

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

Democratic Republic of the Congo Second Annual Report
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Acronyms

AFD	French Development Agency (Agence Française de Développement)
ALNAP	Active Learning Network for Accountability and Performance
CA	Coordinating Agency
CATED	Technical Support Unit for the Education Sector (Cellule d'Appui Technique à l'Éducation), now SPACE (see below)
CCS	Joint Sectoral Committee (Comité de Concertation Sectoriel)
CCT	Thematic Consultation Committee (Comité de Concertation Thématique)
CEQ	Country Evaluation Question
CIEAS	Independent Learning Assessment Unit (Cellule Indépendante d'Évaluation des Acquis Scolaires)
CL	Country Lead
CLE	Country-Level Evaluation
CLO	Country-Level Objective
COGES	Management Committee (Comité de Gestion)
CONCEPT	National Education for All Coalition (Coalition Nationale de l'Éducation Pour Tous)
COPA	Comité des Parents
CPSE	Partnership Framework for the Education Sector (Cadre Partenarial du Sector de l'Éducation)
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CTP	Provincial Technical Committee (Comité Technique Provincial)
CTS	Joint Sub-Sectoral Committee (Comité Technique Sous-Sectoriel)

DAC	Development Assistance Committee
DCP	Developing Country Partner
DFID	UK Department for International Development
DLI	Disbursement-Linked Indicator
DP	Development Partner
DRC	Democratic Republic of Congo
ECD	Early Childhood Development
ECE	Early Childhood Education
EFA	Education For All
EGRA	Early Grade Reading Assessment
EGMA	Early Grade Mathematics Assessment
EMIS	Education Management Information System
EQ	Evaluation Question
EQUIP	Education Quality Improvement Program (known as PAQUE)
ESA	Education Sector Analysis
ESIP	Education Sector Implementation Plan
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Program Implementation Grant
FBO	Faith-Based Organization
FENECO	Teachers' Union
FGD	Focus Group Discussion
FTI	Fast Track Initiative
GA	Grant Agent

GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GEQ	Global Evaluation Question
GII	Gender Inequality Index
GNI	Gross National Income
GPE	Global Partnership for Education
GRA	Global and Regional Activities
GoDRC	Government of Democratic Republic of Congo
HDI	Human Development Index
IBRD	International Bank for Reconstruction and Development
IIEP	International Institute for Education Planning
IFM	Teacher Training Institute (Institute de Formation de Maître)
IRC	International Red Cross
ISCED	International Standard Classification of Education
ISR	Implementation Status Report
JSR	Joint Sector Review
KII	Key Informant Interview
LAS	Learning Assessment
LEG	Local Education Group
M&E	Monitoring and Evaluation
MAS	Ministry of Social Affairs, Human Rights and National Solidarity (Ministère des Affaires Sociales)
MEPST	Ministry of Primary and Secondary Education and Technical Education (Ministère de l'Enseignement Primaire, Secondaire et Technique)
MESU	Ministry of Higher Education (Ministère de l'Enseignement Supérieur et Universitaire)

MFPMA	Ministry of Technical and Professional Education (Ministère de la Formation Professionnelle, Métiers et Artisanat)
MONUC	United Nations Organization Mission in the Democratic Republic of Congo
MTE	Mid-Term Evaluation
NFM	New Funding Model
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OOSC	Out-of-School Children
PAD	Project Appraisal Document
PAO	Operational Action Plan (Plan d'Action Opérationnel)
PAQUE	See EQUIP above
PARSE	Project d'Appui au Redressement du secteur de l'éducation
PASEC	Programme for the Analysis of Education Systems (Programme d'Analyse des Systèmes Éducatifs)
PBF	Performance-Based Financing
PDG	Program Development Grant
PEQPESU	Secondary and University Educational Quality and Relevance Project (Projet d'Éducation pour la Qualité et la Pertinence des Enseignements aux niveaux Secondaire et Universitaire)
PER	Public Expenditure Review
PIE	Interim Education Plan (Plan intérimaire pour l'éducation)
PIU	Project Implementation Unit
PRGSP	Poverty Reduction and Growth Strategy Paper
PROSEB	Basic Education Support Project (Projet de Soutien à l'Éducation de Base)
PROVED	Educational Province (Province Éducationnelle)

QAR	Quality Assurance Review
RESEN	Status Report on the National Education System (Rapport d'État du Système Éducatif National)
RF	Research Framework
SDG	Sustainable Development Goal
SECOPE	Service of Teacher Management and Teacher Payroll (Service de Contrôle et de la Paie des Enseignants)
Sous-PROVED	Educational Sub-Province (Sous-Province Éducationnelle)
SPACE	Permanent Secretariat for Support to and Coordination of the Education Sector (Secrétariat Permanent d'Appui et de Coordination du Secteur de l'Éducation)
SSEF	Sector Strategic Plan (Stratégie Sectorielle pour l'Éducation et la Formation)
SYECO	Teachers Union
TENAFEP	National Exam for Primary Studies (Test National de Fin d'Études Primaires)
TEP	Transitional Education Plan
ToC	Theory of Change
TOR	Terms of Reference
UIS	UNESCO Institute of Statistics
UK	United Kingdom
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USA	United States of America
USAID	United States Agency for International Development
WGI	Worldwide Governance Indicators

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, cofinance, 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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The views in this report are those of the evaluators and should not be attributed to the GPE Secretariat or any other stakeholder referred to in the report.

Disclaimer

A draft version of this report was shared with the Secretariat, an Independent Technical Review Panel and the Local Education Group in DRC. Comments from all three groups of stakeholders were incorporated into this report.

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 Democratic Republic of the Congo (DRC) – 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 DRC that was submitted in May 2018 and a first annual report delivered in July 2018. This report presents the findings of the final prospective evaluation mission to the country, which took place from 10 to 23 July 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 prospective evaluation 2017-2020.

B) Purpose and objectives

The purpose of the prospective evaluations is to assess whether GPE's inputs and influence are orienting education sector planning, implementation and monitoring toward the intermediary outcomes outlined in its theory of change (ToC). In the first two years of the evaluation, the prospective evaluations have been forward-looking, and explore 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 DRC with a summative view of the 2017-2020 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 DRC

DRC is the second largest country in Africa, with a total population of 85 million people, 40 percent of whom are younger than 14 years old. It is one of the least developed countries in the world, ranking 179 out of 189 countries on the Human Development Index in 2017. DRC remains a fragile context, with political instability, frequent eruptions of violence in North Kivu and recently in Kasaï and weak governance. Presidential elections, scheduled for 2016, were delayed for two years until in December 2018, when Felix Tshisekedi was elected. DRC also has been grappling with Ebola outbreaks. The fragile context in DRC combined with a rapidly growing young population has applied pressure to the delivery of education.

DRC's education system consists of pre-primary (ages three to five), primary (ages six to 11, Grades 1-6), secondary (ages 12 to 17, Grades 7-12) and tertiary (ages 18 to 22, four years). The academic school year starts in September and ends in July. Primary education is neither free nor compulsory. DRC recognizes public faith-based and non-faith-based schools and private schools.

The National Education Sector Plan (SSEF) (2016-2015) was endorsed in 2016 and outlines the country's strategy around its three axes: to develop access to and ensure equity in education; to improve the quality of learning; and to improve the governance and oversight of the system. Under the first axis, the focus is to promote free primary education, expand universal primary education and adapt the education system to promote the social integration of young people. Under the second axis, the SSEF aims to create the conditions for a quality education system, by setting up monitoring and quality assurance systems and provide an educational environment conducive to learning. The third axis aims to strengthen the governance of the system through the establishment of transparent standards and mechanisms for resource management. The SSEF is operationalized by a five-year operational plan (2016-2021), which was updated to a three-year operational plan (2019-2022) in August 2019.

D) GPE in DRC

DRC has been a GPE partner since 2012. It has been the recipient of four GPE grants thus far, including one Program Development Grant (PDG), an Education Sector Plan Development Grant (ESPDG) and two Education Sector Implementation Grants (ESPIGs). In addition, DRC has received three Civil Society Education Funds (CSEFs) to the National Coalition for Education for all in the DRC (CONEPT-RDC) and participated in seven Global and Regional Activities (GRA) programs. In addition, GPE provides a wide range of non-financial inputs such as technical assistance, advocacy, knowledge exchange, quality standards, funding mechanisms and best practices.

During the evaluation period (2016-2019), GPE's engagement largely consisted of the ESPIG, which funds the Education Quality Improvement Program (EQUIP)⁹ and non-financial support to planning, dialogue/monitoring and financing (e.g. technical support to the Treasury regarding budgeting, etc.). EQUIP is the second ESPIG received by DRC and contains a grant of \$100 million dollars, for the period 2017-2021. To date, only 13 percent of the grant has been disbursed.¹⁰ For the GPE grants, the World Bank has been the Grant Agent (GA) and the United Nations Children's Fund (UNICEF) the Coordinating Agency (CA).

EQUIP has three components: 1) Quality of Learning in Primary Education (\$65.5 million); 2) Strengthen Sector Management (\$21.8 million); and 3) Management, Monitoring and Evaluation of the Program (\$12.7 million).

E) GPE contributions to sector planning

State of sector planning in DRC between 2015-2019

Education sector planning in DRC is covered by the SSEF (2016-2025) and operationalized by the Operational Action Plan (PAO) (2016-2021) at the national level and provincial operational plans at the provincial level. The development process of the SSEF started in 2012 and brought together the entire educational

⁹ PAQUE in French.

¹⁰ <https://www.globalpartnership.org/country/democratic-republic-congo..>

community, including the four ministries involved in education, religious and non-religious school representatives, donors, teacher unions, parents' associations and other members of civil society.

As per GPE quality standards for education sector plans (ESPs), the SSEF (2016-2025) and its corresponding five-year budgeted PAO are of good quality. The participatory development process addressed issues outlined in the Education Sector Analysis well but the plan has some shortcomings, including lack of a clear prioritization of goals and activities, lack of clear delineation of responsibilities, limited focus on gender issues and slow progress in translating the national ESP to the provincial level.

The SSEF (2016-2015) centers around three main objectives: 1) developing access and ensuring equity, which encompasses setting up free primary education, extending the basic education cycle to eight years and adapting training to promote the social integration of young people; 2) improving the quality of learning by putting in place monitoring and quality assurance systems and providing an educational environment conducive to learning; and 3) improving the governance and steering of the sector by strengthening the system of governance, through the establishment of transparent standards and mechanisms for the management of resources and making management more efficient and equitable at all levels, building on better organized partnerships

GPE contributions to sector planning

During the evaluation period 2015-2019, GPE's **ESPDG funding** supported the development process of the SSEF and the PAO. The **Quality Assurance Review (QAR) processes** of both the SSEF and the PAO were made during the reviews associated with the ESPIG application process, and during the independent appraisal of the plan, which helped improve the plans and applications. **ESPIG funding requirement 1 (a credible, endorsed plan)** provided an incentive to add greater detail to the process of developing the SSEF. GPE supported the development process through technical assistance to underlying documents for the development of the SSEF and guidance on the ESPIG application process. In DRC, the **variable tranche** has been less effective in leveraging better sector planning and dialogue, given competing incentives between submitting the grant proposal on time and using the variable tranche as a means to focus sector policy dialogue and sector planning.

Implications for GPE

The political situation in DRC in the past three years, following the delay to the presidential and regional elections from 2016, has severely impeded the efficiency and quality of education sector planning since endorsement of the SSEF. However, despite these contextual challenges, GPE standards and application processes, financial support and the technical support and appraisal provided by GPE members have been a significant driver of improvements in sector planning in DRC.

F) GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in DRC between 2015-2019

DRC has a variety of dialogue and monitoring mechanisms at its disposal, outlined in a ministerial decree. The main dialogue structure, which serves as the LEG in the GPE country level model, is the “Comité de Concertation Sectorial (CCS)”^{11,12} and consists of experts from the GoDRC, representatives ministries represented of the four ministers involved on education, the Ministries of Finance, Budget, Planning and Decentralization, the Permanent Secretariat for Support to and Coordination of the Education Sector (SPACE) (an inter-ministerial coordination structure mandated to provide technical coordination), Development Partners (DPs), civil society and private sector. The group should theoretically meet quarterly but has not met regularly during the review period. It is co-presided by the Chef de file (currently the French Embassy) and the MEPST. The other key dialogue group is the “Comité de pilotage Sectoriel (CPS)”¹³, which is a higher-level group that should meet annually and includes the four Ministries involved in education, the Ministries of Finance, Planning and Decentralization, SPACE and the Chef de file.

While the dialogue mechanisms’ set-ups are pertinent to the SSEF (2015-2016) and coherent, in reality dialogue has been weak, since both the CCS and the CPS have not played their role effectively, owing to, among other things 1) the political situation in the past three years, which has not been conducive to effective dialogue, with officials focused on the presidential and regional elections; 2) irregular meetings as a result of the political situation in the country, though several *ad hoc* meetings between principal stakeholders have taken place; 3) difficulty coordinating the four different ministries, which traditionally have their own objectives and strategy; and 4) donor harmonization issues, with donors focused on their own projects. While several stakeholders corroborated the weakness of the dialogue structures overall, they applauded the establishment of SPACE as a crucial step towards coordination of the four ministries involved in the education sector.

The annual Joint Sector Review (JSR) is the primary forum for monitoring sector plan implementation, for reporting and review. During the review period, three have taken place; a fourth has taken place in November 2019, originally planned for 2018 but postponed because of the lack of an annual operational plan against which indicators could be measured and the lack of new data on educational outcomes. According to GPE standards, then, the quality of the JSR process in DRC has fluctuated during the review period.

Lack of reliable education data is an inherent structural weakness of DRC’s monitoring mechanisms. Concerns relate to data collection, compilation and dissemination among key stakeholders. While there is an Education Management Information System (EMIS) in place, financing of this relies entirely on donor support, with an EMIS-strengthening project supported by GPE in two provinces and another by the World Bank and the United Nations Educational, Scientific and Cultural Organization (UNESCO) put in place in

¹¹ *Joint Sectoral Committee* in English

¹² It will be referred in the report as the LEG

¹³ *Sector Steering Committee* in English

2016. For the evaluation of learning outcomes, the Independent Learning Assessment Unit (CIEAS) has been established under EQUIP and the inaugural learning assessment of Grades 2 and 4 has been conducted. However, the results of the study have not yet been published at the moment of the evaluation.

GPE contributions to sector monitoring

During the 2015-2019 review period, GPE has made limited contributions to mutual accountability, partially because of the political situation in DRC and the lack of coordination of the four ministries, which hampered dialogue in DRC. While the LEG was actively involved in the **ESPIG application, CA, GA and GPE Secretariat roles and responsibilities** have not been clear to in country stakeholders. GPE support during the planning stage played a key role in setting up strong structures towards mutual accountability but regressed thereafter: most of the sector dialogue and monitoring structures and mechanisms are functioning infrequently or not at all, and others are not yet operational. Stakeholders noted that GPE as a partnership was also not visible because of the lack of sufficient engagement by its key partners, including the CA, which did not have the capacity to play its role effectively, and the in-country absence of the GA, which had led to negative perceptions among partners in terms of its role in sector dialogue. However, since 2019, dialogue has improved and capacities at the GA and CA have been reinforced.

Implications for GPE

During the sector plan development phase, GoDRC set up several dialogue and monitoring mechanisms, into which GPE smoothly integrated and which GPE has strengthened. However, dialogue regressed following the endorsement of the SSEF, partly because of the political situation. Stakeholders noted that the previous lack of capacity of the CA had contributed to several of the noted weaknesses in sector coordination, including in the facilitation of a functioning LEG. The CA noted that funding the role of the CA similarly to the role of the GA, which receives a percentage of the grant, could promote its effectiveness to play its role. Dialogue is also reliant on strong leadership by GoDRC, which in DRC lies with four different ministries, each with its own agenda. A question arises on the extent to which GPE can support the leadership of GoDRC to take an active role in sector dialogue, in particular in light of the many ministries involved. Given the strong emphasis on decentralization in education in DRC, a question also arises as to how GPE can support dialogue structures at the decentralized level such that GPE is not simply seen as the GPE Secretariat but as a partnership as a whole.

G) GPE contributions to sector financing

State of sector financing in DRC between 2015-2019

Domestic expenditures in DRC have increased in both absolute and relative terms over the review period. Between 2015 and 2019, total government expenditure grew on average 22 percent, from \$3.9 billion in 2015 to \$8.3 billion in 2019. Relative to the government budget, GoDRC had a constant education budget as a share of total government budget of around 18 percent between 2015 and 2018 (with an increase to 19 percent in 2016), which is below the GPE recommended 20 percent mark. This mark was reached in 2019 for the first time since the endorsement of the SSEF. As a percentage of gross national product, DRC spent 2.3 percent in 2019 (an increase from 2.2 percent in 2015 and a drop to 1.6 percent in 2018). However, it

was noted that the targets of 20 percent of the state budget in current expenditure (excluding debt service) or 2.9 percent of gross domestic product was low in view of the ambitious targets set out in the SSEF, and financing of the SSEF remains a concern, also in light of low execution rates of the overall budget. While execution rates overall remain relatively high, the capital portion – essential for strengthening the education system – is most affected by reduced execution rates, while salaries are protected by the political consequences of failing to pay public servants. A final concern is the high contribution of households to the education sector.

In terms of international financing, DRC received between \$2.6 billion and \$2.4 billion in the period 2012-2017. Total official development assistance (ODA) dedicated to education has fluctuated over the years, with \$60.2 million the lowest in 2015, but there has been an increase from \$108 million in 2012 to \$121 million in 2017. However, donor harmonization in funding in DRC is low; the proportion of ODA to education in DRC being channeled through projectized interventions increased from 43 percent in 2008 to 73 percent in 2017, showing a general trend towards fracturing of aid budgets and a move away from harmonization and alignment.

GPE contributions to sector financing (domestic and ODA)

GPE's ESPIG 2017-2021 grant of \$100 million represents 1.2 percent of the estimated cost of implementing the SSEF of \$8.1 million between 2016 and 2020.

GPE's advocacy and funding requirements have had a moderate influence on domestic expenditures dedicated to education. While some stakeholders noted that the GPE Secretariat missions had led to an increase in education spending as a percentage of the budget to 18 percent, it is not evident whether an increase in budget can be attributed to the GPE requirement solely.

GPE has had limited influence on international financing. It is not clear to what extent GPE Secretariat advocacy for donor harmonization has led to better financing of the sector. The lack of annual budget plans outlining the financing of different activities may have contributed to this issue.

Implications for GPE

There is no strong evidence that GPE has exercised influence over harmonization among donors in DRC. This may also be because, even though dialogue structures for donor exchange are in place, there is no evidence that they have provided an incentive to coordinate activities among donors. There is no clear evidence that the CA or the GA have promoted discussions towards harmonized funding. In addition, there been no country missions by the GPE Secretariat Country Lead in 2018 and 2019 to indicate that advocacy activities for better harmonization among donors took place. In DRC, therefore, GPE's model did not provide any clear targets on how to promote donor harmonization. However, in the ESPIG approval, the GPE Secretariat urged in-country stakeholders to think about actions that would contribute to creating a framework that would allow the use of government systems later.

H) GPE contributions to sector plan implementation

State of sector plan implementation in DRC between 2015-2019

During the review period 2015-2019, implementation of the SSEF following its endorsement in 2016 has been slow. Only a third of indicators in the SSEF have been achieved relative to their targets by 2018, as reported in monitoring documentation. Between 2016 and 2019, \$4.8 million was spent on operational and investment activities of the SSEF, out of \$5.7 million estimated – this makes for an execution rate of 84 percent. Progress has been made in developing access and ensuring equity, with the most notable advancement being the elimination of certain school fees, including the fees for school insurance, school reports fee and Minerval (a fee for computer identification and monitoring of primary, secondary and vocational secondary school students), which fulfilled a political promise made by the government prior to election. Other advances include training of pre-primary and primary teachers, curriculum and textbook development, inspector trainings, enrolling teachers on the official payroll and establishing new primary education classrooms.

Additional to the difficulty of the political environment, implementation of the SSEF started late because of 1) the newness of the sectoral approach adopted, which requires, on the part of the actors, understanding and control of the procedures and mechanisms of operationalization of the selected actions; 2) the nature of the programming, based on a five-year action plan that does not provide the details of the activities to be carried out year by year and on an expenditure forecast that is not aligned; and 3) insufficient publicizing of the document, resulting in a low level of ownership of the sectoral plan, including by those responsible for its implementation.

GPE contributions to sector plan implementation

During the review period 2015-2019, **ESPIG funding** (\$100 million) has played a significant role in implementation of the SSEF. The project supported several key initiatives of the plan, such as curriculum and textbook development in national languages, inspector trainings, teacher training and data collection of learning assessments. However, disbursement rates have been low, which stakeholders attributed to 1) the fragile political context, which took the focus from sector plan implementation to preparing for elections; 2) the design and implementation of the variable tranche, with indicators chosen in a rushed manner and disbursements of the variable tranche delayed; 3) an ambitious timeframe set out during the planning stage; and 4) lack of harmonization between donors in the choice of learning materials to use to teach in national languages for Grades 1, 2 and 3, which delayed progress in the project.

Implications for GPE

The key implication for the theory of change on sector plan implementation is a recognition of the complexity of “making plan implementation work”. The implementation of an education sector plan relies, on the development of credible and actionable sector plans, as well as on the coordination and capacity of entities involved in its implementation. This means that the success of GPE’s model in a complex system such as the DRC relies not only on the CA and GA, but on the functioning of LEG, the relationships between government agencies, and the level of coordination between national and provincial government. While the model targets collaboration and capacity at some of these agencies, there is not enough attention paid

to mapping out where the gaps in implementation capacity are, and how their improvement can be brought about, in particular in setting such as the DRC where the political context has hampered progress. This would imply a greater need for GPE to support capacity and organisational structure assessments.

More practically the way in which the Variable Tranche indicators in DRC have been organised leave the success of VT indicators on actions of the fixed part of the ESPIG. This means that poor performance in other domains, outside of the reference range of the VT indicators could negatively affect progress towards releasing VT funds. This shows that there is a need to better define a locus of control for government in setting VT indicators, to ensure that changes in DLIs are attributable to actual government efforts and not confounding factors (even if those confounding factors are from within government).

I) System-level change

Main trends

Access and Equity: While schools are being constructed, the ratio of students to schools have been increasing steadily. It is also reported that little is being done to improve the quality of school buildings, and the conditions of schools already built is worsening, inhibiting access for those seeking to enroll. In addition to this, the cost of education remains substantial. Positively the government has committed to abolish certain school fees for the 2019/20 school year.

Quality and Relevance: There has been a large increase in the number of teachers paid by the state in 2019, although the issues of disparities between regions have not been addressed. There seems to be to activities underway to improve the training or abilities of teachers in the classroom, who are still noted as performing poorly.

Management: The key issues in sector management is the lack of data, and this has not changed during the review period. The EMIS remains weak both in producing data and ensuring its reliability. A center for designing and developing learning assessments has been established, but has yet to deliver a national learning assessment. A positive development is the introduction of Performance Based Financing in provinces implementing PAQUE, which is designed to strengthen accountability culture throughout the system, creating school development plans against which funding is accounted. While this program is underway, data on its impact is not yet available.

Likely links between sector plan implementation and system level change

While it is too early to attest to the efficacy of some of the system level changes notable (such as PBF or the abolition of student fees), their implementation is certainly in line with the SSEF. A second challenge for assessing the links between sector plan implementation and system level changes is the paucity of system level data. This lack of data makes a detailed analysis of what has change and why, next to impossible.

Implications for GPE

While most activities undertaken are linked to the sector plan, they are largely implemented by the ESPIG funding PAQUE program. This is logical as GPE's model focuses on support to the implementation of sector plans. However, what is not clear is how well this model is really supporting improvements in government capacity *outside* of this project funding. The fact that other pieces of the SSEF which are not targeted by GPE funding are making much slower progress, shows that there is perhaps a need to consider a more direct approach to boosting ministerial implementation capacity, beyond the activities funded through PAQUE.

J) Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

Equity, Gender Equality and Inclusion: Some improvements in enrollment rates but not consistent. Primary GER decreased, while rates in secondary and pre-primary increased. GPI improved in primary education, and while it fell in pre-primary and secondary education, it still remains above 1 at both levels.

Overall the percentage of primary school aged students out of school fell between 2010 and 2013. More recent completion and drop out data shows that completion rates have fallen slightly, and that drop out rates have increased.

Learning Outcomes: The lack of regularly carried out reliable learning assessments means it is challenging to talk about changes in learning outcomes in the DRC. However, older data from PASEC (2010) and EGRA/EGMA (2012) show that learning is low, with 26 percent of 2nd year students, and 50 percent of 5th year students scoring below forty percent in the PASEC tests, which similar figures being seen for EGRA/EGMA (though no national assessment was carried out).

Likely links to observed system-level changes

The lack of reliable data both on system level changes and on student outcomes (access, equity, gender equality and learning outcomes) means that this evaluation has not been able to draw any conclusive judgements as to whether system level changes have led to better student outcomes.

Implications for GPE

For the GPE to be able to assess their ToC thoroughly, it relies on the data to be able to do so. Similarly, policy makers cannot be expected to make policies that positively impact the most vulnerable if they do not have the data to know who the most vulnerable are. While the GPE ToC takes this into account, and focuses on the support of systems such as EMIS, there is perhaps a need to recognise that in states such as the DRC, the starting point needs to be improving basic data systems, such as supporting more regular household surveys. This would lay the groundwork for efforts to improve planning, mutual accountability, financing and implementation.

K) Conclusions and Strategic Questions

GPE contributions

Apart from sector planning, it is not currently credible to say the GPE's contributions to dialogue, monitoring domestic and international financing, or sector plan implementation have led to significant improvements. It is widely recognised that GPE's inputs to the SSEF planning process were key to its strength and comprehensive view of the education sector. Between the first and second years of this evaluation, the evidence of this contribution became stronger, as it became clearer how important those inputs had been. However, the strengthening of the planning process and the production of the SSEF has had little impact on strengthening other aspects of the education sector. Accountability is weak with a lack of data on sector progress, and no strong forum for stakeholders to hold the government to account, with the LEG not having played its role effectively, and no Joint Sector Reviews taking place at the national level. Implementation of the sector plan has been held back by capacity gaps, lack of well-considered operational plans, and a disconnect between operational planning at the national and provincial levels.

It is important to note that political uncertainty during the first years of SSEF implementation has made progress in areas such as the establishment of the JSR, and the development of operational plans, slow. In key areas, including those supported by the ESPIG funded PAQUE program progress has been made, and there are positive developments such as the introduction of performance-based financing at the sub-national levels, and the plans to abolish school fees for students.

Emerging good practice

The sustained contribution of the GPE secretariat to the development of the SSEF is seen as having made a valuable contribution to the planning process in DRC. The presence of the Secretariat country lead strengthened the performance of the Grant Agent, and Coordinating Agency, which ensured the development of a robust sector plan.

The development of SPACE as a permanent secretariat to coordinate government activities has been important, particularly considering the relative complexity of governing institutions for a large decentralised country such as DRC. While there are gaps in capacity within SPACE, conceptually it has been the right move for improving sector coordination.

Strategic questions

1. Considering the gap between the quality of the SSEF, and the lack of progress in its implementation, should GPE be doing more in its appraisal process to focus not only on developing good plans, but on ensuring that the structures needed to implement the plan are in place. Should these be in place before a plan can be considered ready for approval.
2. Given that the majority of implementation and operational planning in DRC happens at the local and provincial level in DRC, is the operating model employed by GPE fit for purpose? Should more

focus be placed on strengthening planning, dialogue and monitoring at the provincial level, and how could GPE facilitate this?

3. The weaknesses in dialogue and monitoring in DRC are underpinned by the issues in producing timely and accurate data. This brings forward a question of whether it is beneficial to work on strengthening monitoring structures such as the JSR without first building the capacity of government to produce credible data with which to monitor progress?
4. Coordinating dialogue in a large, fragile and decentralised country is a significant task, and one that the coordinating agency is not given resources to do. This challenge has been exacerbated in DRC by the fact that the Grant Agent has no permanent country presence for overseeing the GPE grants. Should it be part of the terms of reference for grant agents that they have permanent, in-country staff assigned to the role? And that support is provided through the grant agent for the coordinating agency to facilitate dialogue?
5. DRC also raises crucial questions for the viability of GPE's Variable Tranche ESPIG funding. In cases where governance and accountability are weak, should VT DLIs be focused on higher level process outcomes? Rather than using student level indicators to attempt to hold the government to account, with a much stronger possibility that targets won't be reached and funding cannot be released.

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.¹⁴ GPE brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.¹⁵
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 impact¹⁶ 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 Change (ToC).¹⁷ 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 partner developing countries. It does not set out to evaluate the performance of the Government of DRC (GoDRC) and other in-country stakeholders, or of specific GPE grants. The core review period for the evaluation is 2011-2019. This period is covered by a baseline report and two annual reports, which aim to track changes resulting from GPE activities. This final report represents a stand-alone summative perspective at the end of the evaluation period, and addresses changes between CLE reporting periods.

¹⁴ GPE, GPE 2020. Improving Learning and Equity through Stronger Education Systems (2016).

¹⁵ Information on GPE partners can be found at <https://www.globalpartnership.org/about-us>

¹⁶ 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.

¹⁷ 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 Annex C and 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 claims¹⁸ investigated in the evaluation.

- **Key Evaluation Question I:** Has GPE's support to DRC contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring and more/better financing for education?¹⁹ If so, how?
- **Key Evaluation Question II:** Has the achievement of country-level objectives²⁰ contributed to making the overall education system in DRC 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 DRC (Annex B). A brief summary of the country evaluation methodology is provided in Annex C of this report. For further details, please refer to the inception report for the overall assignment (January 2018), and the revised approach for Years II and III, published November 2018.²¹

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.

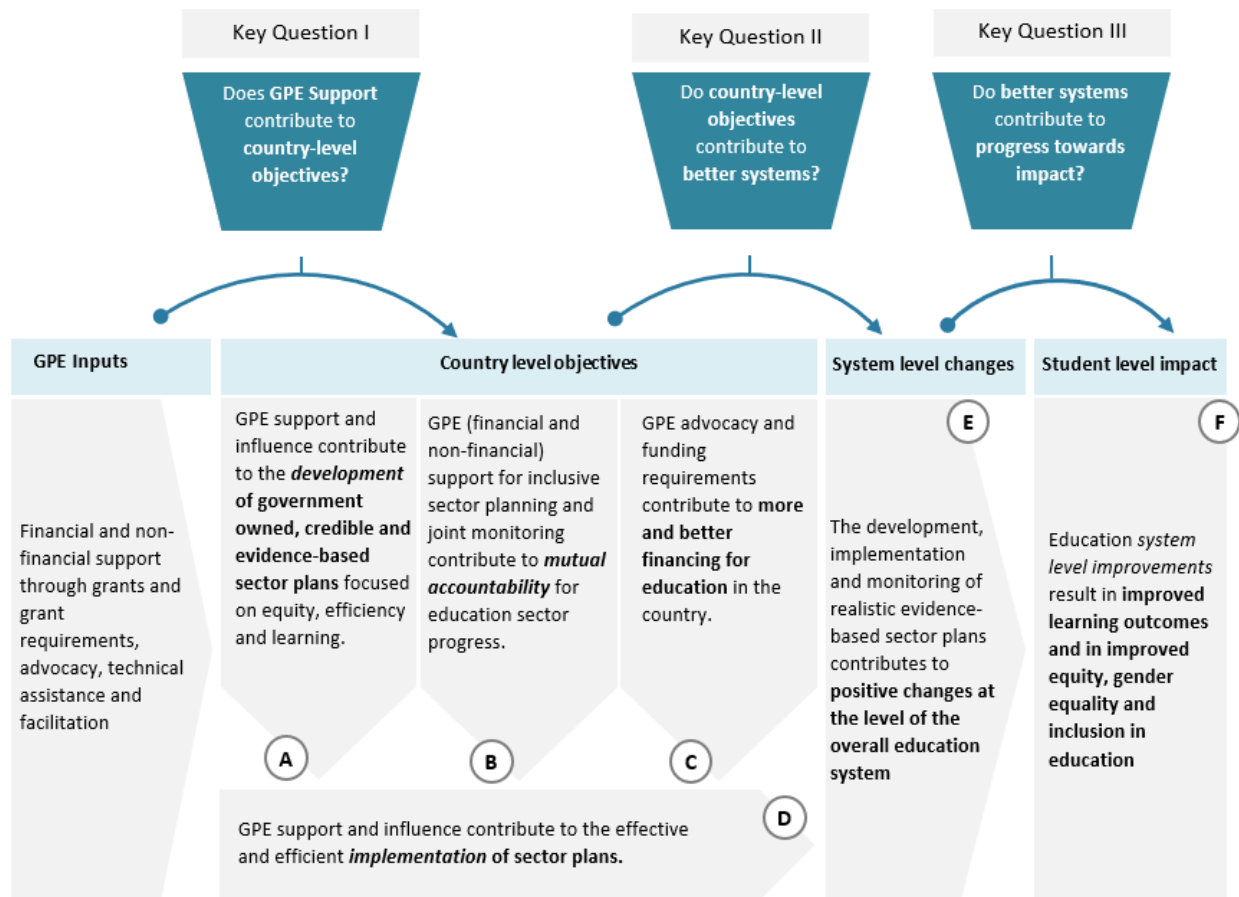
¹⁸ The contribution claims are the theoretical mechanisms for change through GPE inputs. These are explained in more detail in Annex C.

¹⁹ Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness and efficiency.

²⁰ GPE country-level objectives related to sector planning, plan implementation and mutual accountability through sector dialogue and monitoring.

²¹ <https://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 (KIIs) were conducted twice during the present evaluation in DRC (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;
- 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 CLE report, key stakeholder interviews were conducted during the DRC CLE mission that took place between July 10-23, 2019. The evaluation team consulted a total of 72 stakeholders from state-level ministries of education, from other ministries, agencies and institutions of DRC, from bilateral and multilateral donor agencies, from civil society coalitions and teachers’ unions, from private and faith-based educational institutions, from research institutes, from local and international non-governmental organizations (NGOs) and from other backgrounds (see Annex I for a list of stakeholders). The KIIs were conducted both at the state level in Kinshasa and in Équateur, one of the provinces where the current Education Sector Programme Implementation Grant (ESPIG) is being implemented.²² In addition to the KIIs, the evaluation country team reviewed a wide range of relevant documents, databases and websites as well as selected literature.

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 DRC 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 ToC.

Changes from Year I to Year II of the prospective CLEs

13. The eight prospective CLE countries were originally envisaged to focus on one policy cycle and related GPE support – that is, from sector planning and related sector dialogue to sector plan implementation and monitoring. The focus of the prospective CLEs was modified in November, 2018. The first prospective CLE in 2018 took stock of the situation in DRC’s education sector. Moving forward, the purpose of this second and final prospective CLE is to provide more confirmatory evidence and reflect changes over time by capturing the processes within DRC’s policy cycle and sector that have taken place during the 2018-2019 period. This final prospective CLE in DRC also seeks to examine the strength of the evidence put forth and the implications of the evaluation findings for the GPE ToC and operational model.

Limitations and mitigation strategies

14. The CLE of DRC faced major data limitations in terms of its scope, time span and quality and availability of data. In general, the size of DRC, the remoteness of some areas and an underdeveloped

²² The province was chosen together with in-country stakeholders for ease of access and security reasons. The authors do acknowledge that this is only an illustrative example on how GPE works in a particular province and is not representative of the remaining 25 provinces of DRC.

infrastructure make data collection on education indicators challenging.²³ Complete data on DRC as a whole remains a challenge: in many instances the data is limited or was drawn from only a partial national sample, or exists only for selected provinces. The main data source to monitor progress in the education sector is the Annual Education Statistical Yearbook. The latest country-wide yearbook is from 2017-2018; a draft version was made available on August 2019 on the Education Management Information System (EMIS) website to stakeholders with access privileges to the EMIS website, though this may be subject to change.²⁴ The previous country-wide yearbook was from 2014-2015, though for some selected provinces data was collected for the school year 2015-2016.²⁵ A particular challenge with the Annual Educational Statistical Yearbook is that it is often published one or more year after the school year in question (as with the draft version of the 2017-2018 yearbook) or for some years not published at all (e.g. there is no yearbook for the school year 2016-2017).

15. In addition to not being regularly reported, information about schools and teachers is often incomplete and unreliable.²⁶ This concerns both data from yearbook and data from the teachers' payroll. There has been no systematic nation-wide mapping of schools in DRC, and the process of registering schools and administrative structures is characterized by a lack of oversight and quality control.²⁷ The production of the yearbook is also characterized by several weaknesses, related to self-reported data from schools and the use of paper-based questionnaires distributed to the whole country by land, which are then sent back to Kinshasa. This process results in low response rates by schools, either because questionnaires are not sent back to Kinshasa or because they get lost during transportation. There is also no formal quality assurance process in place during the manual processing of these questionnaires.²⁸

16. The most recent available data from the United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics (UIS) is from 2013 or 2015 depending on the indicator in question.²⁹

17. Scarce and outdated data also affects the occurrence of Joint Sector Reviews (JSRs), which are the platform to monitor progress in the education sector. To date, there have been three JSRs in DRC, with the last one taking place on February 22-24, 2017. A fourth JSR was scheduled for 2018 but has been postponed owing to a lack of annual operational plans for the SSEF (Sector Strategic Plan) and a lack of data to report on progress.³⁰ The latest JSR took place in the last week of November 2019. Information that came to light during the 2019 JSR were incorporated into the final version of this report.

1.3 Structure of the report

18. Following this introduction, **Section 2** presents the country context in which GPE support to the country takes place. It documents the broad political and geographical context of DRC, reviews the country's education sector and outlines GPE financial and non-financial support.

²³ Groleau, G. Improved Management and Accountability: Conditions for Better Access and Quality of Primary Education in the Democratic Republic of Congo? (2017), p.21

²⁴ <http://report.sigerdc.net>

²⁵ Annual Statistical Yearbooks available at <http://www.eduquepsp.education/documentation/donnees-statistiques/#.XVB2gS2ZNTY>

²⁶ Groleau, 2017, p.8 and p.21

²⁷ Ibid.

²⁸ Ibid.

²⁹ <http://data.uis.unesco.org>

³⁰ DRC First Annual Report (2018)

19. **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.

20. **Section 4** discusses education system-level changes in DRC during the period under review (2017-2020) and likely links between these changes and progress made towards the country-level objectives.

21. **Section 5** presents an overview of the impact-level changes observable in DRC.

22. **Section 6** presents the changes observed over time in DRC.

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

2 Context

2.1 Overview of DRC

24. 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 support in DRC. Its main features are described in Table 2.1 below.

Table 2.1 – Summary of country and education context

CONTEXT AREA	FEATURES
Country context	<ul style="list-style-type: none"> ▪ Following elections in December 2018 (which were delayed by two years), Felix Tshisekedi replaced president Joseph Kabila (who was in power for 18 years). ▪ Most recent Ebola outbreak in North Kivu and Ituri provinces in August 2018, with a total of 2,687 cases confirmed as of August 2019. ▪ Human Development Index (HDI) score in 2018 was 0.459, which positioned the country at 179 out of 189.³¹ ▪ Net overseas development assistance (ODA) received as a percentage of gross national income (GNI): 6.7 percent (2017).³²
Education context	<ul style="list-style-type: none"> ▪ In 2018, 40 percent of the population were younger than 14 years old³³, 40,504,275 children were of school age (age 3-17).³⁴ ▪ In 2018, the pre-primary gross enrolment rate (GER) was 4.8 percent, the primary GER 108 percent and the secondary school GER 47.8 percent.³⁵ ▪ Slight increases in GER and gender parity of GER were observed across all regions from 2014 to 2018, but regional differences persist³⁶. ▪ Parents bear a large cost of schooling through diverse school fees. ▪ Since joining becoming a partner of GPE in 2012, DRC has received four grants from GPE, as well as three Civil Society Education Fund (CSEF) allocations.
Structures and features of the education system	<ul style="list-style-type: none"> ▪ Four separate ministries are in charge of education: the Ministry for Primary and Secondary Education (MEPST), the Ministry of Technical and Professional Education (MFPMA), the Ministry of Higher Education (MESU) and the Ministry of Social Affairs (MAS).

