⁶ (as is preferred by FMoE). FMoE presented this to the management board of the GA but a decision had not been made when this report was written.

Implications for GPE's ToC and country-level operational model

123. JSRs are not regularly used as a monitoring mechanism and seem to be convened to tick off the (perceived) GPE requirement in light of an imminent ESPIG application process. The sector would benefit from their reinstatement and meaningful implementation to facilitate monitoring and dialogue.

124. Alongside (and perhaps because of) this there is a strong desire among DPs to combine the JSRs with the National Education Conference, but its nature, as a domestic accountability measure, means GoE prefers to keep them separate. DPs' interest in merging the platforms owes partly to the lack of representation from the regions in any other forums where there is limited participation of DPs. Relatedly, the GPE Secretariat could use its advocacy to bring the regions into sector dialogue more regularly.

125. Echoing findings from other missions, the quality of JSRs would also benefit greatly if they moved away from a lecture-style structure, toward a meaningful discussion on the implications of regular monitoring data. The GPE Secretariat could empower the CA to do so by proactively sharing its guidelines for successful JSR conferences, in order to support the CA to push for greater change. Box 3.2 outlines the extent to which assumptions in GPE's country-level ToC hold.

¹³⁶ GEQIP-E is largely designed as results-based financing, where disbursements are made after results are achieved. However, a small proportion of the fund –\$10 million – is allocated to the IPF Technical Assistance Component to strengthen the capacity of GoE to implement a results-based operation and mitigate implementation risks. Under this component, funds are allocated for activities to take place.

Box 3.2 – Testing assumptions and assessing the strength of evidence

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

Assumption 1 partially holds. The ETWG in Ethiopia is strong and well coordinated. While GPE has had an influence on the language and dialogue, given its processes and endorsement requirements, ETWG existence and functioning is not dependent on GPE support per se. GPE does, however, provide a bridge between FMoE and global education sector issues, enabling its participation in regional events, thus fostering a partnership that keeps it informed of the dialogue at a global scale.

Assumption 2 does not hold. FMoE and DPs have not always been able to respond to emergencies, one of the most urgent issues facing the Ethiopian education sector. While the establishment of school feeding programs has been given a high priority in FMoE's emergency response efforts and has been considered successful, the response has been less appropriate where the main barriers to education are an absence of school, teachers and learning materials.¹³⁷ For example, education lacked a clear response strategy during the El Niño drought crisis, and consequently was unable to attract resources and take action.¹³⁸

Assumption 3 partially holds. There are limitations in the technical capacity to analyze data, and persistent problems of fragmented data management limit opportunities to enhance mutual accountability.

Assumption 4 partially holds given that there seem to be no incentives to combine JSRs and annual conferences to foster inclusive sector dialogue with DPs, FMoE and regions.

The evidence for assessing changes in the education system in Ethiopia is reasonably strong. A significant amount of interview data was collected, as well as documentation, which included ETWG minutes, annual conference agenda and presentations, lists of attendance, etc. The evaluation team, however, was able to meet with representatives of only one REB, thus limiting the chance to collect evidence that lies within the regions.

¹³⁷ J. Wales, A. Khan and S. Nicolai, Strengthening the Knowledge Base for Education in Emergencies Practitioners and Partners: Ethiopia Case Study, ODI Report, September 2019.

¹³⁸ Cambridge Education, Education in Emergencies Guidance Note, Produced for DFID, 2017.

3.4 GPE contributions to sector financing¹³⁹

126. A high-level overview of evaluation findings on sector financing and related GPE contributions during the review period is provided in Table 3.9. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.9 – Progress made and GPE contributions to sector financing

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING (2009-2019)					LIKELIHOOD OF GPE CONTRIBUTIONS TO: ¹⁴⁰		
Total domestic education expenditure	Education share of domestic budget	Met 20% Goal? ¹⁴¹	Total intl. education financing to country	Quality of intl. financing	Amount of domestic financing	Amount of intl. financing	Quality of intl. sector financing
Increase from \$3,207 million in 2015/16 to \$3,961 million in 2018/19	Fluctuating from 24.2% in 2015/16 to 25.2% in 2018/19	Met	Fluctuating from \$366 million in 2014 to \$180 million in 2015 to \$315 million in 2016 and \$208 million in 2017	Improved as is well aligned and harmonized	Low	High	Medium
STRENGTH OF UNDERLYING EVIDENCE							
1	2	3	4	5			
ASSUMPTIONS¹⁴²							
1	2	3					

Characteristics of sector financing during review period (2014-2019)

Amount and quality of public expenditure on education

Finding 10: Increasing domestic financing in Ethiopia demonstrates government commitment to the education sector, but there are still concerns about basic education allocations, which have fluctuated during the review period despite increasing primary school enrollment.

127. Education expenditure, as a share of GDP and total government expenditure, stayed largely consistent from 2014 through 2017 (the latest data), with some annual fluctuations. Education expenditure is between 4.1 and 4.8 percent of GDP, and 24 and 27 percent of government expenditure. In terms of the

¹³⁹ This section addresses evaluation questions CEQ 1.5 and 1.6, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹⁴⁰ Assessment is based on 1) existence/absence of positive change in respective area; 2) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; and 3) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

¹⁴¹ One of GPE's ESPIG funding requirements is that 20 percent of government expenditure be invested in education, or that government expenditure on education show an increase toward the 20 percent threshold.

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

type of spending, education accounts for between 30 and 33 percent of total recurrent government expenditure, and around a quarter of total capital expenditure. Overall, the funding allocated to education in Ethiopia shows a commitment to the sector, though concerns remain over allocations across levels of education (given such significant funding to higher education in comparison with basic education)¹⁴³ as well as pressures from inflation and population growth.

128. Recurrent expenditure accounts for two thirds of the education budget and is projected (in ESDP V) to increase to around three quarters. Within recurrent expenditures, salaries accounted for around 90 percent in primary, 80 percent in secondary and less than 40 percent in higher education.

129. Capital expenditure has been high in recent years, peaking at 39 percent of the budget (including aid) in 2015/16, but is projected (in ESDP V) to fall to around 25-27 percent. This increase has been driven largely by large expenditures on infrastructure in higher education, as GoE has sought to develop a third wave of universities.

130. In national education sector financing, budget execution rates have traditionally been high, with recurrent expenditure execution rate at around 95 percent in recent years. For basic education, it is reported as lower (83 percent) in 2016/17. For capital expenditure the figure also fell, from the high 90s in 2014-2016 to 76 percent in 2016/17. These budget execution rates may signify challenges with external aid, with delays in capital purchases (i.e. textbooks) leading to funds moving across years. This challenge is likely to increase with more use of DLIs and for the variable tranche.

131. The pre-primary sub-sector has increased significantly in Ethiopia, partly because large-scale government involvement was formalized for the first time in ESDP V, with the gross enrollment rate (GER) increasing from 4 percent in 2010 to 40 percent in 2014/15.¹⁴⁴ This was accompanied by an increased allocation from 0.04 percent of the total education budget in 2010 to 1.93 percent in 2015.¹⁴⁵ This has mainly funded the provision of O-class in regular primary schools. The financing plans in ESDP V, though, are considered quite modest for early learning for the ambitious goals set – at 3 percent of the sector plan budget. The share of budget was determined under the assumption that O-class serves six-year olds only, with less expensive non-formal programs feeding into this. However, ‘the mode of early learning expansion to date has seen a far higher share of 4-5-year-olds enrolled in O-class than financial projections expected, adding pressure to an already extremely tight budget’.¹⁴⁶ A recent study conducted in conjunction with the Ethiopian Development Research Institute concludes that, since the expansion of O-class has continued to be achieved without a dedicated budget for early learning services, the funding mechanisms available, through which regions rely on local contributions and enrollment-based capitation grants, contribute to inequitable access to early learning.¹⁴⁷

132. The share of education recurrent expenditure allocated to primary education fell from 40 percent in 2015/16 to 34 percent in 2016/17 but was projected to rise to 45 percent for 2017/18.¹⁴⁸ Equally,

¹⁴³ J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program.

¹⁴⁴ The latest Statistics Annual Abstract 2017/18 reports a pre-primary GER female at 43.1 and a pre-primary GER male at 45.1 (FMoE, Education Statistics Annual Abstracts 2005-06 to 2015-16).

¹⁴⁵ UIS data.

¹⁴⁶ J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program.

¹⁴⁷ For example, regionally, Afar and Ethiopia-Somali perform the worst, with a GER of just 14.3 percent and 4.5 percent, respectively. Addis Ababa is the only region performing above 93.6 percent GER in pre-primary education (FMoE, Statistics Annual Abstract 2017/18).

¹⁴⁸ GPE Funding Model Requirements Matrix.

population pressures and inflation mean that, while funds are increasing in absolute numbers, this may not necessarily translate to an increased per pupil expenditure, as the per pupil statistics are not reported regularly as population growth is at 2.5 percent and inflation about 12 percent. Therefore, the absolute amounts need to increase by more than this to reflect these pressures.

133. The large share of higher education within the budget has been defended on the rationale that beneficiaries will pay back after graduation and finding employment, through the 'graduate tax'. However, actual levels of cost recovery and monitoring of this have been low and not sufficient to cover non-academic recurring costs such as food and housing subsidies, which account for a large share of recurrent spending on higher education.

134. The latest data available on per child expenditure are from 2015 and show a spend of US\$47 per child at primary, US\$83 at lower secondary, US\$189 at upper secondary and US\$1,478 at tertiary. This means spending is over 30 times higher for university students than for primary students, raising concerns of equity.¹⁴⁹

Table 3.10 – Domestic education financing

CATEGORY	2015/16	2016/17	2017/18	2018/19	TREND
Total domestic education expenditure, all levels (current \$ millions)	3,207.8	3,769.5	3,455.5	3,961.2	Rising
Expenditure on education as a share of total governmental expenditure (including debt service)	24.2	26.1	25	25.2	Fluctuating
Expenditure on education as a share of GDP	4.4	4.8	4.1	4.2	Fluctuating
Share of basic education domestic spending relative to total education spending (recurrent)	40.3	34.2	45.5	*	Fluctuating

Source: FMoE, GPE funding model requirement matrix; * not reported.

The decentralized block grant system in Ethiopia

135. Education financing in Ethiopia is decentralized, and sub-national governments rely heavily on block grant transfers from the federal government to deliver the services falling under their mandate. Federal expenditure is approximately half of the total national budget. While the administration of funds by regional and local governments and increases to block grant transfers show a commitment to decentralization, the dominance of recurrent (i.e. salary) expenditure *within these* decentralized funds (84 percent) may limit their ability to fund additional localized activities, which are funded by school grants.

¹⁴⁹ UIS, 2015, constant US\$.

136. Ethiopia's system of block grants, implemented through the Enhancing Shared Prosperity through Equitable Services (ESPES) program, is designed to overcome the large fiscal vertical imbalance.¹⁵⁰ According to a World Bank study, on average, block grant transfers for all sectors account for about 80 percent of total regional-level budgetary resources, while the remaining 20 percent is covered through own revenue collection.¹⁵¹

137. Fiscal transfers are based on three criteria: population, revenue-generating capacity and development status. The evidence suggests block grant resources have been successful in promoting service delivery for the poor at the decentralized level.¹⁵² In addition, they provide timely and predictable financing to subnational governments, with the federal government's commitment to the program continuing to be very strong. In a poverty and social impact assessment for the Promotion of Basic Services project¹⁵³, it was found that woreda-level spending was more effective than national spending in reaching the bottom 40 percent. This was mainly supported by robust national accountability systems for citizen engagement and fiduciary management and an Environmental and Social Management System. Despite this, the study also revealed large discrepancies in service delivery outcomes and outputs between the socio-economic groups, as reported in a benefit incidence analysis, and a need for improved access to quality services, particularly in terms of gender, socio-economic and geographical equity.

138. The allocation of education administration responsibilities between region and woreda is consistent across the country. Full block grants¹⁵⁴ are transferred onto regions, which keep around 40 percent to finance regional expenses such as building schools; the remainder is channeled onto woredas.¹⁵⁵ Education is the main sector of woreda spending, accounting for around a third of spending at this level. However, the World Bank reports varying quality of data reporting across woredas.¹⁵⁶

139. In terms of budget formulation, the budget for higher education construction, and for the training of secondary and higher education teachers, gets formulated first. This is because these functions fall entirely within the domain of the federal government. Budgets for TVET and for training of primary school teachers get formulated at the regional level. The budgets for school-level inputs get formulated at the woreda level. The final consolidated budget proposal is submitted to the Council of Ministers by the end of May, and, after its review, submitted to the House of People's Representatives.

Household spending and taxation

140. For each level of education in Ethiopia, UIS data from 2012 show that government spending exceeds household spending. However, the ratio of government spending to household spending increases across levels, at 1.7 for primary, 2.5 for secondary and 6.4 for higher education. In other words, household expenditure on education makes up a far higher proportion of the total cost for primary than it does for higher education, despite the greater likelihood of higher education students coming from wealthier families.

¹⁵⁰ J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program.

¹⁵¹ World Bank, Program-for-results Enhancing Shared Prosperity through Equitable Services, Program Paper, 2017.

¹⁵² Ibid.

¹⁵³ The precursor to the ESPES PforR.

¹⁵⁴ Includes all sectors.

¹⁵⁵ World Bank, Program-for-results Enhancing Shared Prosperity through Equitable Services, Program Paper, 2017.

¹⁵⁶ World Bank, Ethiopia Public Expenditure Review 2015. Washington, DC: World Bank Group, 2016.

141. It is important to note that, as Ethiopia has eight years of primary education, which is longer than most other countries, the opportunity costs of completion are larger. World Bank evidence reports that children aged 10-15, when working, contribute between a quarter to a third of their family's income.¹⁵⁷

Amount and quality of international financing

Finding 11: **Ethiopia is the largest recipient of total net official development assistance to Africa. While only 5 percent of ODA goes to the education sector, over the review period the share of education ODA allocated to basic education has increased. Donor funding is highly aligned through a pooled fund.**

142. Overall aid to Ethiopia has been increasing over the period, reaching US\$4.27 billion in 2017. Since 2016, Ethiopia has remained the largest recipient of total net official development assistance (ODA) by DAC members in absolute terms,¹⁵⁸ accounting for 8 percent of total net disbursements in 2017 to Africa¹⁵⁹ and about 3 percent of total net disbursements in 2017 to developing countries.¹⁶⁰ Education's share has fallen to just 5 percent – US\$208 million – of which approximately half, US\$109 million, has been assigned to basic education. These amounts fluctuated over the review period (Table 3.11), though the amount allocated to basic education has been increasing, from approximately a third of expenditure in 2014 up to a half in 2017. These changes are closely aligned with the disbursements of the GEQIP trust fund, which is discussed below.

Table 3.11 – Summary of official development assistance to Ethiopia

FLOW	2014	2015	2016	2017	TREND
Total ODA, all sectors, 2017 (constant \$ millions)	3,323.18	3,352.66	4,284.62	4,278.78	Rising
Total education ODA 2017 (constant \$ millions)	366.19	180.66	315.15	208.27	Fluctuating
Basic education ODA 2017 (constant \$ millions)	120.53	56.59	141.33	109.32	Fluctuating
Education ODA as % of total ODA	11%	5%	7%	5%	Falling
Basic education ODA as % of total education ODA	33%	31%	45%	52%	Rising

¹⁵⁷ World Bank, Ethiopia Public Expenditure Review 2015. Washington, DC: World Bank Group, 2016.

¹⁵⁸ Ethiopia replaced Afghanistan as the largest single recipient of total net ODA in 2016 (Final ODA Data for 2016: An Initial Analysis of Key Points , <http://devinit.org/wp-content/uploads/2018/01/Final-ODA-data-2016.pdf>, January 2018.

¹⁵⁹ <https://www.oecd.org/dac/financing-sustainable-development/development-finance-data/Africa-Development-Aid-at-a-Glance-2019.pdf>

¹⁶⁰ Ibid.

Total GPE grants (constant \$ millions)	100 ¹⁶¹	n/a	.386 ¹⁶²	100 ¹⁶³	n/a
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Source: OECD (stats.oecd.org) (accessed on September 16, 2019).

143. Support to the education sector in Ethiopia is highly aligned, with most of the donors contributing to a World Bank administered MDTF designed to fund GEQIP. GEQIP, now in its third phase,¹⁶⁴ has been active since 2008. GEQIP-E is currently supported by IDA (US\$300 million), the UK (US\$117 million 2018-20202), Finland (US\$19 million) and UNICEF (US\$4 million). The total program value is US\$2,200 million, with GoE contributing two thirds of the funds for GEQIP-E, leaving a \$300 million financing gap.¹⁶⁵

144. Prior to GEQIP-E, the same donors supported GEQIP II over the project lifecycle – the UK (US\$185.5 million), IDA (US\$130 million), GPE (US\$169.5 million) and Finland (US\$26.7 million), as well as USAID (US\$20 million) and Italy (US\$10 million). FMoE has recently conducted an exercise collating the investments of different DPs in the education sector of Ethiopia, including GEQIP. Preliminary figures, from 2014 to 2017, show investments in the education sector oscillated between US\$100 million and US\$135 million (annually) from different DPs excluding GPE. The main three donor partners in terms of financial investment were the UK's DFID, the World Bank and USAID.

145. There continues to be broad support for the alignment of donors into a pooled fund. In the Year I mission, it was found that a key advantage of this modality was that financing from DPs could be accounted for in the national budget within the planning cycle. The GEQIP II program is named explicitly as a source of funding in the MYAP, with its funds linked to specific activity lines. Stakeholders in the Year I mission confirmed that GoE considered GEQIP within its financial planning and that it was on budget. It is expected that this will remain the case for ESDP VI, with close alignment from GEQIP-E and the financial planning within this.

146. GEQIP-E, as discussed, is fully results based. This shift has important implications for sector financing and GPE funding, tying it more closely to performance. Of the total committed funds (as of the time of approval), the bulk of the funding (40 percent) was allocated to improving quality, with access receiving 27 percent, efficiency 26 percent and system strengthening the remainder (7 percent). This shows a clear focus on enhancing education quality, in particular through activities focusing on teachers and textbooks.

ODA funding for IDPs and communities affected by crises and disasters

147. Ethiopia has an active education cluster, to respond to climate emergencies and natural disasters. The national humanitarian response has targeted 2.2 million children between the ages of 4 and 14 affected by crises and disasters and requested US\$34.5 million to reach these children under the annual humanitarian appeal.¹⁶⁶ According to the latest data from OCHA's Financial Tracking Service, as of October

¹⁶¹ \$100 million was allocated in 2014 for ESPIG III, which ran from 2014 to 2018.

¹⁶² A total of \$ 386,170 was allocated in 2016: \$199,000 for PDG and \$187,170 for ESPDG.

¹⁶³ \$100 million was allocated in 2017 for ESPIG IV, which runs from 2017 to 2019. Of these, \$30 million is disbursed based on performance in certain results areas. Verification has not been completed for this project, but failure to achieve results in some areas means GoE will not receive the full amount.

¹⁶⁴ GEQIP I, GEQIP II and GEQIP-E.

¹⁶⁵ <http://projects.worldbank.org/P163050/?lang=en&tab=financial>

¹⁶⁶ The most recent humanitarian response funding is separately allocated from development ODA, as presented in Table 3.11.

2018, there was still a funding gap of 89 percent, with US\$3.74 million received through the appeal.¹⁶⁷ Overall, Ethiopia has struggled to respond to emergency situations where the main barriers to education are an absence of schools, teachers and learning materials.

148. In addition, Ethiopia has been selected as one of the first partner countries for US\$14.8 million in funding from ECW to transition to a Multi-Year Resilience Program to support inclusive education in refugee-hosting regions of Ethiopia (both in and out of refugee communities).¹⁶⁸ The current ECW intervention and investment (April 2017 to December 2019) was designed to improve access to and quality of education for nearly 70,000 refugee children along the following lines: 1) expanded school access for refugees and host community children by upgrading primary and secondary schools to accommodate the increase in enrollment; 2) learning materials to improve the teaching and learning environment; 3) supporting refugee teachers' professional development and strengthening of education management and monitoring; and 4) supporting capacity development for Parent-Teacher-Student Associations.

GPE contributions to sector financing

Finding 12: There is no evidence to suggest GPE has contributed to changes in the amount of domestic sector financing. Through the multiplier fund, however, GPE has contributed to changes in international financing – with the World Bank likely to mobilize an additional US\$60 million to refugee education because of the multiplier.

149. GPE has provided direct financial support to the previous two GEQIP programs, and is expected to contribute to GEQIP-E. In the review period (2014–2019), this financial support consists of US\$170 million to GEQIP II and US\$30 million through the variable tranche in a parallel project to GEQIP II, and a maximum country allocation of US\$125 million that is under preparation.

150. While the financial support to GEQIP II represents just 2 percent of the total ESDP V implementation cost for General Education,¹⁶⁹ GPE financial support to GEQIP II represented about 30 percent of the total share of DPs' investment. GPE's ESPIG was covering US\$100 million of GEQIP II's financial gap, with US\$77.7 million remaining.

151. Stakeholders described GPE's financial modality and accompanying support from the GPE Secretariat very favorably, particularly its flexible approach exemplified through the extension of the ESPIG grant and the adjustment of certain DLIs. As stakeholders noted, 'GPE is flexible', 'they listen to FMoE's requests' and 'that is fundamental to donor programming'.

152. In addition to GPE's direct funding, GPE aims to ensure partner governments meet their financing allocation targets, of 20 percent (or progress toward that benchmark) of their budget on education and 45 percent on primary. For Ethiopia, the first requirement is met with ease. For the second target, 45 percent on primary, at first glance this target is not met. However, Ethiopia allocates an *equivalent* amount that is higher, or equal, to this. If we combine targets – countries are to allocate 20 percent to education and 45 percent to basic education, this implies that they should allocate 9 *percent* of the total government budget

¹⁶⁷ OCHA, Financial Tracking Service: Ethiopia 2019 Humanitarian Response Plan, at <https://fts.unocha.org/appeals/677/summary> (accessed on November 13, 2019).

¹⁶⁸ ETWG minutes, April 2019, shared to the evaluation team; ECW, Annual Report 2018, <https://www.educationcannotwait.org/downloads/reports-and-publications/>, 2019.

¹⁶⁹ Estimated using data from ESDP V and GPE.

to basic education – yet Ethiopia allocated 9.73 percent of its total budget to primary education in 2015/16 and 8.93 percent in 2016/17 and was expected to allocate 11.38 percent in 2017/18. So, as these targets are arguably already met, they cannot provide an incentive effect.

153. Ethiopia is eligible for the GPE Multiplier Fund, which has a maximum allocation of US\$25 million. To date, FMoE has requested US\$20 million from the Multiplier Fund through an EoI. This fund was seen to incentivize GoE to obtain additional financing from other DPs, and an additional US\$60 million is likely to be co-financed by the World Bank¹⁷⁰ to ensure access to quality education for refugee and host communities.¹⁷¹ As stakeholders pointed out, '[This] helps the Government to build partnerships with other countries as it incentivizes dialogue.' However, as of November 2019, preliminary discussions on potential multiplier funding (and the amount) are still ongoing and no final decisions have been made thus far.¹⁷²

154. Conversations with stakeholders implied that the funding had helped allocate existing IDA funds for refugees toward education, rather than creating an entirely new funding source – though, as IDA allocations are set based on the Performance-Based Allocation decisions, it is unrealistic to expect such initiatives to expand the overall pot. Here, FMoE was successful in using the multiplier to leverage a greater share of resources within the IDA allocations.

155. GPE's pooled funding modality – that is, contributing to the World Bank fund – has mixed reviews in Ethiopia. It is highly relevant, given the dominance of the fund in the sector, and it is relatively efficient. However, while stakeholders judge the harmonization as positive, concerns were expressed throughout the evaluation, by a wide range of stakeholders. Stakeholders raised concerns about ensuring sufficient and inclusive consultation processes on program design and operational issues and decision-making pace. GPE's preference for harmonized funds, and the financing gap in GEQIP-E (that it is expected GPE will fill), means stakeholders see this as a *fait accompli*, rather than one of many options for programming, reducing space for dialogue.

156. Table 3.12 provides an overview of GPE's contribution to sector financing.

Table 3.12 – GPE contributions to sector financing during the 2014-2019 review period

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
• N/A	• N/A
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
• EERBF design program: Component 2 of program, aiming at strengthening equity and inclusion in education through training and appointing female primary school principals, encompassed a financial commitment to GoE to provide salaries to these new appointed leaders.	• ESPIG funds to sector pooled modality: GPE funds represent about 30 percent of the total DP investment, and a small percentage of the overall implementation costs of ESDP V (GPE financial support to GEQIP II represented about 30 percent of the total share of DP investment). However,

¹⁷⁰ This will be a mixed instrument of P4R and IPF.

¹⁷¹ Expression of Interest to Obtain Maximum Country Allocation from the GPE Multiplier, document provided by GPE to the evaluation team.

¹⁷² According to correspondence with the GPE Country Lead and Education Specialist with the evaluation team in November, 2019.

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
	<p>harmonization of financing and of activities, of which GPE is part of, was deemed important.</p> <ul style="list-style-type: none"> • GPE multiplier: World Bank is likely to mobilize additional US\$60 million as co-financing (US\$20 million has been requested from GPE).
LIMITED/NO CONTRIBUTION TO DOMESTIC FINANCING	LIMITED/NO CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> • ESPIG funding requirement: As 20% of targets are already met, requirements do not provide an incentive effect. Stakeholders interviewed raised doubts that domestic financing would increase in the future. 	<ul style="list-style-type: none"> • N/A
NOT APPLICABLE / TOO EARLY TO TELL	
<ul style="list-style-type: none"> • The next ESPIG grant, of US\$125 million, is under development. The QAR I process has been completed. Ethiopia was expected to submit the full application on November 1, 2019, but delays in the process mean that the application will not be ready until January at the earliest. 	

Unintended negative/unplanned positive effects of GPE support

157. While not an issue with GPE funding per se, there are unplanned effects of donors harmonizing. While this increases the quality of international financing through coordination of efforts to implement the sector plan, it also places the sector financing in a single basket and means the sector is reliant on the processes of the entity managing the fund (the World Bank). This may become an impediment to responding to issues that require a rapid restructuring, as discussed below.

158. ESPD V did not give much emphasis to IDPs. However, with rising levels of ethnic and political conflict unrest during the review period (2014-2019), the need for funding for this emergency has grown considerably. GoE, with the support of DPs, requested the release of GEQIP II funds for this emergency, and yet it failed to obtain timely (or any) funds. Several stakeholders felt that this owed partly to the World Bank's procedures as GEQIP II did not have provisions for emergency funding, and an inability or unwillingness to restructure the fund, combined with a set of requirements that GoE struggled to fulfill.

159. One unintended, positive impact of GPE funding was through the EERBF's component on equity. This aimed to address the gender imbalance in school leadership through increased numbers of female leaders – while GPE funds covered part of the costs, to achieve this GoE had to increase its commitment to fund recurrent costs of leadership positions.

Additional factors beyond GPE support

160. Several emergency situations have led to the introduction of new support modalities in the sector, with ECW providing a two-year US\$14.8 million investment in refugee education. This project will construct 3 new inclusive model secondary schools, 41 classrooms in 8 secondary schools and 84 classrooms in 4

primary schools with about 12,000 children benefiting in refugee camps and host communities in Gambella and Benishangul-Gumuz region.¹⁷³

161. Alongside its contribution to GEQIP-E, DFID has also provided technical support to GoE. This has included support to development of the Roadmap, through the British Council, and a recently launched large-scale technical support program (up to GBP£20 million). This technical assistance aims to amplify the impact of financial aid through the trust fund and to promote achievement of learning outcomes through a ‘delivery’ approach supported by the Prime Minister’s Office.

Implications for GPE’s ToC and country-level operational model

162. GPE’s financial contribution within the GEQIP II pool is large, and the ESPIG value is comparable in size with other donors’ contributions with a greater country presence. This has implications for the GPE Secretariat’s ability to influence sector financing discussions, as its voice is often diluted by other donors given the lack of full-time presence of the GPE Secretariat, and the multiple roles played by the World Bank – host of the GPE Secretariat, fiduciary of the overall fund, member of GPE, implementing partner for its funds in Ethiopia and, importantly, fiduciary and implementing partner for the country’s trust fund.

163. It is the latter two roles that can be at odds, with the trust fund management and implementation taking precedence over any evolutions in individual donor’s preferences, which are agreed at the time of contributing to the pooled fund. So, for individual donors, *harmonization leads to a reduction in their possible levers of direct influence in the sector* and makes it impossible to track the implementation of specific funds individually (for the fixed part). Overall, though, donors felt that the benefits for the education sector outweighed their loss of influence.

164. The tension between harmonization and having clearly specified contributions from GPE did not exist in the EERBF (results-based financing) project. Stakeholders (DPs and government) had a strong regard for having a stand-alone project directly funded by GPE, not least because the GPE Secretariat has a close relationship with FMOE and is willing to adapt program design to challenges. For example, the Secretariat accepted the appointment of trained female school leaders to non-principal positions in newly opened schools where primary school principals were already in post, as it was struggling to reallocate these school principals to other schools.

165. There is an expectation among stakeholders that the next GPE ESPIG will fund GEQIP-E to help lower the predicted financing gap, which poses a question about the ability of the GPE Secretariat to respond to needs for flexibility in the future. Many DP stakeholders shared that they felt there was a limited opportunity to = communicate, and ability and versatility to adjust program design to changing circumstances in the pooled fund modality, as the transaction costs of restructuring the fund are high.

166. Over and above this, it is unclear how GPE’s 70:30 funding model feature will work within GEQIP-E. Under the earlier GEQIP, the IPF component absorbed the fixed part, and the variable part became a standalone program. In GEQIP-E, the IPF component has nearly disappeared and the overall design has shifted to results-based financing. It is unclear how the fixed part – which is not dependent on performance – would work under this model. Stakeholders had different views about this, which are as yet unresolved and highlight challenges. Specifically, several stakeholders thought that the fixed part of the next ESPIG could be used within the IPF Technical Assistance component (which is non-results based), whereas others thought it should be allocated across a wider range of components, rather than allocated to one component simply to solve issues around funding modalities.

¹⁷³ ECW and UNICEF, Press Release, <https://reliefweb.int/report/ethiopia/multi-million-dollar-project-construct-schools-refugee-camps-and-host-communities>, 2018.

Box 3.3 – Testing assumptions and assessing strength of evidence

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

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

Assumption 1 does not hold. GPE does not have influence in the amount and quality of domestic education sector financing. The relative size of the ESPIG is not large enough to influence domestic financing, and there is no indication that increases in domestic education sector financing will take place.

Assumption 2 holds. Harmonization of funds ensures donor support is highly aligned through GEQIP, with GPE contributing to close the financing gap of GEQIP. ODA to Ethiopia, and allocations to education, has seen a stable positive trend over the past few years. In addition, the success of the multiplier funding shows GPE has influence over international financing as more funds are mobilized through this mechanism.

Assumption 3 partially holds, because there is no indication or political will to increase the amount of domestic financing to primary education, though projections for the next three years show an increasing trend in the share of primary education in education financing.

The evidence for assessing changes in the education system in Ethiopia is moderate. The most recent UIS data are outdated, from 2015, and budget data for Ethiopia are actual up to 2016/17 and projection thereafter. We triangulated data projected with KIIs' perceptions of sector financing in the future. Therefore, we judge the evidence as moderate.

3.5 GPE contributions to sector plan implementation^{174/175}

167. A high-level overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period is provided in Table 3.13. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.13 – Progress made and GPE contributions to sector plan implementation

PROGRESS MADE TOWARD SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹⁷⁶							
					STRENGTH OF CONFIRMING/REFUTING EVIDENCE ¹⁷⁷				
					1	2	3	4	5
Modest: Overall, progress towards ESDP V was low, partly because the targets set were extremely challenging. GEQIP II implementation has been rated moderately satisfactory, but with several activities delayed or not implemented effectively. Capacity to implement in the developing regions remains a challenge.	Modest: GPE primarily influenced implementation through the ESPIG-funded project, the Ethiopian Education Results Based Financing Project, which is judged to have modestly influenced overall ESDP implementation. However, the contribution of GPE to the O-class sub-sector is considered strong.	1	2	3	4	5			
		1	2	3	4	5			

Characteristics of sector plan implementation

Finding 13: There has been moderate progress in sector plan implementation, particularly in relation to teacher development and provision of school grants. However, several activities were either delayed or not implemented effectively.¹⁷⁸ Regional differences in capacity to implement and achieving progress remain.

168. Ethiopia's education sector is currently implementing its fifth ESDP, which runs from 2015/16 to 2019/20. This has been supported by GoE and donors through three flagship investment programs focusing on improvements in general education (from primary to secondary education), GEQIP I, II and 'E/Equity'.

¹⁷⁴ This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹⁷⁵ This section triangulates findings on RF indicators 20, 21, 22, 23, 24 and 25.

¹⁷⁶ For sector plan implementation, the five underlying assumptions in the country-level ToC were 1) relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; 2) available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; 3) country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum; 4) country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation; and 5) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

¹⁷⁷ The weighing of confirming and refuting evidence for each contribution claim is presented in **Error! Reference source not found.**

¹⁷⁸ Examples of these are outlined in Section 5.

The two of interest within the evaluation timeframe are GEQIP II (2013-2019) and GEQIP-E (2018-2022), which are nested within the current sector strategy (although the project lifecycle of GEQIP-E will continue into the upcoming ESDP VI (2020-2025)). GEQIP II is intended to achieve improved learning conditions and outcomes, completion rates in Grades 5 and 7 and GERs in Grades 9 and 10, and, overall, improved learning conditions and achievements for over 20 million primary and secondary school students. GEQIP II is fully aligned with ESDP V and is being implemented with donor funding as a pooled funded education project of USD\$550 million, to which GPE contributed US\$170 million over two ESPIGs. In addition, the GPE variable tranche funding (US\$30 million) was programmed as a separate project aligned with ESDP V (the EERBF project).

169. Existing progress in implementation of the sector plan over the review period (2014-2019) has been driven by activities within the GEQIP pooled fund, and those incentivized by the results-based financing. It has also been challenged by government implementation capacity and operational weaknesses at the regional and local levels, with ambitious targets stretching delivery capacity.

170. It is difficult to review implementation of the sector plan in detail as the ESDP V's MYAP does not form part of the regular discussions at the ETWG, which focus on implementation of GEQIP II/E. Therefore, while there is a volume of information available on activities, implementation of the wider sector plan is not monitored as closely. As such, we discuss the three main strands alongside the high-level information for ESDP V.

171. Since the Year I evaluation, Ethiopia has conducted a JSR, an MTR of ESDP V and an exit evaluation of GEQIP II. This included an assessment of higher-level project development objectives and the degree of GEQIP II implementation at federal, regional and local levels. Implementation reports for GEQIP II, the EERBF (results-based financing) project and GEQIP-E are available on a six-monthly basis throughout the CLE review period. These allow for a high-level quantitative update on progress toward outcomes, primarily on progress towards: 1) achievement of Program Development Objectives (PDOs); and 2) overall implementation progress in improving learning conditions in primary and secondary schools and strengthening institutions at different levels of educational administration.

Implementation of the Education Sector Development Program V

172. For general education, there are 37 key performance indicators (KPIs) in total, reflecting the range of different goals of ESDP V.¹⁷⁹ These are in improved access (10 targets),¹⁸⁰ efficiency (5 targets),¹⁸¹ quality (6 targets),¹⁸² equity (6 targets)¹⁸³ and outcomes (10 targets).¹⁸⁴ There is no tracking of activities or outputs directly of ESDP V, and many of the outcome targets for the sector have not been met. The MYAP lays out a number of strategic yearly activities related to the sub-goals of each program, with costs, alongside a description of what will be undertaken. However, in the MTR, there is no reference to these activities;

¹⁷⁹ KPIs for ESDP V, p. 39.

¹⁸⁰ Includes GER in pre-primary and Grades 1-10, net enrollment rate (NER) in Grades 1-10 and Grade 1 net intake ratio.

¹⁸¹ Includes Grade 1 dropout rates, Grade 1-8 dropout and repetition rates, survival rate to Grade 5 and competition rate to Grade 8.

¹⁸² Includes indicators of teaching qualification and teacher licensing, and classification of primary and secondary schools and access to broadcast and digital technologies assisted instruction.

¹⁸³ Includes indicators of gender parity index in pre-primary, Grades 1-8 and Grades 9-12, and enrollment rates of children with Special Needs Education.

¹⁸⁴ Includes indicators of learning progress used in EGMA, NLAs and Grade 10 and Grade 12 examinations.

instead, only progress toward the outcome indicators (taken from EMIS data) is reported on. Given the volume of activities in the MYAP (963, of which 60 percent relate to quality improvement), it is difficult to conduct retrospective evaluations within a limited timeframe. This, alongside the sector's focus on GEQIP, means that it is pertinent to assess implementation of GEQIP II as a key part of the sector plan implementation.

173. The mid-term evaluation report¹⁸⁵ (MTR) details progress made in the education sector, achievements and challenges. However, the mid-term evaluation report is quite limited by issues related to data availability. For example, of the 37 indicators in total, 27 had data; of these, only 10 were achieved (37 percent of the total measured). Of the six KPIs for 'quality' only four had complete data in 2017/18, and of the 10 KPIs for 'outcomes' only one was reported (see Figure 3.1). Notably, the latter highlights the challenge in the general education system of providing indicators of the quality of education and learning progress.

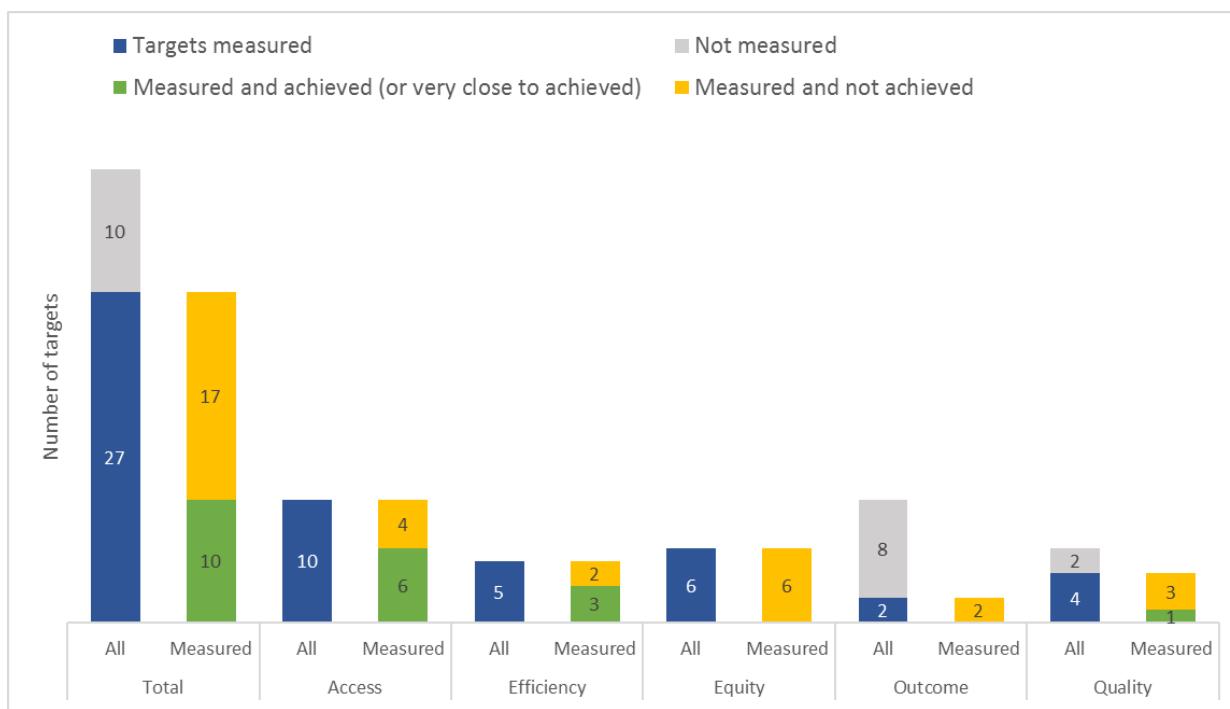
174. It should also be noted that there are inconsistencies in the MTR reporting, which showed some indicators as 'not available' when in fact, data does exist. For example, on the 'quality' dimension, it is unclear whether the Licensing and Relicensing Directorate was consulted, given that information about teachers in Grades 1-12 who are licensed, reported as missing, is known and reported for previous years. Similarly, on the 'outcome' dimension, two of the indicators reported as 'not available' could be calculated using Grade 12 examination results, which are conducted every year by NEAEA and officially released. This suggests challenges in communication and data-sharing between directorates, and echoes the findings outlined in the monitoring section on the underutilization of data for monitoring and policy-making, as well as the lack of technical capacity for analysis.

175. On occasions, the MTR identifies some factors that inhibited progress towards targets, but it does so inconsistently. For example, for the pre-primary sub-sector, it goes into great detail, but it does not provide information on the lack of progress on the KPIs for the primary and secondary sectors. In addition, it is unclear whether the implementation challenges outlined reflected a range of stakeholders' views on all issues or those of a limited number of stakeholders consulted.

176. Overall, the targets set for ESDP V were extremely challenging – only 27 percent of total targets were reached and the majority being missed (46 percent) or not measured (27 percent) according to the MTR. Figure 3.1 summarizes this. However, more progress has been made on access than in any other area, notably in the pre-primary subsector, the latter half of the primary cycle (Grades 5-8) and lower secondary (Grades 9-10), where enrollment rates have increased noticeably. Greater detail on progress trends regarding these system-level and outcome-level indicators is provided in Sections 4 and 5.

¹⁸⁵ In 2018, FMoE commissioned a mid-term independent review to evaluate progress made in the first three years of implementation (2015/16-2017/18) of ESDP V. ESDP V, implemented from 2015/16 to 2019/20, had envisaged two evaluation components. The mid-term evaluation was scheduled to take place in the first half of 2017 and a final evaluation in the second half of 2019. There is no indication that a final evaluation will take place.

Figure 3.1 – ESPD V progress at midline: targets measured, targets not measured and targets (of those measured) achieved and not achieved¹⁸⁶



Implementation at pre-primary level

177. In pre-primary, considerable progress in access has been made without an adequate budget – the ESPD V objective to ‘ensure that all children receive a course of pre-primary education as preparation for schooling’ received only 3 percent¹⁸⁷ of the sector plan budget based on the premise that only six-year-old children would be covered by 0-class. While ESPD V acknowledged that a mix of modalities – Kindergarten, Child-to-Child, 0-class and Accelerated School Readiness – would be used to reach this target, public 0-class has been the most pragmatic way to rapidly scale up early learning¹⁸⁸ to reach access targets, partly because it is considered feasible to implement as it can be integrated into primary schools.

178. Within the rapidly growing national average enrollment trend in pre-primary,¹⁸⁹ a lack of policy restrictions governing which of the modalities regions employ has resulted in unequal access across different regions to quality pre-school. Tigray, Addis Ababa and Harari exceeded the national ESPD V target of 80 percent pre-primary GER by 2017/18, while Afar and Somali reached 14 percent and 5 percent, respectively. In Tigray, the modalities of Child-to-Child education (52 percent) and 0-class (26 percent) are predominant, while in Addis Ababa and Harari the majority of children go to Kindergarten (92 and 45

¹⁸⁶ FMOE, MTR, 2018.

¹⁸⁷ Calculations are done by J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program.

¹⁸⁸ Woodhead et al., 2017. “Scaling-up Early Learning in Ethiopia: Exploring the potential of O-class.” Young Lives Working Paper 163. Available at: <https://www.younglives.org.uk/sites/www.younglives.org.uk/files/YL-WP163-Woodhead%20%282%29.pdf>

¹⁸⁹ Increased from 75 percent (2014/15) to 87 percent (2017/18).

percent, respectively). In SNNP (68 percent pre-primary GER in 2017/18), most students in pre-primary go to 0-class (61 percent in 2017/18).

179. Regional representatives interviewed in Rossiter et al.¹⁹⁰ expressed inhibiting factors to implementation for early learning activities outlined in ESDP V such as lack of trained teachers, textbooks, classrooms and teacher training colleges in Somali and Afar, a lack of experts in the region to prepare for implementation in Somali, Tigray and Gambella and capacity and budgetary issues in Afar and Benishangul-Gumuz.¹⁹¹ Table 3.14 summarizes similar factors also outlined in the MTR.

Table 3.14 – Factors that inhibited ESDP V implementation (pre-primary)

Subsector	ISSUE
Pre-primary education	<ul style="list-style-type: none"> • Issues with the data and assumptions: The baseline data used to set targets were not based in the actual population of children. • Issues at design: Lack of a dedicated structure responsible for planning, implementing, monitoring and running pre-primary education at all levels of the system. • Issues at grassroots levels: Qualitative interviews pointed to lack of formal structure and personnel at grassroots responsible for the sub-sector; lack of clarity among REBs and WEOs on the purposes and modalities of pre-primary education; difficulty of the task given to the teachers (there were no CTEs training 0-class teachers in some regions, but primary school teachers, who are mainly assigned to teach 0-classes) along with a lack of incentives; and very limited support of parents to the effectiveness of the program, given lack of awareness. • Issues with infrastructure: Lack of classrooms and unattractiveness of the school compounds.

Implementation of the General Education Quality Improvement Project II (primary level)

180. In primary education, besides access, efficiency improvements were observed through lower dropout rates. According to the GEQIP I evaluation, factors that contributed to this progress included improved community awareness, growing teachers and educational leaders' capacity and the availability of school feeding programs.

181. Given the dominance of GEQIP II in the sector, it is worthwhile reflecting on its implementation, which is in its final stages and is scheduled to close in December 2019. While there has been progress in improving implementation efficiency of ESDP V through GEQIP II, there remain significant issues in implementation capacity and management.

182. GEQIP II has five central components. Table 3.15 presents a short description of each of these, along with their major purposes and the Year II CLE's assessment of implementation progress.¹⁹²

¹⁹⁰ Rossiter, B. Hagos, P. Rose, T. Tefera and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program, REAL Centre, University of Cambridge, 2018.

¹⁹¹ To note, this study was finalized before activities of the EERBF project around 0-class in Benishangul-Gumuz and Gambella had an impact.

¹⁹² Using as a source the Exit Evaluation of GEQIP 2019 and the MTR of ESDP V 2018.

Table 3.15 – Overview of GEQIP II components/implementation during CLE review period (2014-2019)

GEQIP II COMPONENT	PURPOSE	PROGRESS
Curriculum, Textbooks, Assessment, and Inspection	<ul style="list-style-type: none"> • Improve the quality and relevance of the curriculum • Maintain and increase the availability of textbooks and supplementary reading materials • Develop a robust national assessment and examination system and a school inspectorate 	<p>The revision process of the curriculum is ongoing, but only one of five phases of the reform program planned has been completed. The MTR suggests failure to establish the institute for new curriculum development may have affected preparation of the curriculum. However, in preparation for the revision, a formative evaluation of the existing curriculum has been conducted, along with capacity-building of the respective directorate.</p> <p>GEQIP II has successfully supplied textbooks and other learning materials. In particular, textbooks prepared in five nationalities languages were made available to schools through the GEQIP fund where no textbooks existed for some languages. However, overall student to textbook ratios remain below target and there is variation between regions and schools. Concerns about distribution and management of textbooks to reach all schools fairly were raised. Additionally, delays in procuring and delivering textbooks resulted in GEQIP II's closing being delayed three times.</p> <p>Reviews report that textbooks are not effectively used in classrooms: the proportion of textbook utilization ranges between 52 percent for Math and 61 percent for Environmental Science (excluding language variations).</p> <p>Progress has been made in the preparation of NLAs. The number of NLA items banked for Grades 4,8, 10 and 12 with acceptable psychometric characteristics surpassed the target.</p> <p>The number of schools inspected reached its target of 95 percent.</p>
Teacher Development	<ul style="list-style-type: none"> • Improve the quality of teaching through pre-service teacher education and in-service teacher training, continuous professional development and professional licensing and re-licensing 	<p>GEQIP II has exceeded its targets by increasing the number of teachers with required qualifications and competence at primary and secondary levels. However, there have been problems with the quality of the in-service training and,</p>

GEQIP II COMPONENT	PURPOSE	PROGRESS
		<p>relatedly, no progress in incorporating more active teaching methods.</p> <p>The number of teachers that took licensing exam almost reached the target. However, better rules, regulations and a system of incentives were highlighted in the MTR as a means to improve the licensing rate.</p>
School Improvement	<ul style="list-style-type: none"> • Strengthen school planning for improved teaching and learning conditions and outcomes • Fund improvement plans through per capita school grant provided on the basis of enrollment to all government primary and secondary schools • Provide additional school grants based on the remoteness and size of the school and number of special needs children enrolled 	<p>There has been a decline in the effective utilization of school grants for the teaching and learning domain of the school improvement grants. Obstacles remain in the lack of capacity to prepare school improvement plans (SIPs) that are based on data from students and teachers, and to effectively implement SIPs at the school level – it appears that the completion of the school improvement guideline is equated with school improvement planning and teachers are marginally involved.</p> <p>School grants arrived to most schools (more than 80 percent) after they were supposed to be paid (October 31).</p> <p>Additional school grants based on the number of special needs children enrolled have been granted. Overall, 52 percent of schools with children with special needs children received school grants in 2017/18.</p>
Management and Capacity-Building	<ul style="list-style-type: none"> • Strengthen the EMIS • Improve planning and decision making at the school level and make it more evidence-based through implementation of school report cards • Provide additional support for planning in developing regions 	<p>There have been improvements in the quality of EMIS, though significant weaknesses remain, particularly with regard to timeliness and technical capacity.</p> <p>School report cards were only piloted but not fully implemented owing to capacity constraints.</p> <p>At the school level, schools received very poor support in the planning and implementation of SIPs.</p>

GEQIP II COMPONENT	PURPOSE	PROGRESS
Information and Communication Technology	<ul style="list-style-type: none"> Provide a foundation for equitable, quality learning and teaching in secondary schools Tailor interventions for isolated and poorer communities in emerging regions to provide equitable access to quality education 	There have been significant delays in providing ICT-enabled quality learning infrastructure in secondary schools. As such, progress has been weak in establishing the Foundation for ICT and tailoring the interventions. Tailored interventions for emerging regions have yet to be addressed or implemented.

Source: Authors' elaboration

183. GEQIP II progress was rated moderately satisfactory or Satisfactory across all components from July 2016 to September 2019 by the World Bank's Implementation Status and Results Reports. Although progress was made towards achieving the PDO, only two of the six indicators were met¹⁹³ (see Annex Table 8). Sixteen of twenty intermediate results were met.

184. GEQIP II has supplied textbooks and other learning materials for 0-class to Grade 12; however, delays in procurement and delivering textbooks have hindered progress and effective textbook utilization remains low. Stakeholders interviewed during the Year II mission highlighted the distribution of textbooks as a positive contribution of GEQIP II, and improvements in the supply of textbooks, laboratory equipment and other learning material inputs was frequently mentioned by school- and regional-level stakeholders in the GEQIP II exit evaluation. GEQIP II's monitoring data show that this has led to improvements in the ratio of primary school students to newly procured mother tongue textbooks from 1:0 (in 2014) to 1:0.74 (in June, 2018), though this is still below target of 1:1 and masks significant linguistic variation, as student to textbook ratio targets have been met for Tigrigna but remain well below a ratio of 1:2 for Affaan Oromo mother tongue subjects. Some concerns are raised around the fair distribution and management of textbooks, as it appears textbooks are stored either at WEOs or at REBs or are poorly distributed to reach fairly to all schools.¹⁹⁴

185. While more books are reaching schools, progress in using them has been much more limited. A 2018 textbook survey found that only 31 percent of students used their textbooks in classes.¹⁹⁵ This owes to multiple factors, including poor storage of textbooks, failure to distribute to students¹⁹⁶ and a lack of understanding by school principals, teachers and students on how to manage and utilize teaching and learning materials. In addition, the GEQIP II exit evaluation revealed that students do not carry textbooks owing to poor motivation to learn, fear of theft and difficulty carrying many textbooks to long distances. Delays in procuring and delivering textbooks resulted in the program being extended three times. Moving forward, the GA has recommended that FMoE conduct a critical review of the system for textbook

¹⁹³ These are teacher effectiveness (measured as an index of average scores of school inspection standards on teachers' knowledge, lesson planning, teacher practices and assessment practices), and increased FMoE capacity for evidence-based decision-making (as reflected in the percentage of Grade 1 and Grade 2 schools that have moved up to Grade 2 and 3, respectively).

¹⁹⁴ GEQIP Exit Evaluation 2019.

¹⁹⁵ World Bank, GEQIP II Implementation Status & Results Report (#12), September 2019.

¹⁹⁶ The MTR of ESDP V mentions the ratio is 1:1 in the printing stage and the problem lies in the distribution and handling of the textbooks.

procurement, distribution and inventory in order to address key bottlenecks.¹⁹⁷ The GEQIP II exit evaluation suggested developing a textbook use guideline for teachers and students or keeping textbooks in the students' desk, when available, to improve with textbook utilization.

186. The implementation of the teacher development program component, where all targets have been met,¹⁹⁸ is encouraging, but several challenges remain. There have been improvements in terms of teacher qualifications. Pre- and in-service teacher development through various training programs has exceeded targets. For example, as of 2019, GEQIP II has achieved its targets in increasing the number of teachers with required qualifications and competence: over 106,000 primary teachers have completed their in-service programs to gain diplomas. Nevertheless, teachers' limited capacity remains an issue, alongside quality problems observed in in-service training. The MTR outlined the following bottlenecks that hampered smooth implementation of the in-service training: budget limitation; turnover of trained Trainer-of-Trainer teachers; inadequate follow-up and monitoring of classroom practice of the trained teachers; shortage of competent trainers and module developers; unreliable school data on the number of teachers trained; and under-capacity in planning for identifying training needs. This may explain why there has been no progress in teachers' knowledge, lesson planning, teaching practices and assessment practices. The index of teacher effectiveness has remained stagnant – from a 2016 baseline of 45.4 percent in Level 1 and 59.3 percent in Level 2 schools to 46.4 percent and 59.5 percent, respectively. The 2019 exit evaluation of GEQIP II still shows that the majority of instructional time is driven by lecture-dominated activities, with little questioning of students, which may contribute to the low textbook utilization. During the Year II mission, the quality of teaching was highlighted by government stakeholders as a significant area of focus going forward.