³¹ Human Development Indices and Indicators: 2019 Statistical Update.

http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/COD.pdf.

³² OECD, OECD.Stat (database) (2019). <https://stats.oecd.org/Index.aspx?DataSetCode=crs1>.

³³ CIA World Factbook – DRC. <https://www.cia.gov/library/publications/the-world-factbookook/geos/cg.html>

³⁴ UIS. <http://uis.unesco.org/en/country/cd?theme=education-and-literacy>.

³⁵ Statistical Yearbooks 2013-2014 and 2017-2018.

³⁶ Ibid.

- Education in DRC is decentralized although to date, decentralization has only been partially implemented, with MEPST responsible for most day-to-day operation and management of the system.
- The system encompasses pre-primary (ages 3-5), primary (ages 6-11), secondary (ages 12-17) and tertiary (18-22) education. Six years of schooling (age 6-11) are compulsory.
- In 2014, 70 percent of schools were faith-based schools, 20 percent public and 10 percent private.³⁷

Source: Authors' elaboration

Context

25. DRC, located in central Africa, is the second largest country on the continent.³⁸ It occupies an area of 2.34 million km² and borders nine countries. It is endowed with rich natural resources including 80 million hectares of arable land and 1,100 listed minerals and precious metals.³⁹

26. DRC gained its independence in 1960 after more than 50 years of Belgian colonization and its early years were characterized by political and social instability. The country is still recovering from a series of conflicts in the 1990s, notably the First Congo War (1996-1997), which ended the presidency of Joseph Mobutu from 1965 to 1997 (who renamed the country Zaire in 1971), and the following Second Congo War between 1998 and 2003, which divided the country in three (north, east and the capital Kinshasa), as a result of the intervention of different neighboring countries. In July 1999, the Lusaka Accord was signed and as a consequence foreign groups left the country and UN forces were deployed. However, the conflict continued through the participation of proxy militia. The main groups signed the Sun City agreement in 2002, and a transitional government ruled until the elections in 2006, which saw a win by the transitional government led by Joseph Kabila. Kabila served as president of DRC from January 2001 to January 2019.

27. The Constitution, approved by the Congolese people on February 18, 2006 defines the country as a semi-presidential republic. The document also introduced a series of decentralization measures, which increased the number of provinces from 11 to 26. Under decentralization, the central government retains control of public policy and the national budget, whereas implementation is largely the responsibility of the provinces. In 2018, the total estimated population of DRC was 85 million.⁴⁰

28. DRC has one of the youngest populations in the world: more than 40 percent of its population is under 14 years old.⁴¹ Life expectancy is one of the lowest in the world, 59 years for males and 62 years for women.⁴² In 2018, 73 percent of the population was living in extreme poverty on less than \$1.90 a day.⁴³ DRC's HDI ranking is also low, at 0.459, which positioned the country at 179 out of 189 and

³⁷ Groleau (2017).

³⁸ 2018 estimate, UN data. <http://data.un.org/en/iso/cd.html>.

³⁹ World Bank DRC Country Profile. <https://www.worldbank.org/en/country/drc/overview>.

⁴⁰ CIA World Factbook. <https://www.cia.gov/library/publications/the-world-factbook/geos/cg.html#field-anchor-people-and-society-literacy>.

⁴¹ CIA World Factbook – DRC. <https://www.cia.gov/library/publications/the-world-factbook/geos/cg.html>.

⁴² World Bank Development Indicators 2017. <http://hdr.undp.org/en/2018-update>.

⁴³ World Bank DRC Country Profile. <https://www.worldbank.org/en/country/drc/overview>.

categorized it as low human development in 2018.⁴⁴ In 2017, the Gender Inequality Index (GII) for DRC was 0.653, which placed the country at 152 out of 162 countries.

29. While DRC saw strong real gross domestic product (GDP) growth of 9.5 percent in the period 2013-2014, it faced a recession between 2015 and mid-2017, mainly as a result of declining prices of the two main export materials (copper and cobalt), leading to the lowest real GDP growth rate of 2.4 percent in 2016.⁴⁵ Since then, real GDP growth has steadily increased, to 3.7 percent in 2017 to 4.1 percent in 2018-2019, largely driven by a recovery in mining activity and stronger world copper and cobalt prices.⁴⁶ Inflation decreased drastically from 4.8 percent in 2018 to 7.2 percent in 2018.⁴⁷

30. According to the 2018 Transparency International index,⁴⁸ DRC is one of the countries most affected by corruption. DRC's governance performance ranks among the weakest in the world, with especially low scores in government effectiveness, accountability and corruption. The Worldwide Governance Indicators categorize DRC as a 'failed state' and rank the country among the lowest performing, with particularly low scores in political stability and absence of violence/terrorism, as well as rule of law.⁴⁹

Recent developments

31. Presidential and parliamentary elections were supposed to be held in November 2016; however incumbent president Joseph Kabila declined to step down upon termination of his term. As a result, elections were continuously delayed and finally held in December 2018. The results were controversial, and opposition candidate Felix Tshisekedi was finally declared the winner, spurring protests in opposition followed the announcement.⁵⁰

32. DRC remains a fragile context with frequent eruptions of conflict, especially in North Kivu.⁵¹ Violence in Kasai erupted between 2016 and 2017, resulting in the killing of 3,000 people, and the UN reported mass graves and widespread abuse of civilians.⁵² In addition to conflict, DRC has been grappling with Ebola outbreaks, the most recent one in North Kivu and Ituri provinces in August 2018. As of August 6, 2019, a total of 2,781 cases were reported (2,687 confirmed and 94 probable cases), of which 56 percent (1,572) were female and 28 percent (791) were children aged under 18 years. A total of 1,866 out of 2,781 cases died, resulting in a fatality ratio of 67 percent.⁵³

2.2 Education sector in DRC

33. DRC's education system consists of two years of early childhood education (ECE) and six years of primary education, followed by six years of secondary education, which is divided into two years of

⁴⁴ Human Development Indices and Indicators: 2019 Statistical Update.

http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/COD.pdf.

⁴⁵ IMF World Economic Outlook (April 2019).

https://www.imf.org/external/datamapper/NGDP_RPCH@WEO/COD.

⁴⁶ World Bank DRC Country Profile. <https://www.worldbank.org/en/country/drc/overview>.

⁴⁷ Ibid.

⁴⁸ Transparency International Corruption Index – DRC (2018). <https://www.transparency.org/country/COD>.

⁴⁹ Worldwide Governance Indicators Project 2016. <http://info.worldbank.org/governance/wgi/#home>.

⁵⁰ BBC Country Profiles. <https://www.bbc.co.uk/news/world-africa-13283212>.

⁵¹ World Vision. <https://www.worldvision.org/disaster-relief-news-stories/drc-conflict-facts>.

⁵² <https://www.thenewhumanitarian.org/analysis/2017/07/31/briefing-conflict-kasai-drc>.

⁵³ WHO Ebola Outbreak News, DRC. <https://www.who.int/csr/don/08-august-2019-ebola-drc/en/>.

junior secondary and four years of senior secondary. Only six years of schooling are compulsory (ages 6 to 11). For primary to post-secondary education, the academic year begins in September and ends in June. Table 2.2 shows the school-age population and other data for each of these levels.

Table 2.2 – Summary of official school age by level, GER and number of teachers in DRC⁵⁴

LEVEL	GRADE LEVEL	AGE GROUP (YEARS)	TOTAL SCHOOL AGE POPULATION (2018)	GER (%) (2018) ⁵⁵	TEACHERS (2018)
Preschool/pre-primary	Preschool	3-5	8,347,190	4.8	14,543
Primary	1-6	6-11	14,187,970	100.8	414,580
Junior secondary	7-8	12-13	4,040,992	47.8	324,324
Senior secondary	9-12	14-17	7,165,291		
Total			33,741,443	-	753,447

Source: UIS data and Statistical Yearbooks 2013-2014 and 2017-2018⁵⁶

34. The most recent data from UIS are from 2015. Data quality on numbers of schools, students and teachers is generally seen as poor.⁵⁷ Using data from the Annual Statistical Yearbook 2017-2018, DRC's education system includes the following:

- **Children of school age:** In 2018, a total of 33,741,443 children were of school age (3-17 years old), covering pre-primary, primary and secondary education, 11 percent more than in 2015, when a total of 30,371,320 children were of school age.
- **Students in school:** In 2018, the pre-primary GER was 4.8 percent, the primary GER 100.8 percent and the secondary school GER 47.8 percent. Net enrollment rates are not available.⁵⁸
- **Teachers:** It is estimated that in 2018 DRC had 14,543 teachers in pre-primary schools, 414,580 teachers in primary schools and 324,324 teachers in secondary schools.
- **Public and private schools⁵⁹:** Public schools in DRC are divided between state ('écoles non conventionnées') and faith-based schools ('écoles conventionnées'), which are run by faith-based organizations.⁶⁰ In 2014, 70 percent of schools were faith-based schools, 20 percent of schools were public schools and 10 percent were private schools.⁶¹

35. **Decentralization of the education sector.** The 2006 Constitution divided responsibilities for education between the central and the decentralized governments. In this framework, the central government is in charge of the normative framework, school inspections and national statistics and the provinces are responsible for the administration of the education system within those norms (see Table 2.3). However, decentralization has been only partially implemented, and as a consequence the division of responsibilities has not yet fully materialized, with the local structures of the central government MEPST remaining responsible for most day-to-day operation and management of the system.⁶²

⁵⁴ <http://uis.unesco.org/en/country/cd?theme=education-and-literacy> and Statistical Yearbook 2017-18.

⁵⁵ Statistical Yearbooks 2013-2014 and 2017-2018.

⁵⁶ <http://uis.unesco.org/en/country/cd?theme=education-and-literacy>.

⁵⁷ Groleau (2017).

⁵⁸ Statistical Yearbooks 2013-2014 and 2017-2018.

⁵⁹ Data presented in this report cover all types of schools.

⁶⁰ The most prominent are Catholic, Protestant, Kimbanguist, Islamic, Salutist and Brotherhood schools.

⁶¹ Groleau (2017).

⁶² Ibid.

Table 2.3 – Division of powers between central government and provinces

CENTRAL GOVERNMENT POWERS	CONCURRENT POWERS OF CENTRAL STATE AND PROVINCES	PROVINCE POWERS
<ul style="list-style-type: none"> ▪ Setting of educational norms ▪ Nomination and deployment of school inspectors ▪ National statistics and census ▪ National planning 	<ul style="list-style-type: none"> ▪ Statistics and census ▪ Creation of educational facilities ▪ International projects, programs and cooperation agreements 	Operation of provincial public services and facilities within boundaries of national legislation, including primary, secondary and professional education, in accordance with norms and regulations set by central state

Source: Groleau (2017)

36. Education sector governance. Four separate ministries are responsible for the education sector and are key in the implementation of policies (MEPST, MFPMA, MESU and MAS, see Annex M).⁶³ The role of MEPST is defined in the Law on National Education.⁶⁴ This law states that MEPST is in charge of naming the head of the Educational Provinces (PROVED), the Educational Sub-Provinces (Sous-PROVED) and other administrative bodies at decentralized level. According to the law, the provincial minister of education is responsible for naming school directors following recommendation of the head of the PROVED.⁶⁵

37. Overall school management and administration. Management and administration of all schools is the responsibility of central government (with some responsibility delegated to the school management committees (COGES) and the parents' committees (COPA) as explained below). However, faith-based institutions retain significant independence in the day-to-day oversight and management of schools in their networks. State and faith-based schools are supported by the state budget but the manner in which they are managed differs, for example through their recruitment, deployment, promotion of teachers and the amount of school fees they can ask. Schools select their teachers; once these are approved by the director, they submit their choice to MEPST's Service of Teacher Management and Teacher Payroll (SECOPE), which is in charge of hiring teachers and issuing an identification number used for salary payments. State schools come under the PROVED and the sous-PROVED. The PROVED comes under the local governor's administration and is accountable to MEPST. The PROVED also gives recommendations on the appointment of school heads, which are appointed by the governor. In both state and faith-based schools, school heads and school-based management committees together are responsible for the academic, administrative and financial management of school funds either collected from parents or received by the state. Teachers are recruited at the school level and their appointment is communicated to SECOPE.

38. Day-to-day school management. The day-to-day school management is overseen by the school management committees (COGES) and the parents' committees (COPA). The COPA ensures parent and community participation in school management while the COGES is where management decisions for facilities are taken in consultation with representatives of parents, teachers and students. The COPA, together with the school head, is in charge of the financial administration of the school, with the funding coming from the central government and fees paid by parents. In a study on the management and accountability of the primary education system, it is noted that these numerous

⁶³ The structure of the sector in DRC and governance relations are illustrated in Annex Figures.

⁶⁴ Loi-cadre n°14/004 du 11 février 2014 de l'enseignement national (2014).

["http://www.leganet.cd/Legislation/DroitPublic/enseignement/Loi14.004.11.02.2004.htm"](http://www.leganet.cd/Legislation/DroitPublic/enseignement/Loi14.004.11.02.2004.htm)

⁶⁵ The structure of MEPST is illustrated in Annex Figure 4.

parallel structures result in varying degrees of effectiveness of management, with the added burden of generally lacking operation resources.⁶⁶

39. Local Education Group. DRC has a multi-pronged monitoring and coordination structure for its education sector. A crucial dialogue group is the “committee de concertation”, which acts as the LEG of the GPE country-level model. It is chaired by MEPST and made up of development partners (DPs) (Belgium Technical Co-operation, Agence Française de Développement, the UK Department for International Development (DFID), the United Nations Children’s Fund (UNICEF), the United States Agency for International Development (USAID), the World Bank and UNESCO), civil society and private sector.⁶⁷

40. Education laws, policies and sector plans. Table 2.4 lists the main policies, laws and official documentation relevant to the education system in DRC. The Interim Education Plan ((PIE) 2012-2014) was a three-year transitional plan aimed at 1) increasing access and equity in primary education; 2) improving learning conditions in primary education; and 3) strengthening sector management and promoting greater accountability by introducing new management practices at the local levels.⁶⁸ The plan was followed by the SSEF, elaborated for the period 2016-2025. The SSEF is an integrated planning framework that includes reform objectives for the whole sector. It aims to 1) develop access and ensure equity; 2) improve the quality of learning; and 3) improve governance and oversight of the system. Under Objective 1, the primary focus is to promote free primary education, expand universal primary education and adapt the education system to promote the social integration of young people. Under Objective 2, the SSEF aims to create the conditions for a quality education system, by setting up monitoring and quality assurance systems and providing an educational environment conducive to learning. Objective 3 aims to strengthen governance through the establishment of transparent standards and mechanisms for resource management.⁶⁹

Table 2.4 – Education laws, sector plans and policy documents

POLICY	YEARS
Strategy for the Development of Primary, Secondary and Professional Education	2010-2011/2015-2016
National Education Law	2014
Interim Education Plan (PIE)	2012-2014
Sector Strategy for Education and Training (SSEF)	2016-2025

2.3 GPE in DRC

41. DRC joined GPE in 2012 after the endorsement of PIE 2012-2014. The first grant received by the country was an Education Sector Plan Implementation Grant (ESPIG), which funded the Basic Education Support Project (PROSEB), aimed at supporting implementation of the PIE. In 2015, the country received a second grant, an Education Sector Plan Development Grant (ESPDG), to support the development of its first long-term education sector plan (SSEF 2016-2025). The second, and latest,

⁶⁶ Groleau (2017)

⁶⁷ GPE. <https://www.globalpartnership.org/country/democratic-republic-congo>.

⁶⁸ MEPST. www.eduquepsp.education/sgc/wp-content/uploads/2018/06/PIE_version_du_03.12.2011.pdf.

⁶⁹ MEPST. <http://www.eduquepsp.education/sgc/wp-content/uploads/2018/06/Strategie-sectorielle.pdf>.

plan implementation grant was awarded to DRC in 2016 and funds the Education Quality Improvement Program (EQUIP)⁷⁰ (known as PAQUE), to implement the SSEF.⁷¹ Since DRC joined GPE, the World Bank has been the GA of all the grants received and UNICEF the CA. Table 2.5 shows the details of the GPE grants awarded to the DRC to date.

Table 2.5 – GPE grants to DRC

GRANT TYPE	GRANT NAME	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
ESPIG	EQUIP-PAQUE	2017-2021	\$100,000,000	\$13,608,162	IBRD
	PROSEB	2013-2017	\$100,000,000	\$99,938,746	IBRD
ESPDG	n/a	2015	\$237,875	\$87,102	IBRD
PDG	n/a	2015	\$321,750	\$249,808	IBRD
Total			\$200,559,625	\$113,883,818	-

Source: GPE website

42. In addition to these grants, the DRC has received three CSEF allocations to the National Coalition for Education for All in DRC (CONEPT – RDC), mainly to support advocacy activities. The amounts of the allocations were \$87,066 (2016), \$129,393 (2017) and \$129,400 (2018) of those CSEF allocations was. DRC was also involved in seven Global and Regional Activities (GRA) programs:⁷²

- GRA Grant 1 – Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practices;
- GRA Grant 3 – ELAN – Effectiveness of teaching and learning in bilingual context;
- GRA Grant 6 – Out-of-school children: closing the data gap;
- GRA Grant 7 – Significant reduction in out-of-school children;
- GRA Grant 8 – Education financing: school grants;
- GRA Grant 10 – Delivering on strategic objective on teachers;
- GRA Grant 11 – Addressing the out-of-school children data and policy gaps.

43. Some of the GRAs operated at the global level (such as GRAs 6, 7 and 11); others had more locally directed activities (GRAs 3, 6, and 10).

44. During the evaluation period (2016-2019), GPE support to DRC largely consisted of an ESPIG that was used to support EQUIP (PAQUE) and other sector-related activities (e.g. support to the JSR), as well as non-financial support to planning, dialogue/monitoring and financing (e.g. technical support to the Treasury regarding budgeting). PROSEB was the project funded by the first ESPIG, to the value

⁷⁰ In French the plan is Plan d'Amélioration de Qualite de l'Education (PAQUE); this is used interchangeably with the English acronym EQUIP.

⁷¹ GPE. <https://www.globalpartnership.org/country/democratic-republic-congo>. All links in this document are as of August 2019.

⁷² GPE, Annual Status Report on the Global and Regional Activities Program (2018).

<https://www.globalpartnership.org/content/annual-status-report-global-and-regional-activities-program-2018>.

of \$100 million, supplemented with an additional \$100 million through the second ESPIG that funds EQUIP. EQUIP has three fixed components:

- **Component 1:** Quality of Learning in Primary Education (\$65,500,000);
- **Component 2:** Strengthen Sector Management (\$21,800,000);
- **Component 3:** Management, Monitoring and Evaluation of the Program (\$12,700,000).

45. In addition to the fixed components, the new GPE funding model introduced a variable tranche for ESPIG funding, based on performance on key indicators set during the application process. A total of 30 percent of EQUIP is linked to the attainment of 'transformative' objectives in the following stretch indicators⁷³:

- **Indicator for variable component 1:** Improvement of Grade 2 and 4 students' test scores in reading, French and national languages, as measured through standardized learning assessments conducted by teachers, supervised by the COPA;
- **Indicator for variable component 2:** Reduction of the dropout rate at the end of the first year of primary education in provinces with low internal efficiency;
- **Indicator for variable component 3:** Elimination of direct school fees across the country and for all primary classes along with the integration of previously unpaid teachers on the government's payroll.

46. In addition to GPE funds, several donor projects support the government in implementation of its ESPs. While many donor projects in DRC, two large-scale donor projects are given as an example below, noting that more projects in DRC are currently in progress.⁷⁴

- **ACCELERE!** is a \$180 million primary education initiative jointly funded by USAID and DFID aimed at improving equitable access to education and learning outcomes for boys and girls in DRC. It targets eight provinces (Haut-Katanga, Lualaba, Kasai Central, Kasai Oriental, Équateur, Sud-Ubangi, North Kivu and South Kivu). There are four separate activities in this initiative: Equitable Access and Learning (ACCELERE!1) with a budget of \$134 million between 2015 and 2020, implemented by Chemonics International; Governance and Accountability (ACCELERE!2) with a budget of \$24 million between 2015 and 2020, implemented by Cambridge Education; Monitoring and Evaluation (ACCELERE!3) with a budget of \$24.7 million between 2016 and 2021, implemented by IBTCI; and Reducing the Number of Out-of-School Children (ACCELERE!4), implemented by UNICEF between 2018 and 2021, with a budget of \$50 million.⁷⁵
- **PEQPESU.** The Secondary and University Educational Quality and Relevance Project (PEQPESU) is a \$200 million project financed by the World Bank for six years (2016-2021) to 1) improve teaching and learning in mathematics and sciences in secondary education; and 2) strengthen the relevance of technical and vocational education in the priority sectors of secondary and university education. \$130 million were provided as a loan and \$70 million as a grant. The project involves MEPST and MESU and targets 12 provinces (Kwango, Kwilu,

⁷³ ISR 3 World Bank.

⁷⁴ MEPST lists 19 partner projects on its website, including two GPE-funded projects (PROSEB and PAQUE). Here we give examples only of relatively large, ongoing projects or recently closed projects. A full list of all current and closed projects related to MEPST can be found at <https://www.eduquepsp.education>.

⁷⁵ <https://www.usaid.gov/democratic-republic-congo/fact-sheets/usaid-drc-fact-sheet-education>.

Tshopo, Ituri, Haut-Uélé, Haut-Katanga, Lualaba, Kasai Central, Kasai, Équateur, South Ubangi and Kinshasa).⁷⁶

47. In addition to the large-scale projects described above, other agencies were implementing different projects at the time of this evaluation. DFID was supporting Vas-y Filles, which aimed at empowering girls in pursuing education. UNICEF was supporting preschools in rural zones in the use of national languages and the provision of education in emergency contexts. AFD was supporting key interventions to improve governance, through supporting teacher salaries.⁷⁷

48. This evaluation focuses on the period from the ratification of the SSEF to November 2019, the time of the latest joint sector review. Table 2.6 shows the timeline of events in the education sector in DRC, including the roll-out of education policies, action plans, GPE grants and monitoring activities of GoDRC.

⁷⁶ <http://www.pegpesu.com/a-propos>.

⁷⁷ Project Appraisal Document of project funded by 2016 ESPIG, March 2016.

Table 2.6 – Timeline of key events in the education sector in DRC

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020...
Review period							Review period for this CLE: 2016-2019 ⁷⁸				
Sector policies	Free and mandatory primary education (Article 43 of new constitution)				National Education Law 2014						
Sector plans				PIE 2013-2015 (TEP)			SSEF 2016-2025 (ESP)				
Joint Sector Reviews					JSR 1	JSR 2		JSR 3		JSR 4	
National monitoring					Evaluation of PIE 2014 and RESEN (ESA)	Evaluation of PIE 2015 + evaluation of SSEF + MTE of PROSEB			CONEPT review of DRC financing of education		
Other								Audit report of PROSEB			
GPE grants			DRC joins GPE	PROSEB, July 2013-February 2017 (ESPIG) ⁷⁹			EQUIP-PAQUE, September 2017- February 2021 (ESPIG)				
						ESPDG, June 2015-May 2016 ⁸⁰					
						PDG, November 2015-December 2016 ⁸¹					
CSEF grants							CSEF III				

⁷⁸ Note that, owing to data constraints, sometimes the period before 2016 is considered, most notably from 2010 onwards.

⁷⁹ PROSEB was approved in May 2013, with the end date extended from August 2016 to February 2017; EQUIP was originally approved in June 2016 and signed in April 2017, with a start date postponed from November 2016 to September 2017.

⁸⁰ Approved April 2015 according to the World Bank's Completion Report (2016).

⁸¹ Approved October 2015, with the end date extended from June 2016 to December 2016 (Meeting of the Grant Applications Review Committee, May 27, 2016).

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

3.1 Introduction

49. This section summarizes findings related to **Key Evaluation Question I** of the evaluation matrix: ‘Has GPE’s support to DRC 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?’⁸²

50. The GPE country-level ToC, developed in the inception report and adapted to the DRC 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).

51. 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, respectively, during the period under review? And second, has GPE’s support contributed to observed changes in (and across) these areas?

52. 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 planning⁸³

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

⁸² 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.

⁸³ This section addresses evaluation questions CEQ 1.1 and 1.2 a as well as (cross cutting) Country Evaluation Questions (CEQs) 3.1 and 3.2.

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

PROGRESS TOWARDS A GOVERNMENT-OWNED, CREDIBLE AND EVIDENCE-BASED SECTOR PLANS FOCUSED ON EQUITY, EFFICIENCY AND LEARNING ⁸⁴	DEGREE OF GPE CONTRIBUTION ⁸⁵	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ⁸⁶				
Achieved: DRC has a comprehensive ESP, SSEF, which was developed in a government-led, inclusive and participatory, and evidence-based manner. However, there is a lack of annual operational plans, which were not developed because the programs and activities outlined in the initial five-year action plan that should have framed the annual plans did not align well with the strategy.	Strong: GPE financial and non-financial support contributed to a more inclusive planning process, and a sector plan of improved quality which was informed by a thorough sector analysis.	1	2	3	4	5
		STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE ⁸⁷				
		1	2	3	4	5

Characteristics of sector planning during the review period 2015-2019

Finding 1: DRC has developed a comprehensive education sector strategy (SSEF 2016-2025), which covers all levels of the education system. The planning process to develop the SSEF was participatory, transparent and inclusive. However, the lack of prioritization of activities and indicators and the absence of operational plan have negatively affected the SSEF's effectiveness during the review period.

54. Education sector planning in DRC most recently encompasses the SSEF 2016-2025. It is guided by a central descriptive document, a financial simulation model for the mobilization of public financial resources and external aid, and a five-year operational plan (2016-2020). Before the SSEF, the education sector was governed by the PIE 2013-2015, which was developed during a crisis period. This intended to be the first step towards adoption of the first education national strategy. The development process of the SSEF started in 2012 and brought together the entire educational community, including the four ministries involved in education, religious and non-religious school representatives, donors, teacher unions, COPAs and other members of civil society.

55. Development of the SSEF was based on a solid diagnostic of the education sector centered around three key studies that informed the development of key priorities. The first study is the Status Report on the National Education System (RESEN), conducted in 2014 with the support of the

⁸⁴ In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IEPP guidelines, and was endorsed by development partners in country.

⁸⁵ 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; and 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.

⁸⁶ 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 (LAS) producing relevant and reliable data to inform sector planning.

⁸⁷ The weighing of confirming and refuting evidence for each contribution claim is presented in Annex F.

Pôle de Dakar (UNESCO/International Institute for Education Planning (IIEP)).⁸⁸ This provided an analysis of the education system that was judged as a recent, quantified and accurate documentation set by an external evaluation.⁸⁹ The other two documents were 1) a nation-wide study on children and out-of-school youth supported by UNICEF, UKAID, UNESCO and the Université de Ouagadougou analyzing the determinants of school exclusion⁹⁰; and 2) a document on policies and strategies to promote equity in primary education in DRC supported by UNICEF and the Education Technical Support Unit (CATED)⁹¹ of MEPST.⁹²

56. Overall, the SSEF strategy responds well to issues outlined in the RESEN. However, it has opted to present a broad list of different measures without sufficient prioritization among them. One example of this lack of prioritization is the measures programmed under the ‘quality’ objective of the SSEF. Under this objective, the strategy outlines a number of programs, such as proximity supervision, acquisition of equipment, complete rewriting of programs and renovation of initial and in-service teacher training. While all these measures are relevant to ‘quality’ policy if considered in isolation, the plan does not provide a clear structure to provide priority to some measures above others, and the plan for their implementation is not clearly articulated.

57. Table 3.2 summarizes key sector issues highlighted in the RESEN and priorities of the SSEF 2016-2015.

Table 3.2 – Key sector issues and objectives of the SSEF (2016-2025)

RESEN 2014 ⁹³	SSEF 2016-2025
<ul style="list-style-type: none"> ▪ Universal primary school enrollment remains a challenge and many children are out of school, including due to late entry and early drop-out. Large regional disparities in enrollment prevail. ▪ School fees remain the primary barrier to access. 	<p>Objective 1: Develop access and ensure equity</p> <ul style="list-style-type: none"> ▪ Set up free primary education ▪ Extend the basic education cycle to eight years ▪ Adapt training to promote the social integration of unschooled young people <p>Example of indicators⁹⁴</p> <ul style="list-style-type: none"> ▪ Promote schooling for rural and disadvantaged populations by creating preparatory classes for five-year-olds in rural primary schools and peri-urban areas ▪ Bring additional resources (including staff, infrastructure and equipment) to schools and equip all schools with learning materials for quality learning

⁸⁸ UNICEF and UNESCO (2015)

⁸⁹ Robert and Koyate, Rapport de l'évaluation externe de la stratégie sectorielle de l'éducation et de la formation 2016-2025 de la République démocratique du Congo (2015).

⁹⁰ UNICEF et al., Rapport de l'enquête nationale sur les enfants et adolescents en dehors de l'école (1993).

⁹¹ CATED was transformed into the Permanent Secretariat for Support to and Coordination of the Education Sector (SPACE) in 2016.

⁹² UNICEF et al., En finir avec l'exclusion scolaire: politiques et stratégies d'équité pour l'école primaire en RDC (2013).

⁹³ Extract of key issues identified (as per executive summary).

⁹⁴ No key priorities among the 85 outcome-level targets have been established.

RESEN 2014 ⁹³	SSEF 2016-2025
	<ul style="list-style-type: none"> ▪ Support the education of disadvantaged populations through free education, the development of school canteens and the distribution of school kits ▪ Support children with learning difficulties ▪ Develop infrastructure for higher education
<ul style="list-style-type: none"> ▪ Teacher salaries are low, teaching staff are inadequately trained and ageing, and there are large gender disparities among teachers, with more male than female teachers. ▪ A high proportion of children experience learning difficulties, not mastering the fundamentals of reading and mathematics at the end of primary school. 	<p>Objective 2: Improve the quality of learning</p> <ul style="list-style-type: none"> ▪ Put in place monitoring and quality assurance systems for measuring learning outcomes ▪ Provide an educational environment conducive to learning <p>Example of indicators:⁹⁵</p> <ul style="list-style-type: none"> ▪ Bring the resources of staff, infrastructure and equipment to schools and equip all schools with learning materials for quality learning ▪ Train and supervise teachers
<ul style="list-style-type: none"> ▪ The education system faces a context marked by a sustained demographic growth and low social indicators combined with a fragile political and humanitarian context. ▪ Education spending rose until 2014 but remains at low levels compared with the regional average. Households contribute disproportionately to education spending. ▪ The administrative management of both teachers and textbooks is marked by serious shortcomings, and resources made available to the system are not transformed into learning outcomes. 	<p>Objective 3: Improve the governance and steering of the sector</p> <ul style="list-style-type: none"> ▪ Strengthen system governance through the establishment of transparent standards and mechanisms for the management of resources ▪ Make management more efficient and equitable at all levels, building on better-organized partnerships <p>Example of indicators:⁹⁶</p> <ul style="list-style-type: none"> ▪ Laying the foundations for more rational management of teaching staff

58. Throughout the development of the plan, the SSEF has been subject to appraisal at various stages of the GPE processes, including the Quality Assessment Reviews (QARs) part of the subsequent ESPIG application. As part of this process, an external evaluation⁹⁷ of the SSEF was published in December 2015 by independent appraisers, which aimed at supporting DPs in the critical analysis of relevance and consistency of the plan, as well as its compliance with the eligibility criteria for GPE funding. Methodologically, the assessment used the guide for the preparation and the evaluation of an ESP developed by GPE, which was revised in 2015.⁹⁸

⁹⁵ No key priorities among the 85 outcome level targets have been established.

⁹⁶ Ibid.

⁹⁷ Robert and Koyate (2015).

⁹⁸ GPE, Guidelines for Education Sector Plan Preparation (2015).

59. **The SSEF met all seven of the quality criteria set out by GPE for a credible sector plan.**⁹⁹ . Table 3.3 shows the results of this assessment. Development of the SSEF was government-led, participatory and inclusive.¹⁰⁰ The objectives of the SSEF align closely with the priorities of the GPE 2020 agenda by focusing on access and quality of primary education. The strategy is a comprehensive plan that brings together sub-sector education strategies into one overarching strategy, therefore covering the whole education sector.

Table 3.3 – Summary of scores of the SSEF 2016-2025 against quality criteria in GPE’s RF indicator 16¹⁰¹

ESP QUALITY CRITERIA	GPE RESULTS FRAMEWORK INDICATOR 16A RATINGS
Overall vision	Met
Strategic	Met
Holistic	Met
Evidence-based	Met
Achievable	Met
Sensitive to context	Met
Attentive to disparities	Met
Overall, at least 5/7 met?	Met

Source: GPE RF indicator 16a

60. **One of the main weaknesses of the SSEF is that the programs and activities outlined in the action plan do not align entirely well with the strategy.** Despite being accompanied by a comprehensive five-year budgeted action plan, which was to be reviewed and updated annually, it was widely judged as overambitious and lacking prioritization of activities. A clear prioritization in the ESP of goals and activities is especially important when financial resources are not available to fund the full plan. Prioritization can be achieved through the development of annual action plans. However, GoDRC has not developed these, possibly because of a lack of capacity and funding. Stakeholders also noted concern over the lack of prioritized annual plans during the 2018 CLE mission.

61. **The initial five-year action plan was replaced by a three-year national operational action plan developed in early 2019.** In January 2019, the triennial PAO was developed with the support of donors for the period 2019-2021. This was to substitute for the previous five-year action plan, which was considered ineffective. Its key components include measurable indicators and attached budgets for pre-primary education, primary education, literacy and non-formal education and activities regarding teachers in the first and second education cycle. At the time of the evaluation mission in July 2019, the plan and its corresponding budget were in the process of approval with GoDRC (stakeholders said it would be discussed during the upcoming JSR of the SSEF). The prioritization of the activities in the plan was still being discussed and the funding sources for the activities outlined in the plan were unclear. Some informants agreed that one of the main reasons for the development of the PAO was the ineffectiveness of the SSEF five-year action plan. This lack of realistic annual action plans and attached budgets for the years 2017 and 2018 was said to have been critical in the slow progress of the implementation and monitoring of the SSEF (discussed in the next sections), rendering the plan ‘aspirational’, as one stakeholder noted. One reason for the lack of effective implementation planning

⁹⁹ Between the GPE Secretariat assessment in 2017 and that in 2019, the rating changed from meeting six of seven criteria (the strategic criterion was not met) to meeting all seven, owing to a change in the GPE assessment criteria.

¹⁰⁰ Robert and Koyate (2015).

¹⁰¹ GPE ratings are taken directly from GPE’s RF data, indicator 16a, 2016.

in the years following endorsement of the SSEF was weakness in sector dialogue (discussed later in Section 3.3), whereby key platforms to bring all actors of the education sector together did not function.

62. Development of the provincial operational plans has been progressing slowly, according to some stakeholders at the ministry level and at the provincial level. According to government sources, a large number of provinces are estimated to have established a PAO with the support of donors. However, the exact number developed at the time of this evaluation was unclear (as mentioned by key interviewees), and donors noted difficulty in obtaining precise information on this. According to one donor, 17 out of 26 provinces have developed their PAOs supported by UNESCO. In addition, it is unclear how the plans are going to be linked to the recently developed three-year PAO at the central level. For example, Équateur, visited by the evaluation team during the 2019 evaluation mission, developed its PAO two years after the beginning of SSEF implementation. Its development was judged to have been participatory and inclusive and benefited from the support of ACCELERE!2.¹⁰²

63. One additional weakness identified in the independent appraisal of the SSEF relates to actual participation of civil society in the planning process. Despite an otherwise inclusive and participatory planning process, civil society organizations (CSOs) were said not to have had a meaningful voice in the process. However, Groleau (2017) suggests the credibility and legitimacy of many CSOs in DRC is weak.¹⁰³ Poor representation of teachers' unions and participation of a 'small group of individuals connected to the CONEPT and the "Observatoire indépendant de l'éducation"' made actual participation of civil society in the education plan development process challenging.¹⁰⁴

64. In addition, there are mixed stakeholder views on the extent to which CSOs, teacher unions and COPAs participated in the planning process subsequent to endorsement of the SSEF. Some stakeholders noted that the participation of civil society groups can sometimes be ex-post in the sense that they are invited for validation workshops but not involved in preparation of the PAOs. In the case of teachers and COPAs, this is seen as a regression from the development process of the SSEF, when they did feel they were meaningfully involved. Another issue raised was that, often, only a few representatives of each CSO, teacher group and COPA are invited, which dilutes the strength of their voice in big meetings. However, the interviews carried out in Équateur revealed that CSOs, teachers and COPAs considered they had been highly involved in elaboration of the provincial PAO. At the national level, with the support of UNESCO, CSOs feel that they have been sufficiently included in the alignment of the SSEF with Sustainable Development Goal (SDG) 4, which was carried out through an addendum to the SSEF.

65. Another weakness noted in the external appraisal of the plan was the low priority given to gender issues. While the strategy and the complementing five-year operational plan cover a range of activities, gender is not a clear focus. A similar point holds for learners with special needs. As mentioned, the three-year PAO was in the approval process at the moment of the second evaluation mission and therefore it is not clear whether these weaknesses have been addressed in this most current document.

¹⁰² The PAO for Equateur is funded by the national and provincial governments and the country donors. This Equateur PAO does not specify in detail who funds what activity, and for how much. Rather, the PAO lists the costs for the different items, who is implementing, who is responsible for monitoring, and who is overall responsible for the funding – without giving clear amounts.

¹⁰³ Groleau (2017)

¹⁰⁴ GPE, Prospective Evaluations Democratic Republic of the Congo Annual Report (2018)

66. In all, the external appraisal of the SSEF 2016-2025 recommended endorsement of the strategy but identified several points where special attention should be paid to ensure successful implementation: 1) respect for the financial commitments of the state; 2) maintaining reasonable regulation between primary and lower secondary education, as well as between the two cycles of secondary school; 3) the precise definition of the chains of decisions and responsibilities that will enable the implementation of the many announced activities or reforms in the SSEF; 4) coordination around intentions, activities and reforms; and 5) strengthening the role of SPACE as an inter-governmental agency to play its role effectively.¹⁰⁵

67. An addendum on the alignment of the SSEF to the SDG 4 was subsequently established. Given that the SSEF was developed in 2015 and following DRC's endorsement of the Incheon Declaration, the four ministries in charge of education set up a national team, under the coordination of SPACE and with the support of UNESCO, to identify possible gaps in the SSEF in light of the requirements of SDG 4 and to plan the development of the system until 2030. This was translated into an addendum, whose focus is to align the strategy with equity, inclusion, gender equality and the effectiveness and relevance of learning. A team comprising representatives of the four education ministries, the Ministry of Planning, the Ministry of Budget, the Permanent Committee of Macroeconomic Framework, SPACE and UNESCO and an international consultant was put together resulting in an addendum to the SSEF in November 2018. However, the addendum did not tackle the weaknesses of the SSEF in terms of prioritization of activities or the lack of annual operational plans.

GPE contributions to sector planning

Finding 2: GPE played a critical role in supporting the development of the SSEF. The ESPDG and an active in-country role for the Secretariat and the CA were strong inputs into the development of a high-quality education sector strategy. However, the GPE contribution has dissipated in planning activities subsequent to the endorsement of the SSEF, mainly because of the inactivity of the CA and the Secretariat.