187. Despite a positive start in supporting teaching and learning across schools, effective utilization of the school improvement grants has declined during the review period. The school improvement grants are the largest component of spending.¹⁹⁹ While in 2016 all schools surveyed had used at least half of their grants for the teaching and learning domain of their school improvement plan (SIP), by 2018 this had declined to 74 percent.²⁰⁰ On time payment has also continued to be a challenge, with the percentage of schools receiving payment on time remaining significantly below even half of the target.²⁰¹ Stakeholders at all levels, including both government and DPs, emphasized the vital importance of the grants at the school and student level as the 'engine of schools' life'.²⁰²

188. Regional and school-level respondents in GEQIP II's exit evaluation similarly highlighted the challenges with receiving school improvement grants and effectively implementing SIPs for improved teaching and learning. They found 'SIPs have generic aims and activities and do not show what the gaps in schools are and what actions will be taken'.²⁰³ They also target 'unrealistic improvements in learning outcomes of students',²⁰⁴ which reflect the lack of data-based school improvement planning. In addition, issues with leadership, lack of commitment, limited resources and ineffective M&E of SIPs were underscored as well as factors hindering effective implementation. Moving forward, the GA has

¹⁹⁷ World Bank, GEQIP II Implementation Status & Results Report (#11), February 2019.

¹⁹⁸ See Annex Table 7.

¹⁹⁹ The SIP's total cost is US\$273 million, out of a total of US\$520 million project cost for GEQIP II overall, 52.4 percent of the total project cost.

²⁰⁰ In 2016, 38,425 schools receiving school improvement grants were surveyed; in 2018, 41,835 schools were surveyed: World Bank, GEQIP II Implementation Status & Results Report (#12), September 2019.

²⁰¹ As of December 2018, 32 percent of schools received their school improvement grants against a target of 80 percent: World Bank, GEQIP II Implementation Status & Results Report (#12), September 2019.

²⁰² BDS Center for Development Research, GEQIP II Exit Evaluation: Revised Draft Report, January 21, 2019, p. 29.

²⁰³ Ibid., p. 24.

²⁰⁴ Ibid.

recommended FMoE develop a robust system for monitoring of school grant disbursement in order to address these issues of efficiency and relevance.

189. School grants for special education are transferred to regions. Regions then have diverse ways of spending special education needs grants, either at regional level (e.g. to support regional efforts for inclusive education) or transferred to schools. At the closure of the program, among those schools with students with special education needs, 52 percent had obtained a school grant (an increase from 38.3 percent in 2016/17).

190. There have been improvements in the quality of management and capacity in FMoE during the lifetime of ESDP V. Progress is particularly notable with regard to the quality and timeliness of EMIS, preparation of NLA items and rates of teacher licensing and schools (re-)inspections. Ethiopia surpassed GEQIP II's targets for the preparation of NLA items banked for Grades 4, 8, 10, and 12 with acceptable psychometric characteristics, as well as the number of primary and secondary teachers undertaking the written licensing exams. Additionally, targets were reached on the percentage of Level 1 and 2 schools that were inspected and re-inspected. As is evident, Ethiopia's education sector has had some success in implementation at input and output levels, such as these above. However, improvements can be made. For instance, with regard to teacher licensing, the MTR suggested rules and regulation that clearly define that the teachers and school leaders licensing process should be in place as licensing is currently done on a voluntary basis and without incentives, meaning teachers have minimal interest in being licensed.

191. The EMIS has improved over the past two sector plans (ESDP IV and ESDP V), thanks in part to a new school mapping exercise in 2019 that developed unique identifiers for all schools in Ethiopia. Significant weaknesses in EMIS quality and timeliness remain, including regional disparities in data quality, limited utilization of EMIS to inform policy and delays in submission of EMIS reporting. Encouragingly, improvements in the timeliness of EMIS reporting have been noted in the past year. However, one notable weakness repeatedly brought up by many GoE and DP respondents during the Year II CLE mission was the need for improved technical capacity of FMoE at the national and regional level for analysis and management of data. Greater detail on the state of Ethiopia's EMIS is provided in Section 4.

Implementation of ESDP V through General Education Quality Improvement Project – Equity

192. GEQIP-E, designed to cover two education sector plans – ESDP V and its successor ESDP VI – began in 2018. Therefore, this evaluation also includes a review of GEQIP-E's early implementation in relation to ESDP V.

193. GEQIP-E is managed by the World Bank and focuses on improving the learning outcomes of basic education by addressing the following constraints identified in the World Bank's Country Partnership Framework for Ethiopia 2017-2021:²⁰⁵

- Internal efficiency (e.g. high dropout rates during the first four years of schooling);
- Equity (particularly gender and regional disparities); and
- Quality (low learning outcomes).

194. GEQIP-E is designed to focus on identified sub-programs covering pre-primary, primary and secondary education (Grades 0-12) in the first three of ESDP V's priority programs. These are capacity development for improved management; gender education quality; and general education access, equity

²⁰⁵ World Bank, Country Partnership Framework, 2017.

and internal efficiency.²⁰⁶ A review of the RFs shows that GEQIP-E's key indicators map well onto ESDP V, demonstrating alignment in implementing the sector plan.

195. GEQIP-E also seeks to touch on several cross-cutting issues prioritized in ESDP V, including gender, special needs and inclusive education and education in emergencies. This is demonstrated in Table 3.16.

196. Overall, in the short period since it has been in operation, GEQIP-E has been rated as satisfactory in the Implementation Status and Results Report of the World Bank, but it was downgraded to moderately satisfactory in May 2019. While the first six months of the program were successful, progress was mixed in the first year's second semester owing to delays in the completion of critical activities.

Table 3.16 – GEQIP-E's result areas in relation to ESDP V priority programs²⁰⁷

ESDP V PRIORITY PROGRAMS	GEQIP-E RESULT AREA SUPPORTING ESDP V	DESCRIPTION OF PROGRAM ACTION PLAN	STATUS OF GEQIP-E AS OF MAY 2019
1. Capacity development for improved management			
1.1 Develop a relevant structure, with a clear distribution of mandates and responsibilities	Results Area 4: System Strengthening for Planning, Policy Formulation and Reform	Prepare Program Operations Manual, including M&E, communication plan, and verification procedures	Completed
1.2 Provide regular gathering, processing and sharing of information to inform decision-making	Results Area 4: System Strengthening for Planning, Policy Formulation and Reform	Hire/assign personnel for program coordination; M&E; fiduciary; safeguards; and technical experts for FMoE and emerging regions	In progress
1.3 Promote good coordination and communication within and across levels	Results Area 4: System Strengthening for Planning, Policy Formulation and Reform	Prepare guidelines for performance-based awards to schools	Completed
1.4 Ensure adequate supply of staff with the right mix of technical and leadership in skills in each post/level	n/a	Develop on-line textbook distribution and inventory management system	Delayed
1.5 Improve resources and conditions of work	n/a	Ensure program objectives are reflected in ESDP VI	Not yet due
2. Improve quality of general education			

²⁰⁶ World Bank, GEQIP-E PAD, <http://documents.worldbank.org/curated/en/128401513911659858/pdf/ETHIOPIA-EDUC-PAD-11302017.pdf>, October 30, 2017.

²⁰⁷ World Bank, GEQIP-E Implementation Status & Results Report, <http://documents.worldbank.org/curated/en/395781559147343341/pdf/Disclosable-Version-of-the-ISR-Ethiopia-General-Education-Quality-Improvement-Program-for-Equity-P163050-Sequence-No-04.pdf>, May 29, 2019.

ESDP V PRIORITY PROGRAMS	GEQIP-E RESULT AREA SUPPORTING ESDP V	DESCRIPTION OF PROGRAM ACTION PLAN	STATUS OF GEQIP-E AS OF MAY 2019
2.1 Strengthen teachers and leaders' development	Results Areas 3 and 4: Improved Quality and System Strengthening for Planning, Policy Formulation and Reform	Create budget line at FMoE level for school grant and textbooks	Completed
2.2 Improve curriculum development and provide sufficient teaching and learning materials	Results Area 4: System Strengthening for Planning, Policy Formulation and Reform	Align preparation of annual work plan and budget with GoE's budget calendar; submit timely supplementary budget request; and monitor budget utilization through quarterly and annual re-planning sessions	In progress (Year 1 not achieved)
2.3 Support schools to development and implement SIPs	Results Area 3: Improved Quality	Monitor school grant utilization by 1) providing SIP committees with simplified checklist for monitoring; and 2) allocating adequate budget to woreda internal audit units to monitor schools	In progress
2.4 Provide ICT infrastructure, facilities and resources	n/a	Ensure that 3% of schools are included in annual audits and FMoE, MoFEC and REBs to take timely action on all audit report	In progress
2.5 Strengthen quality assurance systems	Results Area 3: Improved Quality	Disclose program audit and financial information on FMoE website or other modalities. Post-annual allocation and utilization school grant on school notice boards	In progress
3. Improve access, equity and internal efficiency in general education			
3.1 Increase access to pre-primary education	Results Area 2: Improved Equitable Access	Establish environmental and social management system (ESMS) at FMoE (and some regions if required), including functional grievance redress mechanism; environment and social (E&S) specialist with facilities; guidelines,	In progress

ESDP V PRIORITY PROGRAMS	GEQIP-E RESULT AREA SUPPORTING ESDP V	DESCRIPTION OF PROGRAM ACTION PLAN	STATUS OF GEQIP-E AS OF MAY 2019
		checklists, manuals and plan for ESMS; training on E&S at all levels	
3.2 Increase access, equity and internal efficiency to primary education	Results Areas 1 and 2: Improved Internal Efficiency and Improved Equitable Access	Conduct proper and timely awareness-raising briefings/consultations on E&S impacts of program activities, established grievance redress mechanism and E&S for community/project-affected persons	In progress
3.3 Expand access to secondary education	n/a	Include vulnerable school children with non-special needs to share program benefits	In progress
3.4 Provide special support program for the four emerging regions	Results Area 2: Improved Equitable Access	Conduct bi-annual E&S management performance review and annual E&S audit	In progress
4. Increase participation and improve quality in adult and non-formal education (ANFE)			
5. Increase access, quality and relevance of TVET			
6. Increase access, quality and relevance of higher education			
7. Cross-cutting issues			
7.1 Gender	Results Area 2: Improved Equitable Access		
7.2 Special needs and inclusive education	Results Area 2: Improved Equitable Access		

GPE contributions to sector plan implementation

Finding 14: Given the pooled modality, GPE's overall support to implementation is hard to disentangle from the overall results. The direct support of GPE to sector implementation can however be observed through the introduction of the variable tranche project, which was programmed separately, and tied specifically to output and outcome indicators.

197. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 3.17 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or insignificant contribution to implementation of ESDP V in Ethiopia's education sector. Please note that this grouping does not constitute a formal score.

Table 3.17 – GPE contributions to sector plan implementation during the 2014-2019 review period

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> GPE funding to the EERBF (variable tranche project): Enabling piloting of interventions, which are currently scaled up in GEQIP-E, including the new O-class curriculum. Specifically, GPE has contributed directly to the development of a new national O-class curriculum package, the training of over 650 O-class teachers in Benishangul-Gumuz and Gambella regions on the newly developed curriculum (above targets), decreasing the share of low-performing primary schools in Afar region (though still below target), increasing the number of additionally appointed and trained female primary school principals and the allocation and utilization of supplementary school grant support for children with special needs in all regions to create a more inclusive learning environment.
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPIG III and ESPIG IV's fixed tranches: GPE has provided US\$170 million to GEQIP II to support ESDP V. GPE's contribution to the GEQIP pooled fund represents about 11 percent of the total cost of GEQIP. Given the pooled fund modality, direct attribution of implementation to GPE is not feasible. Therefore, within a pooled fund, GPE and other DPs have contributed to supporting moderate progress in the implementation of GEQIP II. Achievements include the joint fund fully funding school improvement grants; procurement of 177 million textbooks, teacher guides and supplementary materials; increasing the number of qualified teachers; graduating schools from Level 1 to Level 2; and marginal progress in reducing the dropout rate in Grade 1. However, significant issues remain that moderate progress, and therefore GPE and other DPs' contributions to sector plan implementation. These include declining utilization of school improvement grants, long-standing weaknesses in EMIS, below target dropout rates and textbook utilization rates and regional variation in implementation. GRA activities funded by GPE: Improvements were made within EMIS. Notably, the GRA No. 12 grant resulted in the incorporation of a school-related GBV documenting and reporting tool into the national EMIS, and the data being collected for the first time in the school census of the 2016/17 academic year.²⁰⁸
LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPDG 2015: An ESPDG was awarded to UNICEF to develop the MYAP, which was supposed to guide the implementation of a range of activities. However, as with the federal sector plan, this has little ownership at regional level, and therefore was not employed to support implementation.
NOT APPLICABLE / TOO EARLY TO TELL
<ul style="list-style-type: none"> GPE multiplier fund: Through the Multiplier Fund, GPE will likely enable FMoE to secure an additional US\$60 million in co-funding from the World Bank for refugee education (and potentially additional funding from Denmark, though this has not been confirmed). The grant to support refugee education under ESDP V has yet to be disbursed but is cited by government stakeholders as an encouraging mechanism to support implementation of ESDP outside of GEQIP moving forward.

198. GPE has contributed to Ethiopian ESP implementation through three grants during the review period (2014-2019), for a combined total of US\$200 million in support of implementation of ESDP V (2014/15-2019/20). GPE's direct funding to finance implementation of GEQIP II totals US\$170 million across ESPIG III and ESPIG IV (the fixed tranche), with US\$30 million variable tranche funding from ESPIG allocated to a separate program that was aligned with GEQIP II.

199. GPE financial support to GEQIP II represented about 30 percent of the total share of DPs' investment and approximately 2 percent of the total cost of ESDP V implementation for General Education. All DP contributions to GEQIP II are pooled into a joint fund, managed by the World Bank, though the

²⁰⁸ This activity was also supported by UNICEF.

variable tranche was conducted as a separate project – stakeholders reported that this owed to the timing of the grant in GEQIP II's lifespan, and a wish not to introduce high-risk components that could impact the performance rating of the wider grant. Additional detail on GPE's financial contributions to ESDP V implementation is provided below in Table 3.18.

200. Given the pooled modality, GPE's support to implementation is hard to disentangle from the overall results, which have been discussed. However, as the variable tranche was programmed separately, and tied specifically to output and outcome indicators, it is easier to identify the contribution of GPE funding to these areas.

Table 3.18 – GPE financial contributions to ESDP V implementation

ESPIG DURATION AND GA	GRANT AMOUNT	STATUS	START DATE	END DATE	GRANT NAME, MODALITY AND GEQIP PROGRAM SUPPORTED
2014-2017, World Bank	US\$100 million	Closed	9 May, 2014	17 February, 2017	ESPIG III – pooled fund modality (GEQIP II)
2017-2019, World Bank	US\$70 million (fixed tranche)	Active	18 July, 2017	December 31, 2019	ESPIG IV – pooled fund modality (GEQIP II)
2017-2019, World Bank	US\$30 million (variable tranche)	Active	18 July, 2017	June 30, 2019	EERBF – results-based financing (GEQIP II)

Implementation of the Ethiopia Education Results-Based Financing Project

Finding 15: The EERBF project was GPE and the World Bank's first result-based financing in the education sector in Ethiopia. It was a moderately successful platform to pilot interventions, now being scaled up nationwide.

201. The EERBF²⁰⁹ has been moderately successful in contributing to the improvement of learning conditions in primary and pre-primary schools. EERBF is focused on targeted regions and has three central components:

- Component 1: Improving learning conditions in primary schools in targeted regions (US\$10 million);
- Component 2: Strengthening equity and inclusion in education (US\$10 million);
- Component 3: Improving internal efficiency of primary schools in SNNP region (US\$10 million).

202. The EERBF, which closed in June 2019, was rated as moderately satisfactory throughout its implementation period. Within the annexes, Table 8 summarizes progress status as of June 2019, the latest available information. All indicators of the PDOs and the intermediate results show significant progress toward the targets. As of June 2019, on four of the six PDOs, and four out of five intermediate results, targets had been reached.

²⁰⁹ The fourth ESPIG grant of the GPE has two parts – a fixed part and a variable part – both supporting ESDP V. The fixed part serves as additional financing for the implementation of GEQIP II (discussed above) and the variable part is a stand-alone project known as the EERBF.

203. Within the EERBF, FMoE successfully disbursed supplementary school grants support for children with special needs to create a more inclusive learning environment. The CSA is, as of September 2019, verifying the effective utilization of the 4 percent supplementary school grants.

204. Another component of the EERBF was the training and appointing of additional female primary school principals and deputy principals. Though the activity did not reach its end target (the target was 6,210), over 5,200 female school leaders were appointed both in newly opened schools and as replacements to principals who had left their position. The final DLI of EERBF was Grade 1 dropout rates in SSNP region. Though the dropout rate did decrease beyond the historical data projections, reaching 16.9 percent in March 2019, it did not reach DLR targets (13 percent).

205. Encouragingly, FMoE developed a new national 0-class curriculum package in September 2018 and trained over 90 percent of 0-class teachers in Benishangul-Gumuz and Gambella regions, through implementation of the EERBF. Notably, the EERBF project served as a platform for piloting these interventions before scaling them up to other regions under GEQIP-E.

206. The EERBF project was GPE and the World Bank's first result-based financing in the education sector in Ethiopia.²¹⁰ GoE's learning curve was steep in terms of adjusting to the new payment method. Particularly, lack of understanding of what results-based financing implied is likely to have hindered EERBF project implementation. Officials realized this when some regions' poor performance toward results affected the full disbursement of funds. FMoE was originally drawn to this modality, as the investment was not linked to operations or budget lines, but rather results, and this allowed flexibility in where to spend. The same challenges remain within GEQIP-E, where, according to a recent study,²¹¹ still only officials at the federal level and a few regional and zonal stakeholders had good levels of knowledge of the financing approach. Overall, several clear lessons from the challenges facing implementation were learned.

207. First, when designing programs and targets, attention to context and regional disparities cannot be bypassed. Where possible, targets should be disaggregated to allow for more realistic targets in each region, taking into consideration the capacity of regions and accompanied by sufficient risk assessment.

208. Second, often results are not achieved owing to weak implementation, rather than bad design. While it is conceptually attractive for donors to be hands off, governments may need support in managing for results, including capacity-building on how to monitor progress and how to better prioritize activities.

209. Third, and linked to weaknesses in implementation, there needs to be careful communication around how results-based financing works, and the implications of the modality at the sub-national level for implementing partners. This was echoed in the independent evaluation of the DFID Results-Based Aid (RBA) program, implemented between 2012-2014, which found the program was not well communicated to the regions in time to appreciably affect students' performance, and few of its education officials, including head teachers, were aware of the pilot.²¹²

210. The knowledge gap, as with the DFID RBA pilot, was viewed to be a result of a poor communication strategy, which was implemented in an informal manner, in a format inaccessible to stakeholders, reliant on the cascading model for dissemination, which often struggles to keep functioning given the high turnover of government officials and the lack of budget for raising awareness. Government representatives

²¹⁰ Though DFID piloted a results-based aid model in Ethiopia between 2012 and 2014.

²¹¹ A. Asegdom, H. Belay, G. Lemma, P. Rose, T. Tefera, D. Wole and L. Yorke, Whose Influence and Whose Priorities? Insights from Government and Donor Stakeholders on the Design of the Ethiopian General Education Quality Improvement for Equity Program, RISE Insights Note, 2019.

²¹² <https://www.gov.uk/government/publications/evaluation-pilot-project-of-results-based-aid-in-the-education-sector-ethiopia>

highlighted the implications: 'If all parties (stakeholders) that implement the change are not aware of it, awareness creation should be done. Otherwise, the money may not be utilized based on the standards established in the shift (or new modality).'

Additional factors beyond GPE support

211. Additional positive factors include the support of DPs to ESDP V goals through 1) harmonization of financing via GEQIP-E (program plan detailed above) and 2) a variety of programs and activities. There is no documentation available on how these activities align with ESP objectives; however, in Table 3.19 we have broadly mapped DPs' activities against ESDP priorities.

Table 3.19 – Summary of other DPs' contributions to ESP priorities

ESDP V'S COMPONENTS	PROGRAM/ DONOR	OBJECTIVE
1. Capacity development for improved management		
2. Improve quality of general education		
2.1 Strengthen teachers and leaders' development	USAID READ ²¹³	Improve the quality of literacy instruction by training teachers in reading curriculum, and providing effective early grade reading materials in seven mother-tongue languages and English.
	JICA Program for Provision of Quality Educational Environment ²¹⁴	Improve quality of science and mathematics education in primary education, and access to secondary education.
2.2 Improve curriculum development and provide sufficient teaching and learning materials	DFID/British Council QESSP ²¹⁵	Enhance capacity to improve outcomes for learners in areas of teacher education, school leadership, inclusive education, curriculum development and system-wide strengthening.
2.3 Support schools to development and implement SIPs		

²¹³ https://www.usaid.gov/sites/default/files/documents/1860/Ethiopia-Fact-Sheet_Improving-Reading_Oct-2018.pdf

²¹⁴ https://www.jica.go.jp/ethiopia/english/activities/c8h0vm00004bpq7r-att/project_map.pdf

²¹⁵ <https://ethiopia.britishcouncil.org/sites/default/files/rp1-web.pdf>

ESDP V'S COMPONENTS	PROGRAM/ DONOR	OBJECTIVE
2.4 Provide ICT infrastructure, facilities and resources	DFID Connecting Classrooms ²¹⁶	Enable students and their teachers to understand issues of worldwide importance, gain a sense of social responsibility and develop skills to succeed in the global economy.
2.5 Strengthen quality assurance systems		
3. Improve access, equity and internal efficiency in general education		
3.1 Increase access to pre-primary education	UNICEF's Child-to-Child School Readiness Program and Accelerated School Readiness Program	Technical and financial support to FMoE and six REBs to implement early childhood education services and to mainstream the 0-class, a one-year pre-primary program. With UNICEF's support, 130,036 children (47 percent girls) gained access to quality early childhood education (ECE) in 2018. This included 11,135 children through the IDP program, 43,836 through the refugee program and 75,065 through the national public school program.
3.2 Increase access, equity and internal efficiency to primary education		
3.3 Expand access to secondary education		
3.4 Provide special support program for the four emerging regions		
4. Increase participation and improve quality in ANFE		
5. Increase access, quality and relevance of TVET		
6. Increase access, quality and relevance of higher education		

²¹⁶ <https://ethiopia.britishcouncil.org/programmes/education/connecting-classrooms>

ESDP V'S COMPONENTS	PROGRAM/ DONOR	OBJECTIVE
7. Cross-cutting issues		
7.1 Gender		
7.2 Special needs and inclusive education		
7.3 HIV/AIDS		
7.4 Education in emergencies		
7.5 School health and nutrition	WFP McGovern-Dole school feeding in Afar and Somali regions ²¹⁷	Daily school meals provided to 289,000 primary school children, and capacity-building aimed at supporting increased dietary and health practices and improved student attendance.
7.6 Drug and substance abuse prevention		
7.7 Water, sanitation and hygiene (WASH)	Multiple partners ²¹⁸ WASH ²¹⁹	WASH in Schools guides and toolkits available and utilized throughout the country in WASH in Schools target areas. In addition, the curriculum provides enough space for hygiene promotion.

Note: Information in this table is not exhaustive. There may be programs, initiatives or donors in areas of work that are shown to be empty cells. Where data were unavailable to the CLE team, the cell has remained empty.

Implications for GPE's ToC and country-level operational model

212. The finding that the variable tranche had the negative incentive of reducing the focus toward narrowly achieving the outputs rather than working toward system change has important implications for the operational model. In summary, if we wish to incentivize outcome-level change, then outcome-level targets are required. Where output-level targets are selected, it is necessary to ensure they are

²¹⁷ https://docs.wfp.org/api/documents/WFP-0000101695/download/?_ga=2.98956062.1812090944.1568847555-2039756771.1568847555

²¹⁸ UNICEF, WaterAid, Water for People, World Health Organization, WaterCanEauVive, Water Advocates, United Nations Secretary-General's Advisory Board on Water & Sanitation, SCI, Millennium Water Alliance, International Rainwater Harvesting Alliance, International Rescue Committee, H2O for Life, Quality Water Company, Emory, Ecological Management Foundation, Dubai Cares, Catholic Relief Services, Children without Worms, CARE, Spanish Development Agency, Alliance of Religions and Conservation.

²¹⁹ <http://washinschoolsmapping.com/projects/ethiopia.html>

supplemented by a robust ToC toward outcomes (as currently happens in the QAR process) and unintended consequences are mapped out and mitigated.

213. In addition, it has been noted all throughout this evaluation that regions and woredas – the third administrative level – struggle to implement. This, in the context of the DLI/results-based financing embedded in GEQIP-E, will present a risk if communication remains weak and capacity issues continue, as funds will not be released owing to a lack of progress. Various stakeholders expressed that the rigidity and very limited flexibility within the GEQIP-E fund raised concerns for the next ESPIG.

Box 3.4 – Testing assumptions and assessing strength of evidence

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

Assumption 1 does not hold. There are large differences in technical capabilities to implement across regions, which only widen at grassroots levels.

Assumption 2 does not hold, given the amount of the financial gap in GEQIP-E. In addition, the new payment by results modality means FMoE needs to implement with own resources and show results before they receive disbursement. While most stakeholders perceived this as a positive shift, several stakeholders raised the issue that this 1) may deteriorate implementation, as upfront financing is not available and 2) may incentivize regions – as has already happened with school enrollment data – to inflate figures linked to disbursement.

Assumption 3 holds. There is considerable alignment of DPs' support for implementation.

Assumption 4 partially holds. Stakeholders in Ethiopia do take part in evidence-based JSRs; however, the extent to which there is real opportunity for dialogue in these events, that includes regions, and with follow-up mechanisms to monitor the implementation of recommendations, is somewhat weak.

Assumption 5 holds. ESDP V outlines the need to improve EMIS and LAS data.

The evidence for assessing changes in the education system in Ethiopia is moderate to strong, considering the scarce evidence on barriers to implementation at the region levels, and detailed information of progress in the regions.

4 Progress towards a stronger education system²²⁰

4.1 Introduction

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

215. Progress towards a stronger education system is measured by drawing on evidence of achievements in the priority areas outlined in ESDP V (2015/16-2019/20). The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g. schools, ministry), as well as changes in relevant rules, norms and frameworks (e.g. standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.²²¹

4.2 Progress towards a stronger education system

216. Table 4.1 provides an overview of system-level improvements observed in selected key aspects, whether the respective issue had been addressed in ESPD V, and whether ESP implementation likely contributed to the observed changes.²²² The MTR of ESDP V is a key reference document for this section and focused on the achievement of the KPIs within the sector.

²²⁰This section triangulates findings against RF indicators 11, 12, 13, 15.

²²¹Please see definition of ‘education systems’ in the terminology of this report. The GPE 2020 RF defines six indicators for measuring system-level change: 1) increased public expenditure on education (RF10, covered in Section 3.3 on education financing); 2) equitable allocation of teachers (RF11, covered here under access and equity); 3) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under quality and relevance); 4) reduced student dropout and repetition rates (RF13, covered in Section 5); 5) the proportion of key education indicators the country reports to UIS (RF14, covered here under sector management); and 6) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under quality and relevance).

²²²The fact that a certain issue had been addressed in the ESP does not guarantee that related changes occurred because of ESP implementation.

Table 4.1 – Assessment of the contribution of ESP implementation to system-level change (2014-2019)

PROGRESS/IMPROVEMENTS MADE DURING REVIEW PERIOD (2015-2019)	HAD ISSUE BEEN ADDRESSED IN ESDP V?	LIKELIHOOD OF ESP 2015-2019 IMPLEMENTATION HAVING CONTRIBUTED TO NOTED IMPROVEMENTS	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ²²³			
Access and equity: Improving. Comprehensive and ongoing policy reform in early learning sector, albeit modest allocation of budget (relative to the goals set in ESDP). Special needs school grant guidelines were updated in March 2018 and additional supplementary top-up grants for children with special needs were disbursed and utilized. For alternative basic education, a (substantially delayed) mapping exercise was conducted to ensure school provision was more equitable. Learning materials in different languages (mother-tongue) made available to students. Increased number of ABE centers established in pastoralists areas.	Yes, Addressed in Component 2 of General Education access, equity and internal efficiency in the plan, particularly for gender, special needs and pastoralist children.	Moderate. Slight improvement in access for special needs education. Enrollment in pre-primary has increased rapidly, and considerably.	1	2	3	4

²²³ The four underlying assumptions for this contribution claim were 1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements of previous shortcomings in relation to learning and (4) it leads to improvements in relation to equity.

<p>Quality and relevance: Weak. Despite ambitious curriculum development targets in ESDP V, the new curriculum center was not established and qualification of teachers remains below target. Implementation of teacher development program component. Significant issues remain with issuing and timely distributing textbooks. However, textbooks in at least five nationalities languages were made available. Pupil/Teacher Ratio (PTR) remains high, particularly in the first cycle and in certain regions, while effectiveness of teaching is stagnant and use of textbooks is low.</p>	<p>Yes. 563 activities relating to this within the MYAP (60% of all activities).</p>	<p>Weak: Increased number of school inspections. The new curriculum development institute has not yet been established. A new national 0-class ECE curriculum package was developed in March 2018, a DLI for the EERBF.</p>	STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE²²⁴
<p>Management: Moderate. Timely publication of Education Statistics Annual abstract has improved, including reporting of special needs education. This has mainly to do with separation of the MoSHE.</p>	<p>Partially. Capacity development for improved management is mentioned briefly in ESDP V as a cross-cutting issue.</p>	<p>Strong. Efforts include the creation of MoSHE, introduction of school codes to EMIS and mapping of school codes to inspectorate system data.</p>	1 2 3 4

Progress towards a stronger education system during the review period

Access and equity

Finding 16: The education system has shown progress in relation to access and inclusion through an increased number of schools and mechanisms to support pre-primary and special needs education. Several interventions do not offer national-scale support, and progress on national programs varies across regions.

217. **Early learning:** In 2010, a comprehensive and ongoing policy reform in the early learning sector was launched with the publication of a National Policy Framework for Early Child Education (ECE). Guided by this policy framework, GoE began to supplement the private and other non-state provision of early learning services, which typically primarily serve children in wealthier circumstances in towns and did not

²²⁴ The weighing of confirming and refuting evidence for each contribution claim is presented in **Error! Reference source not found.**

extend to rural areas, with new fee-free program types such as 0-class introduced the same year.²²⁵ Over the five-year period (2010/11-2014/15) prior to our review period, FMoE figures report that GER for all four to six year olds rose from 5 percent to around 40 percent. ESDP V was the first sector plan to address and support large-scale government provision of early grade education with ambitious strategies and targets,²²⁶ and to allocate a budget – albeit modest – to early learning of 3 percent of the sector plan budget to realize those goals.²²⁷

218. **Changes in school numbers and status:** ESDP V committed to ensuring that all students had access to a full cycle of primary education in their local area. From 2016 to 2018, the number of primary schools increased by 2 percent: the total number of primary schools in Ethiopia increased from 35,838 in 2016/17 to 36,466 in 2017/18.²²⁸ In comparison, the total number of enrolled students increased from 22,635,915 in 2013/14 to 26,905,580 in 2016/17 to 26,788,640 in 2017/18; therefore, while the total number of enrolled students remained constant, the total number of primary schools increased slightly, by 2 percent. However, Ethiopia's primary schooling is structured so that each section has its own classroom, so to calculate the pupil section ratio, the number of classrooms in the school can be used as a proxy indicator. According to EMIS, Ethiopia's national pupil section ratio for primary school (Grades 1-8) has risen significantly, from 43 in 2016/17 to 56 in 2017/18.²²⁹ Therefore, while more primary schools have been built, fewer classrooms are available to primary school students for learning. While the 2014 ESA states that construction efforts were to be undertaken to reduce the average distance from households to schools, with a target of a maximum of 3 km for any child, no data are available as to whether this target has been achieved during the review period. The only construction-related activities within the MYAP relate to 0-class, universities and adult education centers – with progress being made at the university level and no data reported at the other levels.

219. To expand access further in the upper grades without dramatically increasing class sizes, there is a need for even more secondary schools. In the Year II annual mission, stakeholders mentioned this had led the federal government to freeze infrastructure capital spending for higher education to prioritize the construction of secondary schools, with the help of regional block grants, which is a deviation from the ESDP V action plan.²³⁰

220. **Support for learners with special needs and from pastoralist populations:** Performance on equity issues was limited within ESDP V, leading to a specific focus within GEQIP-E to respond to challenges and limited progress remaining in this area. Within this component, GEQIP-E highlights three main areas: special educational needs, education for pastoralists and school expansion for equitable access.

²²⁵ J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program, REAL Centre, University of Cambridge, 2018.

²²⁶ That is, expand 0-class and Kindergarten provision so all children have access to at least one year of classroom-based pre-primary education with targets such as 1) 100 percent of students receive at least one year of pre-primary education and 2) GER for pre-primary (age four to six years) will rise from 34 percent to 80 percent.

²²⁷ Calculations are done by J. Rossiter, B. Hagos, P. Rose, T. Teferra and T. Woldehanna, Early Learning in Ethiopia: Equitable Access and Learning. System Diagnostic Report for World Bank Early Learning Program, REAL Centre, University of Cambridge, 2018. This budget share is deemed inadequate as it is based on enrollment of six year olds.

²²⁸ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

²²⁹ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

²³⁰ The evaluation team was not able to verify this claim with the documentation available.

221. Regarding efforts to support children with special needs, ESDP V set a target to provide a special and separate support package backed by a special dedicated budget. The outlined activities included 1) develop a strategy to get accurate data on children with special needs existing in the school system and out of the school system, and provide necessary support by allocating resources and 2) provide trainings to create awareness among the school community and society at large about students with special needs. As a result, special needs school grant guidelines were updated in March 2018. By June 2019, detailed reports had been made available that demonstrated the utilization of an additional 4 percent of supplementary top-up school grant support for children with special needs, in addition to the initial school grant amount. Such efforts are linked to another DLI for the EERBFP: DLR 4.1 – 2 percent and then 4 percent top-up of regional school grant allocations received and utilized by each region to specifically support special needs. The figures have been verified and confirmed by CSA, as part of the verification of the ESPIG's variable tranche. However, it was reported that school grants for children with special needs remained insufficient to cover the costs.²³¹ The Year II CLE has not been able to identify any activities taking place to provide trainings to create awareness among the school community and overall community about students with special needs. It is not explicitly discussed in the MTR of ESDP V either.

222. Provision of education for pastoralists through establishing up to 500 mobile schools was planned under ESDP V but not implemented over the review period, according to the MTR. However, in 2017, GPE's GRA 7 (supporting out-of-school children) reported that over 1,900 alternative basic education (ABE) centers had been constructed in pastoralist areas. This increase in ABEs improved school participation of children in pastoralist and semi-pastoralist areas. A mapping exercise was planned to ensure school provision was more equitable. This was substantially delayed, and completed only in the third quarter of 2019 under GEQIP-E – so, while more schools have been built, they are clustered in Oromia region, with 43 percent of new schools there.

223. There has not been any progress in support to children out of school or evidence to demonstrate any changes, as Ethiopia's education sector provides very limited support to out-of-school children.

Quality and relevance of education

Finding 17: The delays in establishing the new curriculum institute have had knock-on effects on teacher training and system-wide reform. Progress has been made in developing an O-class curriculum and increasing the total number of teachers, though teacher effectiveness has not improved.

224. ESDP V contains six KPIs relating to quality, of which accurate data²³² were reported only for two – with only one met at the time of the MTR – namely, share of pre-primary teachers holding ECCE diplomas. For lower primary the target was achieved, with the share of Grades 1-4 teachers who are appropriately qualified at 83 percent (just above the target of 82 percent). Overall, there have been notable improvements in the share of both pre-primary and lower primary teachers who are qualified.

²³¹ World Bank, Ethiopia Education Results Based Financing Project: Implementation Status & Results Report, (ISR # 5), June 28, 2019.

²³² In Section 3.5 we mentioned four 'quality' indicators had complete data in 2017/18. While information on two additional indicators was available in the presentation given to stakeholders summarizing the results of the MTR, these were presented with a caveat questioning the accuracy of those two data points (as these diverged considerably from the trends being observed). Therefore, here, we report only the information available in the MTR and disregard the findings of those two indicators presented.

Table 4.2 – Selected KPIs of quality (ESDP V)

QUALITY INDICATORS	BASELINE 2014	2015	2016	ACHIEVED 2017 (TARGET FOR 2017)
Pre-primary teachers holding ECCE diploma (%)	0	6	10	13 (5)
Grades 1-4 teachers appropriately qualified (%)	55	72	73	83 (82)
Teachers in Grades 1-12 who are licensed (%)	0	10	21	No data (38)
Primary schools at Level 3 or above classification (%)	21	29	37	No data (44)
Secondary schools at Level 3 or above classification (%)	30	36	42	No data (48)
School (Grade 1-12) access to broadcast and digital technologies-assisted instruction (all varieties) (%)	46	53	63	No data (73)

225. **School inspections:** Though few other targets in ESDP V have yet to be met, all targets for school inspections showed substantial improvement from the baseline to meet their targets (see Table 8 in Annex I for greater detail). The share of both primary and secondary schools inspected rose from 0 percent in 2013 to 95 percent by December 2018, and the overall number of Levels 1 and 2 schools re-inspected rose from 0 in 2014 to 21,363 in December 2018.²³³

226. **Teachers:** The total number of teachers has grown 37 percent during the review period, a higher growth rate than the increase in the number of students (18 percent). Therefore, the average number of teachers per school reached 15.5 in 2018. Nationally, PTRs for primary education have improved over the review period, from 50.4:1 in 2010 to 43:1 in 2018 for Grades 1-8.²³⁴ There are significant differences in the current PTR between the first cycle (1-4, which is 55:1) and the second cycle (5-8, which is 35:1) of primary education; and significant regional differences. The PTR in 2017/18 is highest in Ethiopia-Somali (99:1), followed by Oromia (53:1) and Afar (48:1). With the exception of Ethiopia-Somali and Oromia, the two largest regions in Ethiopia, all regions achieved a primary PTR of below 50 (lowest in Harari at 20:1). Addis Ababa is the only region where the PTR for both cycles is almost the same (26:1).

227. Similar improvements have been made in PTR for secondary education, which reached 26:1 in 2018.²³⁵ As is the case in primary school, the PTR in the first cycle of secondary is higher compared with the PTR in the second cycle, with the exception of Afar and Harari. Wide regional disparities exist, ranging from Somali's 40:1 to Harari region at 18:1.

228. There was no real improvement in teacher effectiveness at primary or secondary school level through GEQIP II. The program measures teacher effectiveness as an index of average scores of primary and secondary school inspection standards on teachers' knowledge, lessons planning, teacher practices and assessment practices. The GEQIP II exit evaluation found no improvement in re-inspected schools.

229. **Curriculum reform:** ESDP V set ambitious targets for establishing a new curriculum development institute and revising the curriculum. The new curriculum development institute has not yet been

²³³ As of the Implementation Completion Mission Aide Memoire for the EERBF Project (ESPIG's variable tranche component) in June 2019 and the final Implementation Status & Results Report (11) of GEQIP II in February 2019.

²³⁴ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

²³⁵ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

established; however, it was learned from qualitative interviews that this process is underway. The proposal for establishing the institute has been completed and sent to the Prime Minister's Office after being commented on by high-level officials. Given these delays, the planned activities around teacher training on the new curriculum are delayed. As of November 2019, only one phase of the five in the reform program had been completed.²³⁶ Interviews with stakeholders indicate that revisions to the primary curriculum will take place slowly, beginning with some grades at a time.

230. A new national 0-class ECE curriculum package was developed in March 2018 to improve access to pre-primary schooling – this was a DLI for the EERBF. This was accompanied by training 0-class teachers in the newly developed ECE curriculum package in the emerging regions of Gambella and Benishangul-Gumuz.²³⁷ A current expansion of the new 0-class program is ongoing, following the success of the EERBF project, which exceeded EERBF target numbers of trained pre-primary teachers.

231. The Roadmap's Executive Summary (in the public draft form) outlines many potential changes to the curriculum. These include designing a comprehensive curriculum for 0-class (which has taken place already under the variable tranche's EERBF project); standardizing the curriculum of the school readiness program; introducing a competence-based comprehensive approach for life skills and higher-order thinking concepts in the primary school curriculum; and restructuring the primary school curriculum in light of the proposed structure changes (from a Grades 1-8 to a Grades 1-6 system) and aligning it with the already introduced pre-primary curriculum. However, the final Roadmap has yet to be ratified by Parliament or published publicly, so it is unclear if and how these proposed changes will be implemented.

232. **Textbooks:** As discussed previously, there have been substantial issues with the procurement of the textbooks, which have caused implementation delays in GEqIP II. This seems to be a challenge of distribution rather than printing, with delays in getting textbooks to schools and insufficient storage facilities within schools. As such, over the period, the textbook to pupil ratio has remained largely constant (around 4:1 in primary and much higher in secondary, at 12:1) and above targets.²³⁸ There are also wide regional variations, with Tigray and Harari having the highest ratio at 8 and 7.4 children per book respectively, and Somali and Gambella regions having the lowest ratio, with less than 1 textbook per child.

Sector management

Finding 18: While key data systems for planning and decision-making are in place and improving, timeliness, lack of integration, reliability of decentralized data and limited analytical capacity remain a challenge. There have been significant changes structurally, with the splitting into two of the federal education ministries, and greater decentralization of decision-making.

233. **Structural organizational changes:** A new federal ministerial structure was introduced in October 2018, whereby MoSHE took responsibility for higher education and TVET and FMoE took general education,

²³⁶ With continued support from UNICEF, costed curriculum development models for the remaining four phases have been developed. A meeting with the ETWG to inform on progress and to obtain feedback on the costed models was scheduled by the end of November.

²³⁷ As of the Implementation Status & Results Report (4) of the EERBF Project (ESPIG variable tranche) in June 13, 2019.

²³⁸ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

including pre-primary, primary and secondary education, and children with special needs, as well as out-of-school children. It is quite soon to comment on the success of this restructuring, though stakeholders flagged possible challenges around coordinating planning activities.

234. **Decentralization** has been one of the consistent pillars of reforms over the past decades, with major roles shifted to regions and woredas. According to the academic literature, the decentralized system of governance in Ethiopia was introduced in 1991 with the new government change. The first wave, of decentralization, was from 1991 to 2001, and the second, wave of devolution of powers and responsibilities to the woreda level, was from 2002.²³⁹ As of late 2019, Ethiopia's ethno-federalist governance system is in transition as well, with the selection of Dr Abiy Ahmed as the new prime minister in April 2018.²⁴⁰ A continuing challenge within this federalist system is that, at the central level, policy decisions, development action plans, priorities, targets and programs are often made and decided with the intention of cascading these down, through the REBs, to lower tiers of government. However, often, little focus is placed on how these are passed on, how accessible the information is and how the cascading model works in the context of high turnover of government officials at the woreda and regional level.²⁴¹

235. **Development and functioning of EMIS:** EMIS is complex, given its decentralized structure, operating at the sub-national level in addition to the federal level. The regional and national EMIS have improved over the past two sector plans. Notable achievements during the period of ESDP IV include the provision of EMIS offices in all woredas and the annual survey of schools being completed effectively.²⁴² The collection of the school census is coordinated by the EMIS Directorate in FMoE. Data are collected at the school level, through paper-based forms filled in by school principals, and funneled upward through the woredas and regional governments to the EMIS Directorate.²⁴³ The EMIS also includes a School Management Information System (SMIS) and a Teacher Management Information System (TMIS) to support the collection of data needed to improve planning and evidence-based decisions.²⁴⁴ Although these systems are in place to collect specific data at the school, teacher and student level, they are not integrated, and directorates responsible for them, at national and regional level, often work in silos.

236. A critical issue that has contributed to the fragmentation of data systems is the lack of a common school code/identifier. Different directorates within FMoE and other key agencies such as NEAEA use their own school codes (e.g. EMIS and NEAEA) or do not use any school code (e.g. the General Education Inspection Directorate [GEID]) as part of their data collection and management processes.²⁴⁵ To improve

²³⁹ P. Chanie, Disconnect between Public Sector Management System and Decentralization Reforms: An Empirical Analysis of the Ethiopian Situation, *Eastern Africa Social Science Research Review*, 25(1), 59-91, 2009.

²⁴⁰ Claire Felter, Ethiopia: East Africa's Emerging Giant, Council on Foreign Relations,

<https://www.cfr.org/backgrounder/ethiopia-east-africas-emerging-giant>, October 5, 2018.

²⁴¹ QAR I (2019) Report; KIs; and A. Asegdom, H. Belay, G. Lemma, P. Rose, T. Tefera, D. Wole and L. Yorke, Whose Influence and Whose Priorities? Insights from Government and Donor Stakeholders on the Design of the Ethiopian General Education Quality Improvement for Equity Program, RISE Insights Note, 2019.

²⁴² ESDP V Action Plan, 2015/16-2019/2020.

²⁴³ School principals fill in four copies of the annual school's census form (paper-based); one is kept at the school and three copies are transported to the woreda, where the quality of the data is first assessed. Then, paper-based forms are sent to the region (or to the zone and then to the region), where most activities, such as data entry, data cleaning and aggregation take place, before data are sent to the national level. Most regions enter data at the regional level with exception of Oromia (at woreda level) and SNNP (at zonal level); this is primarily because of a lack of local infrastructure capacity and/or underutilized data systems and technology at the lower levels.

²⁴⁴ ESDP V identified the need for these two new functions.

²⁴⁵ World Bank, GEQIP-E PAD.

the quality of EMIS and to enhance data integration, GEQIP-E supported a school mapping exercise in 2019 that allowed the generation of unique identifiers for all schools. Unique identifiers produced through this exercise have been used to map two years of inspection data, and are also being introduced into the NLA system housed in NEAEA. Yet, without technical capacity to analyze these data or without getting started on developing improved data analytics²⁴⁶ to produce more insight, the space for EMIS to inform policy-making and support system-wide efforts to improve the quality of education and learning will remain limited. That said, EMIS and NLAs are expected to eventually produce a joint report.

237. The World Bank's Systems Approach to Better Education Results (SABER) sets out four broad criteria used for assessing EMIS function: an enabling environment, system soundness, quality of data and utilization in decision-making. Ethiopia performs moderately well against three of the four criteria, with quality data the exception.

238. Table 4.3 offers an indicative analysis of the strengths and limitations of the EMIS system in Ethiopia. Overall, the lack of an education data framework and of data system integration owing to decentralized data collection and variation in process and capacity between regions, and low data reliability and capacity to analyze data, are the main binding constraints on EMIS data being used effectively to inform policy dialogue and decision-making.

Table 4.3 – Assessment of Ethiopia’s EMIS

ASSESSMENT USING WORLD BANK SABER ²⁴⁷ CRITERIA	
Enabling environment²⁴⁸	<p>Strengths:</p> <ul style="list-style-type: none"> Decentralized sub-systems are well integrated into the national EMIS. In each region, there is an EMIS function (either in Planning or in an independent department), and each woreda has an EMIS office and focal point. Collection of data and production of statistics is an institutionalized practice, and it forms the core of central planning and school grant allocations. <p>Weaknesses:</p> <ul style="list-style-type: none"> There is no guiding education data framework governing duties, responsibilities and rights of data producers and users, the flow of the data and the use of the data, or specific issues such as privacy, security and storage.²⁴⁹ There is high turnover, particularly among skillful people, who are highly valued in other ministries and/or the private sector. Compensation level and lack of professional opportunities appears to be a problem in attracting and retaining skillful staff.

²⁴⁶ A mission conducted by GPE found lack of capacity was not a reasonable reason for not improving data analysis with the existing capacity.

²⁴⁷ SABER-EMIS identified four core policy areas of all education data systems that needed to be assessed: enabling environment, system soundness, quality data and utilization for decision-making. The assessment does not rigorously apply all SABER criteria but uses them as a guide for assessing EMIS function. For a more detailed description of this criteria, see <http://saber.worldbank.org/index.cfm?idx=8&pd=2&sub=0>

²⁴⁸ Defined by: legal frameworks, organizational structure and institutionalized processes, human resources, infrastructural capacity, budget and a data-driven culture.

²⁴⁹ Written summary of Education Data Solutions Roundtable visit to Ethiopia, shared to the evaluation team by GPE, 2019.

ASSESSMENT USING WORLD BANK SABER ²⁴⁷ CRITERIA	
System soundness²⁵⁰	<p>Strengths:</p> <ul style="list-style-type: none"> The 2017/18 Annual Statistical Abstract reported key indicators on all education sectors, disaggregated by gender and region. Coverage of refugee education²⁵¹ and special needs has improved in recent years. <p>Weaknesses:</p> <ul style="list-style-type: none"> Lack of linked data systems prevails in Ethiopia, including different database systems within FMoE (i.e. EMIS, SMIS, LIS). There is limited capacity in results-based reporting (i.e. focus on input rather than outcome or impact level). The most recent Annual Statistical Abstract acknowledged that the majority of ESPD V indicators that had not been measured were outcome indicators. Regions' capacity to report data is very low, and data reporting is time-consuming. The desire for each layer to have a physical stamp, and of regions to have over of the data before they reach the national EMIS, will make it difficult to shift toward lower-level digitalization of data collection and real-time sharing of data.
Quality data²⁵²	<p>Strengths:</p> <ul style="list-style-type: none"> Annual abstracts are considered to function well for general education, but with less reliable data collection and reporting for TVET and higher education.²⁵³ <p>Weaknesses:</p> <ul style="list-style-type: none"> TVET data were not obtained for four regions in the 2017/18 Annual Abstract, limiting ability to monitor progress in that sector.²⁵⁴ Higher education and TVET are now the responsibility of MoSHE, which is developing its own data system independently of the FMoE EMIS, without plans to integrate reporting into a single platform. Stakeholders raised concerns around the quality of the decentralized data. This is partly driven by discrepancies between the population data projected by CSA (based on old census data) and the enrollment data, and partly by the inflation of enrollment figures, on which school grants and the budget for education are dependent (e.g. some regions showing more than 100% NIR)²⁵⁵. There are issues limiting timely reporting of education data, partly related to ensuring data quality when the data are suspect, and difficulties obtaining information from TVET and higher education.
Utilization in decision-making²⁵⁶	<ul style="list-style-type: none"> Overall, EMIS data are not effectively used to inform policy dialogue and decision-making. There is a tendency to produce vast amounts of data on issues of educational performance, but without integration, value-added or inferential analysis.

²⁵⁰ Defined by: data architecture, data coverage, data analytics, dynamic system and serviceability.

²⁵¹ This was possible with the support of the ECW-funded program to promote crisis-sensitive, risk-informed and inclusive education for host and refugee children and adolescents (ECW Annual Report, 2018, p.48).

²⁵² Defined by: methodological soundness, accuracy and reliability, integrity, and periodicity and timeliness.

²⁵³ ESDP V Action Plan, p.48.

²⁵⁴ FMoE, Education Statistics Annual Abstract 2010 E.C. (2017/18), December 2018.

²⁵⁵ GPE, QAR I Report, July 2019.

²⁵⁶ Defined by: openness to EMIS users, operational use, accessibility and effectiveness in disseminating findings and results.

239. The EMIS Directorate reports to UIS. Only five of twelve key international education indicators (as per indicator 14 in GPE's RF) were reported to UIS in 2015,²⁵⁷ with gaps in relation to service delivery indicators and financing indicators.²⁵⁸ An increase to eight out of twelve indicators was reported for the year 2016 when the three financing indicators were made available.²⁵⁹

240. Ethiopia is one of the few countries in Africa with a history of institutionalized **learning assessments**. A national public examination system has been in place since 1950 for Grades 8, 10 and 12. This is census-based and is used for the purpose of promotion, selection and certification of students. At the national level, it is used to make decisions for certification at the end of Grade 10 and for university entrance selection purposes at the end of Grade 12. At the sub-national level, it is used to make decisions for certification at the end of Grade 8. Very little analysis using these data is publicly available, with it seemingly less well used for policy-making than the NLAs. The Education Statistics Annual Abstract (2017/18), for example, published only two out of the six indicators concerning public examination data.²⁶⁰ Recently, there have been media concerns regarding the integrity of national exam results. In June 2019, mistakes in the grading of certain subject tests led GoE to limit university entrance qualification to the results of only four exam subjects given in the first two days of the school leaving exam.²⁶¹

241. The EGRA National Learning Assessments, led by USAID, have taken place since 1999/2000 for Grades 4 and 8, and are administered nationally at four-year intervals. Grade 10 and 12 were subsequently added in 2008. The latest NLA data available is from the round of data collection in 2015/2016 (for Grades 4 and 8). The most data collection took place in May 2019 for Grades 4 and 8 (data is not yet available). This is a sample-based test, and the NLA instruments have been designed in such a way that 1) comparison of learning achievement can be made between 2011, 2015 and 2019; and 2) inferences can be made on the impacts of interventions on learning improvement. The NLA data are deemed reliable, though stakeholders raised concerns over the reliance of the system on donor funding (GoE covers only 24 percent of the NLA budget).

242. EGRAs for mother tongue have taken place in 2009/10, 2014, 2016 and 2018, covering seven mother tongue languages and English. While the headline results are referred to within planning and program documents, as with the NLA the source document cannot easily be found online – although it can be obtained through NEAEA. USAID has conducted the EGRA with FMoE since 2010, with substantial efforts to improve FMoE's capacity to carry out early learning assessments. It has been agreed that, moving forward, GoE will conduct the next EGRA in 2020, with support from USAID.

²⁵⁷ 2015 is the most recent year for which information can be found on the UIS website.

²⁵⁸ The QAR I Report (2019) indicated that obtaining data on educational expenditure from MoFEC takes a long time and delays reporting.

²⁵⁹ GPE 2019 RF Report.

²⁶⁰ Data were available only for Grade 10 students who score 2.0 or above the pass mark in the Ethiopian General Secondary Education. No data were reported for grade 12 students on the Ethiopian Higher Education Entrance Certificate examination.

²⁶¹ See <http://www.neaeagovet.com/neaea-grade-12-passing-point/>

Did ESP implementation contribute to system-level changes?