68. GPE offers a series of financial and non-financial mechanisms to support sector planning. Table 3.4 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or limited/no contribution to sector planning. This grouping does not constitute a formal score.

Table 3.4 – GPE contributions to sector planning during the 2016-2019 review period

SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING
<p>ESPDG funding: The ESPDG funded technical support by both the GA and consultants to develop the SSEF and the PAO. The RESEN (funded from the ESPDG) informed development of the strategy.</p> <p>GPE guidelines for ESP development: The GPE guidelines on the development of ESPs oriented SPACE through the process of developing the SSEF, providing a framework to build a credible and quality plan.</p> <p>QAR processes: Suggestions and evaluative judgments on the SSEF and PAO were made during the reviews associated with the ESPIG application process, and during independent appraisal of the plan. Both helped SPACE amend the plan.</p> <p>ESPIG funding requirement 1 (a credible, endorsed plan) provided an incentive to add greater detail to the process of developing the SSEF.</p>

¹⁰⁵ Robert and Koyate (2015)

CA: During the sector plan development, a strong presence of the CA in organizing the LEG was noted. However, that role dissipated afterwards owing to a lack of capacity, mainly because of a staff shortage.

Secretariat country lead (CL) missions during plan development: There were several missions of the Secretariat CL to DRC during the plan development stage, providing guidance on the application process and technical assistance. After that, missions dissipated, owing to the political context and stagnation in sector dialogue (see Section 3.3).

MODERATE CONTRIBUTION TO SECTOR PLANNING

N/A

LIMITED/NO CONTRIBUTION TO SECTOR PLANNING

Variable tranche: The 2017 ESPIG introduced Disbursement-Linked Indicators (DLIs) into the five-year operational plan's RF, increasing attention to issues such as improving reading skills and reducing dropouts in primary education. However, this has not been shown to have leveraged better sector planning.

Visits by the Secretariat CL after plan endorsement: Visits from the CL in 2015 and 2016 provided technical guidance to the development of the SSEF. However, no visits have happened in 2018 and monitoring of subsequent planning activities has been weak.

NOT APPLICABLE / TOO EARLY TO TELL

CSEF grants: CONEPT was the recipient of CSEF grant funding during the development process of the SSEF. CONEPT contributed actively to the development of the content of the SSEF through advocacy and working group participation, but it is unclear whether and to what degree this was enabled by the CSEF.

69. Several stakeholders agreed that GPE substantially supported the development of a credible SSEF, with one stakeholder noting that 'without GPE there would be no SSEF'. **The ESPDG awarded in 2015 was used to finalize the SSEF 2016-2025 as well as its accompanying five-year action plan, which had already started to be developed with funding from an IDA project. The ESPDG also funded a consultation at province level and the independent appraisal of the draft strategy.** The fact that the strategy and the accompanying plan were already in process of being developed explains why DRC received an ESPDG of \$237,875 but just spent \$87,102 to prepare the final SSEF. In the assessment of the completion of the ESPDG, the overall progress was rated satisfactory with regard to achieving the grant objectives and implementation of grant-funded activities, as per the rating of the World Bank (GA).¹⁰⁶ Overall, appraisal of the ESPDG attested to strong technical direction from the ministries in charge of education. This in turn has led to ownership of the SSEF and strengthened the capacity of the ministries' technical staff in sector planning and budgeting.¹⁰⁷

70. **Documentary evidence showed that non-financial GPE support to education sector planning, such as the QAR process and guidelines for ESP development, has played a critical role in the development of the SSEF.** External consultations provided a solid basis from which GoDRC could think about the priorities of the SSEF. Several donors supported the SSEF development through workshops, external studies and technical support to GoDRC.

71. **The Secretariat CL visited DRC in April and May 2015 to present the new GPE funding model, and to discuss how it could be aligned with the SSEF.** During these missions, the CL also provided technical support in the form of technical advice, sharing experiences from other countries and providing guidelines and terms of references. However, since adoption of the SSEF, there has been a noted lack of GPE Secretariat presence in DRC. According to the GPE RF (see Annex I), no visit from the Secretariat CL to DRC has taken place in 2018 and 2019 and therefore involvement of the

¹⁰⁶ ESPDG Completion Report November 2016

¹⁰⁷ Ibid.

Secretariat in monitoring education sector performance has been weak. During this period, the CL in charge of DRC has been wearing multiple hats, acting both as a regional manager and as a CL. Some stakeholders perceived the lack of presence in DRC as a regression of the GPE Secretariat's technical support. However, this may be linked to a lack of understanding of roles and responsibilities of the Secretariat following endorsement of the SSEF (discussed in more detail in Section 3.3 on sector dialogue).

72. While the CA (UNICEF) has been noted to play a key role in the development of the SSEF, its role in accompanying and monitoring the sector planning process has dissipated since endorsement of the plan. During the development of the plan, the CA facilitated the provision of DP technical support through the LEG and SPACE, which were heavily involved in the sector planning process.¹⁰⁸ In addition, the UNICEF chief of education and a fulltime staff member seconded to SPACE were involved in the plan development process. However, the CA was unable to renew the contract of the staff member in SPACE and the UNICEF chief of education left the country after development of the SSEF, which seem to be the most likely reasons for the perceived degradation of the role of the CA. The first CLE of 2018 noted that the CA's role following the endorsement of the SSEF was limited to sharing information rather than a significant coordination role. However, in 2019, capacities at the CA have been reinforced (discussed in more detail in Section 3.3). There are a number of reasons that explain the current gap between what is expected by the GPE of the CA and the current role that is playing in the DRC. Firstly, the MEPSP asked to make the difference between the Chef de file and the CA, which led to a division of task between both roles. Consequently, the chef de file leads on sector monitoring and technical support and the CA is mainly in charge of communication with GPE, but there is still confusion and overlaps on the responsibilities the two positions. Secondly, there is limited capacity of the CA to play the expected role. Although the CA recruited a consultant to raise this capacity (funded by USAID and DFID), the ToR have led to confusion as if the CA's role was to monitor the GA and EQUIP.

73. Variable tranche development. The objective of GPE's results-based financing is to drive improvements in equity, efficiency and learning outcomes by 1) strengthening the results focus of sector policy dialogue and sector planning; 2) encouraging the development of ambitious yet realistic sector strategies backed by robust ToCs; and 3) driving sector plan implementation and improvements in equity, efficiency and learning.¹⁰⁹ Documentary evidence shows that the country has improved its stretch indicators following preliminary feedback from the Secretariat, an audio call and recommendations provided during QAR II.¹¹⁰ However, two stakeholders (one donor and one program implementer) noted during the 2019 mission that the integration of variable tranche funding with the SSEF (and thus EQUIP) was not well thought-through and was rushed. Similarly, the Year I CLE report in 2018 noted that the discussion of the stretch indicators coincided with the holiday period and was 'rushed through' so that the grant proposal could be reviewed by the next Grants and Performance Committee.¹¹¹

74. At the time of preparation of the ESPIG application, the GA was obliged to rush the preparation of project documents, including the variable tranche, because GoDRC and partners required a program to be developed by March 2017. Despite efforts to mobilize its staff (including during the winter break), the partners were not able to provide comments on various documents, including the ESP, or to engage in the discussion around the variable tranche. This suggests there have been competing incentives between submitting the grant proposal on time and using the variable tranche as a means

¹⁰⁸ ESPDG appraisal

¹⁰⁹ GPE, Guidance Note on GPE Variable Part Financing (2019).

<https://www.globalpartnership.org/sites/default/files/2019-03-gpe-guidance-note-variable-part.pdf>

¹¹⁰ QAR III

¹¹¹ Year I CLE 2018

to focus sector policy dialogue and sector planning as suggested by the GPE funding model. It is of note that DRC was one of the first countries to implement the variable tranche, when GPE was in its learning phase and a quality assurance process on the variable tranche had not yet been established. Given the novelty of the mechanism and the rushed manner in which they were chosen, the selected indicators for the variable tranche were based on the ESP, with most of the intermediate results part of the action plans of projects that are already ongoing. In addition, there was not baseline information to inform the targets included in the VP, which were judged by most of stakeholders to be overambitious. However, the variable tranche was planned to be revised during the mid-term review of the SSEG which was held in October 2019. No information of the outcome of this review was made available to the evaluators.

Additional factors beyond GPE support

75. One factor unrelated to GPE support was the political situation following endorsement of the SSEF. All stakeholders said that the delay in the elections from the planned year 2016 to December 2018 and the subsequent establishment of an interim government to bridge the period until the elections had caused delays in the implementation of the SSEF (discussed further in Section 3.5). These circumstances also hampered progress in establishing the necessary annual action plans to guide the day-to-day implementation of the plan by establishing priorities to focus on and providing a monitoring framework for implementation. In fact, as noted above, the three-year action plan for 2019-2021, established in January 2019, still has to be approved by GoDRC.

Unintended negative/unplanned positive effects of GPE support

76. There have been some **unplanned positive** effects of GPE support to planning. Stakeholders¹¹² noted the establishment of SPACE, which evolved from CATED.¹¹³ While this cannot be attributed solely to GPE support, this is the first time an entity intended to coordinate all four ministries has been created and is noted as a major accomplishment for education sector planning, monitoring and implementation. However, most stakeholders said that SPACE was finding it challenging to fully fulfill its mandate, owing to funding issues and a lack of staffing capacity (see Section 3.5).

77. At the time of the evaluation, no **unplanned negative** effects of GPE support to planning could be identified.

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

78. **There is a question as to whether action planning on a rolling basis should be more emphasized.** The original SSEF was accompanied by a five-year PAO but no subsequent annual plans were formed for 2017 and 2018. The SSEF 2016-2025 notes that 'the prioritization for the implementation of policies and actions is ensured within the framework of the operational action plan, developed for the first five years and subject to an annual update'.¹¹⁴ It identifies the annual PAOs as key documents to prioritize reforms for successful implementation of the SSEF.¹¹⁵ The annual PAO is typically developed during the joint sector review (JSR), which should provide a review of activities undertaken in the previous year and an analysis of activities to be undertaken in the following year. However, as noted above, there has been no action planning on a rolling basis, in part due to a lack of funding for the preparation of PAOs and because there no JSRs took place between 2017 and late 2019 (as discussed in more detail in Section 3.3). Planning activities should therefore be seen not as a single requirement

¹¹² Including stakeholders from ministries, donors, CSOs, teacher associations and COPAs.

¹¹³ It is important to note that the focal point for SPACE is also the focal point for GPE.

¹¹⁴ SSEF 2016-2025, p.9

¹¹⁵ Ibid., p.112

at the creation of the SSEF but as a continuous activity throughout the planning cycle of the SSEF. GPE's future support to the planning process could therefore include stronger guidance and technical support during the subsequent planning phases following endorsement of an ESP to facilitate better chances of implementation. Guiding subsequent planning may also include having a strong focus on prioritization of activities when ESPs are comprehensive and when there is no clarity whether the plan can be funded in its entirety.

79. There is a question as to the quality of a sector plan if it is deemed 'achievable' but does not prioritize activities and goals. The GPE guidelines for ESP development state that an ESP is strategic when 'it identifies the strategies for achieving the vision, including the human, technical, and financial capacities required, and it sets priorities' and an ESP is achievable if it is based 'on an analysis of the current trends and thoughtful hypotheses for overcoming financial, technical, and political constraints to effective implementation' and provides a framework for budget and management decisions.¹¹⁶ Despite meeting the 'achievable' and 'strategic' criteria (which are considered minimum quality standards), the SSEF 2016-2025 in DRC did not have clearly defined priorities among activities. The case of DRC highlights the fact that a lack of priorities in the activities of the SSEF may negatively influence the actual achievability of a plan in the sense of successful implementation.

80. The DRC case also raises the question as to how planning activities can be supported at the decentralized level. The decentralization in DRC implies that planning activities do not occur only at the national level and are even more important at the sub-national level, where national plans need to be adapted by the provinces, and adequate levels of funding made available. Donors and SPACE have played a key role in provincial-level planning processes. One of the questions arising from this development relates to the extent to which GPE can facilitate planning at the subnational level either by providing guidance or by facilitating strong donor coordination to ensure provincial plans are elaborated for every province. Another important issue to tackle will be the funding of the implementation of those plans, which would have implications mainly to the ESPIG model but also for other aspects of the GPE model.

Box 3.1 – Testing assumptions and assessing the strength of evidence for sector planning

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

Assumption 1 holds: Planning capabilities at the ministries have been evaluated to be good (also because of the establishment of SPACE) and a strong sector analysis was supported by donors through outside technical experts and national workshops.

Assumption 2 holds partially: The political environment since the endorsement of the SSEF in 2016 has proven challenging, owing to a lack of government, which has hampered additional planning efforts.

Assumption 3 holds: During the planning period of the SSEF, all stakeholders in the education sector were actively involved, including the four ministries of education, donors, teachers, parents and CSOs, signaling a strong motivation among stakeholders to contribute to the education sector planning process.

Assumption 4 holds: GPE has sufficient leverage within the country to influence sector planning, given the strong reliance of GoDRC on GPE funding.

¹¹⁶ <https://www.globalpartnership.org/sites/default/files/2015-06-gpe-iiep-guidelines-education-sector-plan-preparation.pdf>

Assumption 5 does not hold: The SSEF was based on a solid diagnostic of the education sector (RESEN) centered around three key studies. However, data production in the education sector is weak, and if data is produced it is not analyzed and disseminated promptly enough to allow for effective operational planning. The Independent Learning Assessment Unit (CIEAS) has been established and a first study on learning assessments has been undertaken but not analyzed yet. EMIS data in DRC is weak and several donors consider data production through the Annual Education Statistic Yearbook, which is often published a year or more after the academic school year for which data was collected, not timely enough to contribute to effectively to sector planning.

The evidence for assessing changes in the education system in DRC is reasonably strong. There is sufficient documentary evidence on the sector planning period (2012-2016). Divergence across stakeholder views regarding the state of education sector planning and GPE contributions to planning is low.

3.3 GPE contributions to mutual accountability through sector dialogue and monitoring¹¹⁷

81. A high-level overview of evaluation findings on mutual accountability for education sector progress and on related GPE contributions during the review period is provided in Table 3.5. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.5 – Summary of progress and GPE contributions to mutual accountability through sector dialogue and monitoring

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY (SECTOR DIALOGUE)	DEGREE OF GPE CONTRIBUTION (SECTOR DIALOGUE)	PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY (SECTOR MONITORING)	DEGREE OF GPE CONTRIBUTION (SECTOR MONITORING)	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹¹⁸			
				1	2	3	4
Weak: Sector dialogue structures, such as the “Comité de concertation sectorial” (LEG), have not been functioning for most of the review period.	Weak: Little coordination among GPE actors including the CA and GA.	Weak: Mechanisms to monitor SSEF progress such as JSRs have not taken place for most of the review period.	Weak: Secretariat country missions have not been taking place owing to weak sector dialogue, and JSRs have not taken place regularly. The role of the CA and GA has been downgraded in comparison with their role in the planning process.	STRENGTH OF UNDERLYING EVIDENCE			
				1	2	3	4

¹¹⁷ This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹¹⁸ 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.

Characteristics of sector dialogue

Finding 3: Core dialogue structures including the CCS (the LEG in DRC) have been established but have not been effective in their operation in the past three years, and there is little coordination between actors in the education sector.

82. In 2016, an inter-ministerial decree established SPACE (formerly CATED), which was created as an inter-ministerial coordination structure and mandated to provide technical coordination, and to monitor and evaluate the implementation of educational policies and the SSEF.

83. A framework of permanent and constructive consultation and dialogue between GoDRC and education partners was formalized in October 2017. Established by ministerial decree, the Partnership Framework for the Education Sector (CPSE) involved all ministries with education responsibilities (MEPST, MESU, MFPMA and MAS), as well as education DPs, civil society, the private sector and teacher organizations. The objective of the decree was to enhance consultation and dialogue on education policies and strategies. Therefore, it aimed to shape several dialogue structures and their functionality (e.g. accountability, frequency of meetings, reporting, etc.).

84. The dialogue structures created through these two decrees and CPSE are described in Table 3.6.

Table 3.6 – Education sector dialogue structures and inter-ministerial coordination structures¹¹⁹¹²⁰

BODIES	MEMBERSHIP	MANDATE	STATUS AS OF 2019
Sector Steering Committee (Comité de pilotage sectoriel, CPS) (central level)	Four ministries involved in education, Ministries of Finance, Planning and Decentralization, SPACE, Chef de file (French Embassy) Chaired by MEPST	<ul style="list-style-type: none"> ▪ Validation and approval of sector policy, sub-sectoral reports (annual reports), medium and long-term financial framework, and adaptation of sector regulatory framework ▪ Validates the harmonization of intervention procedures, the conformity of projects and programs with the objectives of the strategy and the search for sustainable solutions to financing the sector¹²¹ ▪ Monitoring of government commitments for the development of the education sector ▪ Monitoring of the commitments of NGOs, private organizations, unions and DPs in the programming and monitoring of interventions 	Should meet once a year Has not met since 2017, with first meeting since 2017 took place in November, 2019
Joint Sectoral Committee (Comité de	Experts from GoDRC, representatives	<ul style="list-style-type: none"> ▪ Assures the link between national political instances (and the technical working groups) 	Should meet once per quarter but has

¹¹⁹ 2017 inter-ministerial decree establishing, organizing and operating the dialogue and consultation framework between education partners in DRC (CPSE) and 2016 inter-ministerial decree to establish SPACE

¹²⁰ Evaluation Report on the Effectiveness of the Sectoral Dialogue and the Monitoring and Evaluation of the SSEF (November 2019).

¹²¹ Ibid.

BODIES	MEMBERSHIP	MANDATE	STATUS AS OF 2019
concertation sectoriel, CCS) (Central level) (LEG)	ministries represented in Steering Committee, DPs, civil society and private sector Co-presided over by head of donors (France Embassy) and MEPST SPACE acts as secretary	<ul style="list-style-type: none"> ▪ Reviews and proceeds to technical validation of M&E reports ▪ Guarantees monitoring of financial commitments of GoDRC and donors and execution of programs and projects ▪ Provides technical validation of policy documents and financial framework ▪ Formulates recommendations to improve financial execution of the action plan ▪ Guarantees implementation of recommendations of the JSR ▪ Guarantees coordination of the Thematic Consultation Committees (CCTs) ▪ Commissions SPACE for the necessary technical studies for implementation of the strategy ▪ Boosts and monitors execution of studies on the education sector 	not met regularly during the review period
Joint Sub-Sectoral Committees (CTSs) (central level)	Ministry secretary general, GoDRC experts, services and program managers, donors in sub-sector, CSOs, private sector Presided over by secretary general and assisted by SPACE	<ul style="list-style-type: none"> ▪ Each ministry has a sub-sectoral committee ▪ Promote dialogue among sub-sector stakeholders and facilitates implementation of strategy and its follow-up ▪ Consolidate draft PAOs of the various sub-sector programs and ensure consistency with objectives of the strategy's action plan ▪ Produce an annual sub-sectoral action plan, approved by minister, to send to SPACE ▪ Supervise the implementation of activities 	Have not started to meet yet
Thematic Consultation Committees (CCTs) (central level)	Technical working groups (composed of experts from the ministries involved in education, civil society and DPs)	<ul style="list-style-type: none"> ▪ Guarantee coordination and coherence of implementation of SSEF reforms as well as actions to contribute to its operationalization ▪ Establish state of progress of implementation of reforms ▪ Provide recommendations to CCS based on CCT's expertise ▪ Develop mitigation strategies concerning risks in the implementation of plans and programs and monitoring and mobilization of resources 	<ul style="list-style-type: none"> ▪ Should meet once a month ▪ 10 CCTs have been established but are not yet fully functional; in 2019, two meetings have been taking place

BODIES	MEMBERSHIP	MANDATE	STATUS AS OF 2019
Provincial Technical Committees (CTPs) (provincial level)	Provincial ministers of education ministries, provincial decentralized services, DPs, private sector, CSO, Socio-Cultural Commission of Provincial Assembly	<ul style="list-style-type: none"> ▪ Guarantee progress of coordinated and coherent implementation at provincial level of reforms in the five-year plans of SSEF ▪ Coordinate and develop provincial PAOs ▪ Mobilize financial resources ▪ Guarantee the monitoring of implementation of education policies by central government 	Established in some provinces ¹²²
SPACE	Technical advisers from all four ministries and technical consultants	<ul style="list-style-type: none"> ▪ Support MEPSP, MESU, MFPMA and MASHAN in design and implementation of policies and reforms aimed at development of sector ▪ Provide coordination of technical assistance ▪ Strengthen and develop capacities of central and decentralized departments of ministries directly involved in implementation of SSEF ▪ Support central and decentralized services in elaboration of national and provincial PAOs ▪ Ensure alignment of DP and GoDRC programs and projects with strategic objectives of SSEF and PAO ▪ Coordinate implementation/monitoring of activities implemented by GoDRC and by donors in context of implementation of SSEF ▪ Coordinate evaluations of programs and projects and communicate results ▪ Mobilize resources for financing of SSEF implementation, from both GoDR and DPs 	Crucial for sector dialogue but capacity is low, staff for key positions still need to be recruited

¹²² Since the first annual evaluation mission in 2018, CTPs have been established to elaborate their PAOs with the support of donors. However, at the time of the evaluation in 2019, the number of provinces in country that had active CTPs was unknown. Interviews conducted in Équateur revealed that dialogue was frequent but links of the issues discussed at this level to the central level were still an issue. The CTP in this province had benefited from support from ACCELERE!2 through its governance component.

BODIES	MEMBERSHIP	MANDATE	STATUS AS OF 2019
Donor group	Donors, chaired by head of donor group (France Embassy)	<ul style="list-style-type: none"> Technical working groups around key objectives of SSEF have been established.¹²³ 	Has met regularly every last Thursday of month ¹²⁴

85. **At the time of the first CLE mission in 2018, the quality of sector dialogue and accountability was considered to have regressed** by almost all stakeholders since the PIE period and the endorsement of SSEF. The first CLE report for DRC highlighted two strengths, notably a strong and inclusive plan development process and the formalization of the dialogue structures through the 2017 inter-ministerial decree. However, the report also identified several weaknesses: insufficient donor harmonization; partly functioning dialogue structures and notably, absence of a functioning LEG; lack of clarity on the decision-making process; lack of coordination between the four education ministries and among donors; limitations to the role of SPACE owing to internal structural weaknesses; and lack of implementation on various arrangements from the inter-ministerial decree. Additional concerns were raised about the degree to which CONEPT represented civil society. Taken together, these elements complicate the implementation of key policies and the monitoring of reforms.

86. **While the dialogue mechanisms set-up appears pertinent to the SSEF (2016-2025), in reality dialogue has been weak, as both the Sector Steering Committee (CPS) and the Joint Sectoral Committee (CCS) have not played their roles effectively.** Evidence gathered from documents and interviews conducted in July 2019 reveals that sector dialogue mechanisms at national level remain weak; some do not function at all and others were only slowly being revived, most notably at the beginning of 2019. The Sector Steering Committee has not been efficient in providing a dialogue platform between partners, given a lack of regular meetings. Several *ad hoc* meetings have been held between principal stakeholders but there is no regularity, as a result of the political situation in the country. The CCS has met only once, in May 2019, while the CTSs within ministries have not been operationalized. CCTs have not met on a regular basis.

87. Several plausible explanations exist for weak dialogue: 1) a general political situation that has not been conducive to effective dialogue, with officials focused on the presidential and regional elections; 2) difficulties coordinating the four ministries, each of which traditionally has its own objectives and strategy – coordination of the sub-programs has not been effective because of a ‘certain habit or work culture that does not allow the real exchange between services, whose objectives are sometimes divergent’;¹²⁵ 3) in the agenda discussed in donor group meetings, a focus on MEPST objectives rather than objectives from all ministries, resulting for example in insufficient attention to vocational training. This may be both a result of and a factor contributing to the noted lack of coordination and collaboration between the four ministries; 4) not all ministries being equally represented during meetings and equally aligned with the SSEF; and 5) challenges with donor harmonization as donors are focused on their own projects, which may be partially due to the political instability in the country. Since the elections, SPACE and the head of the donors group have revived dialogue, but at the time of

¹²³ Annex O details the working groups and their focus provided by SPACE.

¹²⁴ Following UNESCO, the French Embassy has taken over the lead of the donor group in 2019. One donor stakeholder noted the dominance of PAQUE in the discussions at these monthly meetings, leaving little time to discuss other aspects of the education sector. This has been rectified to add an additional meeting dedicated only to PAQUE.

¹²⁵ Evaluation Report on the Effectiveness of the Sectoral Dialogue and the Monitoring and Evaluation of the SSEF (November 2019).

the evaluation it was too early to tell whether these efforts would lead to an actual improvement in mutual accountability.

88. Several stakeholders confirmed the establishment of SPACE in 2016 as a crucial step in coordination of the four ministries involved in education. However, some donors attested to a lack of capacities in key SPACE positions to adequately represent all education sub-sectors.¹²⁶ In particular, donors and representatives of education programs noted a lack of technical experts and communications staff to fully represent the objectives all four ministries and fulfill SPACE's role to share progress in the education sector regularly and effectively. Some stakeholders (three donors and one government stakeholder) pointed out that, given the proximity of SPACE to MEPST, there was a perceived dominance of MEPST objectives in SPACE activities, potentially undermining its legitimacy with the other ministries. The lack of personnel has been seen as a real challenge to coordination and monitoring of the many programs implementing the SSEF (e.g., PEQPESU (World Bank), ACCELERE! (DFID/USAID), PAQUE (GPE) to name a few), which signifies the need for someone to look at 'the big picture'. Since the first annual CLE report, no progress has been made regarding these issues. The potential for donors to fund additional staff at SPACE was discussed during a donor meeting at the time of evaluation and a development plan for SPACE had been presented.

Characteristics of sector monitoring

Finding 4: Sector monitoring in DRC is weak. JSRs have not taken place between 2017 and November 2019¹²⁷ and the lack of annual operational plans at national level together with weak and unreliable data collection hampers the effective monitoring of progress on the SSEF.

89. During the period of the PIE, several mechanisms for joint sector M&E were in place, including an annual progress implementation report on the PIE, a results framework against which progress was measured, an Annual Statistical Yearbook for 2014-2015 and 2017-2018 and annual JSRs. However, since the endorsement of SSEF 2016-2025, the functioning of these mechanisms has regressed. Documentary evidence shows that while the SSEF has strong alignment with the priorities, strategic objectives and priority actions of GPE, implementation will require more attention to ensure a solid M&E system able to course-correct, a favorable environment in terms of regulations, procedures and funding by government, and conditions for piloting reforms.¹²⁸

90. Results framework. While the SSEF includes a comprehensive results framework, with indicators linked to the strategy's objectives, it contains 85 process and outcome indicators. This large number does not facilitate easy assessment of progress and performance overall, especially given the current capacities of GoDRC. Although the SSEF results framework outlines the entity responsible for the production of data for each indicator and the reporting mechanism, it does not state who is responsible for implementing the plan to make progress happen. In addition, the indicators are not associated with the corresponding implementation activities, something not addressed in the five-year operational plan either.

91. Progress implementation reports. Under the PIE, three implementation progress reports were drafted in preparation for the annual JSRs. The last one was prepared for the third JSR (held in 2017) and discussed progress under the PIE made by the end of 2015; it also mentions some achievements made in 2016 (mainly concerning financial and budgetary data).

¹²⁶ A similar point was made in the Year I CLE evaluation report (2018).

¹²⁷ The first one since 2017 took place in November 2019.

¹²⁸ QAR I Report.

92. No SSEF implementation reports have been prepared in the first three years of SSEF; the first one was prepared for the JSR held at the end of 2019. These progress reports should be based on an annual monitoring report, prepared jointly by the national team (coordinated by SPACE) and technical and financial partners, taking stock of 1) implementation of activities in the SSEF; 2) financial execution of the SSEF; and 3) evolution of monitoring indicators. Despite technical and financial support to EMIS, the production of these monitoring reports has not been carried, owing to severe shortcomings including 1) weak capacity in the Departments for Research and Planning and for Education Management Information and in central directorates, which cannot ensure efficient monitoring missions; 2) the dependence of monitoring structures on technical assistance to carry out monitoring missions; 3) lack of budget appropriations for the collection, processing, analysis and publication of statistical data, whose funding relies largely on donors; and 4) SPACE's weak operational capacities to effectively support all the central and decentralized services involved in M&E missions for the implementation of the SSEF.

93. Joint Sector Reviews (JSR). The annual JSR is the primary forum for monitoring implementation of the sector plans. Three have taken place since 2014, focused primarily on implementation of the PIE. Only one JSR (the third one, held in February 2017) fell within the timeframe of the SSEF. A fourth JSR, to discuss progress on the SSEF 2016-2025, was scheduled initially for May 2018, then rescheduled for October 2018 and again postponed for November 2019. One reason for the postponing of this JSR was the lack of a PAO against which to measure indicators and of new data on educational outcomes. The fourth JSR took place in November 2019, and included the first implementation report on the SSEF since its endorsement in 2016. Some donors interviewed during this year's CLE mission (which occurred before the November JSR) argued that, with regard to preparation for the JSR, not much had changed (i.e. no new data and annual operational plans against which progress can be measured and reports on progress in the sector) but agreed that a review of the SSEF was overdue.

94. Three *aide memoires* with recommendations were used to capture the conclusions of the three JSRs held ahead of the most recent one in November 2019¹²⁹. Even though the third review (2017) mentions the previous two, no documentation exists on which previous recommendations have been addressed. Recommendations from all three are formulated very broadly, with limited linkages to responsible parties and timelines. Those JSRs have thus not been an efficient mechanism to improve implementation through course-correction.

95. The quality of the JSR process in DRC has fluctuated during the review period. The data available, for the JSRs held in 2015, 2017 and 2019, demonstrates this decline. In 2015, DRC's JSR process successfully met three of the five quality criteria set out in GPE's RF (indicator 18) – the 'evidence-based', 'comprehensive' and 'monitoring instrument' criteria¹³⁰. The Secretariat assessment of the

¹²⁹ The aide memoire of the most recent JSR held in October 2019 was not made available to the evaluators at the time of this evaluation

¹³⁰ **Standard 1 Participatory and inclusive:** the JSR has effective participation from all sector stakeholders transparently. It sets the stage for a reinforced mutual accountability framework; **Standard 2 Evidence-based:** the JSR is informed by evidence including reliable education and financial data from the year under review, assessments of implementation, documentary inputs combining primary and secondary data sources, feedback from beneficiaries, etc.; **Standard 3 Comprehensive:** the JSR covers all sub-sectors (early childhood, primary, secondary, technical and vocational, and higher education) as well as non-formal education and adult literacy. It should also discuss all the sources of funding identified in the annual action plan (on/off budget, aligned, non-aligned, etc.); **Standard 4 A monitoring instrument:** the JSR monitors sector performance and key indicators (including equity, efficiency and learning outcomes) to help better identify implementation issues and real achievements with respect to ESP/TEP implementation and overall sector progress; **Standard 5**

2017 JSR showed that the quality of the review had declined with just two criteria met (comprehensive and monitoring measurement). Finally, provisional documentation on the JSR held in November 2019 showed that the review just met two criteria ('participatory and inclusive' and 'comprehensive'), being the last criteria ('anchored in an effective policy cycle') pending to be assessed. Table 3.7 shows the results of that assessment.¹³¹

Table 3.7 – JSRs in DRC and JSR quality standards as defined by GPE's RF indicator 18

JSR QUALITY STANDARDS ¹³²	GPE RF SCORE ¹³³			EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND CONSULTED STAKEHOLDERS ¹³⁴
	2015	2017	2019 ¹³⁵	
Standard 1: Participatory and inclusive	n/a	n/a	Yes	Documentary evidence suggests that, while JSRs were considered inclusive overall, there is concern about insufficient CSO representation in meetings. ¹³⁶
Standard 2: Evidence-based	Yes	No	No	The GPE RF data suggests a decline in the use of evidence for decision-making in the JSR. The yearbook (the most used monitoring tool) was available and published for 2013-2014 but the third JSR discussed the results of the PIE obtained at end-2015 based on data from 2014-2015 (rather than from the last year before the review, 2015-2016, as stipulated by the GPE criterion). Stakeholders agreed that, where evidence is available, decisions are made based on this evidence. However, limited availability and dissemination of data on the situation limits the ability to make evidence-based decisions.
Standard 3: Comprehensive	Yes	Yes	Yes	Documentary evidence and GPE RF data confirm that JSRs have consistently been comprehensive and cover all sub-sectors.
Standard 4: A monitoring instrument	Yes	Yes	No	Documentary evidence shows that JSR reports track annual progress on agreed up key indicators during the PIE period, which is documented in three progress reports of the PIE. ¹³⁷

Anchored in an effective policy cycle: recommendations effectively feed into addressing weaknesses in ESP/TEP implementation to ensure it is being used as a planning instrument to influence future policy planning, design and the budget cycle. Dissemination of recommendations incentivizes mutual accountability.
¹³¹ Assessment of the Secretariat is based on the review of documents shared with the Secretariat to ensure comparability of data among countries. As a result, some criteria may not be met because of lack of documents.

¹³² JSR quality criteria scored by GPE RF indicator 18 (Methodological Guidelines, version 8, June 2017, p.47).

¹³³ Years listed in the table header are years of RF data collection, which scored the DRC JSR from the previous year (i.e. GPE RF 2015 scored the 2014 JSR. Note that each JSR reviews DRC's education sector performance for the previous year.) Only two years of GPE RF scores were available at the time of this review.

¹³⁴ Evaluator assessments are just on JSR 2015 and 2017 as final documentation of JSR 2019 was not available at the time of the evaluation and the JSR was held after the evaluation mission 2019.

¹³⁵ Scores based on the provisional assessment of the JSR 2019

¹³⁶ Groleau (2017)

¹³⁷ First, second and third review of the PIE.

JSR QUALITY STANDARD S ¹³²	GPE RF SCORE ¹³³			EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND CONSULTED STAKEHOLDERS ¹³⁴
	2015	2017	2019 ¹³⁵	
Standard 5: Anchored in an effective policy cycle	n/a	No	n/a	Even though the third review mentions the previous two reviews, no documentation exists on which previous recommendations were implemented.

96. Data collection and dissemination. The lack of reliable education data is an inherent structural weakness of DRC's monitoring mechanisms. Concerns relate to collection, compilation and dissemination among key stakeholders.¹³⁸ At the time of the first CLE mission in 2018, several interviewees underscored the complexities of data collection in DRC, based on the size of the country and lack of systematic data collection, often because of a shortage of funding and capacities, weakness of the data collection system and security issues in several provinces. The weak data collection system is manifested as follows. Questionnaires are prepared by the Department of Planning of MEPST and sent physically to schools across all provinces, where they are filled out. Once filled out, they are sent back to Kinshasa, where they are processed manually and compiled into the Annual Statistical Yearbook, which is a long and arduous, often delayed, process.¹³⁹ There is no formal quality control process for the manual entering of questionnaire data, which can be prone to errors. Some schools do not send back their forms and others get lost during transportation.¹⁴⁰

97. In some provinces, data is consistently not collected at all (Haut-Katanga, Kwango, Tshopo); in others, data is collected only for some years.¹⁴¹ Interviews with stakeholders responsible for monitoring data in the provinces collected during the 2019 mission also noted that they often lacked the capacity and financial resources to effectively monitor data quality, especially in remote areas. There are concerns, therefore, that data collection and compilation for the Annual Statistical Yearbook is not representative, given the low response rate.¹⁴² Stakeholders also consistently noted that the data collection and compilation process resulted in delays in dissemination, with yearbooks consistently published a year or more later.

98. Data production through EMIS and learning assessment systems. While MEPST has had an EMIS in place since 2005, the review of the PIE states that a lack of timely funding implies frequent delays in making the Annual Statistical Yearbook available. Financing of EMIS relies entirely on donor support, with an EMIS-strengthening project supported under PROSEB in two provinces and another strengthening project by the World Bank and UNESCO put in place in 2016. The evaluation of the PIE and the recommendations of the third JSR called for financial support to EMIS on a regular and sustainable basis from the MEPS budget, and work towards the generalization of provincial EMIS¹⁴³. This would permit the Department for Research and Planning to be independent of financial support from external donors and foster stronger ownership of data collection by GoDRC.¹⁴⁴ For the evaluation of learning outcomes, the CIEAS has been established under PAQUE (EQUIP) and an inaugural learning assessment of Grades 2 and 4 has been conducted (more on the establishment of the CIEAS in Section

¹³⁸ Data is not made public and instead, is distributed to donors via online platform. However, donors are not informed when new data becomes available.

¹³⁹ Groleau (2017)

¹⁴⁰ Ibid.

¹⁴¹ <http://sigerdc.net:8080/portail/index.php/donnees-disponibles/>

¹⁴² Ibid.

¹⁴³ Efforts to decentralize the system in at the provincial level for more efficient data collection have been undertaken by the government with donor financing since 2012.

¹⁴⁴ Evaluation of the PIE.

3.5 on sector implementation). However, the results of the study had not been published at the time of the evaluation mission in July 2019.

99. Monitoring and dialogue at the provincial level was considered vivid by two stakeholders at the national level and several stakeholders at the provincial level, through the regular annual meeting of the PROMO Scolaire, which assembles every year in August. The provincial PROMO Scolaire convenes the PROVED, sous-PROVEDs, representatives of the ministries responsible for education at provincial level, members of civil society (through CONEPT), COPAs and teacher associations. After this, it is held at the national level. During the PROMO, progress on the yearly PAO and possible issues arising in implementation are discussed. This is also the forum where a minimum of data on education outcomes is collected (though not in a systematic fashion and based on paper). These PROMO Scolaire meetings have been held yearly since their inception. However, data at provincial level is insufficient to track progress and implementation of the SSEF in its entirety and have little impact on implementation of the SSEF's PAO, because the concrete measures agreed upon in provinces are not tied to the objectives of the SSEF.¹⁴⁵

GPE contributions to sector dialogue and monitoring

Finding 5: While GPE, through the ESPIG application process, was able to help strengthen sector dialogue temporarily, its support has not yet contributed to sustainable changes in either sector dialogue or monitoring, owing to an unfavorable political environment following endorsement of the SSEF.

100. GPE offers a series of financial and non-financial mechanisms to support sector monitoring. Table 3.8 provides an overview of these, grouped by whether they are likely to have made a significant, moderately significant or limited/no contribution to sector planning. This grouping does not constitute a formal score.

Table 3.8 – GPE contributions to mutual accountability during the 2012-2018 review period

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>ESPIG application: LEG members were involved in the application for EQUIP (PAQUE) in an exercise of education actors' coordination towards a common goal.</p> <p>ESPIG funding: The PROSEB provided financial support to organize the 2017 JSR, while the PAQUE provided financial support to the mid-term review held in November 2019.</p> <p>GPE non-financial support to JSRs: The GPE Secretariat Country Lead reviewed the ToR for the 2017 and 2019 JSRs and supported the application to GIZ/Back-up Education for the first JSR exchange.</p>
LIMITED/NO CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<p>ESPIG variable tranche: GPE's New Funding Model (NFM) introduced results-based financing through a variable tranche, with DLIs. DRC's DLIs were incorporated as part of the 2017 ESPIG. The GA has monitored these indicators as stipulated in the grant agreement but the LEG has not followed up on the progress.</p> <p>Grant agent: The GA has not played an important role in participating in sector dialogue, at least in part because the World Bank in its role as GA has no in-country presence in DRC. The lack of GA active participation in the CCS and donors' group over the evaluation period has had a direct negative impact on the perception of partners in terms of the GA's role in the sector dialogue.</p>

¹⁴⁵ Ibid.