Finding 19: In key areas, particularly management and to a lesser extent equity, there is a likely link between implementation of ESDP V (through GEQIP) and improvements in the education system. However, weak implementation in certain regions hampers progress towards system-level changes.

243. The MTR highlighted a number of implementation issues across ESDP V. This, and a lack of data on activities in the MYAP, means it is hard to relate the ESP implementation to system-level changes for the period under review. In addition, only limited system-level changes were observed (driven mostly by GEQIP II and the GPE ESPIG's variable tranche). Stakeholders and reviews within the MTR repeatedly cite failure to implement the sector plan activities as a reason for limited system-level changes. This is compounded by the size of Ethiopia, meaning that positive changes for some language groups (e.g. in Amharic) are balanced out by falls in others. A similar story is found across the regions, with improvements in one place and falls in others. Improvements in certain areas of equity and access (namely to support pre-primary and special needs education) have begun to be seen. However, equity and access should remain an area of continuing focus, particularly in response to declining rates of gender parity.

Table 4.4 – List of system-level improvements in the review period (2014-2019)

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT Owing TO ESDP IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
Increase in number of schools	ESDP V focuses on construction of universities and 0-classrooms – no mention is made in MYAP relating to construction of schools.	No
Development of national new 0-class ECCE curriculum package and training in two regions	ESDP V activities sought to improve teacher educators' knowledge, skills and experience for ECCE instruction through development of an 0-class curriculum and training.	Yes – through GPE's variable tranche funding
Development of special needs grant guidelines and utilization of supplementary school grant for children with special needs	ESDP V set a target to require a special and separate support package backed by a special dedicated budget.	Yes – through GPE's variable tranche funding
Increase in the number of ABE centers for pastoralist communities	Improvements are driven by the national ABE strategy, which has been in place since 2006 and pre-dates ESDP implementation.	Yes – through GRA funding (GRA 7)
Improvements to EMIS	Yes – ESDP V's approach to improving EMIS management was informed by a February 2015 capacity study and highlighted as a focus area.	Both government and donor funding to GEQIP II and GEQIP E have contributed to improvements in EMIS, particularly in the introduction of unique identifiers for all schools in 2019
Increased capacity for early learning assessments	ESDP V did not explicitly seek to take ownership of the EGRA process from USAID in 2020.	Yes – through USAID's capacity-building efforts for EGRA

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT Owing TO ESDP IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
Creation of MoSHE	There was no indication in ESDP V that FMoE would split into two; this is a system-level reform within the Roadmap.	No – the creation of MoSHE has been government-led and -funded
Phase 1 comprehensive review of the curriculum completed.	The significant reforms expected to the curriculum's content and structure are driven by the draft Roadmap, not by ESDP V.	Yes – through support from UNICEF.

Implications for GPE's ToC and country-level operational model

244. The weaknesses of ESDP V implementation mean it is difficult to verify this aspect of the GPE ToC in Ethiopia. Some successes in implementation of the sector plan have occurred through GEQIP II and the variable tranche funding, and some system shifts have occurred that were not delineated in the sector plan (e.g. creation of MoSHE). This underlines the need for support to translating plans into actions, and ensuring plans are living documents.

245. The on-going dominance of the GEQIP projects in sector dialogue, and implementation, means that, as GEQIP does not implement the entirety of ESDP V, wider sector issues can be overlooked. Given limited capacity and clear financial incentives to focus on implementation of GEQIP, it is important that the GPE Secretariat reinforces its aims of sector-wide system changes to its representatives in country to ensure attention is given to the wider sector on a regular basis.

Box 4.1 – Testing assumptions and strength of evidence

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

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

Assumption 1 partially holds. Using a multi-year action plan to guide implementation has significant benefits in terms of improving sector management – however, weaknesses in implementation and monitoring of implements have limited any progress in sector management besides clear improvements in EMIS.

Assumption 2 partially holds. While there have been improvements in the quality of EMIS, several weaknesses remain and there are significant issues around capacity and political will to both analyze and accurately report data, particularly at the regional level.

Assumption 3 does not hold. It is difficult to assess the effectiveness of ESDP implementation in improving learning outcomes as 2019 data are not available and, according to EGRA, little progress has been made in improving learning outcomes.

Assumption 4 partially holds. There is evidence that implementation of ESDP has led to improvements in equitable access to education – such as provision of top-up school grants for children with special needs and expansion of pre-primary education.

The evidence for assessing changes in the education system in Ethiopia is weak. It is very difficult to assess the quality and outcomes of learning at a system level in Ethiopia at this stage. For ESDP V, the majority of indicators were not measured; of those that were, only one was met. The NLA, due this year, will be the key piece of information for any future assessment of this. Activities within this, around the design and implementation of a new curriculum, have been delayed.

5 Progress towards stronger learning outcomes and equity²⁶²

5.1 Introduction

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

- During the 2014-2020 period under review, what changes have occurred in relation to 1) learning outcomes in basic education and 2) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- What are implications of evaluation findings for GPE support to Ethiopia? (Key Evaluation Question IV).

247. CLEs conducted during FY 2018 showed that trying to establish verifiable links between specific system-level improvements during the review period on the one side and impact-level trends on the other side was not feasible, given 1) the relatively short timeframe explored during CLEs and 2) the time lag that typically exists between specific innovations and their reflection in impact-level trends. As such, Section 5 illustrates trends in learning outcomes, equity, gender equality and inclusion, but does not attempt to directly link them to changes observed during the review period.

5.2 Progress towards stronger learning outcomes and equity

²⁶² This section triangulates findings against RF indicators 1-9.

Table 5.1 provides an overview on the link between system-level changes and impact-level changes.

Table 5.1 – Overview: CLE findings on contribution of system-level changes to impact-level changes

IMPROVEMENTS MADE DURING THE 2014-2019 REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²⁶³	
Equity, gender equality and inclusion: Moderate. There have been very marginal improvements in access for children with special needs, which remains substantially below target. Substantial variation persists across regions across a series of indicators. Gender parity rates have worsened during the review period.	Low: There has been success in the distribution of the extra school grants for children with special needs, but even these may not be sufficient to bring these children into classrooms.	1	2
Learning: Weak. EGRAs show changes in student reading performance across the review period at overall national level are relatively small and inconsistent and do not show a trend of improvement. Progress in learning differs by language groups.	No evidence: There is no strong evidence to link changes in learning outcomes with system-level changes during the review period as the 2019 NLAs are still underway.		

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Ethiopia from 2014 to 2019

Access, equity, gender equality and inclusion

Finding 20: Ethiopia's education sector has seen only marginal improvements in access to primary education for children with special needs. Gender parity in access has declined, and gender disparities remain in emerging regions. Continued access to schooling, notably secondary schooling, remains challenging for most students.

Table 5.2 – Trends in indicators for equity, gender equality and inclusion in basic education²⁶⁴

INDICATORS THAT IMPROVED DURING THE 2014-2019 PERIOD
Completion: <ul style="list-style-type: none"> Primary completion rate at Grade 5: Significant improvement from 71.2% in 2015/16 to 85.2% in 2016/17 to 88.0% in 2017/18 Primary completion rate at Grade 8: Slight improvement from 54.3% in 2015/16 to 54.1% in 2016/17 to 57.7% in 2017/2018.
Enrollment:

²⁶³ The underlying assumptions for this contribution claim are 1) changes in the education system positively affect learning outcomes and equity and 2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

²⁶⁴ All data are from EMIS 2017/18 and 2016/17 Annual Abstracts from FMOE.

- Primary net enrollment (Grades 1-8) rate:** Slight increase from 99.9% in 2016/17 to 100.05% in 2017/18. Female NER for Grades 1-8 increased from 90% in 2013/14 to 95.4% in 2017/18, and male NER from 95% to 104.6%.

- Pre-primary enrollment, absolute numbers:** The number of children enrolled at the pre-primary level increased from just 300,000 in 2010 to 2.5 million in 2015, and most recently reached 3.46 million in 2018.²⁶⁵

Efficiency:

- Primary repetition rate** declined from 7.2% in 2016/17 to 5.3% in 2017/18.

- Dropout rates for Grades 1-8** slightly decreased from 11.7% in 2016/17 to 11.1% in 2017/18. However, this was an increase from historic lows in 2013/14 at 7.8%

Access for marginalized populations:

- Access for refugee children:** GER in primary school increased from 62% last year to 67% this year, though the Gender Parity Index (GPI) decreased from 0.71 to 0.69.

INDICATORS THAT STAGNATED DURING THE 2014-2019 PERIOD

Enrollment:

- Secondary (Grades 9-10) net enrollment** stagnated, from 23.7% in 2015/16 to 24.6% in 2016/17 back down to 23.8% in 2017/18.

- Secondary (Grades 11-12) net enrollment** stagnated at 7.4% in 2015/16 and 2016/17 to 7.8% in 2017/18.

Access for marginalized populations:

- Access for children with special needs:** Primary enrollment rate of children with special needs has **stagnated** from 9% in 2015/16 to 9.8% in 2017/18 (however, this is much lower than the ESDP V target of 47% by 2017/18). Nationally, participation of males with different types of disabilities is higher than that of girls in almost all grade levels and regions.

INDICATORS THAT DETERIORATED DURING THE 2014-2019 PERIOD

Enrollment:

- Pre-primary net enrollment:** In 2017/18, 44.2% of children were enrolled in pre-primary classes, a decrease from 46% in 2016/17.

Gender:

- GPI for primary net enrollment (Grades 1-8)** decreased slightly from the ESDP V baseline of 0.93 in 2013/14 to 0.90 in 2017/18.
- GPI for secondary net enrollment (Grades 9-12)** decreased slightly from the ESDP V baseline of 0.91 in 2013/14 to 0.89 in 2017/18.

Efficiency:

- Primary survival rates:** Slight decline, from 56.5% in 2015/16 to 53.5% in 2016/17 and 53.0% in 2017/18.

Access for marginalized populations:

- Access for refugee children to ECCE:** GER for ECCE in refugee camps was 45.46% in 2017/18, showing a decrease by 10 percentage points from 2016/17.
- GPI for enrollment of refugee children at primary level:** Similarly, GPI decreased from 0.92 to 0.90 and primary GPI decreased from 0.71 to 0.69

INDICATORS FOR WHICH NO CONCLUSIVE DATA ARE AVAILABLE

Efficiency:

²⁶⁵ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

- **Internal Efficiency Coefficient:** Data not available.
- **School life expectancy:** Data are not available on changes over the review period. UIS 2015 shows the average primary school life expectancy to be 6.09 years in Ethiopia.

Access for special populations:

- **Share of out-of-school children:** Data are not available on changes over time. In 2017/18, about 46.8% of school age children are out of school.²⁶⁶
- **Access for poorest:** Data are not available on whether socio-economic disparities related to access to education have improved during the review period specifically, as the most recent data are from EDHS 2016.

248. Ethiopia has seen mixed improvements in terms of access during the review period. Just prior to and including the review period, pre-primary overall enrollment numbers improved substantially (see Table 5.2). GoE supported large-scale national implementation of pre-primary education from 2010 to 2015 after the 2010 publication of the National Policy Framework for ECCE. Since then, pre-primary education has fluctuated, increasing at first before falling back in 2017/18 to 2013 levels.²⁶⁷

249. Before the review period, access to primary education expanded rapidly. Most impressively, NER for primary education grew significantly, from 29 percent in 1989 to 85.6 percent in 2015.²⁶⁸ Primary school NER increased marginally from existing high levels, reaching 100.05 percent in 2017/18, according to most recent EMIS data. For P1 to P4 in primary school, GER also increased, before returning to 2013 levels, which, at 137 percent, are above the target of 118 percent.²⁶⁹

250. While access to primary education has improved, there remain significant regional variations. Tigray's overall primary NER (including ABE) is the highest at 111 percent in 2017/18 while in Afar it is just 51 percent. An NER higher than 100 percent is technically impossible as it would mean there are more seven to fourteen-year olds enrolled in schools than there are in the country. This highlights the issue of outdated population projections and inaccurate recording of students when they enter school. Besides this, many potential dynamics may lie behind these variations, including levels of pastoralism, infrastructure and availability of quality teachers and mother tongue textbooks and learning materials in the developing regions of Ethiopia.

251. A more positive pattern has been seen in the upper grades (5-8) of primary, where GER has increased from 66 percent to 79 percent, slightly below the 83 percent target. Access to lower secondary (Grades 9-10) has also increased over the review period, with GER increasing from 26 percent to 48 percent in 2017. However, secondary NER has stagnated for both lower and upper secondary school (at around 24 percent for lower secondary and around 7 percent for upper secondary) and did not reach the ESDP V targets of 34 percent by 2017/18.²⁷⁰ This suggests that the bulk of the new entrants are overage.

252. National primary completion rates at both Grade 5 and Grade 8 have significantly improved in the past three years, implying an increase in the efficiency of the system. In tandem, repetition rates have similarly declined. These improvements in completion and repetition rates demonstrate advances in on-time progression through the system for Ethiopian primary students. However, primary completion rates, though improving, remain much lower for the poorest households. For girls in the poorest quintile, they increased from 21 percent in 2011 to 27.91 percent in 2016 (most recent data), and for boys the increase was from 16 percent to 28.47 percent, according to the 2016 EDHS. In comparison, primary completion

²⁶⁶ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

²⁶⁷ Ibid.

²⁶⁸ UIS, 2017 (accessed on September 13, 2019).

²⁶⁹ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

²⁷⁰ Ibid.

rates for girls in the highest quintile stood at 78.61 percent and those for boys at 80.87 percent. Urban children have a primary completion rate of 83.26 percent compared with a rural completion rate of just 43.5 percent. Such disparities indicate an educational system that struggles with multidimensional inequities across gender, region and socio-economic status.

253. Ethiopia has moderately improved overall dropout rates for primary education (Table 5.2), though there has been an overall increase from historic lows in 2013/14. The country has struggled significantly with consistently high Grade 1 dropout rates. Demonstrating its importance, GEQIP II, financed in part by the ESPIG, included as one of its PDOs ‘Increased MoE capacity for evidence-based decision making as reflected in reduction in dropout rate in Grade 1’. During implementation of GEQIP II, there has been some improvement in the Grade 1 dropout rate, although it was well below the target. It decreased from the baseline value of 25 percent in 2011/12 to 19.49 percent in 2017/18, against the 17 percent target. Academic literature has identified various drivers for such high dropout rates for Grade 1 in Ethiopia, including the large proportion of overage children in Grade 1, covariate shocks (e.g. cyclical droughts, pastoralist migration, crop failures), idiosyncratic shocks (e.g. death or illness of family members), children’s involvement in domestic or business activities and low rates of literacy among parents/guardians.²⁷¹

254. There are regional disparities in dropout rates. One of the five central Distribution-Linked Results (DLRs) for the variable tranche was to reduce Grade 1 dropout rates in SNNP region, an area that has had difficulty addressing these. Rates declined from 25 percent in 2017 to 16.9 percent by June 2019.²⁷² However, the DLR target of a reduction to 13 percent by March 2019 was not met.²⁷³

255. While primary completion, repetition and dropout rates have seen modest progress over the review period, these interconnected rates still show a relatively high level of inefficiency in Ethiopian primary schools. Repetition poses a major policy challenge, as children who are overage are substantially more likely to drop out than those who progress on time. At the same time, no evidence exists to suggest that automatic promotion would yield better results, as children would be lacking the foundational knowledge and skills and thus miss out on the more advanced curriculum in the next grade.

256. Focusing especially on gender, there is a pro-male gender gap in terms of enrollment at all levels, which increases as children progress through the system. Ethiopia has not made the expected progress in addressing gender equalities and equity for girls during the review period, as presented in **Error! Not a valid bookmark self-reference.** According to 2017/18 EMIS data, GPI for pre-primary, primary and secondary school GER has either stagnated or declined slightly. Also, while there have been improvements in rates of enrollments by gender in primary and secondary educational access, the current figures are influenced by the high result in Addis Ababa of 1.15 in 2017/18 primary GPI.²⁷⁴ In comparison, the lowest regional GPI is in Somali region, with 0.8. Afar, Ethiopia-Somali and Benishangul-Gumuz lag significantly behind other regions (please see Table 5.1 below). Within these regions, the issue of girls dropping out is most acute at upper primary level (Grades 5-8), around the time girls reach puberty. According to GPE’s QAR Phase 1 Review, ‘This can be partly explained by the gender norms in these three regions, especially in relation to early marriage, and social roles’.²⁷⁵

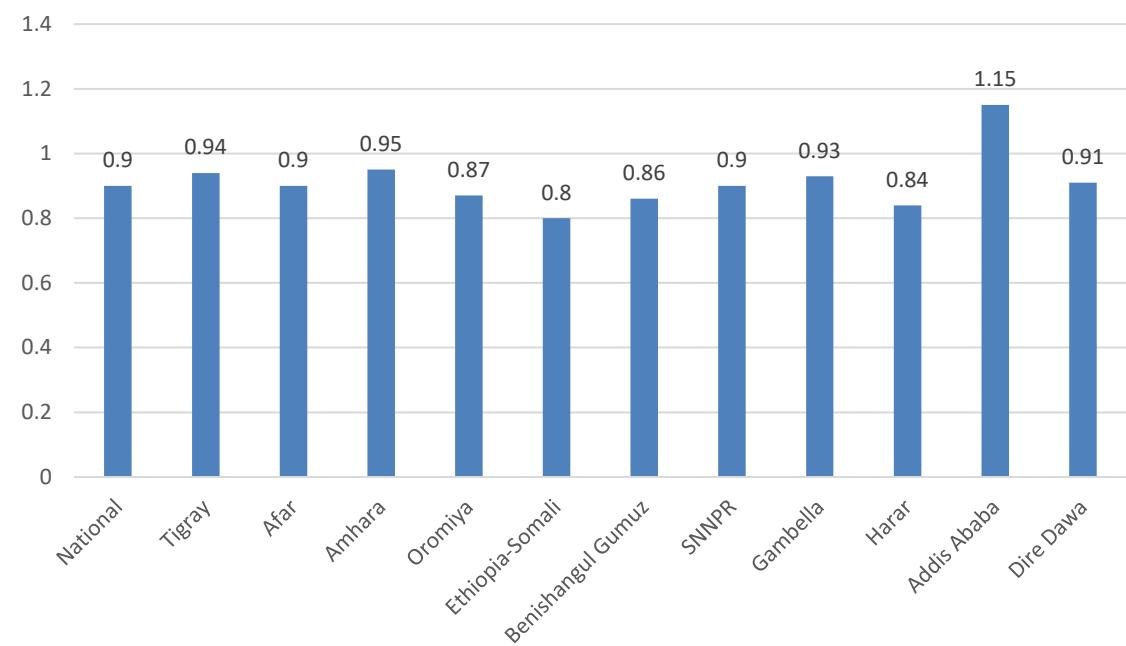
²⁷¹ T. Woldehanna and A. Hagos, Shocks and Primary School Dropout Rates: A study of 20 Sentinel Sites in Ethiopia, Young Lives: An International Study of Childhood Poverty, December 2012.

²⁷² Implementation Status & Results Report (4) of the EERBF project (ESPIG variable tranche) in June 13, 2019.

²⁷³ According to sample-based verification, the Grade 1 dropout rate in SNNP region has been reduced to 16.9%. It was reported to be a result of both dropout monitoring and mitigation interventions implemented by FMoE, REBs, woredas and schools, and better registration of new enrollees, repeaters and re-admittants at school level.

²⁷⁴ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

²⁷⁵ GPE Secretariat QAR Phase 1 (July 16, 2019). QAR 1: Initial Program Consultation of ESPIG.

Figure 5.1 – Gender parity index for primary education (grades 1-8) by region (2017/2018)²⁷⁶**Table 5.3 – Changes in net enrollment by sex over the review period²⁷⁷**

ESDP V INDICATOR	2013/2014	2017/18	ESDP V TARGET REACHED?
Grades 1-4, including ABE, NER female	104 %	107.3 %	No
Grades 1-4, including ABE, NER male	112 %	118.4 %	No
Grades 5-8 NER female	50 %	61.1 %	Yes
Grades 5-8 NER male	49 %	64.5 %	Yes
Grades 9-10 NER female	21 %	24.3 %	No
Grades 9-10 NER male	20 %	23.8 %	No

257. Regarding refugee groups, according to UNHCR, with more than 900,000 refugees and asylum-seekers living inside the country, Ethiopia is home to the second largest refugee population in Africa. The majority of refugees in Ethiopia come from three countries: South Sudan, Somalia and Eritrea. There have been improvements in refugee children's access to education, with increases in primary GER. However, primary GPI decreased from 0.71 to 0.69. Additionally, for the first time, the annual Educational Statistical Abstract with EMIS data in 2017/18 (E.C. 2010) included statistics on refugee education. Enrollment rates for pupils with special needs have stagnated since 2015/16 and remain drastically below ESDP V targets for 2018. Therefore, access of students with special needs to education remains much lower than for students generally.

²⁷⁶ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

²⁷⁷ FMoE, EMIS Education Statistics Annual Abstract 2010 E.C (2017/18), December 2018.

Learning outcomes in basic education

Finding 21: As Ethiopia still struggles with low rates of literacy, no significant improvements in learning (particularly reading scores) have been observed at national level and inequities in learning remain based on gender, region and urban versus rural areas.

National Learning Assessment (2011 and 2015)

258. The NLA tracks learning outcomes over time. The latest NLA was conducted in 2015 for Grade 4 (Mathematics, Mother-Tongue Reading, Environmental Sciences and English) and Grade 8 (Mathematics, Biology, Physics, Chemistry and English). The fifth NLA test in 2015 was based on the fourth NLA tests in 2011, allowing for comparison of system performance over time by proficiency levels.²⁷⁸ The World Bank's analysis of NLA 2015²⁷⁹ found that there were positive results with respect to proficiency levels.²⁸⁰ The number of students achieving basic proficiency or higher in all subjects between 2011 and 2015 had substantially increased for the two grades tested (Grades 4 and 8). While enrollment increased by 21 percent, the total number of students achieving basic proficiency or higher in all subjects increased from 505,000 to 792,000 (or by 57 percent) from 2011 to 2015.

259. Looking at **gender**, boys in general perform better than girls in the NLA tests across all subjects, as demonstrated in Table 5.4. The largest gaps in learning between girls and boys across both 2011 and 2015 remains in Mathematics, where the mean difference in 2015 between boys and girls was 4.84 percent.²⁸¹ This is broadly similar at Grade 8.

Table 5.4 – Comparison of NLA average scores in Grade 4 for all subjects, by year and gender (%)²⁸²

SUBJECT	2011		2015	
	AVERAGE SCORE FOR BOYS	AVERAGE SCORE FOR GIRLS	AVERAGE SCORE FOR BOYS	AVERAGE SCORE FOR GIRLS
Reading	43.23	43.26	47.99	45.96
English	39.30	38.13	41.11	38.24
Mathematics	37.88	36.04	53.76	48.92
Environmental Science	41.52	41.00	42.13	39.84
Average score	40.45	39.56	46.27	43.24

260. There are also differences by location – both between urban and rural but also across regions. **Urban** students tend to outperform **rural** ones, as demonstrated in Table 5.5. In the NLA 2015, the share of

²⁷⁸ GPE Secretariat QAR Phase 1 (July 16, 2019). QAR 1: Initial Program Consultation of ESPIG.

²⁷⁹ World Bank, GEQIP-E PAD, October 30, 2017.

²⁸⁰ The NLA defines four proficiency levels, relative to subject- and grade-specific learning goals: 1) Below Basic: only a minimal understanding of the subject and lack of skills to solve simple problems appropriate at the grade level; 2) Basic: partial understanding of the subject and skills to solve some simple problems appropriate at the grade level; 3) Proficient: solid understanding of the subject and skills to solve a wide variety of problems appropriate at the grade level; and 4) Advanced: comprehensive and in-depth understanding of the subject and skills to provide sophisticated solutions to complex question.

²⁸¹ NEAEA, Ethiopian Fifth NLA of Grades 4 and 8 Students, November 2016.

²⁸² Ibid.

students failing to achieve the basic level was lower in urban than in rural areas, by up to 10 percentage points (English at P4, Chemistry at P8). Urban pupils consistently score higher than rural pupils in all subjects for both grades. Average scores for both urban and rural students improved by similar rates from 2011 to 2015: the average NLA score for Grade 4 improved by 15 percent for rural pupils and by 14 percent for urban students.²⁸³ These urban vs. rural divides are also found in the Young Lives data:²⁸⁴ only 54 percent of 12-year-old children could read sentences in rural areas compared with 81 percent in urban sites.

Table 5.5 – Comparison of NLA average scores in Grade 4 for all subjects, according to year and rural versus urban location (%)²⁸⁵

SUBJECT	2011		2015	
	AVERAGE SCORE FOR RURAL PUPILS	AVERAGE SCORE FOR URBAN PUPILS	AVERAGE SCORE FOR RURAL PUPILS	AVERAGE SCORE FOR URBAN PUPILS
Reading	40.25	46.15	46.38	50.38
English	37.53	40.44	38.92	43.87
Mathematics	36.32	37.54	51.07	52.68
Environmental Science	39.65	43.32	40.41	44.08
Average score	38.42	41.87	44.19	47.75

261. Regional variations are also noticeable, as presented in Table 5.6. Looking at scores in 2015, the variation across regions is large. The learning gap between best- and worst-performing regions is high for both grades and all subjects. Overall, students from the most urbanized region, Addis Ababa, have the highest average NLA scores in Grade 4 in both 2011 and 2015. Those regions with the lowest learning scores remain the developing regions of Ethiopia: Gambella and Benishangul-Gumuz. For example, 70 percent of Grade 4 children scored at the Below Basic proficiency level in English in the worst-performing region (Gambella), as opposed to 9 percent in the best-performing region (Somali).²⁸⁶

Table 5.6 – Comparison of NLA average scores²⁸⁷ in Grade 4 by region in 2011 and 2015 (%)²⁸⁸

REGION	2011	2015
Tigray	38.20	41.89
Afar	36.31	42.00
Amhara	43.51	45.09
Oromia	38.50	43.65
Somali	41.21	53.42
Benishangul-Gumuz	36.32	34.85

²⁸³ Ibid.

²⁸⁴ Woldehanna and Gebremedhin (2016). “Learning outcomes of children aged 12 in Ethiopia: A comparison of two cohorts.” Young Lives. Accessible at: <https://www.younglives.org.uk/content/learning-outcomes-children-aged-12-ethiopia-comparison-two-cohorts>

²⁸⁵ NEAEA, Ethiopian Fifth NLA of Grades 4 and 8 Students, November 2016.

²⁸⁶ NEAEA. (November 2016). Ethiopian Fifth National Learning Assessment of Grades 4 and 8 Students.

²⁸⁷ Average score of 4 tests: Reading, English, Mathematics, and Environmental Science.

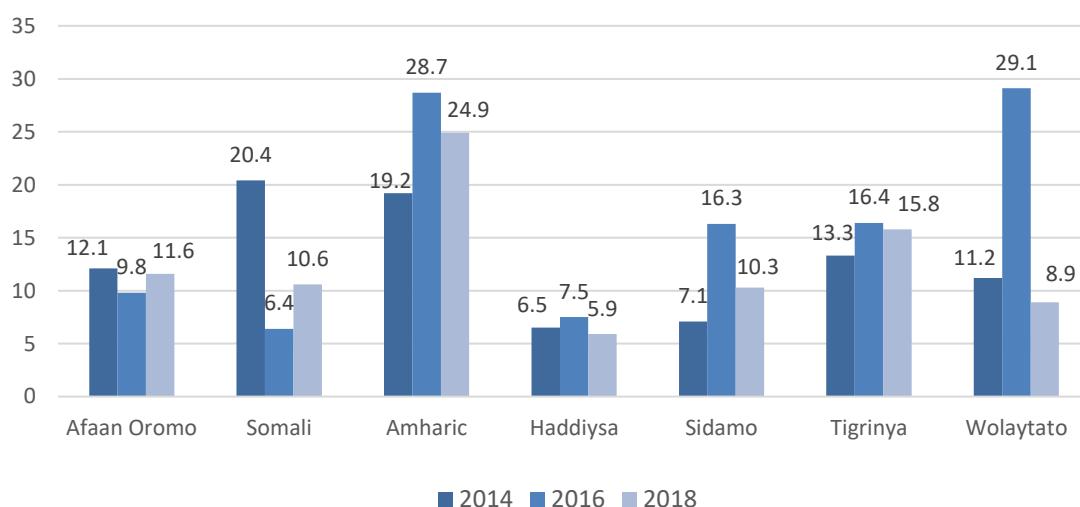
²⁸⁸ NEAEA. (November 2016). Ethiopian Fifth National Learning Assessment of Grades 4 and 8 Students.

SNNPR	42.21	43.82
Gambella	32.05	37.66
Harari	40.23	50.39
Addis Ababa	52.26	57.78
Dire Dawa	38.60	45.53
Average Score	40.06	44.74

Early Grade Reading Assessment (2014, 2016 and 2018)

262. EGRA results for oral reading fluency in Grade 2 for 2014 (baseline), 2016 (midline) and 2018 (endline) are shown below in Figure 5.2.

Figure 5.2 – Grade 2 oral reading fluency mean scores over time (%)²⁸⁹



263. According to USAID, ‘Changes in student reading performance across administration years 2014, 2016, and 2018 at overall national level are relatively small and do not exhibit a desired trend of improvement.’²⁹⁰ The assessments consistently found that, during the review period (2014-2019), high proportions of Grade 2 children scored below basic levels of fluency across the seven tested languages.²⁹¹ From 2014 and 2016, there were substantial increases in oral reading fluency scores in three languages, a substantial decrease in one language and marginal differences in the three remaining languages. There was no substantial progress in learning from 2016 to 2018, with significant increases observed in only one language (Somali). Overall, there was a very slight change in reading fluency in Grade 2 between 2014 and 2018, from 11.6 to 12.5 words per minute. The language variation underpinning this overall result suggests that progress has been varied, with scores falling in four out of the seven regions surveyed. As such, it is hard to conclude whether there has been meaningful change over the time period.

²⁸⁹ USAID, EGRA 2018 Report.

²⁹⁰ Ibid.

²⁹¹ The fluency scores presented for seven languages are for descriptive purposes only, not for evaluative comparison across languages, because the word-per-minute units do not have the same meaning in different languages.

National examinations

264. In addition to sample-based learning assessments in NLA and EGRA, learners also undertake national examinations, which occur at the end of the second primary cycle in Grade 8, after junior secondary in Grade 10 and upon leaving school at Grade 12.²⁹² These exams are structured to determine progression to the next stage, which is limited by the number of spaces available. As the Ethiopian General Secondary Education Exam is norm-referenced, it reveals student performance relative to their peers, rather than against set criteria. Scores cannot be compared across time, as NEAEA has only recently developed an item-bank for questions, meaning test difficulty has varied over the years (though, as tests are norm-referenced, this is not an issue for screening for the next grade).

265. ESDP V targeted improvements in secondary school examination scores, looking at the percentage scoring above a threshold. Here, performance was mixed, with initial gains retreating, and scores falling in 2017 back to 2013 levels or below. Progress in Grade 12 was better, with an increase in the proportion scoring above 350 from 45.3 to 52.9 percent between 2014 and 2017. The MTR found that this owed to a failure to implement the strategies within ESDP, notably those around the teacher development program and school improvement.

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

Finding 22: Delays and failure to implement suggest more efforts are needed for meaningful change to be achieved.

266. There is evidence from the MTR, and stakeholder interviews, to suggest that failure to implement many activities within the system led to stagnation, or minimal increases in equity and inclusion at the system level. However, where changes suggest the impacts will be on quality, such as ECE curriculum development, it is not possible to draw a causal claim, as it is not measured.

Table 5.7 – Impact-level changes

IMPACT-LEVEL CHANGES	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Increase in GER in upper primary and above	It is plausible that this is related to increases in the number of schools available, and an increase in the number of teachers.
PTR in primary and secondary level falling	Possible correlations can be established in terms of access and the provision of schools and teachers.
Decrease in dropout for Grades 1-8	Improved community awareness, growing teachers and educational leaders' capacity and the availability of school feeding programs have likely contributed to lower dropout rates in primary education.

²⁹² Certain exams will likely change based on proposed policy changes in the Roadmap 2030 as the education system structure shifts to a 6-2-4 structure, starting this 2019/20 academic year.

IMPACT-LEVEL CHANGES	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Gender parity in access to schooling has decreased across the system	Though an increase in teachers and schools would presumably positively influence gender parity, the decrease observed in gender parity in access is more likely due to negative gender norms. ²⁹³
No meaningful change over the time period in oral reading fluency	It is plausible that input-level improvements have not yet resulted in system-learning change. Ineffective utilization of textbooks and low quality of teaching are a concern and a focus going forward.

Implications for GPE's ToC and country-level operational model

Finding 23: Progress on outcome indicators has been mixed in Ethiopia. This raises questions on target-setting for the next ESDP, as donor support shifts to results-based modalities.

267. It is difficult to assess changes at the outcome level, partly because of the timing of the NLA data. However, EGRA data suggest continued challenges in learning, especially in the early grades – this is matched by stagnation in the Grade 1 dropout rate. The lack of data and progress on many of the headline indicators within ESDP V suggests that target-setting may be too aspirational; this needs to be considered carefully in the context of increased use of results-based approaches.

268. The GPE Secretariat, and its partners, should be aware of the balance between stretching and realistic targets in any appraisals of the upcoming sector plan – with substantial discussions around what success looks like in an economy and political system that is still developing. This is especially pertinent where funding relies on achieving targets.

Box 5.1 – Testing assumptions and assessing strength of evidence

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

Assumption 1 does not hold. It is very difficult to assess changes in learning outcomes at a system level in Ethiopia at this stage. Given the decreases in gender equality, it is hard to conclude positive effects on equity.

Assumption 2 partially holds. EMIS and NLAs produce system-wide data on equity, efficiency and learning to allow for measuring/tracking these changes. However, the timing (with new data being published late in 2019/early 2020) means they are not available for the review period. It is possible to track some changes particularly in relation to equity and efficiency.

The evidence for assessing changes in the education system in Ethiopia is weak. The NLA, due this year, will be the key piece of information for any future assessment of this.

²⁹³ The puzzle in terms of equity lies in the declining gender parity rate. Here, this is driven by NER for boys increasing at a greater pace than that for girls over the review period. It is unclear why this is the case, but it is plausible that the expansion of schools has resulted in more boys enrolling in the upper grades, which has caused gender parity to decline.

6 Changes over time and key influencing factors

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

270. This section reflects on the assessment of the contribution claims and assumptions that emerged at the conclusion of Year I of the evaluation and Year II and highlights any lessons learned. It presents insights that emerge from comparing the plausibility of GPE contribution claims over time.

Table 6.1 – Assessment of the plausibility of each contribution claim at Year 1 and endline

CONTRIBUTION CLAIM	ASSESSMENT AT YEAR 1	ENDLINE
Claim A: ‘GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.’	<i>Plausible</i>	<i>Plausible</i>
Claim B: ‘GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.’	<i>Plausible</i>	<i>Plausible</i>
Claim C: ‘GPE advocacy and funding requirements contribute to more and better financing for education in the country.’	<i>Not plausible</i>	<i>Partially plausible</i>
Claim D: ‘GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.’	<i>Somewhat plausible</i>	<i>Partially plausible</i>
Claim E: ‘The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.’	<i>Too early</i>	<i>Partially plausible</i>
Claim F: ‘Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education.’	<i>Too early</i>	<i>Insufficient data</i>

271. The endline evaluation assessment of the plausibility of Contribution Claim A remains ‘plausible’ – namely, that GPE’s support and influence has contributed to the development of a government-owned, credible and evidence-based sector plan. However, it is fairer to say that GPE’s support has influenced the quality of the plan through the MYAP. As GoE is just applying for the next planning grant, it is expected that GPE will have influence within this also. However, the evaluation highlighted the need to report regularly against the plan, and its MYAP, not just at the time of its development. Particular attention needs to be paid to the cascading of planning within a federal system such as Ethiopia.

272. Contribution Claim B also remains ‘plausible’. GPE has supported and contributed to mutual accountability for education sector progress. Dialogue has largely centered around the pooled funds and

the variable tranche, which was found to empower the LEG. One key area for improvement is the encouragement of dialogue to be sector-wide. Concerns persist over both the regularity of the JSRs and their structure, which could be more discursive. Initial successes in the inclusion of CSOs have not been matched by active participation, suggesting more work is needed to ensure dialogue is completely inclusive.

273. Contribution Claim C was found to be partly plausible. While there was only limited evidence to suggest GPE funding contributed to better domestic financing, this was achieved in terms of international financing through the multiplier fund. No evidence was found that the GPE contribution influenced other DPs' contributions in terms of the amounts and the quality of funding.

274. Contribution Claim D was found to be partly plausible. GPE's financial support contributed to the implementation of GEQIP, which helped implement the sector plan. However, there is no evidence suggesting the MYAP was carried through implementation. The EERBF project was found to be a successful piloting platform for interventions to be later scaled up.

275. Contribution Claim E was found to be partially plausible. While some successes in implementation have occurred through GEQIP II and the variable tranche funding, and some system-level shifts have occurred outside of the sector plan, failure to implement the sector plan activities is a key reason why limited system-level changes are being observed. This underlines the need for support to translating plans into actions, and ensuring plans are living documents.

276. Contribution Claim F was judged to have insufficient data to make a judgment – there have not been meaningful improvements in learning outcomes over the review period.

7 Conclusions and strategic questions/issues

277. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that the findings raise. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming CLEs.

7.1 Conclusions²⁹⁴

278. Ethiopia is a country undergoing many changes, with the education system having expanded fast to accommodate exceptionally large numbers of learners. Current population growth figures indicate that continuing efforts to guarantee access to education to all learners will remain a priority over the next decade.

279. Education planning is strong, and the federal government has the capacity to prepare credible education sector plans. In the last year, the main planning activities have centered around a Roadmap 2030, which will be the new long-term strategic plan for the education sector. The Roadmap process increased inclusivity in sector planning processes through a consultation process that lasted over three years. However, it is being implemented without an official document approved by Parliament, and has considerably reduced the period dedicated for preparing the next sector plan – ESDP VI.

280. Monitoring and implementation, in a large, diverse country, are often difficult and are still a weakness of Ethiopia – where the decentralized aspirations are often at odds with a strong central administration, with more work needed to support the decentralized structures. Communication of important policy decisions and top-down approaches to sector planning and implementation often rely on a cascading model that does not exist, owing to absence of capacity and high turnover in sub-national structures. In addition, there are regional disparities in data quality, combined with insufficient data to monitor the sector plan, which show that more efforts are required to strengthen EMIS, particularly at the decentralized level.

281. This varying capacity across regions has also posed challenges to the new modality of payment by results financing. More plausible targets considering regional disparities and shock proneness, as well as more flexibility in program design, will lessen the risk of leaving the education sector without enough upfront investment to carry out the activities planned.

282. GPE has a long history of support to education in Ethiopia and is held in high esteem by GoE and the ETWG. However, lack of direct presence of the Secretariat in country, and its contribution to a pooled fund, means GPE has no stronger leverage than other donors in relation to sector dialogue and monitoring. The introduction of the variable tranche in 2017 was found by stakeholders to have more strongly influenced sector dialogue and planning, while reinforcing a siloed and ‘projectized’ trend to monitoring and dialogue.

²⁹⁴ This section addresses evaluation questions CEQ 7 and 8.

Table 7.1 – Overview of GPE contribution to country-level objectives of the GPE ToC

COUNTRY-LEVEL OBJECTIVES	RATING OF DEGREE/LIKELIHOOD OF GPE CONTRIBUTION
Sector planning	Modest
Mutual accountability	Sector dialogue – Weak
	Sector monitoring – modest
Sector financing	Amount and quality of domestic financing – Weak
	Amount of international financing - High
	Quality of international financing – Modest
Sector plan implementation	Modest

7.2 Good practices arising from Ethiopia

283. There are two main good practices arising from Ethiopia observed during the evaluation, the first one among DPs and the other one within GoE.

- **Harmonization through sharing of the CA role:** In Ethiopia, the CA position has shifted in 2019 from UNICEF to a shared role between USAID and the Royal Norwegian Embassy. The flexibility of GPE's operational model to allow certain donors like USAID (which does not provide direct funding to either the Education Joint Sector Fund or GEQIP) to be involved as co-CA has been a strength to support the harmonization of sector dialogue, and was highlighted by stakeholders as a strong asset in such a large context like Ethiopia. Similarly, DPs emphasized as supportive the flexibility in having distinct co-CAs and co-chairs of the LEG, so co-CAs could focus on supporting GoE in grant applications and maintaining a strong link between the LEG and the Secretariat.
- **Supporting government-owned verification:** Verification agencies are often selected for both their expertise and their independence regarding quality and collection. In Ethiopia, for most DLIs, the CSA is the verification agency of choice. CSA as a government body is semi-independent, but has demonstrated that it will abide by its mandate as a verification agency for the EERBF and other payment by results programs as a trusted, independent department. In addition, the commissioning of the verification of the EERBF DLIs has strengthened the CSA's internal capacity. The process required adopting new methodologies, procedures and triangulation techniques to complete verification.

7.3 Strategic questions arising from this CLE for GPE

284. The following strategic questions arise from this CLE for GPE.

- The GPE's Secretariat process of assessing the credibility of ESPs allows further opportunities to influence sector planning in Ethiopia. Would adding additional scoring criteria to the 'achievability' sub-criteria allow for an evaluation of whether sector plans combine a 'right' balance between stretched and realistic targets?

- While GPE's ESPDG funds sector-wide plans, the recent split into two ministries raises coordination issues. As GPE has a stated priority (and in-country partners have a belief) that ESPIGs only support basic education, this could pose difficulties, whereby the higher education ministry has limited appetite for coordinated planning. How should the beneficiary partner (FMoE) handle the application process to guarantee credible sector-wide plans?
- While GPE has a clear value offer in technical assistance on planning, Ethiopia is an example of how strong planning does not necessarily translate to strong plan implementation. How can GPE improve its offer in terms of implementation support?
- The levers available to GPE rely on an ordered progression from sector analysis, to sector plan, to program design and implementation. However, the large MDTFs that drive implementation (GEQIP) deviate from this. The disconnect between the timing of GPE grants has important implications for the ability of GPE to influence sector planning and program design in Ethiopia. How can GPE update its model to reflect that scenario?

8 Annexes

Annex A Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?²⁹⁵ If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review?²⁹⁶ How?			
<p>CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review?²⁹⁷</p> <p>What are likely reasons for strong/weak sector planning?</p>	<ul style="list-style-type: none"> Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁹⁸ <ul style="list-style-type: none"> ESP is guided by an overall vision ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy 	<ul style="list-style-type: none"> Sector plan(s) for the period covered by the most recent ESPIG Education Sector Analyses and other documents analyzing key gaps/issues in the sector GPE ESP/TEP quality assurance documents GPE RF data (Indicator 16 a-b-c-d)³⁰² 	<ul style="list-style-type: none"> Descriptive analysis Triangulation of data deriving from document review and interviews

²⁹⁵ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²⁹⁶ The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

²⁹⁷ This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

²⁹⁸ Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

³⁰² If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines²⁹⁹ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)³⁰⁰ 	<ul style="list-style-type: none"> • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews 	

²⁹⁹ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

³⁰⁰ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies) • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent³⁰¹ • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan 		
CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?	<ul style="list-style-type: none"> • ESP/TEP objectives/envisioned results and related targets • For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines³⁰³ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • GPE ESP/TEP quality assurance documents • GPE RF data (indicator 16 a-b-c-d)³⁰⁶ • Other relevant reports or reviews that comment on the quality of the sector plan 	<ul style="list-style-type: none"> • Descriptive analysis

³⁰¹ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

³⁰³ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

³⁰⁶ If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on existing reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines³⁰⁴ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)³⁰⁵ 		
CEQ 1.2a (prospective CLE) Has GPE contributed to the observed	a) Contributions through GPE ESPDG grant and related funding requirements:	<ul style="list-style-type: none"> • Draft and final versions of the sector plan 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews

³⁰⁴ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

³⁰⁵ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)³⁰⁷</p>	<ul style="list-style-type: none"> • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development • Contributions through other (non ESPDG-related) support to sector planning: • Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan • Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning 	<ul style="list-style-type: none"> • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g. country lead back to office/mission reports • Other documents on advocacy/facilitation provided by Secretariat, CA or GA • Country-specific ESPDG grant applications • Interviews • Education sector analyses and other studies conducted with ESPDG funding 	
CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labeled CEQ 9-11)			
<p>CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review?</p> <p>What are likely reasons for strong/weak sector plan implementation?</p>	<ul style="list-style-type: none"> • Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas). • Extent to which sector plan implementation is funded (expected and actual funding gap) 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG • DCP government ESP/TEP implementation documents including mid-term or final reviews • Relevant programme or sector evaluations, including reviews 	<ul style="list-style-type: none"> • Descriptive analysis • Triangulation of data deriving from document review and interviews

³⁰⁷ Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Evidence of government ownership of and leadership for plan implementation (country specific).³⁰⁸ • Government implementation capacity and management, e.g.: <ul style="list-style-type: none"> – Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring – Clear roles and responsibilities related to plan implementation and monitoring – Relevant staff have required knowledge/skills/experience) • Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner. • Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) • Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged 	<p>preceding the period of GPE support under review</p> <ul style="list-style-type: none"> • JSR reports • Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government • CSO reports • Interviews • DCP's plan implementation progress reports 	
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not? a) Through GPE EPDG, ESPIG grants-related funding requirements and	Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable) <ul style="list-style-type: none"> • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant

³⁰⁸ For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)³¹⁰</p>	<ul style="list-style-type: none"> • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) • Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable) • EPDG/ESPIG resources allocated to(implementation) capacity development • Stakeholder views on GPE EPDG and ESPIG grants with focus on: <ul style="list-style-type: none"> – Value added by these grants to overall sector plan implementation; – the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche; – how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?); <p>Contributions through non-financial support</p>	<ul style="list-style-type: none"> • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)

³⁰⁹ Where applicable.

³¹⁰ Facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation • Relevance of GPE non-financial support in light of DCP government's own capacity development plan(s) (where applicable) • Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: <ul style="list-style-type: none"> – GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation – GPE non-financial facilitating harmonized development partners' support to plan implementation • Possible causes for no/ limited GPE contribution to plan implementation. 		
<p>CEQ 1.5 How has education sector financing evolved during the period under review?</p> <p>a) Amounts of domestic financing b) Amounts and sources of international financing c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)? 1. If no positive changes, then why not?</p>	<p>a) Amounts of domestic education sector financing b) Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) c) Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review d) Changes in education recurrent spending as a percentage of total government recurrent spending e) Amounts and sources of international financing f) Changes in the number and types of international donors supporting the education sector g) Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members) h) Changes in percentage of capital expenditures and other education investments funded through donor contributions i) Quality of sector financing</p>	<p>• Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • GPE results framework indicator 29 on alignment</p>	<ul style="list-style-type: none"> • Trend analysis for period under review • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups • Changes in extent to which other donors' funding/conditional budget support is tied to the education sector 		
<p>CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements?</p> <p>b) Through the GPE multiplier funding mechanisms (where applicable)?</p> <p>2. Through other means, including advocacy³¹¹ at national and/or global levels?</p>	<p>a) Through ESPIG funding and related requirements</p> <ul style="list-style-type: none"> • Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) • Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms • Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing • Changes in relative size of GPE financial contribution in relation to other donor contributions • Trends in external financing and domestic financing channelled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Alignment of GPE education sector program implementation grants with national systems³¹² 	<ul style="list-style-type: none"> • ESPIG grant applications and related documents (country commitment on financing requirement) • Donor pledges and contributions to ESP implementation) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups) 	<ul style="list-style-type: none"> • Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data

³¹¹ Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

³¹² GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) b) Through the GPE multiplier funding mechanism • Amount received by DCP government through the GPE multiplier fund (if applicable) • Stakeholder views on clarity and efficiency of multiplier application process c) Through other means (especially advocacy) • Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy³¹³ (e.g. JSRs attended by senior MoF staff) • Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging 		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?	<ul style="list-style-type: none"> • Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms • Frequency of LEG meetings, and changes in frequency during period under review • LEG members consulted for ESPIG application • Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> – Degree to which different actors lead, contribute to, or facilitate dialogue – Inclusiveness – Consistency, clarity of roles and responsibilities 	<ul style="list-style-type: none"> • LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • ESPIG grant applications (section V – information on stakeholder consultations) • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping

³¹³ This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent) – Likely causes for no/limited (changes in) sector dialogue 		
CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?	<ul style="list-style-type: none"> • Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools) • Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...) • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)³¹⁴ and recommendations are acted upon and implemented 	<ul style="list-style-type: none"> • LEG and JSR meeting notes • Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews 	<ul style="list-style-type: none"> • Pre-post comparison • Triangulate the results of document review and interviews

³¹⁴ Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector. Likely causes for no/ limited (changes in) sector monitoring. 		
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements³¹⁵</p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)³¹⁶</p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring <p>b) Non-grant related support</p> <ul style="list-style-type: none"> Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] <p>a) and b)</p>	<ul style="list-style-type: none"> LEG meeting notes Joint sector reviews or equivalents from before and during most recent ESPIG period GPE sector review assessments Grant agent reports Back to office reports/memos from Secretariat Interviews CSEF, KIX documents etc. 	<ul style="list-style-type: none"> Triangulate the results of document review and interviews

³¹⁵ All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

³¹⁶ Capacity development and facilitation primarily through Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs) • Possible causes for no/ limited GPE contributions to dialogue/monitoring. 		
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> • Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) <ul style="list-style-type: none"> – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific) 	<ul style="list-style-type: none"> • Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	<ul style="list-style-type: none"> • Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements • Types of unintended, positive and negative, effects deriving from other GPE support. 	<ul style="list-style-type: none"> • All data sources outlined for CEQs 1 and 2 above • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <ul style="list-style-type: none"> a) Improving access to education and equity? b) Enhancing education quality and relevance (quality of teaching/instruction)? c) Sector Management?³¹⁷ <p>If there were no changes in the education system, then why not and with what implications?³¹⁸</p>	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:³¹⁹</p> <ul style="list-style-type: none"> • Changes in number of schools relative to children • Changes in the average distance to schools • Changes in costs of education to families • Changes in the availability of programs to improve children's' readiness for school) • New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups • New/expanded measures put in place to ensure gender equality in education <p>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <ul style="list-style-type: none"> • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula • Changes in the quality and availability of teaching and learning materials • Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers 	<ul style="list-style-type: none"> • Education Management Information System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews • ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation) 	<ul style="list-style-type: none"> • Pre-post comparison of statistical data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

³¹⁷ The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

³¹⁸ Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

³¹⁹ The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) • Changes in out of school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) • Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education • Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) • Plausible links between changes in country's change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review on the one hand, and specific system-level changes put in place during the same period • Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 • Likely reasons for impact-level changes during period under review 	<ul style="list-style-type: none"> • ASER/UWEZO other citizen-led surveys • Grant agent and Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings 	
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
<p>CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries?³²⁰</p>	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> – Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors) – Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach) 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected and analysis conducted for other evaluation questions

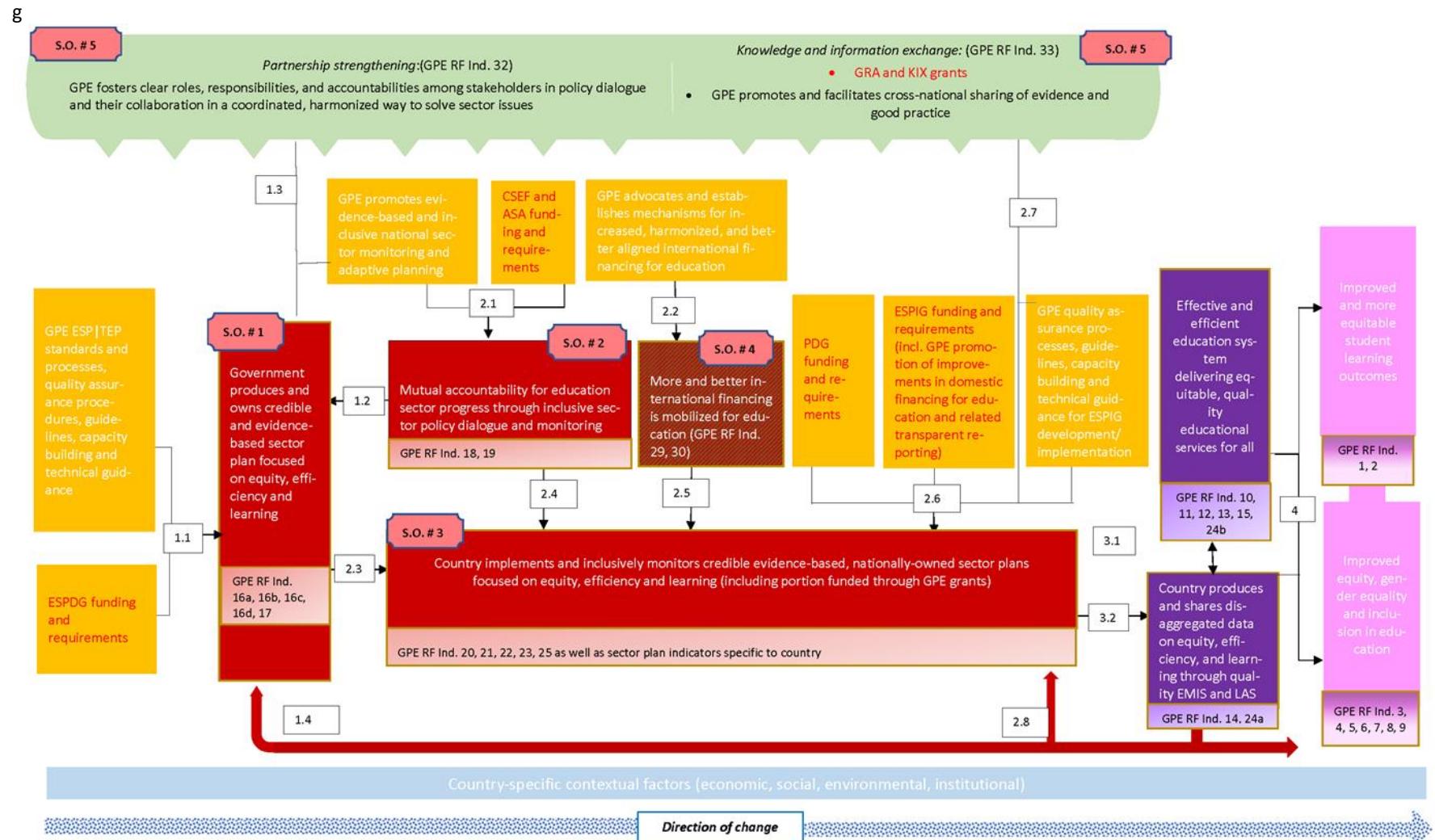
³²⁰ For both questions CEQ 7 and 8 the notion of 'good practice' refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally 'good practice'.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) – Extent to which logical links in the GPE theory of change are, or are not, supported by evidence – Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why – Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning) – Stakeholder satisfaction with GPE support 		
CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? ³²¹	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> – Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. – Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges³²² 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected and analysis conducted for other evaluation questions

³²¹ This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

³²² For example, highlighting promising approaches taken by the respective government and development partners to try and reach out of school children. Please note that 'innovative' means 'innovative/new in the respective context', not necessarily globally new.