Secretariat CL visits: There has not been a strong presence of the Secretariat CL in DRC, as there have been no country visits between mid-2017 and mid-2019.¹⁴⁶ While monitoring visits are not the only function of the CL, their absence inhibits the ability of the Secretariat to maintain contact with in-country partners, negatively affecting the mutually accountable relationship.¹⁴⁷ Despite a lack of visits, dialogue between SPACE and the CL has taken place, and more regular contact from the CL has been recently established – but the effects of this are not yet tangible.

NOT APPLICABLE/TOO EARLY TO TELL

Clarification of CA, GA and Secretariat roles and responsibilities: These were not clear during the Year I CLE of the GPE model in DRC. One donor reported that the lack of clarity in roles between the CA and the GA had led to an overlap, with some GA responsibilities being taken over by the CA, and that it was not clear whether monitoring of the implementation of PAQUE was the responsibility of the CA or the GA. The terms of reference for the CA set out a mandate to monitor the sector – which is perhaps at odds with what is established in the Project Appraisal Document – that is, that monitoring of PAQUE is solely the responsibility of the GA, with the note that PAQUE is not equivalent with the whole education sector but only one program implemented. The Secretariat shared an update on the terms of reference defining roles and responsibilities with the CA and GA but it remains to be seen whether this will improve mutual accountability over time.

Coordinating agency: As the role of the head of the donor group is separated from the role of the CA (i.e. in DRC the CA is not head of the donor group) and the head of the donor group convenes the CCS, the CA has not played an important role in guiding sector dialogue, although it has experienced an increase in staffing (funded by donors) in order to be able to play a more effective role. Contribution to sector dialogue and monitoring of this development cannot be assessed at this time given the short time since this change.

LEG: The LEG (the CCS) has met once in 2018 and once in 2019, thus is not contributing to increased dialogue or improved coordination. Poor coordination within the donor group further inhibits progress towards mutually accountable dialogue and monitoring.

101. **The analysis of documentary evidence and stakeholder interviews conducted during the second year of the evaluation in 2019 identified limited contributions of GPE support to mutual accountability during the review period** (shown in Table 3.8). As noted in the previous findings (and the Year I CLE report in 2018), GPE support during the planning stage of SSEF has played a key role in setting up strong structures towards mutual accountability. The first annual CLE report highlighted that quality of sector dialogue and accountability had regressed since the PIE period and endorsement of the SSEF, as most of the sector dialogue and monitoring structures and mechanisms are currently functioning infrequently or not at all, and others are not yet operational. GPE as a partnership has not been also not visible because of insufficient engagement by the key partners (including the CA and the GA). While during the development of the SSEF GPE contributed to a temporary improvement of sector dialogue, which resulted in an inclusive and participative sector plan, currently sector dialogue in DRC would not look significantly different in the absence of GPE support. Some initiatives have taken place in recent years to increase communication channels between central and local levels, and in the spirit of social accountability. For example, Allo Ecole¹⁴⁸, which was put in place by ministerial decree and piloted over school years 2015/16 and 2016/17, allows the MoE to gather education survey data from local government and the broader population via cellular phones. Topics include for

¹⁴⁶ Plans for visits had been made but were postponed because of a lack of JSRs. At the time of the evaluation, a GPE mission was planned, both to follow up on the PAQUE through the mid-term review and to engage in dialogue face to face with partners, including on clarification of roles (GA, CA, focal point and GPE). The mission took place in October 2019.

¹⁴⁷ To note, the recently developed ToRs for the Secretariat Country Leads (CL) do say that the CLs are accountable to the LEG in the country they are assigned to.

¹⁴⁸ https://www.eduquepsp.education/allo_ecole/#.Xn53kYhKg2w

example pupils' learning environment, teacher accompaniment, and textbook use, to name a few. All PROVED and SOUS-PROVED, have been reached by Allo Ecole, along with an estimated 1,000 or more schools.

102. **A previous lack of staffing has affected the ability of key GPE actors to take a leading role in improving sector accountability. Echoing the recommendations of the first CLE evaluation report** in 2018, donors funded an additional staff member at the CA to improve coordination. However, the increase in staffing capacity only recently came into effect. Several stakeholders from different groups have seen this as a positive development in coordination and information-sharing but at the time of this evaluation it is too early to tell how this will affect donor coordination and information-sharing in the long run. The appointment of a staff member as the new CL for DRC at the GPE Secretariat has also been registered as a potential improvement to further stimulate sector dialogue.

103. While the improved capacity of both the CA and the GPE Secretariat to engage in productive dialogue is a positive development, several donors and stakeholders at MEPST noted the absence of a permanent presence of the GA in country as an issue. The task team leader responsible for GPE funding within the World Bank is based at the West African headquarters in Côte d'Ivoire, which necessarily limits the ability to engage consistently in mutually accountable dialogue with partners and as part of the CCS, although dialogue is taking place with the ministry of education and other government officials such as ministry of finance and budget. While there have been technical World Bank staff in country, and they have attended CCS meetings, they have not played an active role within the CCS per se.

104. **The donor group in DRC struggles to bring together key DPs around mutually accountable policy dialogue.** The Year I CLE evaluation in 2018 noted that, despite regular donor meetings, 'the donor group at present appears to be split into sub-groups and to outside observers reflects little of the principles of partnership and donor harmonization which the GPE model seeks to promote'. This can be seen as a key contributing factor to a lack of mutually accountable sector dialogue. Since the Year I evaluation, little progress has been made in this regard. While donor meetings take place regularly, one stakeholder noted that donors 'are still focused on their own projects'. This remains at the time of the Year II evaluation (Box 3.2 presents an example demonstrating this project-driven focus). That different agencies hold the head of the donor group and the CA roles is also making the division of responsibilities challenging.

105. **The introduction of a variable tranche of ESPIG funding in 2016 has not led to more transparent and accountable relationships between GoDRC and other stakeholders.** An important tool that is used to monitor the SSEF is the World DLIs – used as the release indicators for the variable tranche ESPIG funding by GPE. The DLIs in the current ESPIG have not led to improved accountability in the education sector, despite having been chosen by GoDRC and approved by the LEG. Following the GPE Secretariat assessment, GoDRC improved the stretch indicators that would release the variable part. While the stretch indicators were taken from the SSEF and data should be available to monitor progress, the Annual Statistical Yearbook was released with considerable delay, such that the fourth JSR was postponed and progress on the variable tranche indicators was not discussed until November 2019 when the first Mid-term Review of the SSEF was held.

Box 3.2 – Donor harmonization and training materials for ELAN and ACCELERE!

A salient example of a lack of donor coordination could be seen around the utilization of learning materials and teaching materials for learning in national languages. The ELAN project, funded by the Organisation Internationale de la Francophonie, was in direct competition with the ACCELERE! project funded by DFID and USAID. Ultimately, GoDRC decided to use training materials for teachers from ELAN and teaching materials from ACCELERE! – a misalignment of materials that several stakeholders saw as highly problematic. At the province level also, several stakeholders highlighted a lack of harmonization of projects, to the point that it is not always

clear who funds which program. While a lack of harmonization and donor coordination is clearly not the only cause of these problems it is certainly a contributing factor.

Additional factors beyond GPE support

106. As a factor beyond GPE support affecting mutual accountability, stakeholders referred to the difficult political context as a reason for stagnation in sector dialogue. As one stakeholder noted, 2017-2018 was a trying year in this regard. The fact that there was an interim government slowed down the political will to implement reforms even if the sector dialogue were functional. Since the beginning of 2019, the political situation has stabilized, and some stakeholders have expressed the hope (and, for some, the certainty) that dialogue and monitoring structures will improve now that a government is in place to implement reforms. For example, at the invitation of the head of the donor group, the CCS has met in 2019. In addition, through the GA, a mid-term review of PAQUE has been held. However, some stakeholders remain pessimistic as to whether dialogue structures can recover quickly enough to assure sufficient progress in implementation of both the SSEF and, to a certain extent, PAQUE.

Unintended negative/unplanned positive effects of GPE support

107. A possible **unplanned positive factor** affecting mutual accountability is the donor support from USAID and DFID to fund a position at the CA to help it play its role to promote mutual accountability in the education sector. While the position was only filled six months before the evaluation in 2019 took place, donors noted an improvement in information-sharing through the CA. They expressed the hope that coordination would also improve but evidence to this fact is limited at the time of this evaluation.

108. No **unplanned negative effects** affecting mutual accountability have been identified.

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

104. **GPE is unique in the sense that, as an organization, it does not have in-country representation but relies on several country-level actors to support its activities within a country.** In DRC, the previous lack of capacity of the CA contributed to several of the noted weaknesses of sector coordination, including in terms of the facilitation of a functioning LEG. The CA has to carry out its function *pro bono* and did not have a position to take over the coordination role – a role that was later financed by donors but only for a year. The CA noted that funding the function of the CA similarly to the role of the GA, which receives fees for its services, could promote its effectiveness in playing its role.

109. **The GPE model also relies on strong government leadership to lead sector dialogue. While in other contexts there are one or two ministries responsible for education, in DRC four separate ministries, each with their own objectives and strategies, govern the sector.** Despite successful efforts by SPACE to coordinate these ministries, there has been no overarching leadership to advance sector dialogue. Dialogue mechanisms are led predominantly by MEPST, with little leadership by the other three ministries. The role of SPACE is based mainly on technical assistance and has also been hampered by a lack of capacity and funds to sufficiently provide technical assistance and coordinate the ministries. In the context of DRC, a question arises to what extent GPE can support the leadership of the GoDRC to take an active role in sector dialogue, in particular in light of the many ministries involved. Recommendations have been made to reorganize the Sector Steering Committee to be above the four ministries of education under the leadership of the prime minister, and to strengthen the CTSs within the ministries to improve dialogue. In other contexts, a rotating schedule of calling for meetings has led to success in taking leadership. While these issues are ultimately at the discretion of

the country, GPE advocacy on these issues and the strengthening of SPACE could help the dialogue mechanisms contribute more to mutual accountability.

110. **It is also worth noting that the lack of donor coordination and of stakeholders at the central level** transcends into the implementation of interventions in the provinces. Several stakeholders noted an overlap in the provinces in which donors work, with some provinces left without external support. In addition, despite sensitization efforts to communicate the SSEF to the provinces, donors and civil society noted that there was not yet sufficient knowledge of the SSEF at the sub-national level. Given the strong emphasis on decentralization in education in DRC, a question arises as to how GPE can support dialogue structures at the decentralized level. In DRC, the PROMO Scolaire takes place regularly every year. Leveraging these existing platforms and strengthening them to improve monitoring and dialogue at the sub-national level could provide an excellent opportunity to integrate GPE practices at this level and strengthen monitoring and dialogue around the ESP.

Box 3.3 – Testing assumptions and assessing strength of evidence for mutual accountability

For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were 1) GPE has sufficient leverage at global and country levels to influence LEG existence and functioning; 2) country-level stakeholders 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. The final assessment at the end of the final year of this evaluation is as follows.

Three of four assumptions underlying sector dialogue and monitoring in the GPE ToC in DRC hold. However, additional assumptions not previously identified require further examination.

Assumption 1 does not hold. Available evidence (based on document review and stakeholder interviews) gathered during the Year II evaluation in 2019 suggests GPE does not have sufficient leverage at global and country levels to influence continued LEG existence and functioning past plan development stage. This may be related to both a weakness in government structures and a lack of capacity in human resources for the CA and SPACE to coordinate sector dialogue.

Assumption 2 does not hold. Donors postponed the JSR scheduled for 2018 owing to a lack of data; a mid-term review is scheduled for October 2019 and a JSR for November 2019.

Assumption 3 partially holds. Donor groups are meeting regularly but there is a limited capacity in SPACE to coordinate meetings at a sectoral level. At the time of the evaluation, discussions were being held between donors and SPACE to strengthen the capacity of SPACE.

Assumption 4 does not hold. Stakeholders are not engaged in dialogue, and there are few LEG meetings taking place. From 2019, dialogue structures are slowly being revived. Political will since the endorsement of the SSEF has been concentrated on the elections, such that dialogue structures were weak following endorsement of the SSEF.

The evidence for assessing changes in the education system in DRC is weak. Dialogue is not frequent and monitoring mechanisms do not function. Interviewed stakeholders were interested in sector dialogue but, apart from political instability, could not pinpoint reasons for its failure. Given the lack of JSRs and LEG meetings, there were some gaps in documentary evidence to assess sector monitoring.

3.4 GPE contributions to sector financing¹⁴⁹

111. Table 3.9 presents a high-level overview of evaluation findings on sector financing and related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below. Note that data on household expenditures and recurrent versus capital expenditures is limited. As a result, this evaluation makes use of data sources prior to the review period, such as the evaluation of the PIE covering 2010-2014. Similarly, to show trends in education spending longer than the three years covered by the CLE period, the timeframe for these indicators is extended to 2014-2019 according to available data.

Table 3.9 – Progress made and GPE contributions to sector financing

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING (2014-2019)					LIKELIHOOD OF GPE CONTRIBUTIONS TO ¹⁵⁰		
Total domestic educ.	Education share of domestic budget	Met 20% Goal? ¹⁵¹	Total intl. education financing to country	Quality of intl. financing	Amount of domestic financing	Amount of intl. financing	Quality of intl. sector financing
Increase 2015-2019	Increase 2015-2016, stable 2016-2018	Not met in 2018 but met in 2019	Decrease until 2015, increase 2015-2017	No improvement	Weak	Weak	Weak
					STRENGTH OF UNDERLYING EVIDENCE		
					1	2	3
					ASSUMPTIONS ¹⁵²		
					1	2	3

Characteristics of sector financing during review period¹⁵³

Amount and quality of domestic financing

Finding 6: Government expenditure on education in absolute terms is increasing in DRC (and fluctuating in relative terms) but at present is not sufficient to fund all activities set out in the SSEF.

112. **While absolute domestic education expenditure has risen steadily, per student spending is still among the lowest in the world.** As Table 3.10 shows, the education sector has received an

¹⁴⁹ This section addresses evaluation questions CEQ 1.5 and 1.6, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹⁵⁰ 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.

¹⁵¹ 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.

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

¹⁵³ We extend our dataset two years beyond the review period to show trends over a longer period of time.

increase in absolute funding between 2015 and 2019.¹⁵⁴ In 2019, GoDRC spent \$1.61 billion (in 2016 US\$) on education, more than twice its spending on education in 2015. However, spending per student is among the lowest in the world. UIS data from 2013 showed per student expenditure of \$55 per year at primary level and \$40 in secondary schools¹⁵⁵ – a fraction of the 2013 estimated cost of educating a child in a low-income country.¹⁵⁶ This signifies a significant underfunding of education, with the residual costs being transferred to families – as outlined later in this section.

Table 3.10 – Domestic financing increased between 2014 and 2018¹⁵⁷

CATEGORY	2015	2016	2017	2018	2019	TREND – ANNUAL GROWTH
Total GDP , constant 2010 US\$ (billions), GoDRC	31.34	32.09	33.29	35.2	N/A	3.96%
Total government expenditure , constant 2016 US\$ (billions), GoDRC	3.90	3.75	4.26	6.10	8.27	22.2%
Education expenditure , constant 2016 US\$ (billions), GoDRC	0.66	0.69	0.73	1.05	1.61	26.8%
Education expenditure as share of gross national product (%) *	2.11%	2.15%	2.19%	2.98%	N/A	Increasing
Education expenditure as share of total government budget (%) *	18.2%	19.7%	18.1%	18.1%	20.8%	Up

Note: * Excluding debt service.

Source: SSEF Implementation 2016-2015 Monitoring Report 1

113. **While education expenditure has increased, the proportion of government expenditure dedicated to education has fluctuated in recent years, largely because of significant fluctuations in total reported government expenditure.** As a share of total government expenditure, education expenditure in DRC remains below the GPE-recommended 20 percent mark. While the years before endorsement of the SSEF saw a more or less constant share in education expenditure as a share of total government expenditure, from 18.2 percent in 2015 to 18.1 percent in 2018, the education expenditure has seen an increase since, to 20.8 percent in 2019 – the first time it has reached the 20 percent mark. Education shares in gross national product (excluding debt) increased modestly during the time period 2015-2017 (from 2.11 to 2.19 percent), with a boost from 2017 to 2018 (from 2.19 to 2.98 percent). This is still below the GPE-recommended education share as a percentage of GDP of 4 percent. Both in absolute and relative terms, education expenditures have increased since 2015, showing a dedication of GoDRC to funding the education sector.

¹⁵⁴ Controlled for inflation.

¹⁵⁵ The only other data point for this is from 2010, showing that primary expenditure more than doubled (from \$20 to \$55) while secondary expenditure decreased (from \$61 to \$40). The decrease in secondary expenditure potentially owes to an increase in the total student population caused by a growing population.

¹⁵⁶ Estimated by GPE to be \$211 per year in primary and \$321 per year in secondary:

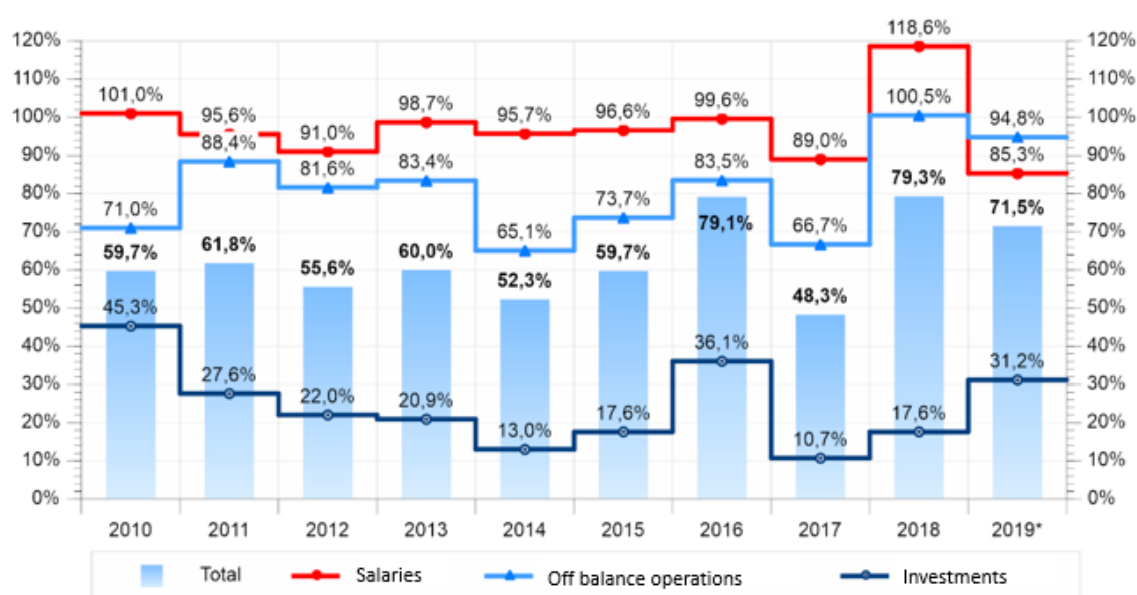
<https://www.globalpartnership.org/funding/education-costs-per-child>.

¹⁵⁷ SSEF Implementation 2016-2015 Monitoring Report 1.

114. **The spending targets set out in the SFEF are not being achieved, and were considered by DPs too low to meet the ambitious aims of the plan.** The endorsement letter for the SFEF outlines the ambition to financially support implementation of the SFEF by doubling its domestic investment in the education sector from \$1.27 billion in 2016 to \$2.8 billion in 2025, with \$1.8 billion dedicated to education in 2018.¹⁵⁸ This was projected to mean a consistent investment of 20 percent of total government budget. Only 40 percent of the SFEF budget was pledged towards primary education – below the 45 percent recommended for countries that have not achieved universal primary education.¹⁵⁹ The independent appraisal of the SFEF (conducted before endorsement) noted as a weakness of the SFEF that the targets of 20 percent of state budget in current expenditure (excluding debt service) or 2.9 percent of GDP is low in view of the ambitious targets set out.¹⁶⁰

115. **While budget execution for education is higher than total budget execution, execution rates for capital investments remain low.** The unstable political situation in the DRC during the years 2017 to 2018 has taken a toll on overall budget execution rates which dropped to 48.8 percent in 2017. Overall, the GoDRC executed 79.3% of its budget in 2018, which is the highest execution rate in the 2010-2019 period. However, execution rates vary by expenditure categories, with the highest execution rates found on salaries and the lowest in investments.

Figure 3.1 – Execution rates of the government budget, 2010-2019



Source: SFEF Implementation 2016-2015 Monitoring Report 1, p.18

116. **In contrast with this, execution rates of the education budget have been fluctuating in the past three years (as Table 3.11 shows).** Overall, the execution rate of the education budget has increased; in 2017, 71.6 percent of the education budget was executed compared with 81.6 percent in 2018. A large portion of education budget expenditures is for salaries of teachers and administrative and personnel structures.¹⁶¹ Execution rates for this portion of the budget tend to be higher – 115 percent for salaries in 2018 compared with execution rates on investments at a mere 14 percent. This

¹⁵⁸ Endorsement Letter GoDRC, p.3.

¹⁵⁹ Of note: the share of primary education within the education public recurrent budget was above 45 percent before 2017 and the SFEF plans to maintain this. However, this pledge has not been fulfilled subsequently.

¹⁶⁰ Robert and Koyate (2015).

¹⁶¹ Groleau (2017).

means that, while execution rates overall remain relatively high, the capital portion – essential for strengthening the education system – is most affected by reduced execution rates, while salaries are protected by the political consequences of failing to pay public servants. In addition, DPs efforts have contributed to the high execution rates of the recurrent expenses, such as AFD's support to the mechanization of teachers' payroll, an initiative to include all the teachers in the public payroll.

Table 3.11 – Execution rates in the education sector by type of expense, 2017-2019 (CDF billions)?

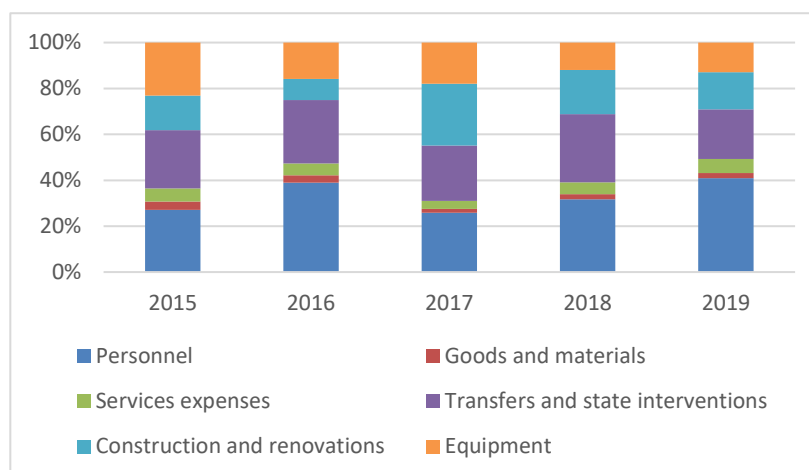
Type of expense	2017			2018			2019		
	Amount estimated	Expenditure	Exc. rate	Amount estimated	Expenditure	Exc. rate	Amount estimated	Expenditure	Exc. rate
Total sector	1,208,573	865,430	71.6%	1,494,057	1,219,684	81.6%	1,873,845	1,240,618	66.2%
Salaries	940,069	844,980	89.9%	954,104	1,103,602	115.7%	1,267,418	1,043,032	82.3%
Non-salary expenses	94,356	17,604	18.7%	169,617	62,256	36.7%	204,866	72,072	35.2%
Investments	174,147	2,846	1.6%	370,335	53,826	14.5%	401,562	125,515	31.3%

Source: SSEF Implementation 2016-2015 – Monitoring Report 1, p.18

117. **Recurrent versus capital expenditures:** The analysis of the budget in the review of the SSEF (2016-2025) showed that the largest proportion of the budget was spent on personnel costs, which includes salaries (see Figure 3.1). Increases in funding to education are absorbed entirely by higher spending on personnel¹⁶², mainly due to the government efforts to include all the teachers in the public payroll. Resources available for new investments in the education sector and for equipment remain low. If this pattern persists, there may be less education infrastructure over time. Given the large pressure of the young population on the education system, inadequate investments in education may lead to the sector's deterioration. Rather, expenses are taken up by operational costs and salaries, which over time will only increase as more teachers enter into the official government payroll system.

¹⁶² Ibid.

Figure 3.2 – Education expenditure composition 2015-2019 (%)¹⁶³



Source: SSEF Implementation 2016-2015 – Monitoring Report 1

118. **Estimated total costs of implementation of the SSEF between 2015 and 2020 are at \$8.1 million**, with donor commitments representing 7 percent of the funds (\$563 million) and GoDRC pledging 86 percent (US\$7 million).¹⁶⁴ This implies that there is still a funding gap of 7 percent to fill if budgets progress as is outlined in the SSEF 2016-2025. When combined with the fact that DPs considered the proposed expenditures in the SSEF too low to achieve its targets, and that GoDRC is failing to meet these targets, achieving the ambitions of the SSEF will be hugely challenging.

119. **Household education spending:** In DRC, the key source of domestic education financing is households themselves. Groleau (2017) found that, of the total expense per student, parents covered 67.8 percent, while the public sector covered the remaining 32.2 percent through the national budget. A study funded by UNICEF in 2007 notes that this ‘income-sharing principle is the backbone of the education system’.¹⁶⁵ In fact, between 2010 and 2016, school fees for parents doubled in primary and almost tripled in secondary.¹⁶⁶ Since then, stakeholders have noted an increase in fees over the years. School fees are found to be the primary reason for the high number of out-of-school children and high dropout rates.¹⁶⁷ Several reasons have been cited for the high contribution of households. First, less than three quarters of public-school teachers are on the official government payroll, leading to parents effectively being responsible for paying teachers’ salaries. Second, compared with other public sector employees, teacher salaries remain low and households incentivize them by paying higher fees. Third, government contributions to school budgets are not high enough to cover operating costs incurred by public schools.¹⁶⁸ Effectively, fees charged to parents cover 40 percent of administrative and staff structure, and are used to supplement salaries and operational expenses. In addition, fees can vary substantially across school provinces in DRC, making a universal assessment of school fees and an assessment of additional costs to the government budget, were they abolished, challenging.

¹⁶³ PIE Review.

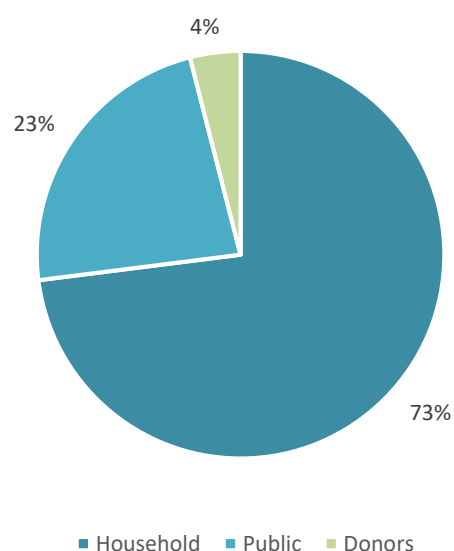
¹⁶⁴ ESPIG application.

¹⁶⁵ Verhage (2007). School Fee Practice and Policy in the DRC: frais de fonctionnement or fonds de famille?

¹⁶⁶ Ibid. Reasons for this sharp increase are unknown to the evaluation team based on documentation available at the time of the CLE year 2 exercise.

¹⁶⁷ UNICEF and UNESCO, Rapport d’état du système éducatif national, Pour une éducation au service de la croissance et de la paix (2014)

¹⁶⁸ Groleau (2017)

Figure 3.3 – Sources of education funding (2013)¹⁶⁹

Amount and quality of international financing

Finding 7: ODA to DRC was stable between 2012 and 2017, with one of the highest shares to education in Sub-Saharan Africa. However, data on donor projects is only partial and a large funding gap remains to implement the SSEF (2016-2025) effectively.

120. Table 3.12 shows the amount of ODA to DRC in the period between 2012 and 2017, which ranged from a low of \$2.269 billion (2014) to a high of \$2,748 billion (2015). Total ODA has remained relatively constant over the 2012-2017 period. In relation to other countries in Sub-Saharan Africa, in 2017 DRC received 4.9 percent of all ODA attributed to the region, behind Nigeria (6.9 percent) and Kenya (5.9 percent).¹⁷⁰ Total ODA dedicated to education has been fluctuating over the years, with \$60.2 million the lowest in 2015 but an increase from \$108 million in 2012 to \$121 million in 2017. Similarly, ODA dedicated to education as a percentage of GDP stayed between 4.1 percent in 2012 and 4.9 percent in 2017 with a drop to 2.2 percent in 2015.

Table 3.12 – External financing to education in the DRC (in US\$ millions)¹⁷¹

Flow	2012	2013	2014	2015	2016	2017	Trend
Total ODA, all sectors, million US\$	2,649.2	2,392.6	2,269.5	2,748.7	2,286.5	2,462.0	Stable
Total education ODA, million US\$	108.0	119.9	94.5	60.2	99.1	121.6	Fluctuating
Education ODA as % of total ODA	4.1%	5.0%	4.2%	2.2%	4.3%	4.9%	Fluctuating

¹⁶⁹ WB 2015 PER

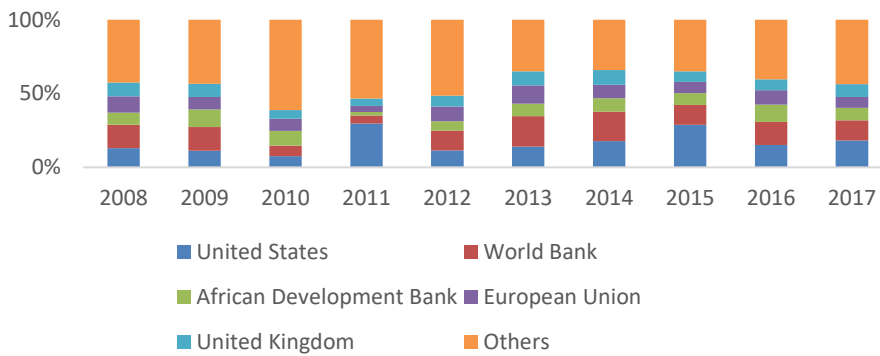
¹⁷⁰ OECD 2019 database, Gross Disbursements of ODA (all types), by all donors (all sectors) by country.

¹⁷¹ OECD 2019 database, amounts in constant 2017 US\$.

121. One caveat about ODA data is that, according to the Ministry of Budget during an interview in the Year II CLE mission in 2019, data on donor financial support to education is incomplete for DRC. This had already been mentioned as a concern in Year I CLE report in 2018. One of the reasons for this challenge is that donors self-report their grants, resulting in a lack of comprehensive donor reporting on commitments and expenditure.

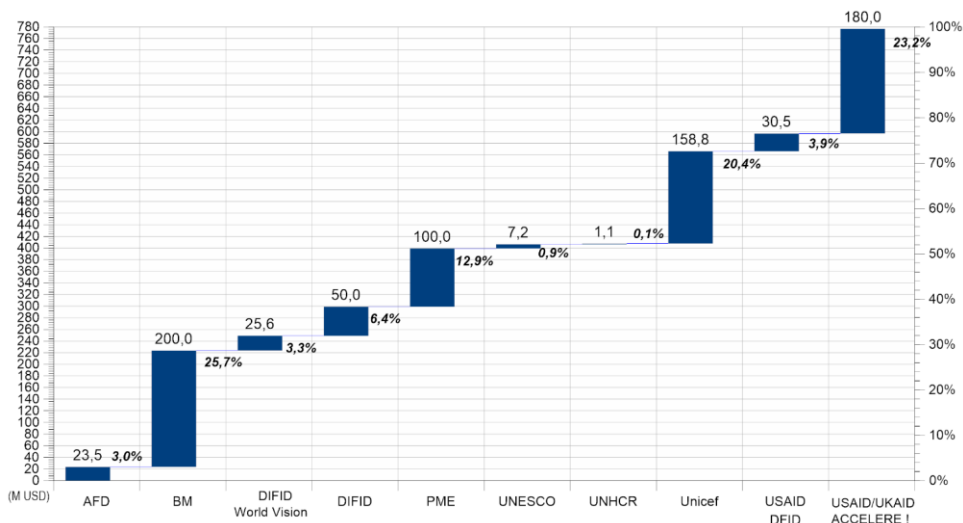
122. **Excluding the category ‘others’, the largest share of education ODA in 2017 was provided by the USA,** followed by the World Bank and the UK (Figure 3.4). This is also reflected in the financing of the SSEF according to donor records collected from GoDRC (Figure 3.5) between 2013 and 2021. While it is not possible to show donor execution rates, the highest contributors to the SSEF have been USAID/UKAID-DFID with ACCELERE! (contributing 23.2 percent of external sources), followed by the World Bank through PEQPESU (25.7 percent of external sources) and UNICEF (20 percent of external sources). However, it is estimated that, assuming a linear realization of the different programs according to their respective periods of implementation, donor contributions show an annual average of \$132 million for the first period of the SSEF but will experience a significant decline in donor contributions as of 2020 with a drop of funding by almost 50 percentage points. Given the difficulty in funding the SSEF, this will constitute a large risk to overall implementation of the SSEF.

Figure 3.4 – Major official donors to education 2008-2017



Source: OECD–CRS database retrieved from <https://stats.oecd.org>, amounts in 2016 constant US\$ millions

Figure 3.5 – Major official donors to the SSEF 2016-2025



Source: SSEF Implementation 2016-2015 – Monitoring Report 1

Finding 8: Donor harmonization in funding in DRC is weak, with most donors using a project approach as their funding modality.

123. According to data from the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) Creditor Reporting System (CRS), the proportion of ODA to education in DRC being channeled through projectized interventions increased from 43 percent in 2008 to 73 percent in 2017 – with a peak of 86 percent in 2013. This shows a general trend towards fracturing of aid budgets. In comparison, just 16 percent of ODA in 2017 went towards core contributions for multilaterals and NGOs or pooled funds. This is corroborated by reports from interviewed stakeholders in 2019, which attested low inclination from donors to align funding with government systems. Most donors fund projects alone (such as PEQPESU by the World Bank) with occasional co-financed projects such as ACCELERE! jointly financed by DFID and USAID. GPE funding follows this trend and is managed through procedures parallel to GoDRG public financial management.¹⁷²

124. In 2014, 74 percent of education sector spending (recurrent and capital) was financed by DRC itself while outside donors financed the remaining 13 percent. This figure excludes household expenditures, which were found in 2013 to equate to 73 percent of all expenditure (meaning that donors funded 4 percent). Given high recurring costs, capital investments are dependent mostly on donor funding. In the 2018 CLE report, stakeholders expressed concern that the very small amount of government budget allocated to investment expenses meant that, in practice, there was a large shortfall in funding for key investment and critical quality enhancement activities.

GPE contributions to sector financing

Finding 9: Through the ESPIG, GPE has contributed to increasing the amount of international sector financing, but there is little evidence of GPE influence on the quality of international financing or the amounts and quality of domestic financing.

125. GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 3.13 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or no/limited contribution in DRC. This grouping does not constitute a formal score.

Table 3.13 – GPE contributions to sector financing during the 2016-2018 review period

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
n/a	ESPIG funds: The ESPIG of \$100 million represents 1.2 percent of the estimated cost of implementing the SSEF of \$8.1 million between 2016 and 2020 ¹⁷³ (with 12.4 percent executed as of January 2019). ¹⁷⁴ DPs pledged \$563 million to the financing of the SSEF, representing 7 percent of the overall cost.

¹⁷² QAR I

¹⁷³ ESPIG application

¹⁷⁴ ISR 3 created in September 2018 and updated in January 2019

MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
<p>ESPIG funding requirement related to domestic financing: Since S014, under its NFM, GPE requires countries to meet or move towards the 20 percent target. DRC only met this benchmark in 2019. While some stakeholders noted that Secretariat missions had led to an increase in education spending as a percentage of the budget to 18 percent (2015 to 2018), it is not evident whether this can be attributed to the GPE requirement solely, given GoDRC's overall increase in spending on education since 2009 (Error! Reference source not found.). However, the 20 percent criterion was repeatedly mentioned as a target, pointing at some potential to use ESPIG applications to motivate GoDRC to increase spending.</p>	n/a
NOT APPLICABLE / TOO EARLY TO TELL	
n/a	<p>Multiplier: Donors mentioned negotiations on a renewal of the ESPIG with a possible multiplier funding as a 'carrot' to reach GPE standards.</p> <p>GPE as a motivation for additional funding: One stakeholder noted that being a GPE partner had attracted other donor funding as it legitimizes DRC as a credible partner. However, the evidence on this is weak at best, given only partial information of ODA in education. In line with this, another stakeholder noted that, 'It is hard to say that the GPE has improved support in the financing sector. The correlation is not clear.'</p> <p>Role of the CA: There is no evidence to suggest the CA has advanced donor coordination to harmonize financing. This is partly because of weak capacity in the CA to perform its role and partly because of a lack of dialogue structures to bring together all actors in the sector.</p> <p>GPE Secretariat CL advocacy: It is not clear to what extent GPE Secretariat advocacy for donor harmonization has led to more/better financing of the sector. This may also have to do with the lack of annual budget plans outlining the financing of different activities and a lack of strong guidance from the CL following the SSEF planning stage.</p>

Additional factors beyond GPE support

126. One factor outside of GPE's influence was the increased political will to abolish certain school fees by the school year 2019/20,¹⁷⁵ which will create an additional burden on the budget of GoDRC and which stakeholders noted as a step in the right direction but of questionable feasibility, given that the financing of this policy is unclear. Given the underfunded nature of the education sector, this should be of primary concern, especially since budgets for 2019 have been elaborated and do not take into account having to pay teachers (see more on this in Section 3.5). Stakeholders said that discussions had been held with donors to bridge the funding gap, which would increase international funding to DRC, but at the time of the evaluation no concrete steps had been taken.

Unintended negative/unplanned positive effects of GPE support

127. **No positive unintended consequences** of GPE support towards domestic or international financing could be identified at this point.

128. One **unplanned negative consequence** of GPE support (and related to the above paragraph) may have been the link between school fees and the variable tranche. During its election campaign, the current GoDRC promised to abolish certain school fees, an aspect that was also anchored in the ESP and constituted part of the variable tranche of the ESPIG. However, not all teachers are on the government payroll and, while there has been progress in enrolling teachers over time, households contribute a large share to payment of salaries through school fees. As of September 2019, these fees have been eliminated, thus a large number of teachers (especially in private schools) may not be paid. This could potentially lead to devastating consequences in the education sector if funding is not sufficient to pay teachers. On the other hand, governments can only access the variable tranche once this aspect has been achieved, and it is unlikely that the variable tranche can offset the increased expenditure related to the elimination of certain school fees.

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

129. One part of GPE's country-level objective is to promote harmonization among donors. In DRC, there is no strong evidence that GPE exercised influence over this. This may be because, even though dialogue structures for donor exchange are in place, there is no evidence that they have provided an incentive to coordinate activities among donors. As mentioned in Section 3.4, donors noted that the donor group appeared to be split, with little coordination among sub-groups. This may also be context-specific: Anglophone donors such as DFID and USAID collaborate and co-fund projects and Francophone donors do the same. There is no clear evidence that the CA or the GA have promoted discussions towards harmonized funding. In addition, there have been no country missions by the GPE Secretariat CL in 2018 and 2019, which could have indicated that advocacy activities for better harmonization among donors have taken place. In DRC, GPE's model therefore did not provide any clear guidance targets on how to promote donor harmonization. However, in the ESPIG approval, the GPE Secretariat urged in-country stakeholders to think about actions that would contribute to creating a framework that would allow the use of government systems later.

130. The NFM constitutes another key part of GPE support at country level, which releases the variable tranche following achievement of stretch indicators. The DRC case shows that the elimination of school fees implies a large financial burden on GoDRC, which is not offset by the release of funds from the variable tranche. It is questionable whether formulating the indicators for the variable

¹⁷⁵ This is one of the main objectives of the SSEF, with the ESPIG variable tranche theory of change based on strategies to attain this goal.

tranche took sufficiently into account the financial realities of DRC and how these can be more prominently featured when choosing indicators for the variable tranche.

Box 3.4 – Testing assumptions and assessing strength of evidence sector financing

For sector financings, 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. While several government stakeholders noted the need to achieve the 20 percent spending target, actual education spending has remained below the target over the review period and stakeholders questioned whether it was achievable before the end of the ESPIG. It is therefore not evident that GPE has sufficient leverage in DRC to improve the amount of domestic financing.

Assumption 2 does not hold. The political situation in DRC (including a lack of ministerial staff) has severely limited the ability of GoDRC to prioritize funds for education, as an interim government was in place between 2017 and 2018.

Assumption 3 does not hold. The political situation has severely limited GoDRC's ability to fund education.

The evidence for assessing changes in the education system in DRC is moderate. While the Ministry of Finance produces detailed budgets on request, the first comprehensive review of SSEF financing was presented only during the JSR in November 2019. At the time of the evaluation interviews in August 2019, only a few stakeholders had knowledge on the subject. Data on international ODA is available only until 2017.

3.4 GPE contributions to sector plan implementation¹⁷⁶

131. Table 3.14 presents a high-level overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.14 – Progress made and GPE contributions to sector plan implementation

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹⁷⁷				
		1	2	3	4	5

¹⁷⁶ This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹⁷⁷ 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 DPs 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 JSRs and apply recommendations deriving from these to enhance equitable and evidence-based sector plan

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹⁷⁷				
Weak: Progress on implementation of the SSEF in the past three years has been slow. Execution of government funding allocated to education activities has been very low and most of DPs' activities have encountered several barriers to be successfully implemented.	Modest: The 2017-2020 ESPIG provided 1.2 percent of all funding to the sector. However, execution is slow (the estimated disbursement rate was 19 percent as of July 2019). EQUIP/PAQUE has encountered several external challenges to implementation but also design issues influenced its lack of success so far. The abolishment of school fees has been a step in the right direction and it can be attributed to a combination of drivers, which include the variable tranche and the increased political will of GoDRC to fulfill an electoral promise.	STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE ¹⁷⁸				
		1	2	3	4	5

Characteristics of sector plan implementation

Finding 10: Following endorsement of the SSEF and its five-year operational plan, the lack of annual operational plans for the years 2017 and 2018 against which progress could be measured and the fragile political context in DRC has impeded SSEF (2016-2025) implementation.

132. **SSEF (2016-2025) implementation has been slow in the past three years.** The implementation report prepared for the JSR in 2019 reports on 81 indicators in the SSEF, out of a total of 85 indicators in the SSEF results framework. Of these, 27 percent achieved their target set out for 2018 while 33 percent (i.e., 27 indicators) have not been tracked owing to a lack of data. Between 2017 and 2019, \$334k was spent on non-salary expenses and investment activities, out of \$1.4 million estimated – an execution rate of 23.6 percent (see table 3.11). Table 3.15 shows a selection of activities for pre-primary and primary education undertaken during 2016-2019.

Table 3.15 – Progress in SSEF (2016-2025) implementation between 2016-2019

PRIORITY AREA SSEF 2016-2025	IMPLEMENTATION PROGRESS ^{179 180}
Objective 1: Develop	Pre-primary education

implementation; and 5) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

¹⁷⁸ The weighing of confirming and refuting evidence for each contribution claim is presented in Annex G.

¹⁷⁹ Ibid., pp.26-40

¹⁸⁰ Targets expected to be fulfilled by 2021; actuals as of mid-2019.

PRIORITY AREA SSEF 2016-2025	IMPLEMENTATION PROGRESS ^{179 180}
access and ensure equity	<ul style="list-style-type: none"> • A study on an optimal model of establishment has been carried out with technical and financial support of EQUIP • 500 ECE classes of 1,500 targeted are operational • 1,000 pre-primary classes (of 3,000 targeted) are functional, 100 classes with support of UNICEF and ACCELERE! and 900 classes with support from GoDRC <p>Primary education</p> <ul style="list-style-type: none"> • Implementation of the “politique de gratuité” to eliminate certain schools fees, including school insurance, school report fees and school promotion fees (known as Minerval, for computer identification and monitoring of primary, secondary and vocational secondary school students) • While teacher payment has been financed by the World Bank (PARSE) and AFD (C2D), in 2019 the payment of teachers has been taken over by GoDRC • All non-paid teachers (more than 34,000 teachers out of 12,500 targeted) were paid in October 2019 (an increase of 272 percent) • 829 classrooms (out of 1,500 targeted) have been built • 114 schools (out of 750 classrooms) have been rehabilitated • 175 schools out of 400 (43.2 percent) have a school canteen program (in the province of North Kivu and Kasai) with 72,000 beneficiaries • 1 percent of schools (compared with a targeted 10 percent of schools) have handicap facilities • 5 million out of 36 million textbook manuals in math, French and science bought
Objective 2: Improve quality of learning	<p>Pre-primary education</p> <ul style="list-style-type: none"> • 1,000 out of 5,500 targeted pre-school teachers received practical training • 2,803 teachers out of a targeted 7,500 teachers paid <p>Primary education</p> <ul style="list-style-type: none"> • 5 million out of 36 million textbook manuals in math, French and science bought • 250,000 out of 1.8 million targeted teaching manuals have been bought • 25,370 out of 180,000 targeted teachers have been trained in teaching reading • No institute for teacher training (out of 6 targeted) has been built
Objective 3: Improve governance and steering of sector	<p>Pre-primary education</p> <ul style="list-style-type: none"> • Organization of educational supervision missions by preschool inspectors, 10,00 out of 7,500 teachers supervised <p>Primary education</p> <ul style="list-style-type: none"> • 40,000 COGES (local school management committees) out of 40,000 have been trained • 31,995 schools out of 40,000 targeted received administrative financing • 5 teaching guides developed and 63,350 out of 60,000 distributed

133. It is important to note that there are a number of projects from donors and NGOs that are not implemented through the government structures, and therefore have their own action plans and monitoring activities. These projects also contribute to objectives of the SSEF, but so far, the government has been unable to access the data on these various projects in order to be integrated in the monitoring of the SSEF. The issues linked to the lack of monitoring is developed in the previous section.

134. **The political context in DRC has significantly delayed implementation of the endorsed SSEF.** The continuous delay in the organization of national elections and the absence of an established government have resulted in institutional instability, which stakeholders identified as the main barrier to important reforms and interventions in the education sector and implementation of the SSEF. In fact, in the QAR III of the SSEF conducted in 2016, the risk assessment for the GPE project EQUIP (PAQUE) cited political and governance factors and overall weak institutional capacity as a ‘substantial’

risk. In particular, the elections in 2016 and the corresponding reshuffling in government structures were cited as potentially disrupting program activities. From September 2017, an interim minister was responsible for the education portfolio at MEPST, which did not trigger reform momentum. A new minister of education was then appointed in September 2019. Other core issues identified during the QAR III phase were weak governance structures across the public administration, a lack of capacity, and the non-application of rules and standards in provincial and sub-provincial administrations. These were not risks identified in the RESEN (2014), mainly because elections were scheduled for 2016. Capacity assessments for implementation were not undertaken during the planning process.

135. **Additional to the difficult political environment, implementation of the SSEF has started late for several reasons.** Although the Year I CLE report in 2018 concluded that one of the main concerns in the implementation of the SSEF was insufficient funding, other issues may have existed, as discussed in Section 3.3, including lack of precise definitions of the chains of decisions and responsibilities for many activities or reforms in the SSEF and a lack of coordination around intentions, activities and reforms. As mentioned earlier, many projects funded by DPs and NGOs are not implemented through the government structures and therefore have independent action plans which are not integrated in the SSEF implementation plan. However, it should be possible to monitor the progress of these projects and integrate them in the monitoring processes of the SSEF if the DPs and donors would allow the government to access the data on these projects, something that is not regularly happening. Despite insufficient funding for implementation of the SSEF, a national tri-annual operation plan with attached budgets was established only in early 2019. This is currently awaiting government approval. As a result, there is no clear annual framework against which progress on implementation of the SSEF can be assessed. Other reasons for the delay in implementation are 1) the newness of the sectoral approach adopted, which requires, on the part of actors, understanding and control of the procedures and mechanisms of operationalization; 2) the nature of the programming, based on a five-year action plan that does not provide details on the activities to be carried out year by year and an expenditure forecast that is not aligned; and 3) insufficient dissemination of the document, mainly at subnational level, resulting in a low level of ownership of the sectoral plan, including by those responsible for its implementation.¹⁸¹

Finding 11: One important step towards SSEF implementation has been the abolition of selected school fees as of the school year 2019/20 per ministerial decree. However, the feasibility of the implementation of the reform is still unclear.

136. School fees remain the primary barrier to access to education.¹⁸² Article 177 of the National Education Law n°14/004/ (February 2014) states that school fees in public schools for primary, secondary and non-formal education are at the discretion of the governor of every province and will be fixed by a decree by the governor at the proposition of the provincial commission for primary, secondary and non-formal education. The discussion on the abolition of certain school fees towards free education has been ongoing for a long time but with little progress achieved. The decision to abolish certain school fees was included as a key SSEF priority, and there has been revitalized political momentum on this subject this year, thanks to a political promise made by the current president during the elections in 2018. In particular, a 2019 decree outlines the suppression of fees for 2019/20, including those for school insurance, school reports and Minerval school promotion fees (computer identification and monitoring of primary, secondary and vocational secondary school students).¹⁸³ This

¹⁸¹ SSEF Implementation 2016-2015 – Monitoring Report 1

¹⁸² Groleau (2017)

¹⁸³ The National Final Primary Exam (TENAFEP) fee, among other fees, remains at the discretion of the provincial governor.

is in line with the results framework of the SSEF, which lists as an indicator the suspension of school fees in public primary schools, with sub-indicators on payment of teachers.

137. **The abolition of selected school fees has been the fulfillment of the current president’s electoral promise and is undoubtedly a positive step. However, in the short and medium term the implementation will have to take into account some sensitivities of moving away from a fee-paying system.** Stakeholders applauded the move to abolish selected school fees for primary education as it was something that all education partners had been discussed with the government for a long time. However, some of them noted that more time should have been taken for better planning and budgeting. They noted the complexity of the school fee system¹⁸⁴ and that some donors did not feel consulted prior to the announcement. Several stakeholders also raised concerns as to the difference between GoDRC and public opinion of the word ‘free’. Parents expect free primary education without any costs to the household, whereas the decree abolishes only certain school fees, leaving others in place. Finally, the GoDRC has not fully resolved the extra financial burden of the reform for 2019, although progress has been noticed, particularly in the inclusion of teachers in the government payroll.

GPE contributions to sector implementation

Finding 12: GPE’s contribution to sector implementation has been largely through the ESPIG funding (both fixed and variable tranche). Implementation of EQUIP (PAQUE) was progressing slowly at the time of this evaluation.

138. GPE uses a series of financial and non-financial mechanisms, including grants, grant requirements, advocacy, technical assistance and facilitation, to support sector plan implementation. Table 3.16 gives an overview of these mechanisms, organized by whether they are likely to have made a significant, moderately significant or insignificant contribution to plan implementation in DRC. This classification does not constitute a formal score.

Table 3.16 – Contributions to sector plan implementation during the 2012-2018 review period

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p>ESPIG support: GPE’s \$100 million ESPIG (EQUIP (PAQUE)) contributed 1.2 percent of SSEF 2016-2025’s estimated cost (\$8,071 million) and 7 percent of total sector funding in 2018-2019. GPE’s ESPIG is directly aligned with the SSEF 2016-2025. EQUIP/PAQUE supported several key initiatives of the plan, such as curriculum and textbook development in national languages, inspector trainings, teacher trainings and data collection of learning assessments. Yet, because of funding restraints, GPE support through EQUIP was localized to nine (out of 26) provinces¹⁸⁵ for the inspector trainings, teacher trainings and performance-based financing (PBF) programme, while the distribution of learning materials in four national languages is nationwide.</p>
LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<p>LEG and sector dialogue: Typically, the LEG plays an important role in sector dialogue. The absence of a functional LEG and proper monitoring structures (regular and reliable education data flow and absence of regular JSRs) has made monitoring of progress of sector plan implementation challenging.</p>
NOT APPLICABLE/NO EVIDENCE/TOO EARLY TO TELL
<p>Funding requirement (of LEG endorsement): There is no evidence that LEG endorsement affected donor commitment to sector plan implementation.</p>

¹⁸⁴ Groleau (2017)

¹⁸⁵ 14 educational provinces.

CA: There is no evidence the CA has facilitated coordination of the LEG, which, as a monitoring tool, can play a strong role in sector plan implementation, such as through focused monitoring of the variable tranche indicators.

Secretariat visits: There have been no visits to DRC by the CL since 2017.

CSEF/GRA funds: There is no evidence that CSEF- or GRA-funded activities supported plan implementation.

Variable tranche: There is no evidence to suggest the variable tranche has accelerated or contributed to stronger progress in implementation. School fee abolition (an indicator of the variable tranche) has made a large contribution to implementation of the SSEF, but this was an electoral promise by the new incumbent president, fulfilled in 2019. Given slow progress in this regard prior to the election, it is not clear whether the incentive of the variable tranche or the political promise promoted progress.

139. **GPE has allocated two ESPIGs to DRC to date.** The first implementation grant funded PROSEB (2013-2017), which supported the implementation of the PIE (2012-2014) and the second is currently funding EQUIP (PAQUE) (2017-2020), which is aimed at helping implement the SSEF.

140. **PROSEB was an ESPIG-financed project to implement the PIE and included (among others) school construction, distribution of pedagogical materials, in-service teacher training, EMIS decentralization and governance interventions.** It was implemented in seven provinces: South Ubangi, Mongala, Thsuapa, Kasai Central, Équateur, Kasai and North Ubangi. Activities for EQUIP (PAQUE) are implemented in nine out of 26 provinces (Équateur 1 and 2, South Ubangi, Tshuapa, Mongala, North Ubangi, Kasai 1 and 2, Kasai Central 1 and 2, Lomami and Tanganyika),¹⁸⁶ with the exception of distribution of pedagogical materials, which is to occur nationwide. Following GPE's NFM, EQUIP comprises a fixed part (70 percent of the grant, or \$70 million) and a variable tranche (30 percent, or \$30 million), released conditional on indicators in the variable tranche being met. The fixed part is based on three components strongly aligned with the priorities in the SSEF.

141. **Under the fixed part ESPIG funding,** the first component of EQUIP focuses on enhancing the quality of learning in primary education by 1) developing quality standards and strengthening teacher training for ECE; 2) improving in-service training and reforming pre-service training by creating post-secondary teacher training institutions (IFMs); 3) developing new model teacher support mechanisms and a transparent teacher recruitment mechanism; and 4) distributing textbooks in national languages for Grades 1, 2 and 3, and improving the textbook chain.¹⁸⁷ The second component focuses on enhancing system governance by 1) creating an independent agency (CIEAS) that will organize regular national learning assessments; 2) implementing a PBF project in about 1,300 schools and along the administrative chain of the targeted provinces; and 3) leveraging the CIEAS learning assessment to improve learning and give stronger support to girls at school level.¹⁸⁸ The third component relates to the management and M&E of the program. It ensures program execution, coordination and M&E, supports specific studies to inform implementation, provides support to sector M&E and strengthens the coordination body's capacities.¹⁸⁹

142. Table 3.17 shows progress made in implementation of the fixed part of EQUIP (PAQUE).

¹⁸⁶ Of note, Kasai 1 and Kasai 2 are counted as one province, similar to Kasai Central 1 and Kasai Central 2 and Équateur 1 and Équateur 2. Thus, the same provinces in which PROSEB was implemented, PAQUE is also implemented.

¹⁸⁷ QAR III.

¹⁸⁸ Ibid.

¹⁸⁹ Ibid.

Table 3.17 – ESPIG implementation and contribution to overall ESP implementation, as of July 2019 – since the start of the EQUIP/PAQUE project in 2017 – fixed part

ESPIG COMPONENT AND STATUS	ESPIG ACHIEVEMENTS	ESP PRIORITY AREA
ESPIG PROGRAM COMPONENT 1 – ENHANCE THE QUALITY OF LEARNING IN PRIMARY EDUCATION		
Sub-component 1.1 Little progress	Strengthening ECE for quality service provision <ul style="list-style-type: none"> ▪ A study on the quality of ECE in DRC has been commissioned and data has been collected by SENA FOR MATERNEL. ▪ 50 Networks of Schools of Proximity have been established, 91 training sites and 300 trainers in provinces have been identified for kindergarten and 30 identified training sites have been set up for pre-primary classes.¹⁹⁰ 	Quality Learning Primary Education of in
Sub-component 1.2 Some progress	Enhancing teacher effectiveness <ul style="list-style-type: none"> ▪ In-service teacher training and reform of pre-service teacher training: Creation and construction of four teacher training institutes (IFM) is still under way and is contingent on reaching the variable part. Building sites have been identified.¹⁹¹ Teacher trainings have continued to take place. The project also planned to fund a study on the creation of IFMs, which at the moment of the evaluation visit had not been completed. ▪ ‘Humanités Pédagogiques’: The reform on teacher effectiveness will be based on the report ‘Humanités Pédagogiques’, which has been carried out and is in the final approval stage at the time of this second evaluation. 	
Sub-component 1.3 Progress since 2017 despite a delay	Supporting the supply chain of learning and teaching materials¹⁹² <ul style="list-style-type: none"> ▪ Distributing textbooks in national languages for Grades 1, 2 and 3, and improving the textbook chain: Textbooks and reading/writing manuals in four national languages developed under ELAN for Grades 1, 2 and 3 primary have been proofread and rewritten; textbooks and reading/writing manuals in three national languages (Lingala, Tshiluba and Kiswahili) produced under ACCELERE!1 have been validated; textbooks and reading/writing materials in four national languages for Grades 1, 2 and 3 of primary have been approved; 5 million reading and writing manuals are currently ordered to be distributed. ▪ A sensitization campaign for learning and teaching in national languages has been launched. ▪ Teacher training: Primary teacher training module (1st and 2nd years) in reading/writing in national languages has been updated; training module has been validated; 34,739 tools have been printed (teacher training module, reading program in national languages, writing program in national languages) after a national call for tenders; training of 28 national trainers; training of 508 provincial trainers in the project area; training of 13,230 teachers and principals of primary schools, including 8,820 1st and 2nd grade teachers and 4,410 directors. 	
ESPIG PROGRAM COMPONENT 2 - ENHANCE SECTOR GOVERNANCE		
Sub-component 2.1 Some progress	Institutionalizing standardized student learning assessment	

¹⁹⁰ Draft Report for the Mid-Term Review of PAQUE, October 2019.

¹⁹¹ Ibid.

¹⁹² Ibid.

ESPIG COMPONENT AND STATUS	ESPIG ACHIEVEMENTS	ESP PRIORITY AREA
	<ul style="list-style-type: none"> An independent unit in charge of large-scale assessments (CIEAS) has been created. It has its own office space and a unit head has been recruited. As of now, the challenge has been to staff the unit, including filling key positions such as psychometrician, statistician and IT specialist. Even though CIEAS is not fully operational, an international firm has been hired to carry out the first large-scale assessment in 2,000 primary schools in the project's educational provinces. At the time of the evaluation mission the first surveys had just been completed, but the data was still to be processed and analyzed. 	
Sub-component 2.2 Good progress	<p>Institutionalizing accountability in the administrative and pedagogical support chain down to the school level through PBF</p> <ul style="list-style-type: none"> CORDAID has carried out the first phases of the study on PBF in 1,350 schools. Data is collected on 1,350 schools, identified along with 650 schools that will not benefit from the mechanism but will serve as a control group to help inform the ministry as to whether PBF in the current setting helps or not improve teaching and learning environment and learning outcomes. The ministry will then take an informed decision to scale up the mechanism across the education sector. 	Strengthen Sector Management
Sub-component 2.3 Some progress	<p>Support to girls' education</p> <ul style="list-style-type: none"> The project supported analysis of the reading/writing manuals of Grades 1, 2 and 3 to eliminate gender stereotypes. A sensitization workshop on the Promotion of Girls' Schooling Strategy and the Child Protection Law on the Criminalization of Early Marriages in the Provinces of Lomami (Kabinda) and Tanganyika (Kalemie) was organized, with plans for similar activities in Lomami and Tanganyika developed. The project also supported a public awareness campaign on the Promotion of Girls' Schooling and the production and printing of communication materials. 	
ESPIG PROGRAM COMPONENT 3 – PROGRAM MANAGEMENT AND M&E		
n/a	<ul style="list-style-type: none"> The Project Coordination Unit is now operational, though a few positions still need to be filled. The unit is strong and has managed PROSEB, the former GPE project. The main data collection effort to support M&E activities and be the source of information for the project will be under way soon. The international firm to carry out the effort has already been hired and is in place. 	Management, Monitoring and Evaluation of Program

Source: PAQUE/EQUIP ISR 4, created on March 27, 2019 and modified on March 27, 2019, and own elaboration of findings during the mission in July 2019 and based on the Draft Report for the Mid-Term Review of PAQUE.

143. GPE's NFM was introduced in May 2014 and has at its objective to 'spur transformational policies that have a long-lasting impact on the education sector'.¹⁹³ One of the features of the NFM is its results-based financing approach through the variable tranche. Following the LEG's approval, GoDRC settled on the following variable tranche indicators. For the **learning outcomes dimension**, the target is the improvement of Grade 2 and 4 students' test scores in reading, French and national languages, as measured by standardized learning assessments carried out by teachers and supervised by the parental committee. In the **efficiency dimension**, DRC targets reduction of the dropout rate at the end of the first year of primary education in provinces with low internal efficiency. For the **equity**

¹⁹³ GPE Information on preparation of round 1 of 2016 applications – variable part, January 28, 2016

dimension, DRC targets the elimination of direct school fees for all primary classes across the country, along with the integration of previously unpaid teachers into the government's payroll.

144. Table 3.18 shows progress on the variable tranche of the grant.

Table 3.18 – ESPIG implementation and contribution to overall ESP implementation, as of July 2019 – since beginning of the EQUIP/PAQUE project in 2017 – variable part

ESPIG VT INDICATORS AND STATUS	ESPIG ACHIEVEMENTS	GPE VT DIMENSIONS
Variable Tranche Indicator 1 Progress despite a delay	The independent agency (CIEAS) in charge of national standardized learning assessments is set up (accomplished through the fixed part of the grant). Implementation of a large-scale assessment has been realized and data is being processed. The assessment is currently in progress.	Learning outcomes dimension
Variable Tranche Indicator 2 Some progress	A study has been carried out, with the aim of operationalizing the strategies for the reduction of dropout identified in the SSEF (which include 1) school fee reduction, 2) improvement of quality of education, 3) sensitization of parents, teachers and school directors and 4) adapting the school calendar to the geographical setting and season). A draft of the report has been available for some time but GoDRC is still in the process of finalizing it and submitting it to all education stakeholders.	Efficiency dimension
Variable Tranche Indicator 3 Some progress	Generalization and effective abolishment of SERNIE (National Service for the Identification of Students) and Minerval throughout the country and for the entire primary cycle (Grades 1-6). Effective elimination of TENAFEP fees starting school year 2019/20. Progressive inclusion of previously unpaid primary school teachers on government's payroll to displace and reduce parental contributions. As of the Implementation Status Report (ISR) published January 2019, 1,488 primary-school teachers who were previously not paid have now been integrated into the civil service, out of a target of 1,600 for the current year. The audit to confirm the integration and payment of these 1,488 teachers is yet to be finalized. A decree to suppress certain school fees (SERNIE, TENAFEP and Minerval) as of the school year 2019/20 has been issued.	Equity dimension

Source: PAQUE/EQUIP ISR 4, created on March 27, 2019 and modified on March 27, 2019, and own elaboration of findings during the mission in July 2019 and based on the Draft Report for the Mid-Term Review of PAQUE.

145. At the time of the evaluation, the last available EQUIP (PAQUE) ISR 4 (July 2019) showed a disbursement rate of 20 percent, with the expectation that it would increase as implementation increases. A Mid-Term Review of EQUIP (PAQUE) was scheduled for April 2019 but this has been moved to October 2019 to coincide with the Mid-Term Review of the SSEF.

146. Stakeholders have identified several factors in EQUIP (PAQUE)'s low disbursement rates, including the political context:

- **Design and implementation of the variable tranche:** Project implementation stakeholders in the Year II CLE re-emphasized findings from the annual report in 2018 – that the indicators for the variable tranche were chosen in a rushed manner and the variable part indicators were interdependent on the fixed part indicators, which implies that delays in the accomplishment of (some) fixed part indicator targets may in turn affect fulfillment of (some of) the variable part ones. The indicators have been assessed to be relevant, solid and stretch and have been endorsed by the LEG. However, the assessment also noted that they were very ambitious,

even though no key risks associated with the operationalization of the strategies underlying the ToC were identified. However, it was noted that strong pressure because of financing that is conditional on these results could undermine ToCs and institutional reforms.

- **Components of EQUIP (PAQUE) that rely on sector reforms:** Several indicators chosen for the fixed part (and some for the variable part) of the EQUIP/PAQUE ESPIG were based on institutions (such as CIEAS or IFMs), which require 1) time to build infrastructure (as was the case for IFMs); 2) time to build capacity to become fully functional and 3) political governance to be able to fully execute interventions. Others, such as distribution of teaching materials, still needed the approval of a functioning government. Project implementation stakeholders noted that the timeframe of PAQUE had been ‘too ambitious’ from the start and that a restructuring with a more precise and achievable timetable was necessary. Despite being a four-year project (developed for 2016-2020), only three years can be planned with funding, as the remaining year depends on the achievement of indicators based on the variable tranche. The first year was dedicated to recruitment (cabinet, consultants, etc.) and to conducting the studies that would underlie the reforms and activities. As noted by stakeholders, subsequently, activities that needed the approval of the ministry (such as building sites for IFMs or decisions on teaching materials) were delayed because of the uncertainty around the presidential elections (from 2016 to 2018), whose organization diverted the focus from other sectors.
- **Harmonization of EQUIP/PAQUE with other programs:** One major difficulty in implementation of EQUIP has been the choice of learning materials to use to teach in national languages for Grades 1, 2 and 3, owing to competition between ACCELERE! and ELAN (see Section 3.3). The conflict severely delayed the implementation of EQUIP (PAQUE); teaching materials from ELAN are now being distributed.

147. A restructuring of the grant is therefore in discussion pending reaching of the 75 percent criteria of disbursement by the time of the application deadline.

Additional factors beyond GPE support

148. As discussed in previous sections of this report, lack of implementation of activities has been the result mainly of uncertainties during the politically fragile years (2016-2018) before the second CLE in 2019 took place. Absence of a functioning government hampered progress significantly.

149. **Donors that rallied behind the SSEF (2016-2025) have contributed significantly to its implementation.** For example, in secondary education, PEQPESU supported construction of schools and equipment of classrooms and laboratories; in primary education ACCELERE1, ELAN and UNICEF have contributed to education in national languages and UNESCO supported non-formal education.

Unintended negative/unplanned positive effects of GPE support

150. A **negative** unintended consequence of GPE support was that, because EQUIP (PAQUE) was implemented only in sampled provinces (nine), this has potentially led to inequality in education progress in the country.¹⁹⁴ Some stakeholders noted that the targeting of only several provinces had supported advancement in education ‘at two speeds’, with provinces profiting from EQUIP (PAQUE) potentially seeing progress more quickly than the rest. Stakeholders also noted that donors’ programs

¹⁹⁴ After a consultation process involving the LEG and GoDRC, it was decided that EQUIP would be used to 1) deepen the reforms initiated under PROSEB; and 2) extend the coverage of reforms to other provinces. The selection criteria (which were scored) were 1) a high poverty rate, 2) a large number of students in both primary and preschool, 3) schools with a high proportion of girls and teachers; and 4) low education quality.

and interventions often overlapped, raising the question of equity between provinces. While this is not a direct consequence of GPE support *per se*, it points at a non-alignment of donors in terms of the choice of provinces. While at a national level projects target different provinces to address particular issues, stakeholders at the provincial level noted that they were not always informed as to how these choices were made. In particular, some provinces were targeted more prominently than others, raising the question of equity between provinces (or even districts within provinces). This is despite the fact that choices on which provinces were targeted were made explicit and explained during workshops organized for the launch of EQUIP in the presence of key provincial officials. This suggests difficulties with information flow and communication from the national level to the provincial level.

151. There is no evidence of **positive** unintended consequences of GPE support at this point.

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

152. **Successful implementation of an ESP involves, first, execution of an actionable plan and, second, coordination among entities to divide activities according to their priorities in line with the plan.** The GPE country-level model relies therefore on several structures (the CA and GA playing their roles, a functioning LEG, participatory dialogue and regular monitoring through JSRs) to facilitate implementation. Following strong engagement of the CA, GA and GPE Secretariat during the planning stage, stakeholders expected strong support during implementation. There is no evidence that these structures were functional in DRC following endorsement of the SSEF in 2016, especially in light of the political instability that marked the period between 2016 and 2018.

153. **Weak planning subsequent to endorsement of the SSEF meant there was little indication as to which activities to pursue first.** In the absence of a regularly meeting LEG and adequate data to monitor progress in the education sector, there is no evidence that the GPE country-level operational model has been successful in DRC during the sector plan implementation stage.

154. **Some stakeholders noted that linking some indicators of the fixed part to indicators of the variable part has prevented progress under the variable part.** For example, distribution of learning and teaching materials (under the fixed part) will also positively affect learning outcomes under the variable part. In DRC, the variable part contains a study on the learning improvements of children. Outcomes of this are in turn dependent on the delivery of teaching materials and training of teachers. The EQUIP progress report notes that a large difficulty with the variable part was the *'acquisition and distribution of other textbooks and complementary aids (science, mathematics and wall charts), the financing of which is conditioned by the achievement of variable indicators of the variable part during the life of the project'*.¹⁹⁵

Box 3.5 - Testing assumptions and assessing strength of evidence for sector implementation

For sector implementation, the five underlying assumptions in the country-level ToC were 1) relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; 2) available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; 3) country-level DPs 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 JSRs and apply recommendations deriving from these to enhance equitable and evidence-based sector plan implementation; and 5) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data. The final assessment at the end of the final year of this evaluation is:

¹⁹⁵ Draft Report for the Mid-Term Review of PAQUE, October 2019.

None of the five assumptions underlying sector planning in the GPE ToC in DRC holds.

Assumption 1 does not hold. Relevant country-level actors were found not to have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan. There has been little political will in the period of the evaluation to implement reforms and there was no incentive for ministers in the interim government to implement reforms. Further, disbursement rates for the education sector have been low.

Assumption 2 does not hold. The SSEF is a comprehensive ESP with 85 indicators. The low execution rates of allocations for SSEF implementation means greater prioritization of activities is required, which has not happened. Domestic funding has been below the targets set out in SSEF and large funding gaps remain.

Assumption 3 does not hold. Coordination among donors is weak. While some donor programs (ACCELERE!) are to some extent harmonized with the SSEF and PAQUE (EQUIP), others work independently of each other. This may also be linked to the limited functioning of the LEG, low donor coordination and limited capacity at the ministry to engage in sector dialogue. In addition, with a limited functioning LEG, there has been no significant coordination among stakeholders in the education sector.

Assumption 4 does not hold. A Mid-Term Review for PAQUE was held in October 2019, the first one during the implementation period of the SSEF. Therefore, there was two years with no annual review of the sector, which meant a barrier for coordination for sector plan implementation.

Assumption 5 partially holds. The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data. However, implementation has been lagging behind and data is not produced in a timely manner.

The evidence for assessing changes in the education system in DRC is weak. The SSEF was endorsed in 2016 but, since endorsement, only a few LEG meetings have taken place, and with no documentary evidence. Moreover, during the period from early 2017 to late 2019 no JSR took place until an MTR was celebrated in October 2019.

4 Progress towards a stronger education system¹⁹⁶

4.1 Introduction

155. 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 DRC more effective and efficient?’

156. Progress towards a stronger education system is measured by drawing on evidence of achievements in the three priority areas outlined in the 2016-2025 SSEF. 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, ministries), 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.¹⁹⁷

4.2 Progress towards a stronger education system

157. Table 4.1 provides an overview of system-level improvements observed in selected key aspects, whether the respective issue had been addressed in the ESP, and whether ESP implementation likely contributed to the observed changes.¹⁹⁸

¹⁹⁶ This section triangulates findings against RF indicators 11, 12, 13, 15.

¹⁹⁷ Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate RF indicators include six 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).

¹⁹⁸ The 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/SSEF implementation to system-level change

PROGRESS/IMPROVEMENTS MADE DURING REVIEW PERIOD 2014-2018	HAD ISSUE BEEN ADDRESSED IN THE SSEF 2016-2025?	LIKELIHOOD OF ESP 2016-2025 IMPLEMENTATION HAVING CONTRIBUTED TO NOTED IMPROVEMENTS	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD ¹⁹⁹			
			1	2	3	4
Access and Equity: Although there increased construction of schools at all levels of education, student–school ratios have gone up and the learning conditions in the classroom have worsened. Costs of education for families remain substantial but the new government has abolished certain school fees starting school year 2019/20.	Yes: SSEF 2016-2025 under objective 1.	Low: Implementation of the SSEF in the past three years has been slow. Targets, including on school construction, have not been met. However, school fees were abolished as of September 2019, largely as fulfillment of a political promise made by the current GoDRC.	1	2	3	4
Quality and Relevance: There has been a large increase in the number of teachers paid by the central government in 2019, though large disparities remain among regions. Training of teachers has not improved significantly.	Yes: SSEF 2016-2025 under objective 2.	Moderate: The target of including all teachers in the payroll was met as of mid-2019. However, targets related to training, teaching materials and classroom equipment have not yet been realized.				
Management: There have been limited changes in sector management since 2016 and EMIS remains weak with large deficits in data production and quality assurance. A learning assessment unit has been set up (CIEAS) but lacks capacity to be fully operational.	Yes: SSEF 2016-2025 under objective 3.	High: CIEAS has been established (though capacities within the unit remain an issue). Progress on PBF is reasonable.	STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE ²⁰⁰			
			1	2	3	4

¹⁹⁹ 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.

²⁰⁰ The weighing of confirming and refuting evidence for each contribution claim is presented in Annex G.

Progress towards a stronger education system during the review 2014-2018

158. Most of the findings in this section are based on data published in the Annual Statistical Yearbook 2017-2018, which is still in draft format. Although the book does not report data over time, a comparison with the previous book published (2013-2014) allows for identification of changes during the last year of implementation of the PIE and the first years of the SSEF. Where data is not available in the yearbook, the evaluators have gone back to the evaluation of the PIE (2012-2014), which provides more detailed data.

Access and Equity

Finding 13: There was a large increase in the number of pre-primary, primary and secondary schools in DRC during the period 2014-2018. However, this has not been translated into lower number of students per school. The quality of school infrastructure regressed during the period and there are large differences among regions.

159. The number of schools in DRC experienced a large increase in the period 2014-2018 at all levels of education, mainly driven by construction of new private infrastructure. According to data in the 2013-2014 and 2017-2018 yearbooks, the number of pre-primary, primary and secondary schools increased from 76,055 in 2014 to 87,656 in 2018, which means an increase of 15 percent. This is clearly driven by a boost in the construction of private centers, which increased by almost 50 percent from 12,442 to 18,052 schools during 2014-2018. As a share of the total number of schools at the three education levels, private schools went from representing 16.36 percent in 2014 to 20.59 in 2018, with a correspondent diminishing in the percentage of public schools as a share of the total (from 83.64 to 79.61 percent). Construction of private centers increased more at pre-primary and secondary levels, at around 60 percent, than at primary level, at around 30 percent.

Table 4.2 – Number of schools, 2014 and 2018

Education level	Year	Public	Private	Total
Number of schools				
Pre-primary	2014	1,824	2,325	4,149
	2018	2,227	3,718	5,945
Primary	2014	41,651	6,496	48,147
	2018	44,970	8,501	53,471
Secondary	2014	20,138	3,621	23,759
	2018	22,407	5,833	28,240
Total	2014	63,613	12,442	76,055
	2018	69,604	18,052	87,656
% of the total				
Pre-primary	2014	44	56	100
	2018	37.5	62.5	100
Primary	2014	86.5	13.5	100
	2018	84.1	15.9	100
Secondary	2014	84.8	15.2	100
	2018	79.3	20.7	100
Total	2014	83.64	16.36	100
	2018	79.41	20.59	100

Source: Annual Statistical Yearbooks 2013-2014 and 2017-2018

160. **Despite the increase in school numbers, the quality of infrastructure regressed during 2014-2018.** In 2014, 83.85 percent of classrooms in pre-primary, primary and secondary schools were reported to be in good condition; this had gone down to 80.93 percent in 2018. There are also differences among regions in terms of infrastructure quality, of more than 20 percentage points (in terms of proportion of classrooms in good condition) between the best-placed regions (Kinshasa and Kongo Central) and the worst-placed regions (Kasaï and Kasaï Central). However, it is difficult to say how meaningful these numbers are as the yearbook does not provide a definition of ‘good condition’.

161. **The large increases in school construction during the period 2014-2018 have not translated into lower numbers of students per school, which suggests the infrastructure construction has not followed school-aged population growth.** Table 4.3 shows how all levels of education have experienced an increase in the number of students per school, with pre-primary schools less affected than primary and secondary schools (data on pupils per classroom were not available).

Table 4.3 – Students per school ratio, 2014 and 2018

Education level	Year	Public	Private	Total
Pre-primary	2014	85	66	75
	2018	105	63	79
Primary	2014	284	262	281
	2018	318	293	314
Secondary	2014	178	224	185
	2018	208	231	212

Source: Statistical Yearbook 2017-2018

162. School construction during the PIE years was largely undertaken by the School Infrastructure Rehabilitation and Reconstruction Project, with funding of CDF 100 million (\$160,327.6 US\$ 2016) financed by GoRDC. The project started in 2013 and aimed to construct or rehabilitate 1,063 schools in three years, the majority of them (930) primary schools. In 2016, 531 (50 percent of the total) schools had been completed, 139 (13 percent) were over halfway completed, 76 (7 percent) were less than half complete and 301 (28 percent) had not yet been achieved, a number that shows that the project did not perform as expected. The amount of the financial envelope committed by the state reached CDF 224 billion, of which CDF 131 billion (58.4 percent) was disbursed.²⁰¹ PROSEB also focused on school construction. It foresaw the construction or rehabilitation of 900 classrooms in 149 schools in the provinces of Équateur and Kasaï Occidental. The envelope reserved for this purpose was \$23 million. For PROSEB, the entire program was carried out despite the staggered execution period; results are included in the evaluation of the PIE.²⁰²

163. A more recent commitment to increasing education infrastructure is to construct 1,500 new primary schools by 2021, as documented in the January 2019 PAO. The PAO shows that the cost of this initiative (\$150 million) is to be funded by GoDRC (\$50 million) and donors (\$50 million), with the remaining funding (\$50 million) still to be found. However, the plan does not provide details on the specific donors that will provide the funds for the construction of the schools and at the time of the evaluation is not possible to assess its progress.

²⁰¹ Aide mémoire JSR 3.

²⁰² JSR 2017.

164. **ECE:** In February 2014, ECE was restructured to a single cycle of three years for children between three and five years old. ECE had already been part of UNICEF's agenda since 2003 such that, in 2012, 130,000 children were enrolled in nearly 1,000 operational early childhood centers. The SSEF 2016-2025 has retained some measures from the PIE with regard to ECE: promoting the development of ECE for children aged three to five years old, for example through the establishment of a pre-school classes in primary schools. In 2014, the number of primary schools reached 4,149 schools, with 10,839 active ECE classrooms.