Annex B GPE's country-level ToC



LEGEND

XXX	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
XXX	GPE financial inputs/support (grants) and related funding requirements
Country-level objectives	that GPE support/influence directly contributes to
Global-level objectives	that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
Global-level objectives	with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
Intermediate outcomes:	Education system-level changes
Impact:	Changes in learning outcomes, equity, equality, and inclusion
Contextual factors	
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan
1	Numbers represent the key areas where logical linkages (explanatory mechanisms) connect different elements of the theory of change to one another (' <i>because of x, y happens</i> '). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Annex C Explanatory mechanisms and (implicit) contribution claims

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

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
2.7 and 2.8	<ul style="list-style-type: none"> • (2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation • (3) there is mutual accountability for education sector progress • (4) the country has developed a credible and evidence-based sector plan • (5) more and better domestic and international financing for education is available • (6) GPE promotes and facilitates cross-national sharing of evidence and good practice • (7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation <p>The country implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning</p>	contribute to the effective and efficient <i>implementation</i> of sector plans.
3. From country-level objectives to system-level change (intermediary outcome)		
3.1	<p>BECAUSE</p> <ul style="list-style-type: none"> • (1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning <p>The education system becomes more effective and efficient towards delivering equitable quality educational services for all</p>	Contribution claim E: The development, implementation and monitoring of realistic evidence based sector plans contributes to positive changes at the level of the overall <i>education system</i> .
3.2	<p>BECAUSE</p> <ul style="list-style-type: none"> • (1) sector plan implementation includes provisions for strengthened EMIS and LAS • (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress <p>Country produces and shares disaggregated data on equity, efficiency, and learning</p>	
4. From system-level change (intermediate outcomes) to impact		
4	<p>BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality, and inclusion in education.</p>	Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion in education</i> .

Annex D Interview protocols

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

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

Approach to interviews

- Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review, and will form part of the consultative process.
- A stakeholder analysis, as presented in baseline report, will inform the selection of interviewees. Over the evaluation period the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent under-representation of key stakeholders.
- All interviews will comply with the team's commitment to the respective evaluation ethics (the work of the evaluation team will be guided by: OECD DAC Evaluation Quality Standards for Development Evaluation;³²³ UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;³²⁴ the World Bank's principles and standards for evaluating global and regional partnership programs;³²⁵ ALNAP's Evaluation of Humanitarian Action Guide;³²⁶ the Sphere Handbook and Standards for Monitoring and Evaluation;³²⁷ and Guidance on Ethical Research Involving Children.³²⁸)
- Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable note-taking). Reports will not quote informants by name and will not include direct quotes where it could risk revealing the participant's identity or attribution without prior consent.
- A protocol and standard format for recording interview notes is presented below. This will be used for all interviews and will ensure systematic recording of details, while allowing for flexibility in the specific questions asked. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable

³²³ <http://www.oecd.org/development/evaluation/qualitystandards.pdf>

³²⁴ <http://www.uneval.org/document/detail/21> and <http://www.uneval.org/document/detail/22>,

<http://www.uneval.org/document/detail/102> and <http://www.unevaluation.org/document/detail/100>

³²⁵ <http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf>

³²⁶ <http://www.alnap.org/resource/23592.aspx>

³²⁷ <http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf>

³²⁸ <http://childethics.com/>

searches on key thematic terms, initiatives and so on. This will maximize the analytical potential of interviews and the possibilities for triangulation.

Focus group discussions

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

Annex E Risks to the Evaluation and Ethics

Risks to the evaluation

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

Annex Table 1: Key anticipated risks and limitations, and proposed mitigation mechanisms

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

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
<p><i>Likelihood: Medium, but varying by country</i></p>	<p>Use of qualitative data – e.g. based on stakeholder consultations – to reconstruct likely baseline for key issues relevant for assembling the contribution story.</p> <p>Clearly identify data gaps and implications for data analysis in all deliverables.</p>
<p>Structure of available data is limiting</p> <p>To assess education sector progress, the evaluation team will use the best data available at country level. However, the format of available data may vary by country. For example, countries may use different criteria to define ‘inclusion’ in their data. This can pose challenges to synthesizing findings on GPE contributions in the respective area.</p> <p><i>Likelihood: Medium</i></p>	<p>As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.</p>
<p>Inaccessibility of in-country partners, resulting in incomplete datasets; limited triangulation; partners not fully seeing their views reflected in, and therefore rejecting, evaluation findings and forward-looking suggestions; increases in costs and time required for data collection; and delays in completing data collection and submitting deliverables.</p> <p><i>Likelihood: Medium</i></p>	<p>Reaching out to in-country stakeholders as early as possible before scheduled missions to explore their availability.</p> <p>Data collection via email, telephone, Skype, or through local consultants before or after site visits.</p> <p>Close collaboration with the Secretariat country lead and in-country focal point (e.g. coordinating agency) to identify and gain access to all key in-country stakeholders.</p> <p>Consult other individuals from the same stakeholder group if key envisaged informants are not available.</p>
<p>Being part of an evaluation changes the behavior of actors, independent of GPE support</p> <p>GPE partners within <i>prospective</i> evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts due to the evaluation.</p> <p><i>Likelihood: Medium to low</i></p>	<p>The evaluation team will review the performance data for the full set of GPE countries and see if the prospective evaluation countries have moved in their performance ranking over the lifecycle of the evaluation.</p>
<p>Evaluations (perceived to be) not sufficiently independent from the Secretariat Consequences: negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision-making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members.</p> <p><i>Likelihood: Medium to low</i></p>	<p>Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence.</p> <p>Review of all draft deliverables by an Independent Technical Review Panel (ITRP).</p> <p>The evaluation team will incorporate feedback received on draft deliverables as follows: (a) factual errors will be corrected; (b) for other substantive comments, the evaluation team will decide based on the available evidence whether (and how) to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.</p>

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
<p>Prospective country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits</p> <p>This can result in overly positive reports that miss areas requiring constructive criticism.</p> <p><i>Likelihood: Medium to low</i></p>	<p>The internal, independent and external quality assurance mechanisms described in Section 4.3, as well as feedback received from the ITRP, will make it possible to identify any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.</p>
<p>Countries no longer willing to participate in, or wish to withdraw partway through, an (prospective) evaluation</p> <p>Consequences: an unbalanced sample of summative or <i>prospective</i> evaluations. Difficulty completing all eight prospective evaluations in a consistent manner.</p> <p><i>Likelihood: Medium to low</i></p>	<p>A transparent selection/sampling process.</p> <p>Early work with GPE country leads and in-country implementing partners to build support for all country-level evaluations.</p> <p>Early and ongoing direct engagement with senior decision-makers in DCPs to ensure that key stakeholders understand the nature and anticipated duration –especially of the prospective evaluations.</p>

Ethics

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

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

Annex F Confirming and refuting evidence methodology

This evaluation pays attention to how contribution analysis can identify and determine the extent of influencing factors and alternative explanations and weighs confirming and refuting evidence. Following Lemire, Nielsen and Dybdal,³²⁹ we use the Relevant Explanation Finder (REF) as an operational framework to provide structure for enabling transparent and explicit decision-making regarding weighing confirming and refuting factors in the evaluative inquiry.

For each item of evidence, the evaluation team recorded the contribution claim the evidence relates to, described the item of evidence, recorded the data source and assessed whether the evidence confirms or refutes the contribution claim. The degree of influence on the contribution claim was assessed for each item of evidence, being judged on the basis of certainty, robustness, validity, prevalence and theoretical grounding.

Confirming and refuting evidence emerging from interview data was assessed by analyzing the impartiality of the informant (to what extent does this person have a vested interest in the subject of the fragment?), knowledge (How much knowledge/experience does the subject have of the subject of the fragment?) and coherency (How coherent is their point? Do they provide evidence?).

The assessment of plausibility for each contribution claim was then made on the basis of:

- The preconditions of contribution are in place (did the change happen? If not, there could not have been a contribution);
- Where GPE provided inputs or support for this change;
- Other support provided outside of the partnership;
- Supporting and refuting evidence;
- The extent to which the assumptions hold; and
- Logical reasoning.

³²⁹ Lemire, Nielsen and Dybdal, 2012. *Making contribution analysis work: A practical framework for handling influencing factors and alternative explanations*. Evaluation volume 18: 294.

Annex Table 2 Strength of evidence assessment example – documents

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

Annex Table 3 Strength of evidence assessment - interviews

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

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

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

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

Annex G Stakeholder mapping

Annex Table 5

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	<p>Interest: High.</p> <p>Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board.</p> <p>Importance: High</p>	<p>The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.</p>
Country-level		
Ministry of Education	<p>Interest: High</p> <p>Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat.</p> <p>Importance: High. Main partner for GPE grant design and implementation.</p>	<p>Key informants at country level.</p> <p>Minister, State Ministers and Directors of all key MoE directorates. Relevant FMoE and regional Bureau staff were interviewed in person during the country visit (see Annex I, list of stakeholders).</p>
Ministry of Science and Higher Education	<p>Interest: High</p> <p>Influence: Medium. New ministry responsible for shaping and implementing education sector policy for higher education.</p> <p>Importance: High</p>	<p>Key informants at country level.</p>
Other Government bodies (universities, parastatals, treasury)	<p>Interest: Medium</p> <p>Influence: Medium – Ministry of Finance is responsible for overseeing domestic financing and budgets, and Addis Ababa University has a role in drafting the Roadmap. The Central Statistical Agency (CSA) is the third-party verifier of the variable tranche component of the ESPIG in Ethiopia.</p> <p>Importance: Medium</p>	<p>Government stakeholders from MoF, Addis Ababa University, CSA and National Examination Agency were interviewed in person during the country visit (see Annex I, list of stakeholders).</p>

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Key Education Sector Stakeholders (national level)		
Grant Agent: World Bank	<p>Interest: High</p> <p>Influence: High. Responsible for managing GPE donor funding for education related to the ESPIG, managing of the Joint Sector Fund and conducting biannual joint missions for monitoring.</p> <p>Importance: High</p>	<p>Key informant at country level. Consulted multiple times during the country visit to Ethiopia in August, 2019 and attended the debrief session at the conclusion of the country visit.</p>
Coordinating Agency: co-shared role of USAID and Royal Norwegian Embassy since March 2019	<p>Interest: High</p> <p>Influence: High. Through its facilitating role, the coordinating agency plays an important role in implementation of the ESPIG and participation in the LEG, the Education Technical Working Group (ETWG).</p> <p>Importance: High</p>	<p>Key informant at country level. Consulted multiple times during the country visit to Ethiopia in August, 2019 and attended the debrief session at the conclusion of the country visit.</p>
Other Development Partners (donor agencies, multilateral organizations); USAID, DFID, Embassy of Finland, Royal Norwegian Embassy, UNICEF and UNESCO.	<p>Interest: High</p> <p>Influence: High, through their participation in the ETWG, in sector monitoring exercises, as well as to their own activities in the education sector. It should be noted that the local education group, the ETWG, is co-chaired by DFID and Embassy of Finland.</p> <p>Importance: High</p>	<p>Key informants at country level were interviewed in person during the country visit.</p>
Domestic non-governmental organizations: Ethiopia Teacher's Association and Basic Education Network-Ethiopia (NGO consortium)	<p>Interest: High</p> <p>Influence: Low. Most are not active members of the ETWG.</p> <p>Importance: Medium-High.</p>	<p>Key informants at country level were consulted during the country site visit.</p>
Philanthropic Foundations	<p>Interest: NA</p> <p>Influence: NA</p> <p>Importance: NA</p>	<p>No consultations conducted.</p>

Annex H List of consulted individuals

In total, 33 individuals were interviewed for the Year 2 Ethiopia CLE, of which 13 were women. All consulted individuals, except for four, were based in Addis Ababa. Four individuals were consulted over the phone, while the rest were interviewed in person.

Annex Table 6

ORGANIZATION	NAME	TITLE	M/W
Government			
Ministry of Education	Elias Wakjira	Director, Planning and Resource Mobilization	M
Ministry of Education	Oscar Mauricio Diaz	ODI Advisor to the MoE's Planning and Resource Mobilization Directorate	M
Ministry of Education - Gender Directorate	Temesgen Kebebew	Senior Gender Expert	M
Oromia Regional Education Bureau	Dereje Mekonnen	GEQIP2 Focal Point	M
MoE's EMIS	Million Bekele	Senior EMIS Data Analyst	M
Ministry of Education	Berhan Hailu	GEQIP Coordinator	M
International Cooperation Directorate, Ministry of Finance and Economic Cooperation	Addis Yigzaw	Director	W
National Educational Assessment and Examinations Authority (NEAEA)	Mesaye Demessie Zeleke	Deputy General	M
National Educational Assessment and Examinations Authority (NEAEA)	Yilikal Wondimeneh	Director, National Educational Assessment Directorate	M
MoE's EMIS	Million Bekele	Senior EMIS Data Analyst	M
Development partners			
World Bank	Anna Olefir	Senior Education Specialist, Task Team Leader	W
World Bank	Girma Woldetsadik	Senior Education Specialist	M
DFID UKAID	Sewit Desta	Senior Education Specialist	W
DFID UKAID	Richard Arden	Education Person, Co-Chair of ETWG	M
British Council	Netsanet Demewoz	Education Portfolio Lead	M
Embassy of Finland	Dr. Sai Vayrynen	Education Counsellor, Co-Chair of ETWG	W

ORGANIZATION	NAME	TITLE	M/W
Embassy of Norway	Ms. Vigdis Cristofoli	Counsellor/Assistant Director General, Co-Coordinating Agent	W
USAID Ethiopia	Ms. Sonjai Reynolds-Cooper	Chief, Education and Youth Office, Co-Coordinating Agent	W
USAID Ethiopia	Aurore Dorelien	Deputy Chief of Education	W
USAID Ethiopia	Fredi Merhatsidk	MoE's Focal Point in USAID	M
USAID Ethiopia	Addis Yigzaw	USAID Education M&E Specialist	W
USAID Ethiopia	Yadesa Adfaw	USAID Education	M
USAID Ethiopia	Frehiwot Wubishet	USAID Education	W
USAID Ethiopia	Belete Deribie	USAID Education	M
UNESCO Ethiopia	Demissew Lemma	UNESCO Education Focal Point	M
UNESCO – International Institute for Educational Planning	Anton De Grauwe	Technical Cooperation Lead on supporting member states for education sector strategic and operational planning	M
UNICEF Ethiopia	Shumye Molla	Education Specialist	M
UNICEF Ethiopia	Maekelech Gidey	Education Specialist	W
UNICEF Ethiopia	Emmanuelle Abrioux	Former education specialist	W
Civil Society			
Addis Ababa University	Dr. Tassew Woldehanna	President of Addis Ababa University	M
Cambridge University	Dr Pauline Rose	Director of Research for Equitable Access and Learning (REAL) Center	W
Ethiopia Teachers' Association	Yohannes Bent	Director	M

Annex I ESPIG funded project contributions to Education Sector Development Plan V (ESPD V) through GEQIP II implementation

Annex Table 7: GEQIP II Results³³⁰

GEQIP II PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2014 UNLESS STATED)	TARGET	ACHIEVED	STATUS AS OF JUNE 2018
Improving learning conditions in primary and secondary schools	Textbooks availability and utilization: ratio of primary students to newly procured mother tongue textbooks	1:0	1:1	1:0.74	Not met
	Textbook availability and utilization: percentage of students that bring their textbooks to school	58% in 2012/13 GEQIP I evaluation	90% for math, 70% for science and social science	31% ³³¹	Not met
	Teacher effectiveness measured as an index of average scores of school inspection standards on teachers' knowledge, lesson planning, teacher practices and assessment practices	45.4% (level 1); 59.3% (level 2) in 2013/14 and 2015/16	Progress in the index at both levels	46.4% (level 1); 59.5% (level 2)	Met
	Percentage of schools using at least half of their school grant allocation for the SIP teaching and learning domain	n/a	100%	74%	Not met
Strengthening of institutions at	Increased MoE capacity for evidence-based decision making as reflected in reduction in dropout rate in Grade 1	25% in 2012	17%	19.49%	Not met

³³⁰ As of the Implementation Completion Mission Aide Memoire for the Ethiopia Education Results Based Financing Project (ESPIG's variable tranche component) in June 2019 and the final Implementation Status & Results Report (ISR #11) of the GEQIP II in February 2019.

³³¹ The 2018 results of textbook survey results show that on average 31% of students bring their textbooks to classes.

GEQIP II PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2014 UNLESS STATED)	TARGET	ACHIEVED	STATUS AS OF JUNE 2018
different levels of educational administration	Increased MoE capacity for evidence-based decision making as reflected in percentage of Grade 1 and Grade 2 schools that have moved up to Grade 2 and 3 respectively.	19.1% (level 1); 68.2% (level 2) in 2016	10% of Level 1 schools and 5% of Level 2 schools move up to Level 2 and 3, respectively	57.5 % of level 1 schools move to level 2 or level 3; and 8.5% of level 2 schools move to level 3. ³³²	Met
Intermediate Results: Curriculum, Textbooks, Assessment, Examinations and Inspection	Number of textbooks and supplementary materials procured and distributed to O class – Grade 12 (cumulative)	0	120,000,000 by June, 2019	125,859 by August, 2019	On track
Intermediate Results: Management and	Dissemination of education statistics annual abstract by early October following the school year. Binary outcome: 1 if delivered, 0 if otherwise	0	1	0 by December 2018	Not met

³³² Based on 21,363 schools re-inspected in 2016/17 and 2017/18.

GEQIP II PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2014 UNLESS STATED)	TARGET	ACHIEVED	STATUS AS OF JUNE 2018
capacity building, including EMIS	Number of national learning assessment items banked for grades 4, 8, 10 and 12 with acceptable psychometric characteristics	0	800 items for G4 and G8, and 1000 for G10 and G12 by June, 2019	Grades 4&8: 1,800 and Grade 10 &12: 3,360 items developed. These are going to be banked by December 2019.	Met
	Number of primary and secondary teachers who took written licensing exam	30,256	200,000	321,596 by Dec 2018	Met
	Percentage of schools inspected	0% in 2013	95%	95% by Dec 2018	Met
	Percentage of Level 1 and Level 2 schools re-inspected	0%	16,033 by 2017/18	21,363 by Dec 2018	Met
Intermediate Results: Teacher development program	Number of graduates from universities in school leadership with post-graduate diploma every year (annual)	897	800	2,372	Met
	Number of diploma graduates per year from colleges of teacher education for primary education (annual)	12,925	10,000 (for 2017/18, not cumulative)	25,509 in Dec 2018	Met
	Number of post-graduate diploma in teacher regular graduates every year from universities for secondary schools (annual)	3,139	1,500	3,338	Met
	Number of primary teachers upgraded from certificate to diploma every year from CTEs (annual)	22,808	22,000	30,949 by Dec 2018	Met
	Number of teachers upgraded from diploma to post-graduate diploma in teaching in the summer	652	13,000	18,347 by Dec, 2018	Met

GEQIP II PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2014 UNLESS STATED)	TARGET	ACHIEVED	STATUS AS OF JUNE 2018
	Number of primary and secondary teachers who received English language training (cumulative)	0	10,000	76,064 by Dec, 2018	Met
	Number of G7-8 teachers who received math and science updating training	0	20,000	27,811 by Dec 2018	Met
Intermediate Results: School Improvement Plan	Percentage of schools receiving school grants by October 31 st of each year	0%	80%	32% by Dec 2018	Not met
Intermediate Results: Improving the quality of learning and teaching through the use of ICT	Procurement and delivery of E-cloud infrastructure (binary: 1 if delivered, 0 otherwise)	0	1	1 by Dec 2018	Met
Intermediate Results: Program coordination, monitoring, evaluation and communication	Planning and Resource Mobilization Directorate produces consolidated annual GEQIP workplan by mid-May each year (binary: 1 if delivered, 0 otherwise)	0	1	0 by Dec 2018	Not met
	Submission of consolidated semi-annual report (March) and annual report (Sept) of GEQIP II (binary: 1 if delivered, 0 otherwise)	0	1	1 by Dec 2018	Met
	Production of final reports from the proposed specialized evaluations (2 school grant evaluations, textbook survey, comprehensive beneficiaries survey) evaluations undertaken	0	Evaluations (2 school grant, 1 textbooks, comprehensive beneficiaries survey) undertaken.	SGs evaluation survey result reported in June 2018; Textbook survey results reported in June 2018;	Met

GEQIP II PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2014 UNLESS STATED)	TARGET	ACHIEVED	STATUS AS OF JUNE 2018
	Students benefiting from direct interventions to enhance learning	20,137,555	23,650,000	25,934,981 by June 2019 ³³³	Met
	Students benefiting from direct interventions to enhance learning (female percentage)	46	48.7	47.1	Not met

Annex Table 8: Ethiopia Education Results Based Financing Project (ESPIG Variable Tranche) Results³³⁴

EERBF PROJECT PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2017 UNLESS STATED)	TARGET BY JUNE 2019	ACHIEVED	STATUS AS OF JUNE 2019
To contribute to improvement of learning conditions in primary schools in targeted regions	Share of low performing primary schools in Afar region (of baseline schools in region)	46.50%	25.70%	32.20%, by June 2019	Met & verified
	At least 90% of O-class teachers in Benishangul-Gumuz region (>447) trained on newly developed accelerated ECE curriculum package	0%	90%	100%, by August 2018	Met & verified ³³⁵

³³³ 2013/14 figures include: 18,139,200 primary; and 1,998,355 secondary students. 2014/15 figures include: 18,691,217 primary; and 2,108,115 secondary students. 2016/17 figures include: 25,934,98121. O class, primary and secondary students. 2017/18 ESAA not yet released.

³³⁴ As of the Implementation Status & Results Report (ISR #4) of the Ethiopia Education Results Based Financing Project (ESPIG variable tranche) in June 13, 2019.

³³⁵ The indicator is also a DLI (verified and confirmed by the CSA in August 2018). To support the ongoing expansion of the O class program, the government trained more O class teachers exceeding the end-of-project target of at least 448 teachers trained.

EERBF PROJECT PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2017 UNLESS STATED)	TARGET BY JUNE 2019	ACHIEVED	STATUS AS OF JUNE 2019
	At least 90 percent of O-class teachers in Gambella region (>160) trained on newly developed accelerated ECE curriculum package	0%	90%	100%, by March 2019	Met (but not yet verified) ³³⁶
	Additionally appointed trained female primary school principles	3,150	6,210	5,274 by June, 2019	Not met (not yet verified)
	Utilization and report by each region on supplementary school grant support for children with special needs	1% supplementary school grant (no report on utilization)	detailed report on utilization of 4% supplementary school grant	detailed report on utilization of 4% supplementary school grant, by June, 2019	Met & verified ³³⁷
	Grade 1 dropout rates in SNNP region	25.20%	13%	16.90%, by March 2019	Not met ³³⁸
Intermediate Results Component	Level 1 schools in Afar re-inspected	No	Yes	Yes, by March 2018	Met

³³⁶ This indicator is also a DLI (reportedly met, subject to verification by the CSA). To support the ongoing expansion of the O class program, the government trained more O class teachers exceeding the end-of-project target of at least 161 teachers trained (that is 218).

³³⁷ The indicator is also a DLI. DLR 4.1 (2% top-up to regional school grant allocation received and utilized by each region to specifically support special needs) has been verified and confirmed by the CSA. The new achievement of 4% top-up school grant is under verification.

³³⁸ According to sample-based verification, grade 1 dropout rate in SNNP region has been reduced to 16.9%. It was reported to be a result of both dropouts monitoring and mitigation interventions implemented by the MoE, REBs, woredas and schools, and better registration of new enrollees, repeaters and re-admittants at school level.

EERBF PROJECT PDOS AND INTERMEDIATE RESULT COMPONENTS	INDICATORS	BASELINE (2017 UNLESS STATED)	TARGET BY JUNE 2019	ACHIEVED	STATUS AS OF JUNE 2019
1: Improving learning conditions in primary schools in targeted regions	New 0-class curriculum package developed	No	Yes	Yes, by Sept, 2018	Met
Intermediate Results Component 2: Strengthening equity and inclusion in education	Female primary school principals trained	0	3,060	2,818, by Sept 2018	Not met
	Special needs school grant guidelines updated	No	Yes	Yes	Met
Intermediate Results Component 3: Improving internal efficiency of primary schools in SNNP region	Mechanism in place to closely monitor and mitigate dropouts	No timely mechanism since EMIS data is lagged by 1 school year	Dropout rates are determined using data disaggregated at the level of schools and used in policy making	Dropout rates are determined using data disaggregated at the level of schools and used in policy making, by Sept 2018	Met

Annex J Ethiopia sector financing data

Annex Table 9: Sector financing data

ISSUE	DATA
DOMESTIC FINANCING	
Total domestic education expenditure (including recurrent and capital) for all education sub-sectors (early childhood education, primary, lower/higher secondary, higher education, TVET, and adult literacy)	Increase from 54,823 million ETB in 2014/15 to 88,979 million ETB in 2017/18
Recurrent domestic education expenditure	Increase from 35,652 million ETB in 2014/15 to 65,313 million ETB in 2017/18
Capital domestic education expenditure	Increase from 19,170 million ETB to 23,346 million ETB in 2017/18
Total domestic public expenditure (including recurrent, capital, financing and debt service)	Increase from 224,881 million ETB in 2014/15 to 354,205 million ETB in 2017/18 ³³⁹
Recurrent domestic public expenditure, excluding financing and debt service	Increase from 101,860 million ETB in 2014/15 to 198,899 million ETB in 2017/18 ³⁴⁰
Capital domestic public expenditure, excluding financing and debt service	Increase from 117,682 million ETB in 2014/15 to 143,735 million ETB in 2017/18 ³⁴¹
Financing and debt service	Increase from 5,337 million ETB in 2014/15 to 11,570 million ETB in 2017/18
Total domestic education expenditure share of total public expenditure (%)	Small increase from 25.0% in 2014/15 to 25.9% in 2017/18 (though dip from 26.8% in 2016/17)
Total domestic education expenditure share of national GDP (%)	Decrease from 4.2% in 2014/15 to 4.1% in 2017/18 (though increase to 4.8% in 2016/17)
Total domestic primary education expenditure	Increase from 17,399 million ETB in 2015/16 to 31,647 million ETB in 2017/18
Primary Recurrent Education Share of Education Recurrent Expenditure (%)	Increase from 40.3% in 2015/16 to 45.5% in 2017/18 (though a significant drop in 2016/17 to 34.2%)
INTERNATIONAL FINANCING FROM 2014 TO PRESENT (USD, MILLIONS, 2017)³⁴²	

³³⁹ Source: GPE Funding Model Requirements (2018). Annex on domestic financing in Ethiopia.