Finding 14: Costs of education for families remain substantial despite existing political will to abolish school fees, which came into effect for the school year 2019/20.

165. **GoDRC has recently shown increased political will to reduce the cost of education to families, with the abolishment of certain school fees as of September 2019.** Although MEPST set up the Free Education Policy in 2010, which aimed to remove certain school fees in primary education, this never came into effect and it was not until recently that GoDRC showed increased political will to reduce the financial burden on parents. As a consequence, as of school year 2019/20 (effective in September 2019), selected school fees were eliminated (see Section 3.5). This initiative covers only certain school fees and at the time of the evaluation the impact of the reform on the education system is unclear. There are also concerns regarding its feasibility in the long run. It is therefore too early to tell whether the decrease in school fees will improve access to education (more on this in Section 3.5).

166. The burden of the cost of education on families is well documented for DRC, and partially explains why in 2013 more than 3.5 million Congolese children (or approximately 9 percent of the school-age population)²⁰³ were estimated to be out of school. As developed in Section 3.4, the cost of education remains the largest barrier to school access. A study on the management and accountability of the basic education system in DRC estimates that in 2012 the total expense per student was CDF 57,439 (\$116.44 in 2012 constant US\$), which covered teachers' salaries, administrative personnel' salaries and other operational expenses, as well as school fees and punctual intervention fees.²⁰⁴ In 2012, for more than half of the population sending one child to school required the investment of more than 7.2 percent of the family's annual income.²⁰⁵ This burden is further stressed when birth rates are considered, as the average woman in 2012 was estimated to have up to seven children. Also, fees were estimated to rise over the years, something that was corroborated by stakeholders at the national and provincial level during the Year II evaluation in 2019.

167. There is no data available on other aspects of access to education, such as school feeding programs or non-formal education. In addition, the existing data presented above is normally not disaggregated by region, gender or other aspects.

Quality and Relevance of Education

Finding 15: There has been a large increase in the number of teachers paid by the state in 2019, although there are still great disparities among regions.

168. Teacher quality remains one of the largest challenges in the education sector in DRC and is related to poor compensation and low skills, mainly because of a lack of adequate pre-service and in-

²⁰³ As taken from the UIS data.

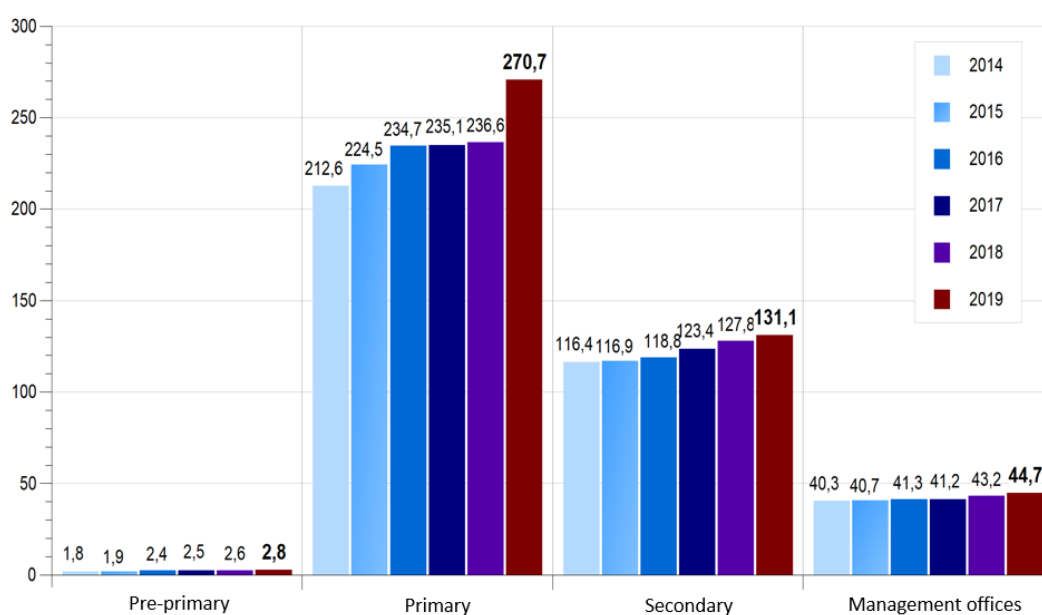
²⁰⁴ Estimates from Groleau (2017), p. 24, adapted from the RESEN (2014).

²⁰⁵ Groleau (2017).

service training. In 2017, teacher remuneration remained among the lowest in the region in comparison with other Sub-Saharan African countries with similar levels of economic development.²⁰⁶

169. **Data reported in the first monitoring report on implementation of the SSEF (November 2019) shows a large increase in the number of primary education teachers paid by the central government (see Figure 4.1) in 2019.** In pre-primary and secondary education, the increase was very modest, following the trend of previous years. As of November 2019, SECOPE had registered 547,157 staff in MEPST, including 487,336 teachers and 59,821 administrative staff. Of these, 449,259 are paid, which is 82.1 percent of the state budget (83.0 percent for teachers and 74.7 percent for administrative staff). The report stated that it was clear that the payment of teachers was entirely covered by the state budget in 2019, which generalized the payment for all primary teachers, reaching a rate of 49.0 percent for pre-primary and 62.1 percent for secondary.

Figure 4.1 – Number of teachers paid by the central government, 2014-2019 (in thousands)

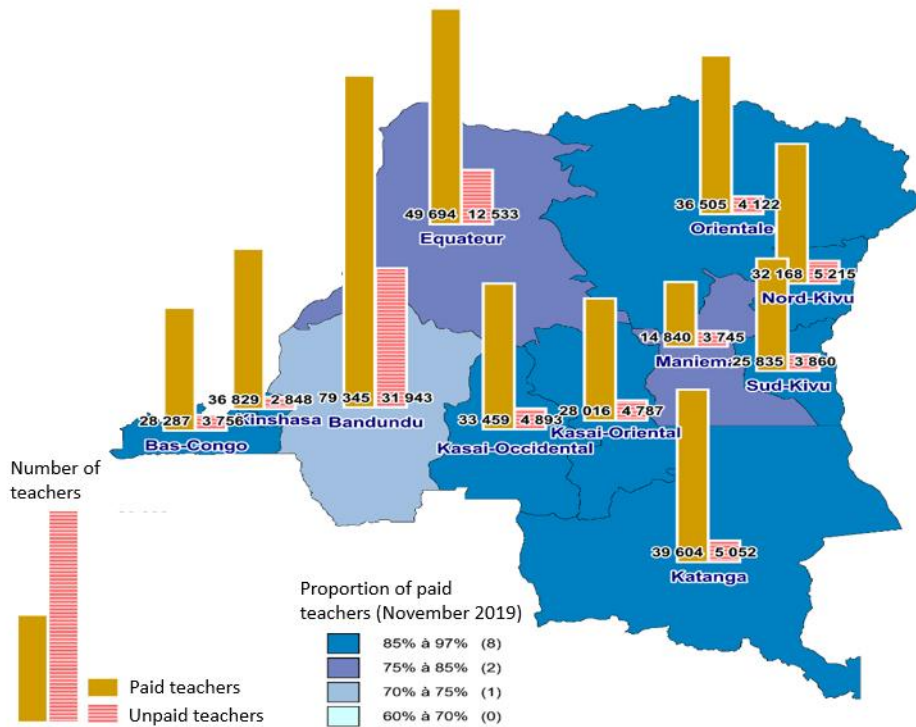


Source: SSEF Implementation 2016-2025 – Monitoring Report 1

170. **Although increases in the number of paid teachers have reduced the differences among regions, disparities do persist** (see Figure 4.2). While in some regions (e.g., Bas-Congo and Kinshasa), rates of paid teachers exceed 90 percent, in others (e.g., Bandundo, Équateur and Maniema) the rate is lower than 70 percent. This shows that GoDRC still needs to increase efforts to incorporate teachers into the payroll in the most disadvantaged regions.

²⁰⁶ ESPIG application 2017.

Figure 4.2 – Distribution of paid and unpaid teachers by region, 2019



Source: SSEF Implementation 2016-2025 – Monitoring Report 1

171. In addition, these numbers are just the ones provided through the SECOPE database, which covers teachers who are registered or those who are in the process of getting registered, and is not meant to capture the entirety of the teacher population active in the sector. As a consequence, many unpaid staff in unregistered structures or those in registered structures for which an individual registration request has not reached the central SECOPE remain unaccounted for. Low financial incentives paired with difficulties teachers face in their work and personal lives is associated with low motivation and effectiveness in the classroom, ultimately leading to lower learning outcomes for children.²⁰⁷

172. The proportion of teachers at primary and secondary levels who had graduated with a six-year diploma in pedagogy increased slightly during the period 2014-2018, while the proportion of pre-primary teachers experienced a larger increase. As Table 4.4 shows, in the period from 2014 to 2018, the percentage of teachers with the highest diploma increased by just 1.6 percentage points. The proportion of those with a four-year diploma in pedagogy fell by 3.6 percentage points, which shows that DRC has not been able to raise the level of education attained of its primary education teachers in recent years. A similar situation is found in secondary education, where there was an increase of around 3 percentage points. On the other hand, the country has managed to increase the proportion of pre-primary school teachers attaining the highest degree possibly 12.2 percentage points.

²⁰⁷ Ibid.

Table 4.4 – Proportion of teachers by type of education, 2014 and 2018

Subsector	Year	Type of education*						
		<D4	EM	D4	P6	D6	Other	
Pre-primary	2014	1.5	19.8	7	3.7	57.7	10	
	2018	0	13.4	1.3	0.3	69.9	15.2	
Primary	2014	2.6	N/A	12.7	2.4	81.3	1	
	2018	0.1	N/A	9.1	N/A	82.9	7.9	
Subsector	Year	P6	D6	A1	A1	G3	L2	Other
Secondary	2014	4.5	39.1	2.5	9.6	18.8	2.5	23.1
	2018	15.1	42.7	6.4	N/A	19.9	1.1	14.8

Note: *A1: technical graduate diploma; D4: four-years pedagogical diploma; D6: six-years pedagogical diploma; <D4: diploma lower than D4; G3: graduate degree (three-year university undergraduate degree); L2: faculty degree; P6: six-year state diploma from degrees other than the pedagogical degree; EM: diploma in maternal education.

Source: Annual Statistical Yearbook 2017-2018

173. **Nevertheless, as discussed above, the proportion of teachers by type of training just shows the reality of the teachers registered in the national system; a large proportion of teachers remain unregistered.** There is no recent data available on the number of unregistered teachers or on the training they have undertaken to become teachers, but some teacher assessments conducted in the past have shown the low skills of teachers of primary education. While 95 percent of 370,000 primary school teachers in 2013-2014 held a diploma to teach, according the Early Grade Reading Assessment (EGRA) (2012) data just 50 percent of primary school teachers surveyed passed the reading comprehension test and only 36 percent passed the written test.²⁰⁸ Teachers therefore do not appear to have the necessary level of skills to effectively instruct children in the classroom and do not receive adequate financial support to increase their capacity and performance.²⁰⁹

174. **The low performance of primary education teachers is exacerbated by lack of a formal training system.** There is no formal policy for pre-service training in DRC: pre-service training is one stream within high school, which explains the high percentage of qualified teacher in primary schools. Some progress was made during the PIE on establishing an in-service training policy and an operational plan to implement the main priorities. However, the PIE evaluation (2017) reported that the majority of interventions in this action plan were not successfully implemented during the period 2013-2015. Work on pre- and in-service teacher training has therefore been planned as a priority under the SSEF. DRC is trying to improve pre-service training by creating IFMs, which provide teacher training for students who have completed high school. As outlined in the previous section, PAQUE includes a component aimed at supporting this initiative, creating and constructing four IFMs, but implementation was yet to commence at the time of this evaluation.

175. In terms of teacher characteristics, over 25 percent of the 545,233 teachers who were registered in the official system in 2017 were more than 50 years old²¹⁰ and 4.8 percent had passed

²⁰⁸ RESEN (2014).

²⁰⁹ ESPIG application 2017.

²¹⁰ A retirement plan that was drafted in 2005 remains to be implemented. A plan to pay compensation to those retiring was put in place but has not been successful owing to difficulties in paying the compensation and the pensions (PIE evaluation 2017).

the age of retirement. Only a quarter of teachers were female. Between 2010 and 2014, the share of women in the teaching workforce increased only slightly (by 1 percentage point). Ten percent of the teaching body was female at secondary level and the corresponding number in higher education was less than 5 percent.

176. **The student–teacher ratio largely improved at primary level between 2014 and 2018, while that at pre-primary and secondary levels increased only slightly** (see Table 4.5). In primary education, the ratio decreased from 35:1 to 31:1 (approximately). This means that, despite poor teaching conditions and compensation for teachers, the ratio of students to teacher is within the desirable bounds set in the GPE RF, which sets 40:1 as the maximum acceptable.

Table 4.5 – Student–teacher ratio, 2014 and 2018

Education level	Year	Public	Private	Total
Pre-primary	2014	25.90	23.37	24.57
	2018	29.68	22.59	25.65
Primary	2014	35.11	36.88	35.32
	2018	31.07	29.96	30.90
Secondary	2014	14.15	16.96	14.59
	2018	15.28	18.24	15.86

Source: Annual Statistical Yearbook 2017-2018

177. **Improvements to the curriculum:** Part of the second objective of the PIE (2012-2014) was the improvement of teaching quality and learning through (among others) improvements in the curriculum, the distribution of textbooks in French, mathematics, science and civic and moral education, and the reinforcement of teachers' in-service training. According to the evaluation of the PIE, the curriculum for primary education was revised in 2011 and the corresponding teachers' manuals were made available. Teachers and inspectors received training on the new curriculum. The objective to revise the curriculum for the secondary cycle was not met. There has been no progress on this matter during this CLE evaluation period.²¹¹ Under the SSEF, new reforms on teaching in national languages for Grades 1 to 4 are underway, and teaching materials have been developed. However, implementation has been slow (see Section 3.5) and it is too early to tell how these measures will relate to system-level changes.

178. **Distribution of learning materials:** A school book policy was put in place under the PIE stipulating that each student in elementary school was entitled to one book for reading and math. Financed under PROSEB, GoDRC bought 2.5 million math and reading textbooks for primary schools in 2013 and an additional 8 million books in 2014 to be distributed to students in Grades 1 and 2. For Grades 3 and 4 every elementary school was supposed to have one science book per two students leading to an acquisition of 3.5 million books in 2013. An emphasis of the SSEF 2016-2025 is to improve numeracy and reading skills in early years of childhood education and to strengthen the instruction of children in their native language. As a result, EQUIP/PAQUE contains a component on the distribution of textbooks in national languages for Grades 1, 2 and 3 but as detailed above this is still in the process of being implemented, experiencing a delay from its initial plan.

²¹¹ The PIE evaluation report did not further specify which changes were made in the curriculum at primary level, the structure and modality of the related teacher training, and whether the new curriculum made learning and/or teaching easier.

Management of the Education Sector

Finding 16: There have been limited changes in sector management since 2016. EMIS in DRC is weak, with large deficits in data production and quality assurance. A learning assessment system has been established but lacks the necessary capacity to be fully operational.

179. **EMIS:** Data quality and accessibility remains the largest challenge in DRC. Data collection falls under the responsibility of the Department for Education Information Management (DIGE), which is part of MEPST. The mandate of DIGE is to:²¹²

- Manage the MEPST information system;
- Ensure development of the school map and carry out analyses on the spatial distribution of the school supply in order to establish forecasts of human, financial, budgetary and school resources;
- Coordinate and monitor the implementation of the SDGs;
- Coordinate provincial cells for education statistics and monitor implementation of the EMIS decentralization program;
- Produce the Annual Statistical Yearbook; and
- Coordinate the Technical Unit for Education Statistics, which is responsible for implementing EMIS at the national and provincial level.

180. However, as observed in the responsibilities of DIGE, it is not clear how the data collected is being used to inform decision-making.

181. To make improve data collection, the World Bank-funded Human Development Systems Strengthening Project (2015)²¹³ introduced a component aimed at decentralizing the existing EMIS. The component aimed at expanding the geographic scope and depth of EMIS (decentralizing the existing system). UNESCO provided technical and financial assistance. It was intended to be piloted in six provinces (Équateur, Kasai Occidental, Katanga, Bas-Congo, Maniema and Orientale) with a possible extension towards two other provinces (North and South Kivu). The JSR 2017 noted that decentralization of EMIS had started in certain provinces (implemented in Bas-Congo, Katanga, Équateur, Bandundu and Kasai Occidental) but operationalization relied largely on outside donors (mainly the World Bank and UNESCO), with no evidence that it had been completed successfully. The review therefore recommended financial support from the MEPST budget cover efforts aimed at implementation EMIS in all provinces in order to improve performance of the MEPST information system, which continues to lag. However, there is no evidence that this took place.

182. The World Banks' Systems Approach for Better Education Results (SABER) sets out four broad criteria for assessing the quality of EMIS function: an enabling environment, system soundness, quality data and utilization in decision-making. This evaluation does not provide an in-depth assessment of each of these indicators but provides observations from the DRC context related to these indicators in Table 4.6.²¹⁴

²¹² Information on DIGE can be found at <https://www.eduquepsp.education/dige/#.XVp0ei2cbs0>.

²¹³ <http://documents.worldbank.org/curated/en/286411467987906150/pdf/PAD1735-PJPR-P145965-P156421-IDA-R2016-0038-1-Box394870B-OUO-9.pdf>.

²¹⁴ http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/Background/EMIS/Framework_SABER-EMIS.pdf.

Table 4.6 – Assessment of EMIS in DRC using EMIS-SABER criteria

SABER-EMIS CRITERIA	KEY FEATURES IN THE DRC
<p>Enabling environment: Intended policies relate to a sustainable infrastructure and human resources that can handle data collection, management, and access</p>	<p>EMIS is largely dependent on external funding sources. Some stakeholders said there was human capacity to manage data collection but a lack of financial resources. Some said there was a lack of coordination on donor efforts to improve EMIS and a communication channel should be opened to align interventions towards a common goal. As seen in previous sections, current structures where this should happen are not functional.</p> <p>The current system was developed in 2013 with support from donors (mainly the WB and UNESCO) and it had a national vision and intention to be set up in all provinces. However, as stated above the expansion to provinces has not been fully implemented and the functionality in the provinces where it is installed relies on donors. There are other challenges to sustainability such as the lack of quality and functionality of the equipment, the lack of resources and the lack of training of the key people at all levels.</p>
<p>System soundness: Processes and structure of the system support the components of a comprehensive information management system</p>	<p>There is no nation-wide structure of system support to regular data and there is inadequate allocation of resources, human and financial. There is no plan or strategy for data collection and the processes are not clearly established at any level.</p>
<p>Quality data: The management system accurately collects, securely saves and produces high-quality, timely information.</p>	<p>Data is not considered reliable and there is a lag in the publication of education statistics. Provinces still rely largely on paper-based data collection, with questionnaires completed at school level, aggregated at the provincial level and then sent to the central level (Kinshasa). There are large challenges of various types (geographical, political, infrastructural, etc.) to decent quality data. In addition, there are no robust quality assurance processes at any level.</p>
<p>Utilization for decision-making: Data is utilized to inform decisions in the sector.</p>	<p>There is no evidence that data is used to inform decision-making at any level in the education sector. The statistical yearbook, which is prepared with EMIS data, is not regularly published (or developed). There have been no JSRs in DRC since 2017, and one of the main reasons donors highlighted for this was a preference not to hold one in the absence of data.</p>

183. **Learning assessment system:** A first step towards the creation of a learning assessment system was establishment of CIEAS, which was set out under the PIE (2012-2014) but was not realized; its establishment was then moved to the SSEF 2016-2025.²¹⁵ As discussed in Section 3.5, CIEAS has now been established under EQUIP/PAQUE component number 2. At the time of the second evaluation mission to DRC (July 2019) the first round of data collection had just been carried out and the data was in the process of being analyzed. Details of the subjects and grades covered through the assessments were not provided to the evaluators.

184. **Institutionalizing accountability in the administrative and pedagogical support chain down to the school level through PBF:** Based on recommendations following PROSEB,²¹⁶ there has been a push for an innovative approach to improve teacher performance. PBF aims to strengthen the

²¹⁵ ESPIG application, 27 March.

²¹⁶ Ibid.

achievement of results by managing offices providing educational support to schools and through schools having to implement a development plan.²¹⁷ It is accompanied by training, communication and technical assistance and has as its ultimate goal to achieve *'progress in learning, a change in professional culture and the reinforcement of good pedagogical and administrative follow-up practices'*.²¹⁸ Ultimately, PBF is set to promote mechanisms to strengthen the education system through mutual accountability of all actors according to their responsibilities. Performance indicators are developed by schools in the School Development Plan and agreed upon between schools and the administrative entities (PROVED, school inspectors). They are then measured by schools and verified by the ministries, inspectors and independent organizations with a final verification by CORDAID.²¹⁹ This pilot project started with a delay but has been moving at a reasonable pace since mid-2018.²²⁰ Schools to be assessed have been identified and data collection has started.

185. Lack of data on gender and learners with special needs makes it impossible to make an assessment of the progress in DRC in these areas.

Did ESP implementation contribute to system-level changes?

Finding 17: Implementation of the SSEF 2016-2025 has been slow with little progress since 2018. Data on system-level changes is scarce and it is too early to tell whether implementation of the SSEF has led to these.

186. While there has been some progress in implementation of the SSEF (2016-2025) through EQUIP (PAQUE), it is too early to assess whether system-level improvement has owed to effective ESP implementation, for two reasons. First, some programs were being/had been implemented at or shortly before the time of the evaluation, thus there was not enough time to observe short-term effects on the system. Second, to date no additional data exists to shed light on system-level changes for the period of review. Data collection studies have been undertaken by CIEAS but were not available at the time of the evaluation.

²¹⁷ Ibid.

²¹⁸ Ibid.

²¹⁹ <https://www.cordaid.org/en/wp-content/uploads/sites/11/2018/08/Cordaid-2pager-PAQUE-Education-in-Congo-FR-LR.pdf>

²²⁰ PAQUE (EQUIP) ISR 3, created on September 2018 and modified on January 25, 2019 and own elaboration following the mission in July 2019.

Table 4.7 – List of system-level improvements in the review period, against SSEF 2016-2025

SYSTEM-LEVEL IMPROVEMENT	IMPROVEMENT OUTLINED IN SSEF 2016-2025?	IMPROVEMENT DUE TO PLAN IMPLEMENTATION?	IMPROVEMENT RELIED ON DONOR FUNDS?
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE			
CIEAS established: This new institution has been established with the mission of undertaking regular learning assessments. A first round of assessments has been carried out but data has not been analyzed as of yet.	Yes: Sub-objective 2.2	Yes, implementation of sub-objective 8.11.2.1 'Establishment of an independent unit for the evaluation of learning achievement'	Funded by EQUIP/PAQUE
PBF piloted: PBF institutionalizes accountability in the administrative and pedagogical support chain down to the school level	Yes: Objective 3	No, there is no evidence that the improvement is due to the plan implementation.	Study funded by EQUIP/PAQUE
ALREADY SIGNIFICANT BUT LIKELY NOT SUSTAINABLE			
Abolition of basic education school fees	Yes: Abolition of certain school fees is part of objective 1 of the SSEF on providing equal access to basic education, sub-section 2	Yes: While abolition of school fees played an integral part in the ESP, the abolishment of certain school fees was brought about following election of the new GoDRC.	It is unclear how the abolition of certain school fees will be financed. Donor financing was discussed as an option but had not been secured at the time of the evaluation
Increase in teachers paid by the state	Yes, the increase of the amount of teacher paid by the state is included in Objective 3.	Yes: As of mid-2019, all teachers recorded in the system are paid on the national payroll.	Previously supported by World Bank and AFD
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER			
New learning materials in national languages for Grades 1, 2 and 3 developed and distributed	Yes: Objective 2	Yes: While the materials have been developed, distribution has not yet taken effect.	Funded by EQUIP/PAQUE and ACCELERE!1
EMIS: Reinforcement of current EMIS and expanded to decentralized level	Yes: Sub-objective 3.1	Yes, the implementation of activities under sub-objective 3.1 has contributed to the improvement.	World Bank and UNESCO

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

187. In DRC, the system level changes that have occurred/are emerging can be linked to the sector plan but are mostly reliant on donor (including GPE) funding. In this sense, changes have been the result of sector plan implementation (as ESPIG funding is by definition linked to the SSEF) but not necessarily of government sector plan implementation capacity. Partly for this reason, and partly because of slow progress in sector plan implementation and the lack of nation-wide data, including delays in the production of the statistical yearbook, it is hard to fully verify this causal link. However,

the close alignment of donors behind the SSEF and GPE funding means that in general it is plausible that implementation of the SSEF has led to the observed system-level changes.

Box 4.1 – Testing assumptions and assessing strength of evidence for progress towards stronger education systems

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

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

Assumption 1 partially holds. While some components of EQUIP (PAQUE), such as the establishment of teacher training institutes, have led to changes in infrastructure, and the PBF study will be used to drive reform on teacher efficiency, the former has been implemented at a slow pace and only the PBF study has been carried out.

Assumption 2 does not hold. The resources to maintain EMIS and LAS are limited. So far, donors have supported data collection, notably EMIS through the World Bank and the LAS through GPE funding.

Assumption 3 is too early to tell. Additional data has not been made available on the relationship between overall implementation of the SSEF and learning outcomes.

Assumption 4 is too early to tell. Additional data has not been made available on the relationship between the overall implementation of the SSEF and equity.

The evidence for assessing changes in the education system in DRC is weak.

5 Progress towards stronger learning outcomes and equity²²¹

5.1 Introduction

188. 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 DRC 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 2018-2019 period under review, what changes have occurred in relation to 1) learning outcomes in basic education, 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 the DRC? (Evaluation Question IV)

189. The GPE Synthesis Report 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 is not feasible given 1) the relatively short timeframe explored during CLEs; 2) the time lag that typically exists between specific innovations and their reflection in impact-level trends and 3) an irregularity of data on impact-level trends in some countries.²²² As such, this section 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 impact-level outcomes

190. Table 5.1 shows an overview of the CLE findings on the contribution of system-level changes to impact-level changes. As mentioned in Section 1.3, data on education outcomes remains limited for DRC. On some indicators, the last available years in the UIS database are 2013 and 2015; and for others, the last years are 2014 and 2018, if they were reported in the most recent published statistical education yearbooks (2013-2014 and 2017-2018). Therefore, conclusions drawn in this section are similar to those in the Year I CLE report, as little new data has been published.

²²¹ This section triangulates findings against RF indicators 1-9

²²² https://www.globalpartnership.org/sites/default/files/2019-02-gpe-synthesis-report-country-level-evaluations_0.pdf

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

IMPROVEMENTS MADE DURING THE 2014-2018 REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²²³	
Equity, gender equality and inclusion: Some improvements but not consistent across levels of education and indicators. GER increased in secondary and pre-primary and dropped in primary. GPI improved for pre-primary and secondary and remained stable in primary.	No evidence: No strong evidence to link equity, gender equality and inclusion with system-level changes, owing to lack of data during the review period.	1	2
Learning outcomes: Limited data suggests low scores in math and reading for children in DRC.	No evidence: No strong evidence to link maintenance of learning outcomes with system-level changes, owing to lack of data during the review period.	STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE²²⁴	

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in DRC from 2014 to 2018²²⁵

Equity, gender equality and inclusion in access in basic education

Finding 18: Between 2014 and 2018, GER trends evolved differently for different education levels, improving for secondary and pre-primary and dropping dramatically for primary. Gender disparities in pre-primary and secondary GERs decreased but the GPI of GER for primary education remain unchanged. Large enrollment disparities exist between regions.

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

INDICATORS THAT IMPROVED DURING THE 2014-2018 PERIOD
Out-of-school children (OOSC) rates: Data on the percentage of primary school-aged children shows a decrease from 25.9 percent in 2010 to 13.0 percent in 2013. For lower secondary school-age adolescents, OOSC rates decreased from 17.3 percent in 2010 to 11.3 percent in 2013 percent. OOSC rates for youth in upper secondary school dropped from 30 percent to 26 percent, yet remain relatively high (UIS data using household survey data).
Pre-primary enrollment: The overall GER for pre-primary enrollment slightly increased from 4.1 percent in 2014 to 4.8 percent in 2018, according to the statistical yearbooks of those years. There is no data disaggregated by gender for 2014 so we cannot compare the difference in trends between boys and girls. In 2018, the overall proportion of girls enrolled in primary education schools was 48%, with no large differences among regions.

²²³ 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 allows for measuring/tracking these changes.

²²⁴ The weighing of confirming and refuting evidence for each contribution claim is presented in Annex G.

²²⁵ Given that data is not available for the review period of this report, we extended the date of review to 2013, the latest available year for some indicators.

INDICATORS THAT IMPROVED DURING THE 2014-2018 PERIOD

Secondary enrollment: According to the statistical yearbooks, the overall GER in secondary education increased 6.9 percentage points from 2014 to 2018 (from 40.9 percent to 47.8 percent). The increase was similar for boys (from 50.3 percent to 57.3 percent) and girls (from 31.3 percent to 38.4 percent).

Gender equality in pre-primary and secondary enrollment: Data reported in the statistical yearbooks 2013-2014 and 2017-2018 showed that the GPI for GER improved in pre-primary education (from 1.06 to 1.1) and in secondary education (from 0.6 to 0.7).

Secondary completion rate: Data reported in the statistical yearbooks 2013-2014 and 2017-2018 shows that overall completion rates for secondary education improved from 29 percent to 37.4 percent (8.4 percentage points). The improvement was similar for boys (37.3 percent in 2014 to 45.8 percent in 2018) and girls (20.6 percent to 28.8 percent).

Survival to Grade 5: The statistical yearbooks 2013-2014 and 2017-2018 showed that survival rates in Grade 5 have improved from 52.9 percent to 53.6 percent.

School life expectancy: School life expectancy for primary students in DRC increased by 0.5 years between 2010 (6 years) and 2015 (6.5 years). School life expectancy for boys was higher than for girls in 2010 (boys spent almost one extra year in school compared with girls) but in 2015 girls stayed equally long in school compared with boys (6.45 years for girls compared with 6.5 years for boys).

INDICATORS THAT STAGNATED DURING THE 2012-2018 PERIOD

Gender equality in primary education: Data reported in the statistical yearbooks 2013-2014 and 2017-2018 showed that the GPI for GER remained the same during the period 2014-2018 in primary education (0.9).

Primary repetition rate: The share of primary students repeating a grade decreased from 12.9 percent in 2010 to 10 percent in 2014. Girls are more likely to repeat a grade in primary school but gender disparities decreased between 2010 and 2014, by 1 percentage point.

INDICATORS THAT DETERIORATED DURING THE 2012-2018 PERIOD

Primary enrollment: According to the statistical yearbooks, the overall GER in primary education decreased 6 percentage points from 2014 to 2018 (from 106.8 percent to 100.8 percent). Boys saw their rate decrease from 112.5 percent to 105.3 percent while girls' rate fell more modestly from 101 percent to 96.3 percent.

GPI in GER in primary education: The GPI for GER in primary education decreased from 1.1 in 2014 to 1.06 in 2018, according to the statistical yearbooks of those years.

Primary completion rates: The proportion of students that completed primary education dropped by 0.7 percentage points during the period 2014-2018 as reported in the statistical yearbooks of those years (from 69.1 percent to 68.4 percent), driven mainly by the decrease in boys' rates from 76 percent to 73.3 percent. On the other hand, rates for girls increased slightly from 62.2 percent to 63.5 percent.

Transition rate: The statistical yearbooks 2013-2014 and 2017-2018 show that transition rates from primary to secondary education dropped dramatically from 70.8 percent to 53.6 percent (17.2 percentage points), with similar decreases for boys and girls.

Dropout rates: UIS data (2010, 2011, 2012, 2014) suggests a strong overall increase in primary dropout rates from 45 percent in 2010 to 54 percent in 2014. Interestingly, the increase was driven by boys dropping out from primary school. The dropout rates for girls decreased from 51 percent in 2010 to 39 percent in 2015, but dropout rates for boys increased from 40 percent in 2010 to 65 percent in 2015. These dropout rates are driven mostly by dropout rates in higher grades of primary school.

Regional differences: UIS data and RESEN (2014) show that, while GERs have increased across all regions, large differences between regions remain, with urban regions experiencing higher GERs than more rural regions.

INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

Internal Efficiency Coefficient: There is no available data on this in DRC.

Access for children with special needs: There is no data on children with special needs.

191. **Between 2014 and 2018, primary and secondary GERs experienced opposite trends as primary rates decreased dramatically and secondary rates experienced a large increase.** As Table 5.3 shows, the overall primary GER fell from 106.8 percent in 2014 to 100.8 percent in 2018. On the other hand, the secondary GER improved from 40.9 percent to 47.8 percent. GER at pre-primary education level also improved but very slightly. Regarding gender equality, improvements were achieved in pre-primary and secondary GER but not at primary level, where the GPI remained unchanged.

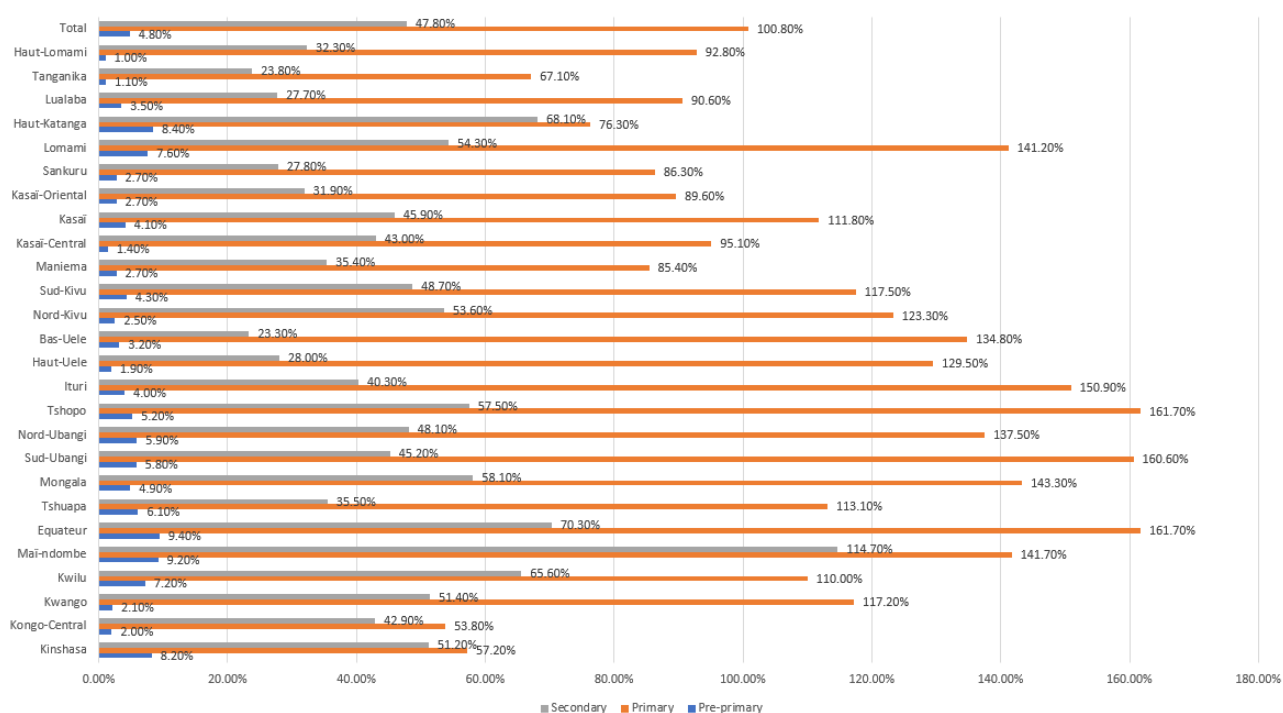
Table 5.3 – Gross enrollment rates, 2014 and 2018

Education level	Year	Boys (%)	Girls (%)	Total (%)	GPI
Pre-primary	2018	4.60	4.90	4.80	1.10
	2014	No data	No data	4.10	1.06
Primary	2018	105.30	96.30	100.80	0.90
	2014	112.50	101.00	106.80	0.90
Secondary	2018	57.30	38.40	47.80	0.70
	2014	50.30	31.30	40.90	0.60

Source: Annual Statistical Yearbooks 2013-2014 and 2017-2018

192. **There were still large regional disparities in 2018 in terms of GER in DRC at all levels of education** (see Figure 5.1). The biggest disparities can be found in primary and secondary education. In the case of the first one, there were differences of around 100 percentage points between the regions with the highest GER (South Ubangi, 160 percent) and the one with the lowest Kongo Central (53 percent). The main difference between the regions with highest and lowest rates is the level of urbanization, the top regions being more much more urbanized than the bottom regions. Although the large disparities apply to several regions, this huge difference between the highest and lowest rate possibly owes to the high number of over-age students in the primary education levels of the regions with the highest GER.

Figure 5.1 – GER by region, 2018



Source: Annual Statistical Yearbook 2017-2018

Finding 19: Transition rates from primary to secondary education dropped gravely from 2014 to 2018. Completion rates of secondary education improved during the same period and primary education completion rates decreased a little.

193. The rate of students who complete secondary education improved largely in the period from 2014 and 2018, while the primary education completion rate dropped slightly (see Table 5.4). In the case of secondary education, there was an increase of 8.4 percentage points in the mentioned period, driven by similar increases among boys and girls. On the other hand, completion of primary education experienced a slight decrease, driven mainly by a lower rate of boys completing this level during 2014-2018. However, girls' rate improved by 1.3 percentage points. **Transition from primary to secondary education experienced a dramatic drop during the period 2014-2018 (from 70.8 percent to 53.6 percent), with boys experiencing the largest decrease (19.4 percentage points decrease versus 14.3 percentage points).**

Table 5.4 – Primary and secondary education completion rates, 2014 and 2018

Education level	Year	Boys (%)	Girls (%)	Total (%)
Primary	2018	73.3	63.5	68.4
	2014	76	62.2	69.1
Secondary	2018	45.8	28.8	37.4
	2014	37.3	20.6	29

Source: Annual Statistical Yearbook 2017-2018

Finding 20: Nation-wide the share of children of primary school age out-of-school children halved between 2010 and 2013. However, girls and children from poor backgrounds and from rural areas are still at high risk.

194. The Annual Statistical Yearbook 2017-2018 did not report on OOSC and repetition rates. Therefore, the analysis below is based on older data reported to UIS from the years 2010 and 2013.

195. **The share of children out of school decreased between 2010 and 2013.** A quarter of children of primary school age were out of school in 2010 compared with 13 percent in 2013 (Table 5.5). A similar trend can be observed for children of secondary school age, where 17 percent of children were out of school in 2010 compared with 11.25 percent in 2013.

Table 5.5 – Out-of-school children, 2010 and 2013

Category	2010 (%)	2013 (%)
Children of primary school age	25.90	13.02
Children of lower-secondary school age	17.33	11.25

Source: UIS

196. **Gender, income-based and urban/rural disparities in OOSC rates persisted during the 2010 to 2013 period.** Girls were more likely to be out of school than young boys (Table 5.6). More than a quarter of girls were out of school in 2010 compared with less than one-fourth of boys. Between 2010 and 2013, the percentage of girls out of school in primary education halved, with a similar trend for young boys. In 2010, children from poor families were almost four times more likely to be out of school compared with children from more wealthy households. Similarly, urban children were twice as likely to be out of school as rural children. Despite decreases in percentages of out-of-school children overall between 2010 and 2013, these trends persisted.

Table 5.6 – Disaggregated out-of-school rates, 2010 and 2013

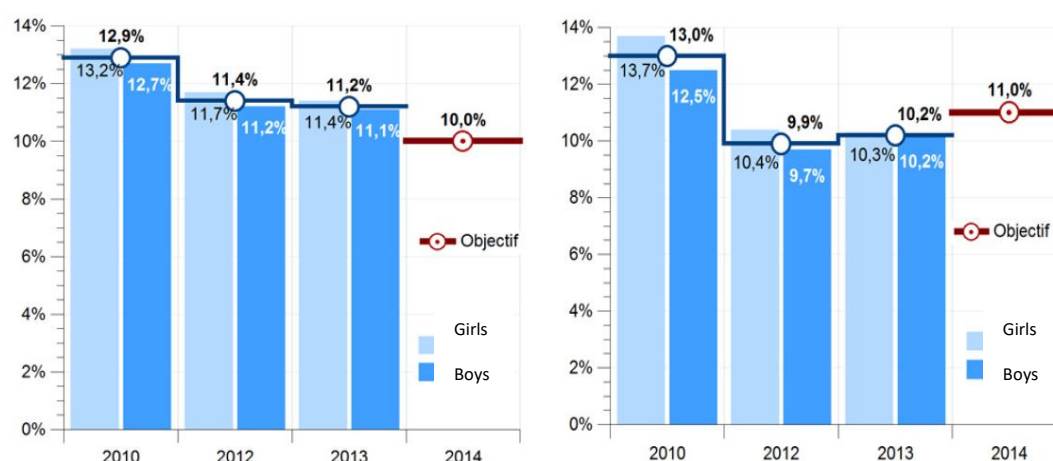
Education level	Characteristics	2010 (%)	2013 (%)
Children of primary school age	Overall	25.90	13.02
	Female	28.59	14.50
	Male	23.16	11.54
	Urban	13.77	7.16
	Rural	31.05	15.91
	Poorest quintile	35.44	21.39
	Wealthiest quintile	8.27	5.93
Children of secondary school age	Overall	17.33	11.25

Note: Boxes in red highlight the characteristics of the most likely children to be out of school

Source: UIS

197. In 2010, 12 percent of children had repeated at least one time in primary school (Figure 5.2). Between 2010 and 2013, repetition rates dropped only marginally, by 1 percentage point for girls and 2 percentage points for boys. The gender gap in repetition rates between boys and girls in primary school is low, with boys as likely to repeat primary school as girls. A similar trend can be seen for secondary schools. While the original objective of the PIE was to reduce average repetition rates by almost 3 percentage points for primary school between 2010 and 2014 (from 12.9 percent in 2010 to 10 percent in 2014), it missed the mark slightly. As of 2014, 11.2 percent of children in primary school had repeated one class. In secondary schools, repetition rates dropped sharply between 2010 and 2012 and stagnated at 10 percent thereafter, 1 percentage point below the target set by the PIE.

Figure 5.2 – Repetition rates for primary school (left) and secondary school (right), 2010-2014



Source: PIE evaluation (2017)

Learning outcomes in basic education

Finding 21: Data on learning outcomes precedes the review period of this CLE. While CIEAS is in the process of collecting new data, no new published report has been issued during the review period. Data from 2010 and 2012 (the latest available) showed low student performance on early grade learning assessments across all provinces.

198. **Standardized assessments of school learning outcomes are not systematically carried out in DRC.** As a result, the PIE 2014-2015 foresaw the establishment of an Independent Unit for Monitoring and Evaluation of the Quality of Educational Achievements, to collect data on learning outcomes. Even though the unit was set up in 2017 (a decree to this effect was passed in February 2017)²²⁶ and is now operational, capacities are still lacking. A first assessment of learning outcomes for Grades 3-5 was conducted but data is currently being processed and remains unavailable as yet.

199. **In the RESEN (2014), several data sources preceding the review period give a picture of learning outcomes for children in DRC.** The first study presented data from the Early Grade Reading Assessment (EGRA), Early Grade Mathematics Assessment (EGMA) and Snapshot of School Management Effectiveness collected in 2012, which was funded by USAID. The study targeted children between Grades 3 and 5 in public schools in four sub-regions (Équateur, Kasai Occidental, Kasai Oriental and Katanga) where the agency Chemonics was implementing USAID's ACCELERE! program. The second study, the Program for the Analysis of Educative Systems (PASEC) of the Conference of Ministers of Education in the Francophonie, was a nationally representative survey of children in Grades 2-5 on reading (in French) and math conducted in 2010.²²⁷ A key difference between the two studies is their definition of assessment measures.²²⁸ Finally, the RESEN (2014) presents data on the TENAFEP (final exams at the end of primary school) in 2012. The following sections present some summary findings from these three sources of information on learning outcomes.

200. **The main finding from the RESEN presentation of the PASEC data is that learning difficulties in DRC start early in the primary school cycle.** To facilitate the reading of various test results, the RESEN (2014) presents an aggregated weighted standard test score out of 100 based on each student's responses to the PASEC reading and mathematics tests. If a student can answer 40 percent or less of the test items correctly, the student is considered to have learning difficulties.²²⁹ Table 5.7 shows that a quarter of students in the PASEC sample have difficulties with their learning already in the second year, which are carried through to later grades: by the fifth year, half cannot answer 40 percent or more of the test items correctly. This implies that problems in learning start early and worsen in higher grades. There are also large disparities by region. In Katanga (a province known for mining), 50 percent of pupils in Grade 2 and 65 percent of students in Grade 5 have learning difficulties. This is in contrast with the region of Bandundu, where only 18 percent have learning difficulties in Grade 2 and 42 percent in Grade 5 (as measured by PASEC).

²²⁶ World Bank, DR Congo – Education Quality Improvement Project (EQUIP) (P157922), August 2017

²²⁷ The second study was also used for an early grade assessment by RESEN (2014)

²²⁸ According to RESEN (2014), 'While the EGRA assessment measures basic skills a child needs to acquire to read fluently along 5 components including vocabulary, phoneme identification, phonetics, fluidity and comprehension, the EGMA assessment measures basic math skills such as number identification, quantity appreciation, problem solving, basic operations (addition, subtraction, multiplication, and division)'

²²⁹ There is no official definition in DRC on what constitutes a learning difficulty. The 40 percent threshold is therefore merely a proposal, below which basic knowledge is no longer assured.

Table 5.7 – Percentage of students answering 40 percent or less of test questions correctly, PASEC (2010) and EGRA/EGMA (2012)

Province	PASEC		EGRA/EGMA	
	2010		2012	
	Grade 2 (%)	Grade 5 (%)	Grade 2 (%)	Grade 5 (%)
Bandundu	18.8	42.6	39.9	39.2
Équateur	n/a	n/a	42.8	34.3
Kasaï Occidental	22.7	45.0	n/a	n/a
Katanga	49.0	64.7	n/a	n/a
Province Orientale	n/a	n/a	40.2	25.7
National	26.2	50.7	n/a	n/a

Note: Scores are aggregated and normed to a score between 1 and 100. A score below or equal to 40 percent is considered a basic knowledge deficiency.

Source: RESEN (2014) based on PASEC 2010 and EGMA 2012.

201. **Literacy rates: EGRA and EGMA data show large deficiencies in math and reading for students in Grade 2, which only diminish slowly by Grade 4.** To be sufficiently literate, it is generally established that students need approximately nine years of schooling.²³⁰ In DRC there is less than a 50 percent probability of being literate by the time a child is 15 years old, placing the country lower than comparable countries in Sub-Saharan Africa.²³¹ Only half of students are considered literate after Grade 6, relative to 60 percent for comparable countries in the sub-region.²³² These low alphabetization rates can already be seen early on. Table 5.8 shows that half of the children in Grade 4 are incapable of reading a single word in French when using the EGRA test score. Those in Grade 4 also have difficulties in text comprehension: 84 percent of students do not understand French texts. In math, similar difficulties arise, with a quarter of second graders not able to add numbers. In Grade 4, 14 percent of students are able to do adding exercises but 37 percent do not know how to subtract and more than 60 percent struggle to do multiplication and division exercises. Factors that influence test scores include the gender of the student (girls perform worse than boys).

Table 5.8 – Percentage of students with a zero score in reading and mathematics, extract from EGRA/EGMA 2012

Assessment category	Grade 2		Grade 4	
	Zero score (%)	Average % of correct answers	Zero Score (%)	Average % of correct answers
Reading				

²³⁰ RESEN (2014)

²³¹ DRC comes out lower than Rwanda and Tanzania in the comparison, and just slightly higher than Niger. Data retrieved from RESEN (2014), p. 127

²³² RESEN (2014), p. 127

Assessment category	Grade 2		Grade 4	
	Zero score (%)	Average % of correct answers	Zero Score (%)	Average % of correct answers
Vocabulary	0.9	41.4	0	54.6
Reading of familiar words	n/a	n/a	38.0	16.7
Reading of invented words	n/a	n/a	50.7	12.7
Reading text	n/a	n/a	52.2	17.4
Text comprehension	n/a	n/a	84.3	5.6
Text comprehension (hearing)	72.6	11.0	50.0	21.7
Writing a complete sentence	n/a	n/a	51.8	28.5
Mathematics				
Identification of numbers	3.7	49.7	0.2	70.9
Comparison of quantities	7.9	56.5	3.0	64.6
Problem resolution	22.0	40.0	8.5	53.0
Math exercise: addition	26.2	49.3	14.5	43.8
Math exercise: subtraction	59.3	27.0	37.4	37.4
Math exercise: multiplication	n/a		63.9	15.4
Math exercise: division	n/a		64.6	15.2

Source: Resen (2014), pp. 131 and 132

202. **School performance varies according to gender, region and school system attended.** An analysis of data from the TENAFEP – a test taken at the end of primary school – shows that, in 2012, while there was relative gender parity in taking the test, boys outperformed girls in French, math and general culture subjects.²³³ This was especially the case in non-faith-based public schools. This may owe to a self-selection of a particular profile of girls in private schools. In faith-based schools and private schools, girls perform almost equally well as boys.

²³³ A full description of test results by gender is given in Appendix O.

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: There is no new available evidence during the period under review that sheds light on an assessment of the link between system-level changes and impact-level changes.

203. While it is generally difficult to make causal relationships between system-level changes and impact-level changes, system-level changes have been slow to progress owing to the slow implantation of the SSEF and the focus of GoDRC on preparing new elections and the resulting political instability in the past two years. Table 5.9 provides an overview of the main impact-level improvements identified in the previous findings, and of the likelihood that system-level improvements identified in Section 4 contributed to these.

Table 5.9 – Plausible links between system-level changes and student outcomes

OBSERVED IMPACT-LEVEL CHANGES	PLAUSIBLE LINKS TO SYSTEM-LEVEL CHANGES
Improvements in enrollment at pre-primary level, secondary enrollment and completion rates and gender equality.	There is insufficient data to link these changes to system-level changes, particularly as there has been very little progress in implementation and increasing the effectiveness and efficiency of the system in the past three years. Some plausible links can be made between the increased number of ECE classrooms and improvements in enrollment at pre-primary level. While it is plausible that the abolition of school fees will positively impact enrollment rates, the reform took effect only in September 2019.
Not applicable: No recent data is available to assess changes in learning at impact level.	Not applicable.

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

204. It is difficult to observe whether system changes have in any way affected learning outcomes, because data on learning assessment dates from 2010 and 2012. Additionally, because sector plan implementation has been delayed following endorsement of the SSEF (2016-2025), some system-level changes that would improve access, equity and learning may see a significant time lag between their adoption and changes in outcomes. Data on a learning assessment dates from before the endorsement of the SSEF and, while the Annual Statistical Yearbook 2017-2018 reports on gender-disaggregated enrollment, completion and repetition rates at all levels, the delay of implementation of the SSEF (2016-2019) makes it too early to assess the link between system-level changes and learning outcomes and equity.

Box 6.1 – Testing assumptions and assessing strength of evidence for progress towards stronger learning outcomes and equity

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 allows for measuring/tracking of these changes.

Assumption 1 cannot be assessed: There is no evidence that changes in the education system have positively affected equitable access and there is not data on learning outcomes for the period considered.

Assumption 2 does not hold. There is a lack of evidence for the period under review to assess equity efficiency and learning.

The strength of the evidence for progress towards stronger learning outcomes and equity is weak.

6 Changes over time and key influencing factors

6.1 Introduction

205. This prospective evaluation is a culmination of a baseline report, a first annual report and this (final) second annual report. This final report is summative in nature, reporting on the efficacy of GPE support to DRC during the full evaluation period from 2015 to 2019. However, comparisons between findings at the baseline report stage of the evaluation and the final findings (second annual report) provide insight into the key influencing factors across the ToC.

206. 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 learnt. This section of the report presents any 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 end line

CONTRIBUTION CLAIM	ASSESSMENT AT YEAR I	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>Partially 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>Not plausible</i>	<i>Not 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>Not plausible</i>
Claim D: 'GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.'	<i>Not plausible</i>	<i>Not 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>Not plausible</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>Insufficient data</i>	<i>Insufficient data</i>

207. **During the review period, between 2015 and 2019, DRC has seen deterioration in previously established progress in education sector planning, dialogue and monitoring.** During the sector plan development stage of the SSEF (2016-2019) the GPE Secretariat in DRC encouraged an inclusive and participatory process. Dialogue and monitoring structures, including regular meetings of the LEG and yearly JSRs, were key to advance planning and monitoring progress on the previous PIE. However, since endorsement of the SSEF in 2016, policy dialogue has regressed and key monitoring mechanisms have not been functional. A key influencing factor in this has been the change in political environment, which hindered a clear focus on sector plan implementation and sector dialogue/monitoring. Between 2016 and 2018, stakeholders agreed, there was a focus on preparing for the elections, and the resulting political transition limited the capacity of GoDRC to engage in education sector dialogue and advance sector reforms. JSRs were frequently postponed, partially

linked to a lack of data that would allow effective monitoring of sector plan implementation. Another key influencing factor was lack of coordination between GPE stakeholders of clear delineation of roles and responsibilities between the CA, GA and GPE Secretariat. Capacities of the CA and GA at baseline were not sufficient for them to adequately fulfill their role. In 2019, little progress in this regard has been made. The relatively stable political environment and a renewed focus of government stakeholders on education, in combination with increases in staff at the GA and CA, are good signs of new momentum in the coordination of stakeholders in the sector.

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

208. The Year II (2019) evaluation's assessment of the plausibility of contribution **claim A** changed from **'partially plausible'** to **'plausible'** – namely, GPE's support and influence has contributed to the development of a government-owned, credible and evidence-based sector plan. Weaknesses of the SSEF 2016-2025 from the previous evaluation – lack of an annual action plan that operationalizes the SSEF 2015-2025 and prioritizes action points – remain this year: there was no annual action plan in 2017 or 2018. However, new momentum in planning has been achieved since the elections in 2018 and the ensuing political stability was conducive to focus on the development of a new triennial action plan in January 2019, which underpins the change of rating from Year I to Year II. While there were factors present beyond GPE's control, such as a political environment unfavorable to develop action plans, sector planning should be extended to include yearly action plans in politically more risky countries such as DRC. Planning might therefore include not only an initial long-term action plan but also annual action plans, which are crucial to monitor progress over time.

209. The Year II evaluation's assessment of the plausibility of contribution **claim B** remains as **'not plausible'**. The evidence suggests that sector dialogue and monitoring structures remain weak in the second year of the evaluation (2019). Issues remain – absence of joint planning and monitoring of SSEF 2016-2025 implementation, including absence of LEG activity; JSRs not happening regularly; lack of coordination between key actors (including the CA, GA and GPE Secretariat); lack of clarity on roles and responsibilities; and weak monitoring systems, including infrequent and unreliable data collection – with slow signs of improvement as of 2019. While changes in staff have been made at the GPE Secretariat and in the CA, the impact on long-term mutual accountability remains to be seen.

210. Similarly, the Year II evaluation assessment of the plausibility of contribution **claim C** also remains as **'not plausible'**. Evidence shows that DRC had a high domestic financing share during the period of review, despite some decreases after 2016. On the other hand, international ODA was stable between 2012 and 2017 – that is, since DRC joined GPE. These factors suggest DRC had a vested interest in its education sector before GPE engagement.

211. The Year II evaluation's assessment of the plausibility of contribution **claim D** remains as **'not plausible'**. Sector plan implementation has moved slowly since the inception of the SSEF (2016-2025), and it has been difficult to monitor its progress and performance. Some of the most salient reasons for this are lack of prioritization and lack annual action plans, and institutional instability owing to recent political events in DRC, as well as lack of dialogue and coordination.

212. The Year II evaluation's assessment of the plausibility of contribution **claim E** has been related as **'partially plausible'**. Only slow progress has been observed in sector plan implementation in the first three years of the SSEF, which makes it difficult to establish causal links between implementation achievements of the SSEF and changes at system level. However, given some progress in implementation and the alignment of funding behind the SSEF, some contribution towards system level-changes is likely.

213. Finally, the Year II evaluation's assessment of the plausibility of contribution **claim F** remains as **'insufficient data'**. It is too early to tell whether the SSEF will successfully contribute to system-level changes, and updated impact data does not exist; as such, it is not yet known whether this claim is plausible.

7 Conclusions and strategic questions/issues

214. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the DRC evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming CLEs.

7.1 Overall conclusions

215. **The political context in DRC since the approval of its ESP has been challenging.** The postponement of the elections and the presence of an interim government between 2016 and end of 2018 meant a severe slowdown in progress in the education sector. The election of a new president marked the beginning of a potentially more conducive environment for advancing education sector reforms, especially in light of an increased willingness to tackle issues such as the abolition of school fees. However, the new president has been in office only since the beginning of 2019, six months before the evaluation took place, with a new government formed in the course of the year. This makes assessments about the implications on education sector reform – particularly potential negative consequences of rushing reforms on school fee abolitions – speculative at best.

216. Overall, **there is no clear evidence that GPE has contributed to a stronger education sector over the evaluation period 2018-2019.** For sector planning, three of five (60 percent) of the assumptions of the ToC held true, one of five (20 percent) did not and one of five (20 percent) moderately held true. Three quarters of the assumptions on mutual dialogue (three of four) did not hold true; one of four was assessed to hold partially true. Sixty-six percent of the assumptions in sector financing (two of three) did not hold true while the remaining 33 percent (one of three) partially held true. Finally, for sector plan implementation, none of the assumptions held true.

217. GPE's country-level ToC outlines four country-level objectives for GPE's support is summarized in Table 7.1.

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	Strong
Mutual Accountability	Weak
	Weak
Sector Financing	Weak
Sector Plan Implementation	Weak

218. **Stakeholders made very positive comments about GPE's financial and technical contributions during the sector planning phase, including strong technical support and functioning and inclusive dialogue structures with strong engagement from both GoDRC and partners.** As a result of this process, DRC has a comprehensive ESP, developed in a government-led, inclusive, participatory and evidence-based manner. One of the weaknesses of the strategy is the lack of prioritizations among activities, which, along with a lack of annual operational plans, has made implementation less feasible. A similar point was made in the Year I (2018) CLE report.

219. **There is little evidence that GPE’s strategy to foster mutual accountability has also contributed to effective mutual accountability.** The dialogue has regressed since the inception of the SSEF (2015-2016) – a finding also in the Year I evaluation (2018), and little progress has been made to address weaknesses. The LEG has not met since 2017 and JSRs – a key monitoring mechanism – have not taken place at the national level. At the provincial level, existing monitoring systems function adequately, with yearly scheduled meetings taking place. Other components of the monitoring architecture, such as reliable data collection systems, remain weak, making assessments of progress in the sector difficult. Slight progress in terms of dialogue and monitoring systems has been made since the beginning of 2019, with a Mid-Term Sector Review planned for 2019 and a revival of GPE-supported dialogue structures.

220. **The combination of an uncertain political environment with weak dialogue and monitoring structures has slowed progress in sector plan implementation.** Documentation on the ESPIG shows that, as of January 2019,²³⁴ progress after initial delays has been made in three of seven sub-components of the fixed part of EQUIP/PAQUE – establishment of an oversight institution for PAQUE, a study on PBF carried out by CORDAID and support to teaching materials in national languages, which were distributed this year after some delays. Two of seven sub-components have seen moderate progress, with the building of IFMs under way, a study on ‘Pédagogies humaines’ being finalized and a report on the results of the LAS in the final stages of submission. Two out of seven have seen no progress at all. Indeed, the disbursement rate of funds at the time of the Year II evaluation report (early 2020) was estimated at 19 percent, with the ESPIG scheduled to close in 2021.

7.2 Good practices arising from DRC

221. **Regular presence of the GPE Secretariat during the sector planning stage:** Strong presence of the GPE Secretariat during the planning stage combined with strong engagement and participation of the GA and CA in the dialogue advanced the development of a credible and comprehensive ESP.

222. **Developing an overarching permanent secretariat (such as SPACE) to coordinate government activities:** The existence of four different ministries in charge of education, with little coordination between them, made it difficult for stakeholders in the education sector to advance education sector reforms. The establishment of SPACE as a permanent secretariat coordinating all ministries implied in the sector carries the potential to improve coordination. However, capacities have to adequately reflect all ministries, and communication needs to improve.

7.3 Strategic questions arising from this CLE for GPE

223. The appraisal of the SSEF (2016-2025) using GPE’s criteria for measuring the strength of an ESP found the SSEF to be a strong sector plan. However, subsequent implementation was partly weak, because annual action plans translating the SSEF into prioritized and costed plans had not been developed, which had hampered the ability of stakeholders in the education sector to monitor progress. **Should GPE support to sector planning be expanded and/or criteria for what constitutes a sector good plan?**

²³⁴ A more recent ISR has been shared as a draft. While disbursement rates have been updated, the assessment of implementation of PAQUE remains the same as under the previous ISR.

224. Given that implementation of the sector plan happens at regional and local levels, **should GPE expand its contribution to the LEG to decentralized levels? How can it strengthen its monitoring mechanisms at decentralized levels?**

225. Part of the reason why the annual JSR 2018 was postponed was lack of relevant up-to-date data to measure indicators for education outcomes. Stakeholders therefore questioned the extent to which a JSR would be fruitful. Capacity for data collection is often weak at the sub-national level, in terms of both human capital and funding. In DRC, data collection was one of the foci of the first ESPIG but did not feature in the third ESPIG. **Should GPE therefore put an emphasis on strengthening data systems more consistently throughout its funding cycles at the national and sub-national levels?**

226. As in DRC implementation of the ESP does not necessarily imply system- and impact-level changes, given the external influences, **how relevant is a good sector plan, when development actors do not work together to implement it and when system change can happen even without a plan? How can/should GPE do more to rally actors behind the plan?**

227. Sector dialogue came to a halt shortly after elaboration of the SSEF (2016-2025), partly because of the three-year election campaign and new government establishment, which created a void in terms of sector dialogue, and partly because the CA, the GA and the GPE Secretariat could not fully play their roles as set out in their respective terms of reference, owing to 1) lack of capacity at the (previous) CA, to play a coordination role regarding sector dialogue, while no other partner wanted to take over the dialogue function²³⁵; 2) task division between the CA and the lead partner (the Chef de file), which takes away from the CA the sector dialogue coordination role; 3) the ministry structure, which makes dialogue and coordination very challenging; and 4) a lack of in-country presence of the GA, which reduced its engagement with DPS and created dissatisfaction among stakeholders. Several questions arise here. **Should an in-country presence for countries with politically volatile contexts be required as part of terms of reference of the GA? Should incentivizing the CA to ensure sector dialogue and monitoring occurs in fragile contexts, be considered? How can the GPE Secretariat help country-level actors understand that GPE is not just the Secretariat?**

228. Several indicators chosen for the fixed part (and some for the variable part) of the EQUIP/PAQUE ESPIG were based on establishing institutions, which requires time to be put in place (such as CIEAS and the IFMs). Several of the components of EQUIP/PAQUE have therefore been delayed and, while there may be options to move the needle on implementation once the government is in place, full disbursements of funds by the end of the grant period is at risk. The variable part of the grant should engage stakeholders in policy dialogue and decision-making at the political level. **When political governance in a country is weak and capacities for monitoring and implementation are low, how can variable part indicators be adjusted to engage in policy dialogue and decision-making at political level to still achieve sector-level results?**

²³⁵ When the French Embassy took over the dialogue coordination role, resources were then allocated under a specific program (FSPI) that has allowed over the recent months to revive dialogue.

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 the DRC contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?²³⁶ If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [DRC] during the period under review?²³⁷ How?			
CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review? ²³⁸ What are likely reasons for strong/weak sector planning?	Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines ²³⁹ <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 	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	Descriptive analysis Triangulation of data deriving from document review and interviews

²³⁶ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²³⁷ 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.

²³⁸ 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.

²³⁹ 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>

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) <p>For TEPs: Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IEEP Guidelines²⁴⁰</p> <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) 	<p>GPE RF data (Indicator 16 a-b-c-d)²⁴³</p> <p>Other relevant reports or reviews that comment on the quality of the sector plan</p> <p>Interviews</p>	

²⁴⁰ 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>

²⁴³ 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/IEEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)²⁴¹</p> <p>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)</p> <p>Extent to which the process of sector plan preparation has been country-led, participatory, and transparent²⁴²</p> <p>Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of:</p> <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan 		
<p>CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?</p>	<p>ESP/TEP objectives/envisaged results and related targets</p> <p><u>For ESPs:</u> Extent to which the country’s sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁴⁴</p> <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, 	<p>Sector plan(s) for the period covered by the most recent ESPIG</p> <p>GPE ESP/TEP quality assurance documents</p> <p>GPE RF data (indicator 16 a-b-c-d)²⁴⁷</p>	<p>Descriptive analysis</p>

²⁴¹ 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.

²⁴² 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>

²⁴⁴ 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>

²⁴⁷ 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
	<p>technical and financial capacities, and sets priorities)</p> <ul style="list-style-type: none"> – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – 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) <p><u>For TEPs:</u> Extent to which the country’s sector plan met the criteria for a credible TEP as put forward in GPE/IEEP Guidelines²⁴⁵</p> <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) 	<p>Other relevant reports or reviews that comment on the quality of the sector plan</p>	

²⁴⁵ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d) ²⁴⁶		
<p>CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)²⁴⁸</p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements: 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</p> <p>b) 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:</p> <ul style="list-style-type: none"> – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning 	<p>Draft and final versions of the sector plan 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</p>	<p>Triangulation of data deriving from document review and interviews</p>
<p>CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)</p>			

²⁴⁶ 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.

²⁴⁸ 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
<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>	<p>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).</p> <p>Extent to which sector plan implementation is funded (expected and actual funding gap)</p> <p>Evidence of government ownership of and leadership for plan implementation (country specific).²⁴⁹</p> <p>Government implementation capacity and management, e.g.:</p> <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) <p>Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner.</p> <p>Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable)</p> <p>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).</p>	<p>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</p> <p>Relevant programme or sector evaluations, including reviews preceding the period of GPE support under review</p> <p>JSR reports</p> <p>Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government</p> <p>CSO reports</p> <p>Interviews</p> <p>DCP's plan implementation progress reports</p>	<p>Descriptive analysis</p> <p>Triangulation of data deriving from document review and interviews</p>

²⁴⁹ 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
	Stakeholder views on reasons why plan has or has not been implemented as envisaged		
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)²⁵⁰</p> <p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)²⁵¹</p>	<p>Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <p>Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG</p> <p>Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education</p> <p>Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG</p> <p>Degree of alignment of ESPIG objectives with ESP objectives.</p> <p>Grant implementation is on time and on budget</p> <p>Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives)</p> <p>Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable)</p> <p>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)</p> <p>EPDG/ESPIG resources allocated to (implementation) capacity development</p>	<p>ESP implementation data including joint sector reviews</p> <p>GPE grant agent reports and other grant performance data</p> <p>Secretariat reports, e.g. country lead back to office/mission reports</p> <p>GPE ESP/TSP quality assurance documents</p> <p>Other documents on GPE advocacy/facilitation</p> <p>Country-specific grant applications</p> <p>Interviews</p> <p>Education sector analyses</p> <p>Country's poverty reduction strategy paper</p>	<p>Triangulation of data deriving from document review and interviews</p> <p>Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)</p>

²⁵⁰ Where applicable.

²⁵¹ 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
	<p>Stakeholder views on GPE EPDG and ESPIG grants with focus on:</p> <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 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:</p> <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 <p>Possible causes for no/ limited GPE contribution to plan implementation.</p>		
<p>CEQ 1.5 How has education sector financing evolved during the period under review? a) Amounts of domestic financing</p>	<p>a) Amounts of domestic education sector financing Changes in country’s public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure)</p>	<p>Creditor Reporting System (CRS) by OECD-DAC UIS data by UNESCO National data (e.g. Education Management Information</p>	<p>Trend analysis for period under review Descriptive analysis</p>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)?</p> <p>1. If no positive changes, then why not?</p>	<p>Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review</p> <p>Changes in education recurrent spending as a percentage of total government recurrent spending</p> <p>b) Amounts and sources of international financing</p> <p>Changes in the number and types of international donors supporting the education sector</p> <p>Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members)</p> <p>Changes in percentage of capital expenditures and other education investments funded through donor contributions</p> <p>c) Quality of sector financing</p> <p>Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country</p> <p>Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding)</p> <p>Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%)</p> <p>Changes in allocation of specific/additional funding to marginalized groups</p> <p>Changes in extent to which other donors' funding/conditional budget support is tied to the education sector</p>	<p>Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</p> <p>GPE results framework indicator 29 on alignment</p>	
<p>CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>If yes, then how? If not, then why not?</p>	<p>a) Through ESPIG funding and related requirements</p> <p>Government commitment to finance the endorsed sector plan (expressed in ESPIG applications)</p>	<p>ESPIG grant applications and related documents (country commitment on financing requirement)</p>	<p>Comparative analysis (GPE versus other donor contributions)</p> <p>Triangulation of quantitative analysis with interview data</p>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<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 advocacy²⁵² at national and/or global levels?</p>	<p>Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms</p> <p>Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing</p> <p>Changes in relative size of GPE financial contribution in relation to other donor' contributions</p> <p>Trends in external financing and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government</p> <p>Alignment of GPE education sector program implementation grants with national systems²⁵³</p> <p>Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable)</p> <p>b) Through the GPE multiplier funding mechanism</p> <p>Amount received by DCP government through the GPE multiplier fund (if applicable)</p> <p>Stakeholder views on clarity and efficiency of multiplier application process</p> <p>c) Through other means (especially advocacy)</p> <p>Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education</p> <p>Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy²⁵⁴ (e.g. JSRs attended by senior MoF staff)</p>	<p>Donor pledges and contributions to ESP implementation)</p> <p>Creditor Reporting System (CRS) by OECD-DAC</p> <p>UIS data by UNESCO</p> <p>National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</p> <p>Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</p>	

²⁵² Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

²⁵³ GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

²⁵⁴ 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
	<p>Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels</p> <p>Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging</p>		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
<p>CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<p>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</p> <p>Frequency of LEG meetings, and changes in frequency during period under review</p> <p>LEG members consulted for ESPIG application</p> <p>Stakeholder views on changes in sector dialogue in terms of:</p> <ul style="list-style-type: none"> - Degree to which different actors lead, contribute to, or facilitate dialogue - Inclusiveness - Consistency, clarity of roles and responsibilities - 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 	<p>LEG meeting notes</p> <p>Joint sector reviews or equivalents from before and during most recent ESPIG period</p> <p>GPE sector review assessments</p> <p>ESP/TSP, and documents illustrating process of their development</p> <p>Back to office reports/memos from Secretariat</p> <p>ESPIG grant applications (section V – information on stakeholder consultations)</p> <p>Interviews</p>	<p>Pre-post comparison</p> <p>Triangulate results of document review and interviews</p> <p>Stakeholder analysis and mapping</p>
<p>CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<p>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)</p> <p>Frequency of joint sector reviews conducted, and changes in frequency during period under review;</p>	<p>LEG and JSR meeting notes</p> <p>Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period</p> <p>GPE sector review assessments</p>	<p>Pre-post comparison</p> <p>Triangulate the results of document review and interviews</p>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<p>nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...)</p> <p>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)</p> <p>Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning</p> <p>Stakeholder views on changes in JSRs in terms of them being:</p> <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)²⁵⁵ and recommendations are acted upon and implemented <p>Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector.</p> <p>Likely causes for no/ limited (changes in) sector monitoring.</p>	<p>Grant agent reports</p> <p>Back to office reports/memos from Secretariat</p> <p>Interviews</p>	

²⁵⁵ 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
<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 requirements²⁵⁶</p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)²⁵⁷</p>	<p>a) Grants and funding requirements 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> <p>b) Non-grant related support 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> <p>a) and b) Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to:</p>	<p>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.</p>	<p>Triangulate the results of document review and interviews</p>

²⁵⁶ All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

²⁵⁷ 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"> – 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?	<p>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)</p> <p>Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE</p> <p>Changes/events in national or regional context(s)</p> <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) 	<p>Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</p> <p>Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results</p> <p>Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector</p> <p>Interviews</p>	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?	<p>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</p> <p>Types of unintended, positive and negative, effects deriving from other GPE support.</p>	All data sources outlined for CEQs 1 and 2 above Interviews	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> <p>a) Improving access to education and equity?</p> <p>b) Enhancing education quality and relevance (quality of teaching/instruction)?</p> <p>c) Sector Management?²⁵⁸</p> <p>If there were no changes in the education system, then why not and with what implications?²⁵⁹</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:²⁶⁰</p> <p>Changes in number of schools relative to children</p> <p>Changes in the average distance to schools</p> <p>Changes in costs of education to families</p> <p>Changes in the availability of programs to improve children’s’ readiness for school)</p> <p>New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups</p> <p>New/expanded measures put in place to ensure gender equality in education</p> <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> <p>Changes in pupil/trained teacher ratio during period under review</p> <p>Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)</p> <p>Changes in relevance and clarity of (basic education) curricula</p> <p>Changes in the quality and availability of teaching and learning materials</p>	<p>Education Management Information System (EMIS)</p> <p>UIS data</p> <p>World Bank data</p> <p>Household survey data</p> <p>ASER/UWEZO other citizen-led surveys</p> <p>Grant agent progress reports</p> <p>Implementing partner progress reports</p> <p>Mid-term Evaluation reports</p> <p>GPE annual Results Report</p> <p>Appraisal Reports</p> <p>Public expenditure reports</p> <p>CSO reports</p> <p>SABER database</p> <p>Education financing studies</p> <p>Literature on good practices in education system domains addressed in country’s sector plan</p> <p>Interviews</p> <p>ESPIG grant applications</p> <p>Relevant documents/reports illustrating changes in key</p>	<p>Pre-post comparison of statistical data for periods under review</p> <p>Triangulate the results of document review with statistical data, interviews and literature on ‘good practice’ in specific areas of systems strengthening</p>

²⁵⁸ 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.

²⁵⁹ 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.

²⁶⁰ 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>Changes in teacher pre-service and in-service training</p> <p>Changes in incentives for schools/teachers</p> <p>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <p>Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)</p> <p>Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring</p> <p>If no functioning EMIS is in place, existence of a realistic remedial strategy in place</p> <p>Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review</p> <p>(a-c):</p> <p>Likely causes for no/ limited changes at system level (based on literature review and stakeholder views)</p>	<p>ministries’ institutional capacity (e.g. on restructuring, internal resource allocation)</p>	
<p>CEQ 5 How has sector plan implementation contributed to observed changes at education system level?</p>	<p>The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</p> <p>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)</p>	<p>Sources as shown for CEQ 4</p> <p>Literature on good practices in education system domains addressed in country’s sector plan</p> <p>Education sector analyses</p> <p>Country’s poverty reduction strategy paper</p>	
<p>Key question III: Have improvements at education system level contributed to progress towards impact?</p>			
<p>CEQ 6 During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>Changes/trends in DCP’s core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <p>a) Learning outcomes</p>	<p>Sector performance data available from GPE, UIS, DCP government and other reliable sources</p> <p>Teacher Development Information System (TDIS)</p>	<p>Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review</p>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? What other factors can explain changes in learning outcomes, equity, etc.?</p>	<p>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 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</p>	<p>Education Management Information System (EMIS) National examination data International and regional learning assessment data EGRA/EGMA data 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</p>	<p>Triangulation of statistical data with qualitative document analysis</p>
<p>Key question IV: What are implications of evaluation findings for GPE support to [country]?</p>			

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<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? ²⁶¹</p>	<p>Insights deriving from answering evaluation questions above e.g. in relation to:</p> <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) – 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 	<p>All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</p>	<p>Triangulation of data collected and analysis conducted for other evaluation questions</p>

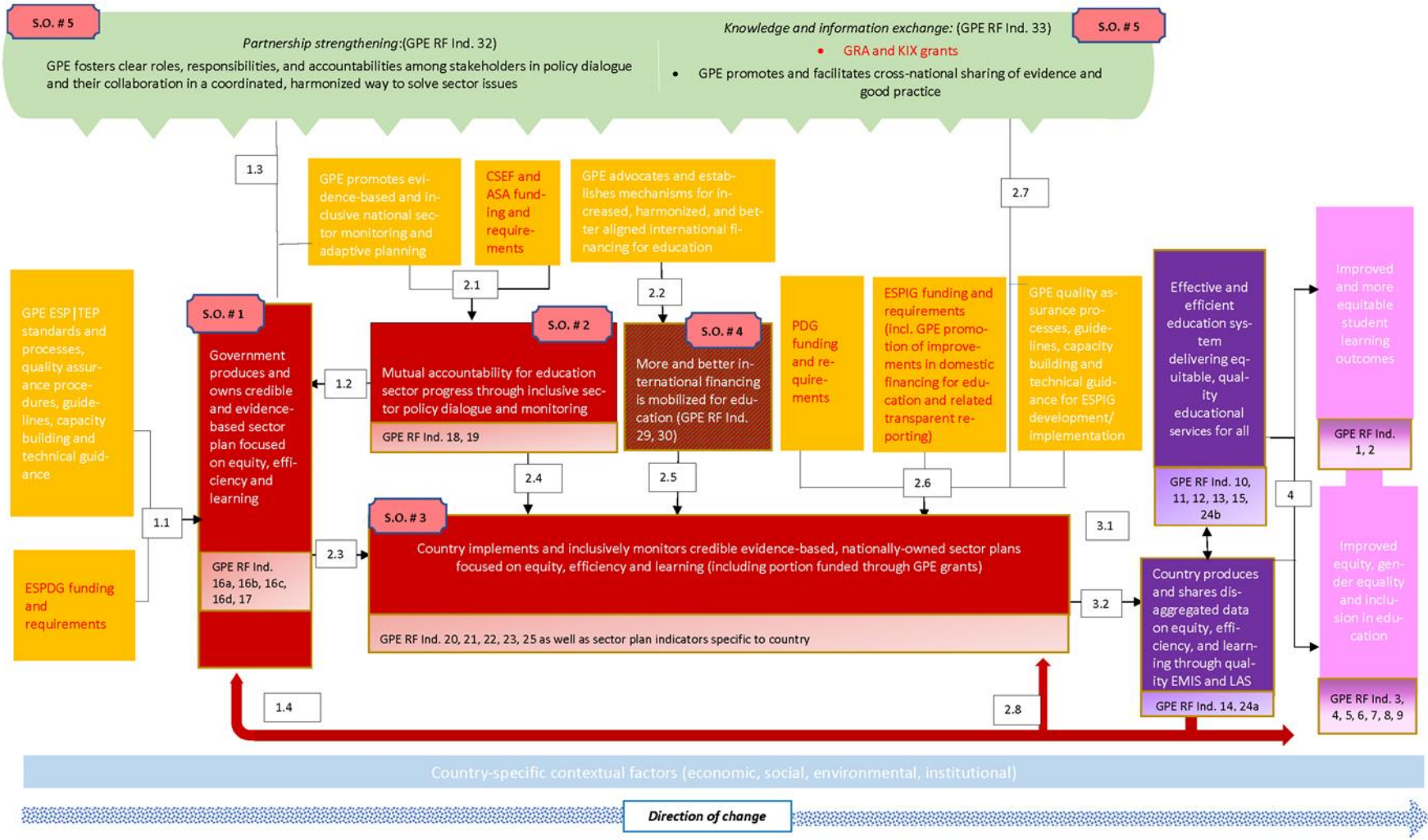
²⁶¹ For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>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?²⁶²</p>	<p>Insights deriving from answering evaluation questions above e.g. in relation to:</p> <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 challenges²⁶³ 	<p>All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)</p>	<p>Triangulation of data collected and analysis conducted for other evaluation questions</p>

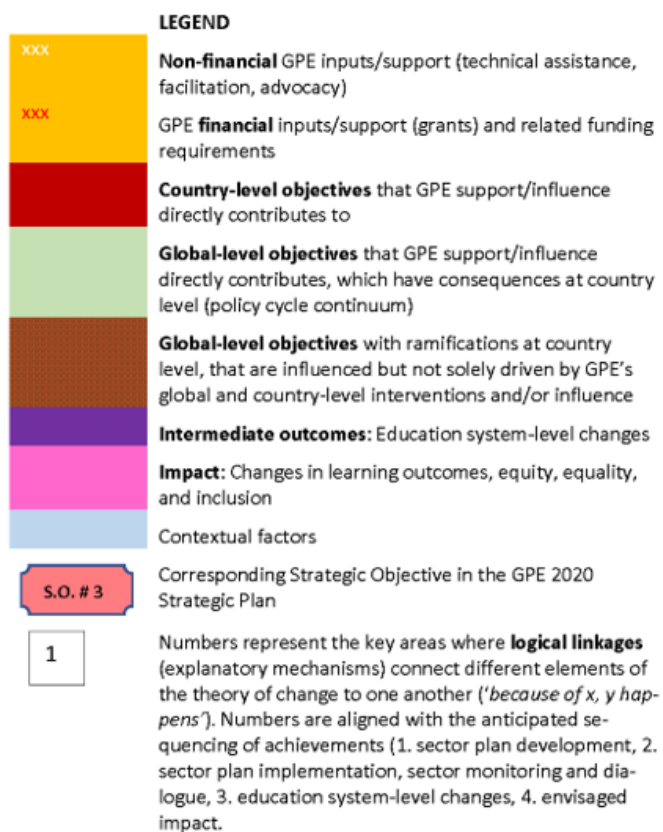
²⁶² This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

²⁶³ 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 ToC



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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> <p>(1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance</p> <p>(2) GPE promotes (at global and country levels) evidence-based and adaptive planning</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(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> <p>(5) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</p> <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</i> of 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> <p>(1) GPE provides CSEF and ASA grants</p> <p>(2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels</p> <p>(3) GPE promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(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> <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> <p>(1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and</p> <p>(2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes</p> <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>

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<p>BECAUSE</p> <p>(1) GPE provides funding through PDGs and ESPIGS</p> <p>(2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation</p> <p>(3) there is mutual accountability for education sector progress</p> <p>(4) the country has developed a credible and evidence-based sector plan</p> <p>(5) more and better domestic and international financing for education is available</p> <p>(6) GPE promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation</p> <p>The country implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning</p>	<p>Contribution claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.</p>
3. From country-level objectives to system-level change (intermediary outcome)		
3.1	<p>BECAUSE</p> <p>(1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning</p> <p>The education system becomes more effective and efficient towards delivering equitable quality educational services for all</p>	<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>.</p>
3.2	<p>BECAUSE</p> <p>(1) sector plan implementation includes provisions for strengthened EMIS and LAS</p> <p>(2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress</p> <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>	<p>Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.</p>

Annex D Interview protocols

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

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

Approach to interviews

- Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review, and will form part of the consultative process.
- A stakeholder analysis, as presented in baseline report, will inform the selection of interviewees. Over the evaluation period the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent under-representation of key stakeholders.
- All interviews will comply with the team's commitment to the respective evaluation ethics (the work of the evaluation team will be guided by: OECD DAC Evaluation Quality Standards for Development Evaluation;²⁶⁴ UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;²⁶⁵ the World Bank's principles and standards for evaluating global and regional partnership programs;²⁶⁶ ALNAP's Evaluation of Humanitarian Action Guide;²⁶⁷ the Sphere Handbook and Standards for Monitoring and Evaluation;²⁶⁸ and Guidance on Ethical Research Involving Children.²⁶⁹)
- 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 searches on key thematic terms, initiatives and so on. This will maximize the analytical potential of interviews and the possibilities for triangulation.