³⁴⁰ Source: GPE Funding Model Requirements (2018). Annex on domestic financing in Ethiopia.

³⁴¹ Source: GPE Funding Model Requirements (2018). Annex on domestic financing in Ethiopia.

³⁴² All OECD figures are taken from: OECD.Stat Creditor Reporting System (CRS) stats.oecd.org, Accessed on September 2, 2019.

ISSUE	DATA
DOMESTIC FINANCING	
Total ODA (all sectors) during review period from 2014 to present	Increase from \$3,629.95 million USD in 2014 to \$5,5478.27 million USD in 2017
Total amount of ODA to education from 2014 to present	Increase from \$177.213 million USD in 2014 to \$622.89 million USD in 2017
Education ODA as share of overall ODA from 2014 to present	Increase from 5% in 2014 to 11% in 2017 (though a dip to 3% in 2016 due to focus on 2016 drought response)
Total amount of ODA to <u>Basic Education</u> from 2014 to present	Significant increase from \$82.082 million USD in 2014 to \$419.344 million USD in 2017
Basic Education ODA as share of total education ODA from 2014 to present	Significant increase from 46% in 2014 to 67% in 2017
ESPIG amount as share of education ODA during review period	GEQIP II total financing was \$550 million USD in 2017 (\$77.7 million USD gap remained) GPE's ESPIG: \$100 million USD DFID: £120 million GBP Finland: €19.8 million Euro Italy: €7.5 million Euro USAID: \$20 million USD
ESPIG amount as % of total share of financing of ESP	GPE's ESPIG (\$100 million USD) was 18% of the total GEQIP financing cost (\$550 million USD)
ESPIG amount at % of <u>actual</u> ESP financing	ESPIG's contribution to GEQIP II represents 2% of the total ESDP V implementation cost for General Education

Annex K Selected system-level country data

Annex Table 10: Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in number of schools relative to # of children	<ul style="list-style-type: none"> From 2016 to 2018, the number of schools increased by 2%, while the number of students remained steady. The total number of enrolled students increased from 22,635,915 million in 2013/14 to 26,905,580 in 2016/17 to 26,788,640 million in 2017/18. The total number of primary and secondary schools in Ethiopia increased from 39,231 in 2016/17 to 40,063 in 2017/18.³⁴³
Changes in average distance to school	<ul style="list-style-type: none"> No recent data available 2014 ESA states construction efforts were undertaken to reduce distances from households to schools, with a target of maximum 3km for any child.
Changes in costs of education to families	<ul style="list-style-type: none"> No data available
Changes in availability of programs to improve children's readiness for school	<ul style="list-style-type: none"> New national O-class ECE curriculum package developed in March of 2018 (DLR of ESPIG variable tranche). To support the ongoing expansion of the O class program, the government trained more O class teachers in newly developed ECE curriculum package, exceeding the end-of-project target of at least 448 teachers trained in Benishangul Gumuz and 218 teachers trained in Gambella.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	<ul style="list-style-type: none"> In order to meet the target set for the ESDP V, students with special needs require special and separate support package backed by special dedicated budget. New special needs school grant guidelines updated in March 2018 MoE met new target of utilization and report by each region on supplementary school grant support for children with special needs in September 2018 (detailed report on utilization of 4% supplementary school grant).
New/expanded measures put in place to further gender equality in education	<ul style="list-style-type: none"> In order to strengthen equity and inclusion in education, the number of female primary school principals trained was 2,818 by September 2018. The number of additionally appointed trained female primary school principals reached 4,108 by March 2019.

Annex Table 11: Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios (primary education) ³⁴⁴	<ul style="list-style-type: none"> The national PTR for primary school (grades 1-8) is 1:43 in 2017/18. PTR for the first cycle (1-4) is 1:55, and 1:35 for the second cycle (5-8).

³⁴³ According to EMIS 2017/18 data: The total number of primary schools in Ethiopia is 36,466 in 2017/18. This is an increase from 35,838 reported in the 2016/17. The total number of secondary schools in Ethiopia is 3,597 in 2017/18. This is an increase from 3,393 in 2016/17.

³⁴⁴ According to EMIS 2017/18 data.

	<ul style="list-style-type: none"> PTR trends over time have improved from 1:50.4 in 2009/2010 to 1:43 in 2017/2018. PTR in 2017/18 is highest in Ethiopia-Somali (1:99), followed by Oromia (1:53) and Afar (1:48). With the exception of Ethiopia-Somali and Oromia, all regions achieved a primary PTR of below 50 (lowest in Harari at 1:20). Addis Ababa is the only region where the PTR for both cycles are almost the same.
Changes in pupil/trained teacher ratio (secondary education) ³⁴⁵	<ul style="list-style-type: none"> The PTR in secondary grades is 1:26 in 2017/18, similar to the previous year's result; the PTR in first cycle of secondary is higher compared to the PTR in second cycle, with the exception of Afar and Harari. The trend in PTR shows that it has been decreasing since 2009/2010, when it was 1:36. In Ethiopia-Somali, the total PTR is unacceptably high (1:40). The lowest PTR is in Harari region (1:18).
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	<ul style="list-style-type: none"> There are a total of 620,654 teachers across all levels in 2017/18. the total number of primary and secondary schools in Ethiopia increased from 39,231 in 2016/17 to 40,063 in 2017/18. Therefore, an average of 15.5 teachers per school in 2017/18. The average number of teachers has grown 37% from 2013/14 to 2017/18, higher than the growth of student population of 18% from 2013/14 to 2017/18.
Changes in relevance and clarity of (basic education) curricula	<ul style="list-style-type: none"> Due to GEQIP interventions, secondary curriculum has shifted to emphasize science and technology (with introduction of 70/30 graduate policy). By the end of 2018, ESDP V scheduled updates to the curriculum had yet to be carried out. The expected institute for new curriculum development was not established yet. It was learned from qualitative data that establishing a new curriculum development the institute is underway. The proposal for establishing the institute has been completed and sent to the Prime Minister's office after commented by higher officials. However, the draft Roadmap outlines many planned changes moving forward in 2019/2020 onwards: <ul style="list-style-type: none"> Design comprehensive curriculum for 0-class Standardize the curriculum of the school readiness program Introduce competence-based comprehensive approach for life skills and introduce higher order thinking for primary school curriculum Design the primary school curriculum in light of the proposed structure (1-6) and align it with the pre-primary curriculum
Changes in availability and quality of teaching and learning materials	<ul style="list-style-type: none"> The national pupil to textbook ratio PTxR is 4:1 nationally in 2017/18 (EMIS).

³⁴⁵ According to EMIS 2017/18 data.

	<ul style="list-style-type: none"> However, there are wide regional variations with Tigray and Harari having the highest PTxR at 8 and 7.4 respectively, and Somali and Gambella regions with the lowest PTxR with less than 1 textbook per child.
Changes to pre-service teacher training	<ul style="list-style-type: none"> During the GEQIP II project period (2014-2019), a total of 83,309 primary teacher trainees and 24,856 secondary teacher trainees graduated from diploma and post-graduate diploma teaching programs. 106,063 in-service primary teachers completed their upgrading programs from certificate to diploma, and 59,069 secondary teachers from bachelor degree (in non-teaching fields) to PGDT. There are a total of 483,339 teachers teaching in primary 1-8 grade level and out of this 245,959 or 80% are qualified for primary (grade1-4) levels. Similarly, out of 206,091 teachers teaching in primary (grade 5- 8), 96% are qualified.
Changes to in-service teacher training	<ul style="list-style-type: none"> During the GEQIP II project period (2014-2019), 70,226 in-service English language teachers, and 27,811 mathematics and science teachers attended short-term training programs as part of their continuous professional development. In all cases, achievements have exceeded the targets.

Annex Table 12: Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)	In October 2018, the Federal Ministry of Education (MoE) formally split and became two ministries. A new Ministry of Science and Higher Education (MoSHE) was established, tasked with “to lead the development of science, higher education as well as the technical and vocational education and training (TVET) in Ethiopia”. The existing Ministry of Education continued to oversee general education, including pre-primary, primary and secondary education.
Is a quality learning assessment system (LAS) within basic education cycle in place?	Ethiopia is one of the few countries in Africa that has institutionalized learning assessments through its National Learning Assessment (NLA), a test administered nationally at different levels at four-year intervals. The NLA has taken place since 1999/2000 at Grades 4 and 8 until 2008, when Grade 10 and 12 were subsequently added. The national public examination system has been in place since 1950 for grades 8, 10 and 12 and is used for the purpose of promotion, selection and certification of students.
Changes in how country <u>uses</u> LAS.	In addition to MoE's NLAs, capacity within MoE has been built, supported by USAID, to carry out early learning assessments. The EGRA examination has been conducted by USAID in 2014, 2016 and 2018 and it will now form a regular part of the assessment procedures. The next EGRA examination will take place in 2020 and will be implemented by the MoE.
Does country have functioning EMIS?	The EMIS in Ethiopia is functioning and produces sufficient data, but this is underutilized for decision-making purposes due to: delays to publication, varying data quality particularly across regions, and lack of technical capacity for analysis.

ISSUE	OBSERVATIONS
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	<p>The EMIS has grown in strength throughout its operation for the past two sector plans. Achievements include EMIS offices in all woredas/districts and the annual survey of schools effectively completed. The EMIS also includes a School Management Information System (SMIS) and a Teacher Licensing Information Management System (LIS) to support the collection of data needed to improve planning and evidence-based decisions. Unique identifiers produced through this exercise have also been introduced into the national learning assessment system.</p> <p>However, concerns remain around regional disparities in the quality of data, gaps in indicators reported to UIS and issues with timeliness of data, though this has improved considerably this year. As a result, EMIS data is not effectively used to inform policy dialogue</p>

Annex L Selected impact-level country data

Annex Table 13: Progress in strengthening sector management

ISSUE	OBSERVED TRENDS FROM UIS ³⁴⁶ (UP TO AND INCLUDING DURING REVIEW PERIOD)	OBSERVED TRENDS FROM EMIS ³⁴⁷ (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes		
Changes/trends in learning outcomes (basic education):	<ul style="list-style-type: none"> ▪ In 2015, 10 percent of students in Grade 4 were achieving at least a minimum proficiency level in reading (according to 2015 NLA). ▪ In 2015, 17 percent of students in Grade 4 were achieving at least a minimum proficiency level in mathematics (according to 2015 NLA). 	N/A
Equity, gender equality and inclusion		
Changes in gross enrollment rates during review period	Pre-primary: <ul style="list-style-type: none"> • GER: increase from 17.51% in 2012 to 30.24% in 2015 <ul style="list-style-type: none"> ◦ GER for female students: increase from 16.98% in 2012 to 29.42% in 2015 ◦ GER for male students: increase from 18.04% in 2012 to 31.03% in 2015 Primary <ul style="list-style-type: none"> • GER: increase from 94.55% in 2012 to 101.94% in 2015 <ul style="list-style-type: none"> ◦ GER for female students: increase from 90.98% in 2012 to 97.03% in 2015 ◦ GER for male students: increase from 98.05% in 2012 to 106.75% in 2015 Secondary <ul style="list-style-type: none"> • GER: decrease from 37.66% in 2012 to 35.1% in 2015 <ul style="list-style-type: none"> ◦ GER for female students: decrease from 35.72% in 2012 to 34.26% in 2015 	Pre-primary: <ul style="list-style-type: none"> • GER (females): increased from 33% in 2013/14 to 43.1% in 2017/18 (missed ESDP V target of 64% by 2017/18) • GER (males): increased from 35% in 2013/14 to 45.1% in 2017/18 (missed ESDP V target of 65% by 2017/18) Primary (1-8) Gross Enrollment Rates <ul style="list-style-type: none"> • GER (female): increase from 98% in 2013/14 to 103.5% in 2017/18 (meeting ESDP V target of 99% for 2017/18) • GER (male): increase from 105% in 2013/14 to 115% in 2017/18 (meeting ESDP V target of 105% for 2017/18) • GER trends in Grades 1-8 indicate some incremental improvement, but the gender gap has become wider Secondary (9-10)

³⁴⁶ UIS Database: <http://data.uis.unesco.org/#>, accessed on September 2nd, 2019.

³⁴⁷ Ethiopia Federal Ministry of Education, Education Statistics Annual Abstract 2010 E.C. (2017/18).

ISSUE	OBSERVED TRENDS FROM UIS ³⁴⁶ (UP TO AND INCLUDING DURING REVIEW PERIOD)	OBSERVED TRENDS FROM EMIS ³⁴⁷ (UP TO AND INCLUDING DURING REVIEW PERIOD)
	<ul style="list-style-type: none"> ○ GER for male students: decrease from 39.55% in 2012 to 35.83% in 2015 	<ul style="list-style-type: none"> ● GER (female): increase from 37% in 2013/14 to 45.2% in 2017/18 (missed ESDP V target of 55% by 2017/18) ● GER (male): increase from 40% in 2013/14 to 50.1% in 2017/18 (missed ESDP V target of 55% by 2017/18)
Changes in net enrollment rates during review period	<p>Pre-primary:</p> <ul style="list-style-type: none"> ● NER: Increase from 15.75% in 2012 to 28.62% in 2015 <ul style="list-style-type: none"> ○ NER for female students: increase from 15.03% in 2012 to 27.86% in 2015 ○ NER for male students: increase from 16.45% in 2012 to 29.36% in 2015 <p>Primary</p> <ul style="list-style-type: none"> ● NER: increase from 78.73% in 2012 to 85.44% in 2015 <ul style="list-style-type: none"> ○ NER for female students: increase from 76.55% in 2012 to 82.25% in 2015 ○ NER for male students: increase from 80.87% in 2012 to 88.56% in 2015 <p>Secondary</p> <ul style="list-style-type: none"> ● NER: constant from 30.03% in 2014 to 30.41% in 2015 	<p>Primary (1-8) Net Enrollment Rates</p> <ul style="list-style-type: none"> ● NER (female): increase from 90% in 2013/14 to 95.4% in 2017/18 (meeting ESDP V target of 94% in 2017/18) ● NER (male): increase from 95% in 2013/14 to 104.6% in 2017/18 (meeting ESDP V target of 96% in 2017/18) <p>Secondary (9-10)</p> <ul style="list-style-type: none"> ● NER (female): increase from 21% in 2013/14 to 24.3% in 2017/18 (missed ESDP V target of 34% by 2017/18) ● NER (male): increase from 20% in 2013/14 to 23.8% in 2017/18 (missing ESDP V target of 34% by 2017/18)
Gender parity index of enrollment	<ul style="list-style-type: none"> ● GPI in NER for pre-primary: increase from 0.91 in 2012 to 0.95 in 2015 ● GPI in NER for primary: decrease from 0.95 in 2012 to 0.93 in 2015 ● GPI in NER for secondary: decrease from 0.99 in 2014 to 0.97 in 2015 	<ul style="list-style-type: none"> ● GPI in pre-primary (index): no change from 0.95 in 2013/14 to 0.95 in 2017/18 (missed ESDP V target of 0.98 by 2017/18) ● GPI in Grades 1-8 (index): decrease from 0.93 in 2013/14 to 0.90 in 2017/18 (missed ESDP V target of 0.96 by 2017/18) ● GPI in Grades 9-12 (index): decrease from 0.91 in 2013/14 to 0.89 in 2017/18 (missed ESDP V target of 0.96 by 2017/18)

ISSUE	OBSERVED TRENDS FROM UIS ³⁴⁶ (UP TO AND INCLUDING DURING REVIEW PERIOD)	OBSERVED TRENDS FROM EMIS ³⁴⁷ (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in (i) primary completion rate and (ii) lower secondary completion rate (by gender)	<ul style="list-style-type: none"> Primary completion rate: 47.13% in 2016³⁴⁸ Lower secondary completion rate: 21.25% in 2016 Upper secondary completion rate: 13.20% in 2016 	<ul style="list-style-type: none"> Primary completion rate to grade 8 for females: increase from 47% in 2013/14 to 55.9% in 2017/18 (missed ESDP V target of 61% by 2017/18) Primary completion rate to grade 8 for males: increase from 47% in 2013/14 to 59.5% in 2017/18 (missed ESDP V target of 61% by 2017/18) Lower secondary completion rates not available
Changes in out of school rates for (i) primary and (ii) lower secondary	<p>Primary OOS children</p> <ul style="list-style-type: none"> OOS number for children of primary school age: decreased from 3,152,376 children in 2012 to 2,221,454 children in 2015 OOS rate for children of primary school age: decreased from 20.51% in 2012 to 13.98% in 2015 <p>Secondary OOS children</p> <ul style="list-style-type: none"> OOS number for children of lower secondary school age: increase from 3,649,621 children in 2012 to 4,598,812 children in 2015 OOS rate for children of secondary school age: increased from 40.22% in 2012 to 46.84% in 2015 	<ul style="list-style-type: none"> Out of school rates not available in EMIS
Gender parity index of out of school rates	<ul style="list-style-type: none"> Percentage of out of school primary aged children that are female has increased from 54.7% in 2012 to 60.8% in 2015 	<ul style="list-style-type: none"> Not available
Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	<ul style="list-style-type: none"> It is estimated by UIS that nearly 32% of primary school aged children are out of school (estimated total of 16 million primary school aged children)³⁴⁹ <ul style="list-style-type: none"> 34% of rural children are out of school, compared to 14% of urban children out of school (rural primary school aged population is 13,956,000, in comparison to 2,291,000 million urban primary school aged children) 	<ul style="list-style-type: none"> About 46.8% of school aged refugee children are out of school in 2017/18

³⁴⁸ Ethiopia DHS 2016. The survey collected data on school attendance for age 5-24 and educational attainment for age 5 and above.

³⁴⁹ UIS data visualization tool for OOSCI data, accessed on September 3rd, 2019.

ISSUE	OBSERVED TRENDS FROM UIS ³⁴⁶ (UP TO AND INCLUDING DURING REVIEW PERIOD)	OBSERVED TRENDS FROM EMIS ³⁴⁷ (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)	<ul style="list-style-type: none"> ○ 47% of the poorest children are out of school, compared to 15% of the richest children out of school (poorest primary school aged population is 3,440,000, in comparison to 2,632,000 richest primary school aged population) ● At 91.44% in 2014 for male and female students ● At 90.92% in 2014 for female students ● At 91.95% in 2014 for male students 	<ul style="list-style-type: none"> ● Transition from primary 1st cycle to primary 2nd cycle is low, with gross enrollment dropping from 137% to 79.3%. ● Transition from primary to secondary education is low, with notable regional disparities. <ul style="list-style-type: none"> ● Regional differences are notable, with Addis Ababa having the highest GER at 85.3%, followed by Gambella and Tigray with 58.6% and 46.3% respectively. Afar and Ethiopia-Somali regions have the lowest enrollment rate in secondary education. ● Nationally the GER for males is higher compared to females, however in Amhara and Addis Ababa females are attending secondary education than males. Afar and Ethiopia-Somali regions have the lowest enrollment rate in secondary education. ● While GER trends over time have seen an overall increase in primary enrollment, second cycle primary enrollment rates have stalled since 2005/06, further indicating low levels of student transition.
Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education	<ul style="list-style-type: none"> ● Grade 1 dropout rate: 25.96% in 2014 ● Grade 1 dropout rate for females: 25.52% in 2014 ● Grade 1 dropout rate for males: 26.35% in 2014 ● Cumulative dropout rate in primary education (1-8): 61.75% in 2014 ● Cumulative dropout rate in primary education (1-8) for females: 60.71% in 2014 	<ul style="list-style-type: none"> ● Grade 1 dropout rate female: decrease from 23% in 2013/14 to 19% in 2017/18 (missing ESDP V target of 2013 by 2017/18) ● Grade 1 dropout rate male: slight decrease from 21% in 2013/14 to 20% in 2017/18 (missing ESDP V target of 12% by 2017/18)

ISSUE	OBSERVED TRENDS FROM UIS ³⁴⁶ (UP TO AND INCLUDING DURING REVIEW PERIOD)	OBSERVED TRENDS FROM EMIS ³⁴⁷ (UP TO AND INCLUDING DURING REVIEW PERIOD)
	<ul style="list-style-type: none"> Cumulative dropout rate in primary education (1-8) for males: 62.66% in 2014 Repetition rates in primary education (1-8): 7.08% in 2014 Repetition rates in primary education (1-8) for females: 6.85% in 2014 Repetition rates in primary education (1-8) for males: 7.29% in 2014 	<ul style="list-style-type: none"> Cumulative Grade 1-8 dropout rate female: slight increase from 11% in 2013/14 to 11.4% in 2017/18 (missing ESDP V target of 7% by 2017/18) Cumulative Grade 1-8 dropout rate male: no change from 11% in 2013/14 to 10.9% in 2017/18 (missing ESDP V target of 7% by 2017/18) Grade 1-8 repetition for females: decrease from 8% in 2013/14 to 5% in 2017/18 (missing ESDP V target of 4% by 2017/18) Grade 1-8 repetition for males: decrease from 9% in 2013/14 to 5.5% in 2017/18 (missing ESDP V target of 5% by 2017/18)

Annex M GPE Results Framework Indicators

RF #	Indicator Description	GPE RFI Data		
		2016	2017	2018
Sector Planning				
RF16a	<i>Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards³⁵⁰</i>			1 (5/7 criteria met)
RF16b	<i>Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards</i>			1 (5/5 criteria met)
RF16c	<i>Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)</i>			1 (4/5 criteria met)
RF16d	<i>Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards</i>			1 (5/5 criteria met)
RF17	<i>Proportion of DCPs or States with a data strategy that meets quality standards³⁵¹</i>			
Dialogue and Monitoring				
RF18	<i>Proportion of joint sector reviews (JSRs) meeting quality standards³⁵²</i>	0 (1/5 criteria met) ³⁵³	No JSR	No JSR
RF19	<i>Proportion of LEGs with (a) civil society and (b) teacher representation</i>		1	1 ³⁵⁴

³⁵⁰ Standard 1 - Guided by an overall vision; Standard 2 – Strategic; Standard 3 – Holistic; Standard 4 - Evidence-based; Standard 5 – Achievable; Standard 6 - Sensitive to context; and Standard 7 - Attentive to disparities.

³⁵¹ Country must either be producing timely data on 12 key indicators, or have a robust strategy to address this. Detailed in their ESPIG application

³⁵² Criteria for assessment: 1. Inclusion/Participation; 2. Aligned to ESP; 3. Evidence Based; 4. Informing Action 5. Embeddedness in Policy Cycle. JSR must meet three of these standards to be considered adequate. The GPE RFI assessment should be backed up or revised using the data from desk review and missions. In the case that no assessment exists, an assessment can be made from available data.

³⁵³ Met criteria 1 (participatory and inclusive)

³⁵⁴ Both teachers and civil society represented

Sector Financing				
RF10	<i>Proportion of DCPs that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20 percent or above³⁵⁵</i>	23.1%		
RF29	<i>Proportion of GPE grants aligned to national systems³⁵⁶</i>	9/10	9/10	9/10 ³⁵⁷
RF 30	<i>Proportion of GPE grants using: (a) cofinanced project or (b) sector pooled funding mechanisms</i>	1 (sector pooled)	1 (sector pooled)	1 (sector pooled)
RF31	<i>Proportion of country missions addressing domestic financing issues</i>	2 missions	3 missions	1 mission
Sector Plan Implementation				
RF20	<i>Proportion of grants supporting EMIS/learning assessment systems³⁵⁸</i>	1 (Both EMIS and LAS)	1 (Both EMIS and LAS)	1 (Both EMIS and LAS)
RF21	<i>Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants</i>			
RF22	<i>Proportion of teachers trained through GPE grants, out of the total planned by GPE grants</i>			
RF23	<i>Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants</i>			
RF25	<i>Proportion of GPE program grants assessed as on-track with implementation³⁵⁹</i>		Moderately satisfactory, slightly behind	Slightly behind
System Level Changes				
RF11	<i>Equitable allocation of teachers, as measured by the relationship (R^2) between the number of</i>			

³⁵⁵ Excluding debt servicing from national budget. All national bodies that play a part in education (ministries, parastatals etc.).

³⁵⁶ This is assessed using a 10-point questionnaire (given in RFI technical guidelines).

³⁵⁷ Aligned with all components except procurement.

³⁵⁸ Only learning assessment system

³⁵⁹ This is based on a semi-structured qualitative assessment from Grant Agents and GPE CLs

	<i>teachers and the number of pupils per school in each DCP</i>			
RF12	<i>Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level³⁶⁰</i>	No (67.66 PTTR)	No (70.88 PTTR)	
RF13	<i>Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP³⁶¹</i>			
RF14	<i>Proportion of DCPs reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)</i>	10/12 ³⁶²	5/12 ³⁶³	8/12 ³⁶⁴
RF15	<i>Proportion of DCPs with a learning assessment system within the basic education cycle that meets quality standards</i>			Under development
RF24	<i>Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning</i>			1 (equity) and well performing
Student Level Impact				
RF1	<i>Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)</i>			

³⁶⁰ “Trained” defined as having completed the countries standard teacher training

³⁶¹ This defines wastage as any excessive amount of time taken for students to complete basic education (e.g. if it takes the average student 7 years to complete 6 years schooling then there is 1 year wasted spending caused by inefficiency in teaching).

³⁶² All sub-criteria met except pupil/teacher ratio and percentage of trained teachers in lower secondary education.

³⁶³ 7 sub-criteria not met: primary pupil/teacher ratio, lower secondary pupil/teacher ratio, percentage of primary school teachers trained, percentage of lower secondary school teachers trained, public expenditure on education as % of GDP, public expenditure on education as % of total public expenditure, primary education expenditure as % of total education expenditure.

³⁶⁴ 4 sub-criteria not met: primary pupil/teacher ratio, lower secondary pupil/teacher ratio, percentage of primary school teachers trained, percentage of lower secondary school teachers trained.

RF2	<i>Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being³⁶⁵</i>			
RF3	<i>Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE</i>	991,283	1,602,302	2,317,353
RF4a	<i>Proportion of children who complete primary education</i>	53.66%	54.28%	
RF4b	<i>Proportion of children who complete lower secondary education</i>	29.38%	29.61%	
RF5a	<i>Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for primary education</i>	0.985	0.96	0.96
RF5b	<i>Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for lower secondary education</i>	0.908	0.96	0.96
RF6	<i>Pre-primary gross enrollment ratio</i>	25.08%	30.24%	
RF7a	<i>Out-of-school rate for children of primary school age</i>	13.51%	13.98%	
RF7b	<i>Out-of-school rate for children of lower secondary school age</i>	46.84%	46.84%	
RF8a	<i>Gender parity index of out-of-school rate for primary education</i>	1.54	1.58	
RF8b	<i>Gender parity index of out-of-school rate for lower secondary education</i>		1.1	
RF9	<i>Equity index³⁶⁶</i>	0.372 (improved 10% since base year)	0.399 (improved 10% since base year)	0.391 (improved 10% since base year)

Source: GPE Results Framework Data

³⁶⁵ Data from UNICEF Multiple Indicator Cluster Survey (MICS)³⁶⁶ Measurement of learning outcome disparities in gender, wealth and location (rural v. urban)