²⁶⁴ <http://www.oecd.org/development/evaluation/qualitystandards.pdf>

²⁶⁵ <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>

²⁶⁶ <http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf>

²⁶⁷ <http://www.alnap.org/resource/23592.aspx>

²⁶⁸ <http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf>

²⁶⁹ <http://childethics.com/>

Focus group discussions

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

Annex E Risks to the Evaluation and Ethics

Risks to the evaluation

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

Annex Table 1 Key anticipated risks and limitations, and proposed mitigation mechanisms

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

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
	Clearly identify data gaps and implications for data analysis in all deliverables.
<p>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>	As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.
<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>	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>Evaluations (perceived to be) not sufficiently independent from the Secretariat</p> <p>Consequences: negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision-making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members.</p> <p><i>Likelihood: Medium to low</i></p>	<p>Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence.</p> <p>Review of all draft deliverables by an Independent Technical Review Panel (ITRP).</p> <p>The evaluation team will incorporate feedback received on draft deliverables as follows: (a) factual errors will be corrected; (b) for other substantive comments, the evaluation team will decide based on the available evidence whether (and how) to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.</p>
<p>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>	The internal, independent and external quality assurance mechanisms described in Section 4.3, as well as feedback received from the ITRP, will make it possible to identify any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
<p>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

1. This evaluation pays attention to how contribution analysis can identify and determine the extent of influencing factors and alternative explanations and weighs confirming and refuting evidence. Following Lemire, Nielsen and Dyadal,²⁷⁰ we use the Relevant Explanation Finder (REF) as an operational framework to provide structure for enabling transparent and explicit decision-making regarding weighing confirming and refuting factors in the evaluative inquiry.
2. For each item of evidence, the evaluation team recorded the contribution claim the evidence relates to, described the item of evidence, recorded the data source and assessed whether the evidence confirms or refutes the contribution claim. The degree of influence on the contribution claim was assessed for each item of evidence, being judged on the basis of certainty, robustness, validity, prevalence and theoretical grounding.
3. Confirming and refuting evidence emerging from interview data was assessed by analyzing the impartiality of the informant (to what extent does this person have a vested interest in the subject of the fragment?), knowledge (How much knowledge/experience does the subject have of the subject of the fragment?) and coherency (How coherent is their point? Do they provide evidence?).
4. The assessment of plausibility for each contribution claim was then made on the basis of:
 - The preconditions of contribution are in place (did the change happen? If not, there could not have been a contribution)
 - Where GPE provided inputs or support for this change
 - Other support provided outside of the partnership
 - Supporting and refuting evidence
 - The extent to which the assumptions hold; and
 - Logical reasoning

²⁷⁰ Lemire, Nielsen and Dybdal, 2012. *Making contribution analysis work: A practical framework for handling influencing factors and alternative explanations*. Evaluation volume 18: 294.

Annex Table 2 Strength of evidence assessment example – documents

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

Annex Table 3 Strength of evidence assessment - interviews

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

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

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

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

Annex G Stakeholder mapping

Annex Table 5 Stakeholder Mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	Importance: High Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Interest: High.	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Country-level		
Ministère de l'Enseignement Primaire, Secondaire et Initiation à la Nouvelle Citoyenneté (MEPS-INC) (Ministry of Primary and Secondary Education)	Importance: High. Influence: High. Interest: High	Chairs the Local Education Group (Cellule d'Appui Technique à l'Education (CATED) transformed into Secrétariat Permanent d'Appui et de Coordination du secteur de l'Education (SPACE)) Main partner for GPE grant design and implementation. Responsible for shaping and implementing education sector policy and managing related financing. Responsible (together with MESU, MFPMA and MAS) for implementation of the SSEF (2016-2025) (GoDRC, 2015g) Has a particular interest in issues related to capacity development as the direct institutional beneficiary
Ministry of Finance	Importance: High. Influence: High. Interest: Medium-Low	Ensures financial execution of the PRGSP Responsible for budget allocations to the education sector and key informants for questions on additionality of GPE funding. Important for donor harmonization and use of mechanisms such as pooled funding.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Ministry of Budget	Importance: High. Influence: High. Interest: Medium-Low	Responsible for the budget programming and execution of the actions and projects selected under the MTEF (Medium-Term Expenditure Framework) with the sectoral ministries. Responsible for execution of the budget? Ensures effective allocation to the sectors and priorities identified by the Government
Ministry of planning	Importance: High. Influence: High. Interest: Medium-Low	Deals with physical execution of the PRGSP (Poverty reduction and growth strategy paper) in close coordination with the sectoral ministries, the DPs, CSOs, NGOs, and the private sector. Guarantees the establishment of sectoral policies within each ministry and of the economic recovery and poverty reduction programs and projects in partnership with all development stakeholders.
Ministère de l'Enseignement Technique et Professionnel (MFPMA) Ministère de l'Enseignement Supérieur et Universitaire (MESU) Ministère des Affaires Sociales, Action Humanitaire et Solidarité Nationale (MAS) Ministry of Gender Ministry of Justice and Human Rights? Ministry of Health? Other Line Ministries involved in, or relevant for (basic) education, equity and equality issues	Importance: Medium-Low Interest: Medium Influence: Medium-Low, depending on proximity/influence of ministry's work for basic education.	MFPMA and MESU: together with MEPS-INC responsible for formal education, while MAS is responsible for non-formal education. (GoDRC, 2015g, p.19ff) MESU, MFPMA and MAS: Together with MEPS-INC are responsible for the implementation of the ESSP (GoDRC, 2015g)

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Provincial Governor Provincial & Sub-Provincial Education Committees Including the Provincial Office for Teacher Salaries and Monitoring (SECOPEP = Service de Contrôle et de la Paie des Enseignants Provincial)	Importance: Medium-Low Interest: Medium Influence: Medium-Low	Responsible for administration of all sectors at provincial level Important role in service delivery, also regarding teachers' salaries, school fees etc.
Key Education Sector Stakeholders (national level)		
World Bank, Grant Agent	Importance: High Influence: High Interest: High	Key in ensuring that the GPE grants are appropriately managed and fully aligned with broader education sector developments and add value to the country level processes and results
UNICEF, Coordinating Agency	Importance: High Interest: High Influence: Medium-High	Through its facilitating role, the Coordinating Agency plays a key role in ensuring harmonized support for development effectiveness, as well as mutual accountability and transparency across the partnership.
Development Partners: <ul style="list-style-type: none"> • Belgium Technical Co-operation • French Development Agency (AFD) • Department for International Development (DFID) • UNICEF • USAID • World Bank, and • UNESCO • WFP²⁷¹ (donor agencies, multilateral organizations)	Importance: High Influence: Medium-High Interest: High	Participation and contributions to the LEG and to GPE grant implementation and monitoring, as well as through other development partner activities in the education sector and degree to which these are harmonized with the Education Sector Plan and implementation activities funded through the ESPIG.

²⁷¹ WFP signed the endorsement letter of the ESSP.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Other national education stakeholders		
Non-governmental organizations: <ul style="list-style-type: none"> • Save the Children • IRC • VVOB PAQUE	Importance: High Influence: Medium-Low. Interest: High	In most countries, members of the LEG, albeit with varying degrees of influence and capacity. Key stakeholders within the GPE operational model.
Secrétariat Permanent d'Appui et de Coordination du secteur de l'Education (SPACE) = Local Education Group	Importance: High Influence: High Interest: High	Chaired by the MEPS-INC Responsible for leading, coordinating and guiding education sector programs, initiatives and reforms Also acts as interface between national and provincial Government, DPs, and CSOs. (GoDRC, 2015g)
Union of Congolese Teachers (SYECO) National Parent and Student Association (ANAPECO) Teacher organizations, Educational Institutions in country (e.g., textbook producers, teacher training institutions) Religious institutions (particularly: Eglises Révélées, Catholic, Islamic, Protestant)	Importance: Medium-High Influence: Medium-Low. Interest: High	Should be part of the LEG, or at least otherwise engaged in sector dialogue processes. Key stakeholder group in view of ensuring quality instruction to facilitate learning outcomes. Religious institutions/churches play a significant (non-governmental) role in managing schools.
Fédération des Entreprises du Congo (Private sector representatives)	Importance: Medium Influence: Medium-Low. Interest: Medium-High	
Philanthropic Foundations	Importance: Medium Influence: Medium-Low Interest: Medium-High	Depending on the nature and extent of their financial and non-financial support to the education sector, and their global standing and related influence.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Education Sector stakeholders (local/school level)		
School Heads	Importance: Low. Influence: Low. Interest: High	Play a key role in any improvement in school governance and reforms to collection and management of school fees. Privileged position over schools and have a key relationship with sub-provincial Ministry staff. Linked to parents and teachers through School Management Committees (SMC).
Teachers	Importance: Low. Influence: Low. Interest: High	<p>Community level stakeholders provide valuable insights on how policy changes have improved teaching and learning, and have positively affected the lives of specific individuals.</p> <p>At the same time, it is difficult to directly attribute individual cases to GPE support. Furthermore, conducting school visits may run the risk of implying that the country evaluations aim at assessing how well the respective country is implementing education sector reforms, rather than focusing on the relevance, effectiveness and efficiency of GPE support.</p> <p>Individual teachers at the community level have low influence on the overall performance of GPE support, however teachers as a group are key for ensuring quality instruction to facilitate learning outcomes, hence they are important informants who can provide evaluators with a 'reality check' on whether and how policy change supported by GPE has affected practice.</p>
Education administrators at school or sub-national level	Importance: Low Influence: Low. Interest: High	While education administrators play an important role for ensuring that education sector policy is implemented on the ground, individual administrators have low influence on the overall performance of GPE support in a particular country, but are also important informants who can provide evaluators with a 'reality check' on whether and how policy change supported by GPE has affected practice.
Students	Importance: High Influence: Low Interest: Low	Students are the ultimate beneficiaries of the GPE program.

Annex H List of consulted individuals

In total, 72 individuals were interviewed in DRC, of which 22 were women. All consulted individuals, except for 18, were based in Kinshasa. The remaining 18 were interviewed in Mbandaka (Province Équateur). All individuals were interviewed in person.

Annex Table 6 List of consulted individuals

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
SPACE	Pr Valère Munsya	Coordinator	M
SPACE (Expertise France)	Alain Masetto ²⁷²	Technical advisor of EPSP	M
SPACE	Hamissou Oumarou	Planning expert	M
SPACE	Juvence Nduku Kasang	Training expert	M
PAQUE	Waly Belade	Executive assistant	W
PAQUE	Macaire Tshiala	Project financial manager	M
PAQUE	Jean-Paul Dzatsi	Monitoring and Evaluation expert	M
ACCELERE 2	Jemima Morrow	Deputy Team Leader	W
ACCELERE 1	Sonia Arias	Deputy Chief of Party-Technical	W
ACCELERE 1	Souleymane Kante	Head of project	M
SOUS-PROVED (Kinshasa)	Laurent Sangaso	Director	M
SOUS-PROVED (Kinshasa)	Unknown	Coordinator	M
SOUS-PROVED (Sous-proved Gombe 3)	Unknown	Coordinator	M
EPSP	Michel Djamba Kaombe	General Inspector EPSP	M
UNESCO	Fatoumata Marega	Head of education	W
UNESCO	El Meissa Diop	Program specialist capEFA	M
Direction et Services	Timothée Kazadi	C.D - DIFORE - BG	M
Direction et Services	Kuzitela Chance	C.B - DIPROMAD	W
Direction et Services	Don Gastom Masila	C.D - DIPROMAD	M
Direction et Services – School infrastructures	Simon Ihando	Director	M

²⁷² Alain Masetto has a double function, both at SPACE and at the French Embassy, which is why he is listed twice.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Direction et Services (PBF)	Ntolani Luamba	Director	W
Direction et Services (CTA)	Nzuzi Mbola	Coordinator	M
Direction et Services (Maternal)	Joséphine Mabala	Coordinator	W
Direction et Services (IGE)	Herman Mondonga	Principal Inspector	M
Direction et Services (CIEAS)	Smith Mpaka Kiansiku	Coordinator	M
Direction et Services (DAF)	Alain Yahaka Khidhri	Coordinator	M
Direction et Services (IDAS)	Nkuti Khunda Junior	Assistant	M
Direction et Services (DAV)	Likoko Bomako	Coordinator	M
Direction et Services (Primary)	Hamsini Wakenge	Coordinator	M
Direction et Services (Reforms)	Anne-Marie Nzumba Nteba	Director	W
National Federation of Teachers and Social Educators of DRC	Augustin Tumba Nzuzi	General secretary	M
DRC Teachers' Union	Cecile Tshiyombo Kankolongo	General secretary	M
Teachers' Union (SCS)	Valery Nsupi	General secretary	W
FAWE	Arnold Selenge	Coordinator	M
CONCEPT	Jack Malanga	Coordinator	M
OIE	Don Bosco Mbo Omaw	Coordinator	M
PEQPESU EPSP	Raissa Malu	Chief of support unit	W
Open Society Initiative For Southern Africa (OSISA)	Elfia Ellesse Mayaula	Program manager of education, health, economic and social justice program in DRC	W
CORDAID	Paula Mommers	Team Leader of PBF project	W
DFID	Becky Telford	Education advisor	W
DFID	Jolie Massay	Education team member	W
DFID	Godfrey Talabulu	Education team member	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
WB	Leonce Kazumba	Consultant	W
WB	Waly Wane	Programme manager PAQUE	M
MEPSP	Jean-Marie Mangobe Bomungo	General secretary EPSP	M
Ministère du Plan	Célestin Birere	Education planning expert	M
PROVED Equateur 1	Hervé Mungeta	Provincial director Equateur 1	M
National Syndicates of Catholic Teachers	Célestin Sesankume	President	M
National Syndicates of Protestant Teachers	Moise Makunzo	Secretary	M
National Syndicates of free Teachers	Nicola Losange	President	W
SOCIPEQ	Fabien Mungunza Mangumbe	President and director	M
New Civil Society	Nyomponde Aloida	Permanent secretary	W
ONG ADSSE	Flavien Nzuanga	Chief of office	M
Mbandaka 3	Freddy Mbongo Nzale	Sous-proved	M
Mbandaka 1	Matela Mmango	Sous-proved	M
Mabandaka 2	Pauling Eyaya	Sous-proved	M
ANAPECO, Association des Parents des Eleves du Congo	Torro Mbangi Dobo	President	M
Equateur 1	Kabeya Ngindu	Provincial Principal Inspector	M
Equateur 1	Bolongwa Guillaume	Inspector	M
CORDAID	Jean Luc Mugisho	Monitoring and Evaluation advisor	M
CORDAID	Junior Baku	Monitoring and Evaluation advisor	M
INSPOOL primaire Mbandaka2	Marthe Ndjolibongosso	Inspector	W
INSPOOL primaire Mbandaka 2	Bikoko Grégoire	Inspector	M
USAID	Jean-Pierre Sangwa	Deputy education director	M
French Embassy	Christine Tiran-Matignon	Cooperation liaison for France	W
AMABEL (Ambassade de Belgique)	Joren Kippers	Economic advisor	M
UNICEF	Joelle Ayite	Head of Education Program	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
UNICEF	Alima Boukary	Education team member	W
UNICEF	Aminatou Diagne	GPE Focal point	W
Ministry of budget	Akim Ntambwe Luboya	In charge of budget allocation	M
Ministry of budget	Nfuti	Team member	M

Annex I GPE Results Framework Indicators for DRC

Annex Table 7 GPE Results Framework Indicators for DRC

RF #	Indicator Description	GPE RF Data ²⁷³			
		2016	2017	2018	2019
Sector Planning					
RF16a	<i>Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards²⁷⁴</i>			(7/7)	
RF16b	<i>Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards</i>		(5/5)		5/5
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>		(5/5)		5/5
RF16d	<i>Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards</i>		(5/5)		5/5
RF17	<i>Proportion of DCPs or States with a data strategy that meets quality standards²⁷⁵</i>				
Dialogue and Monitoring					

²⁷³ 2019 Results framework reports data against 2018 milestones (with exception of indicator 10)

²⁷⁴ Standard 1 - Guided by an overall vision

Standard 2 - Strategic

Standard 3 - Holistic

Standard 4 - Evidence-based

Standard 5 - Achievable

Standard 6 - Sensitive to context

Standard 7 - Attentive to disparities Standard

²⁷⁵ Country must either be producing timely data on 12 key indicators, or have a robust strategy to address this. Detailed in their ESPIG application

RF18	Proportion of joint sector reviews (JSRs) meeting quality standards ²⁷⁶		0 (2/5)		0 (2/5) ²⁷⁷
RF19	Proportion of LEGs with (a) civil society and (b) teacher representation	0	1		1 ²⁷⁸
Sector Financing					
RF10	Proportion of DCPs that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20% or above ²⁷⁹	20.3%		20.3%	19.6% ²⁸⁰
RF29	Proportion of GPE grants aligned to national systems ²⁸¹	5	5	5	5
RF 30	Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms	0	0	0	0
RF31	Proportion of country missions addressing domestic financing issues	2/2	1/1	0/0	0/0
Sector Plan implementation					
RF20	Proportion of grants supporting EMIS/learning assessment systems	0/0			0/1
RF21	Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants	0.78			
RF22	Proportion of teachers trained through GPE grants, out of the total planned by GPE grants	4.24	1.34	1.34	

²⁷⁶ 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.

²⁷⁷ Criteria 3 and 4, with 1 being partially met

²⁷⁸ Both CSOs and TUs represented

²⁷⁹ Data from different sources if available Excluding debt servicing from national budget All national bodies that play a part in education (ministries, parastatals etc.) Focus on execution rate. If not available use budgeted amount and most recently available execution rate Disaggregated by capital and recurrent expenditure where possible

²⁸⁰ Baseline for indicator was 15.5% so this counts as an improvement overall

²⁸¹ This is assessed using a 10-point questionnaire (given in RFI technical guidelines). This should be triangulated with an assessment of alignment based on interviews and desk review.

RF23	<i>Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants</i>	0.03	0.51	.51	
RF25	<i>Proportion of GPE program grants assessed as on-track with implementation²⁸²</i>				Slightly Behind
System Level Changes					
RF11	<i>Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each DCP</i>	0 (0.53)			
RF12	<i>Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level²⁸³</i>	1 (37)			1 (37.33)
RF13	<i>Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP²⁸⁴</i>	0.79 (2012)			
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>	0 (9/12)			0 (7/12)
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>				N/A (VP funding approved but not operational)
Student Level Impact					
RF1	<i>Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)</i>				

²⁸² This is based on a semi-structured qualitative assessment from Grant Agents and GPE CLs

²⁸³ "Trained" defined as having completed the countries standard teacher training

²⁸⁴ 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).

RF2	<i>Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being²⁸⁵</i>			
RF3	<i>Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE</i>		1,772,731	1,874,644
RF4a	<i>Proportion of children who complete primary education</i>		69.95%	69.96% ²⁸⁶
RF4b	<i>Proportion of children who complete lower secondary education</i>			50.04% ²⁸⁷
RF5a	<i>Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for primary education</i>		1.01	1.01
RF5b	<i>Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for lower secondary education</i>			.56 ²⁸⁸
RF6	<i>Pre-primary gross enrolment ratio</i>		4.45% ²⁸⁹	
RF7a	<i>Out-of-school rate for children of primary school age</i>			
RF7b	<i>Out-of-school rate for children of lower secondary school age</i>			
RF8a	<i>Gender parity index of out-of-school rate for primary education</i>			
RF8b	<i>Gender parity index of out-of-school rate for lower secondary education</i>			
RF9	<i>Equity index²⁹⁰</i>	0.488		.51

Source: GPE Results Framework Data

²⁸⁵ Data from UNICEF Multiple Indicator Cluster Survey (MICS)

²⁸⁶ Milestone for 2019 is 73.3% for FCAS

²⁸⁷ Milestone for 2019 is 44.5% for FCAS

²⁸⁸ Thresholds for parity are .88 and 1.11

²⁸⁹ Milestone for 2019 is 25.3% (24% for 2017).

²⁹⁰ Measurement of learning outcome disparities in gender, wealth and location (rural v. urban).

Annex J DRC sector financing data

Annex Table 8 Country Sector financing

ISSUE	DATA
DOMESTIC FINANCING	
Total domestic educ. expenditure	Increase in government expenditure on education by 143% from 2015 to 2019 (vs 112% of general government budget). Average annual growth of 26.8%. Utilisation rates increased from 71.6% in 2017 to 81.6% in 2018.
Education share of total government expenditures	Increase from 18.2% in 2015 to 20.8% in 2019.
Funding by expenditure type (salary, non-salary recurrent, investment)	Operational expenses experienced a decrease from 99.7% of the total expenditure in education in 2017 to 95.6% in 2018.
INTERNATIONAL FINANCING	
Total ODA (all sectors) during review period from 2012 to present (data probably available only until 2017)	Stable in the last years (since the 2013 drop due to the conflict the country was undergoing). Stability after 2013 when the UN peacekeepers troops were deployed in-country.
Total amount of ODA to education from 2012 to present (data probably available only until 2017)	Unstable in the last years in contrast to the total ODA.
Education ODA as share of overall ODA from 2012 to present	Increase since 2012 to 2017, although inconsistently.
Total amount of ODA to Basic Education from 2012 to present (data probably available only until 2017)	Constant at very low levels but has increased since 2015, surpassing ODA to Secondary education
Basic Education ODA as share of total education ODA from 2010 to present (data probably available only until 2017)	Increasing in the last two years (from 2.2% in 2015 to 4.9% in 2017)
ESPIG amount as share of education ODA during review period	Not available
ESPIG amount as share of financing required to fill the ESP funding gap at time of approval	ODA commitments (i.e. what is currently known about donor commitments) represent just over 50 percent of the external funding needed.
ESPIG amount as % of total <u>estimated</u> /expected ESP financing	GPE funding (at USD100 million) amounts to 1.2 percent of the overall budget of the SSEF
ESPIG amount at % of <u>actual</u> ESP financing (if data is available)	Not available

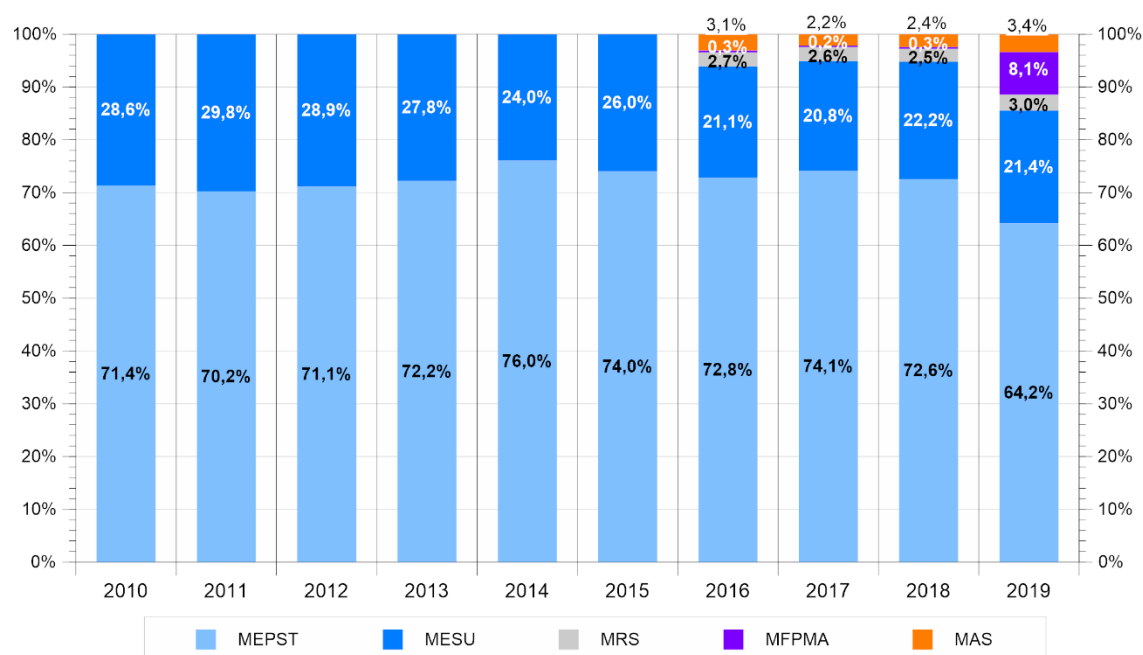
DOMESTIC FINANCING

Annex Table 9 Extract from ESPIG funding application

	Valeurs réelles pour 3 années			Prévisions	Valeurs cibles pour la durée du programme*						
	2012	2013	2014		2015	2016	2017	2018	2019	2020	Total
Mobilisation des ressources											
Dépenses d'éducation											
Dépenses d'éducation (% PIB)	1,8	1,9	2,0	2,1	2,3	2,6	2,8	2,9	3,0	2,7	
Dépenses de fonctionnement (%)	99,5	93,7	94,5	95,2	93,8	84,3	85,4	85,7	85,9	86,6	
Dépenses d'investissement (%)	0,5	6,3	5,5	4,8	6,2	15,7	14,6	14,3	14,1	13,4	
Part de l'enseignement primaire dans le budget de l'éducation (%)	43	44	45	45	44	44	45	45	45	45	
Pourcentage des dépenses non salariales dans le budget de l'enseignement primaire (%)	17,6	20,0	22,2	24,6	29,3	29,0	30,5	29,4	28,6	29,3	
Plan sectoriel de l'éducation											
Coût du Plan sectoriel de l'éducation** (Millions USD)					1 279	1 436	1 608	1 783	1 965	8 071	
Financement intérieur (Millions USD)					1 059	1 174	1 409	1 579	1 743	6 964	
Financement extérieur *** (Millions USD)					106	109	113	116	119	563	
Déficit de financement *** (Millions USD)					114	153	86	88	102	544	
Aide du GPE en % des financements extérieurs (%)					1,3	19,7	35,0	16,6	15,5	17,8	
Sous-secteur de l'enseignement primaire											
Coût du Plan sectoriel de l'éducation (Millions USD)					569	633	717	805	891	3 615	
Financement intérieur (Millions USD)					408	452	561	643	719	2 782	
Financement extérieur *** (Millions USD)					85	87	90	93	96	451	
Déficit de financement*** (Millions USD)					77	94	66	69	76	382	
Financement GPE sollicité (Millions USD)					1,4	22,1	39,1	19,1	18,3	100,0	
Financement GPE en % du financement du sous-secteur					0,2	3,5	5,5	2,4	2,1	2,8	
Taux de change USD/CDF	919	920	925	927	934	943	953	962	972		

(*) Les valeurs cibles indiquées doivent correspondre aux valeurs estimées pour les exercices budgétaires considérés.
(**) Dépenses de fonctionnement et dépenses d'investissement
(***) Excluant les fonds demandés dans la présente requête

Annex Figure 2 Education budget by minister 2010-2019



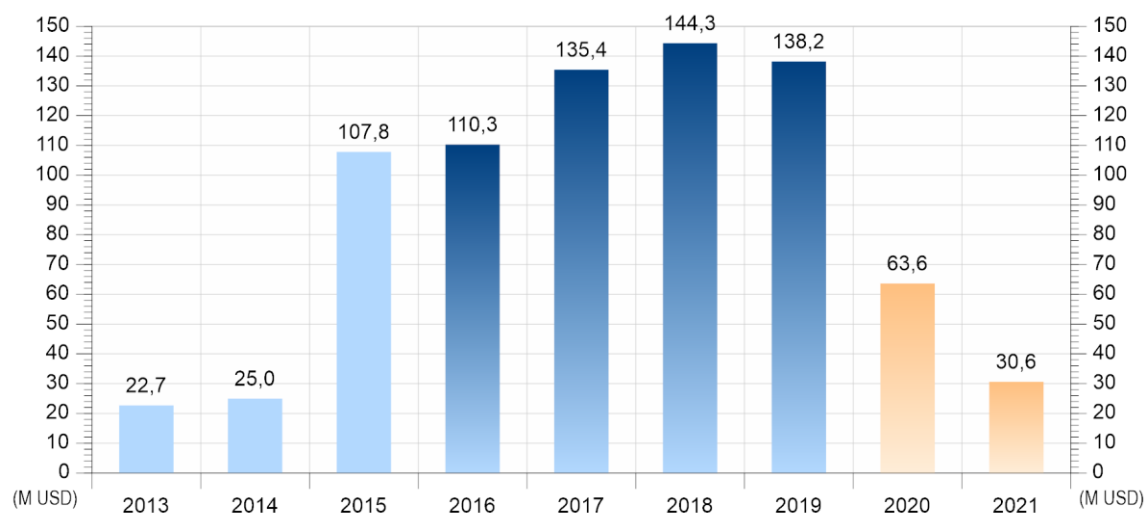
Public expenditure on education is mainly allocated to the primary and secondary education sector. Historically, pre-primary, primary, secondary, technical and vocational training were merged into a single ministerial department that accounts for between 70% and 75% of the education budget, the remaining quarter is allocated to higher education. The new institutional structure reflected in the 2019 budget shows that more than 64% of the education budget is allocated to primary and secondary education, and over 21% to higher education, 3% to scientific research, 8.1% to vocational training, trades and crafts and 3.4% to social affairs.

Annex Table 10 Structure of the education budget 2014-2019, CDF thousands

	2014	2015	2016	2017	2018	2019	Annual growth
Operational	4233000	4476030	3936494	5457506	5767655	6381814	9.73%
Personnel	1707597	1960685	2045173	2552044	2663197	3682520	17.31%
Goods and materials	253124	268227	173260	175255	186134	194201	-3.55%
Services expenses	453097	413282	267225	344510	426213	562746	8.11%
Transfers and state interventions	1819182	1833836	1450836	2385698	2492111	1942346	5.35%
Investments	2846937	2768887	1315541	4429057	2620409	2614593	28.08%
Construction and renovations	1199946	1099688	483937	2651693	1614966	1456392	66.94%
Equipment	1646991	1669200	831604	1777364	1005443	1158201	7.33%
Total (excluding debt)	7079937	7244917	5252035	9886563	8388064	8996407	11.03%

Source: SFEF Implementation 2016-2015 – Monitoring report nr 1

Annex Figure 3 Evolution of the DPs funding to the SFEF 2013-2021



Source: SFEF Implementation 2016-2015 – Monitoring report nr 1

Annex K Selected system-level country data

Annex Table 11 Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	Pupil-per school ratios have increased for all levels of education between 2014 and 2018. This is despite an increase in the number of schools overall, but that could not off-set the increase in students enrolled. ²⁹¹
Changes in average distance to school	No information available.
Changes in costs of education to families	In 2012 it was estimated that the total expense per student in the DRC was 57,439 CDF (116.44 dollars in 2012 constant US\$), and covered teachers' salaries, administrative personnel's salaries and other operational expenses, as well as school fees and punctual intervention fees. In 2019 the cost of education to families was reduced with the abolishment of certain school fees as of September 2019. However, the effect on the overall cost of education to families is too early to tell. ²⁹²
Changes in availability of programs to improve children's readiness for school	No information available.
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	No information available

Annex Table 12 Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios (basic education)	In primary education, the ratio decreased from 35:1 in 2014 to 31:1 in 2018. The ratio of students to teachers is within the desirable bounds set in the GPE results framework, which sets 40:1 as the maximum acceptable PTR.
Changes in pupil/trained teacher ratio	No available data.
Changes in availability and quality of teaching and learning materials	An emphasis of the SSEF 2016-2025 is to improve numeracy and reading skills in early years of childhood education and to strengthen the instruction of children in their native language. EQUIP/PAQUE contains a component on the distribution of textbooks in national languages for 1 st , 2 nd and 3 rd grades, but this is still in the process of implementation.
Changes to pre-service teacher training	Slight increase of teachers of primary and secondary education who had undertaken a 6 years diploma in a pedagogical degree between

²⁹¹ Annual statistical book 2013/14 and 2017/18

²⁹² Estimates from Groleau (2017), p.24, adapted from the RESEN (2014)

	2014 and 2018 and a large increase for pre-primary teachers. ²⁹³ There is not a formal policy for pre-service training in DRC.
Changes to in-service teacher training	No major changes have been carried out on teacher in-service training during the review period.
Changes in incentives for schools/teachers	In 2019 there has been a large increase in the number of primary education teachers paid by the state. The payment of teachers is entirely covered by the State budget in 2019, which generalized the payment for all primary teachers and reaching a rate of 49.0% for pre-primary and 62.1% for secondary level. ²⁹⁴
Other (may vary by country)	

Annex Table 13 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)	SPACE has been established in 2017 as an inter-ministerial organization to promote coordination and
Is a quality learning assessment system (LAS) within basic education cycle in place?	The CIAES has been established but capacities remain low. A learning assessment has been carried out but data remains to be analyzed.
Changes in how country <u>uses</u> LAS.	There is no national LAS in place during the review period. Older assessments from 2010 and 2012 have informed the development of the SSEF.
Does country have functioning EMIS?	An EMIS is in place but remains largely not operational. Data lacks consistency and reliability.
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	No changes observed.
Other (country specific)	

²⁹³ SSEF Implementation 2016-2025 – Monitoring report nr 1. Only those teachers enrolled in the national payroll. A large portion of teachers remains unregistered.

²⁹⁴ SSEF Implementation 2016-2025 – Monitoring report nr 1.

Annex L Selected impact-level country data

Annex Table 14 Progress in strengthening sector management

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
Changes/trends in learning outcomes (basic education) during period under review (<u>by gender, by socio-economic group, by rural/urban locations</u>)	There is no national learning assessment system in place in the DRC. The only data available is significantly outdated. The CIAES has been established and a learning assessment has been carried out in 2018 but data remains to be analyzed.
Equity, gender equality and inclusion	
Changes in (i) gross and (ii) net enrollment rates (basic education <u>including pre-primary</u>) during review period (by gender, by socio-economic group, by rural/urban)	<p><u>Gross Enrolment Rates (GER) 2014-2018</u>²⁹⁵ GER in pre-primary and secondary education improved. GER in primary education went down.</p> <p><u>Net Enrolment Rates (NER) 2014-2018</u>²⁹⁶ No data available for the review period.</p>
Gender parity index of enrollment	The DRC achieved gender equality in pre-primary and secondary gross enrolment. The GPI for GER in primary education decreased
Changes in (i) primary completion rate and (ii) lower secondary completion rate (by gender)	The proportion of students that completed primary education dropped in 0.7 percentage points during the period 2014-2018 as reported in the statistical yearbooks of those years (from 69.1 to 68.4 percent), mainly driven by the decrease in boys' rates from 76 to 73.3 percent). On the other hand, rates for girls increased slightly from 62.2 to 63.5 percent.
Changes in out of school rates for (i) primary and (ii) lower secondary	Data on the percentage of primary school-aged children is available for the years 2010 and 2013 and decreased from 25.9 percent in 2010 to 13.0 percent in 2013. For lower secondary school age adolescents, the OOSC rates decreased from 17.3 percent in 2010 to 11.3 in 2013 percent. OOSC rates for youth in upper secondary school dropped from 30 percent to 26 percent yet remain relatively high (UIS data using household survey data). ²⁹⁷
Gender parity index of out of school rates	No data 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)	No data available.

²⁹⁵ Statistical yearbooks 2013-14 and 2017-18

²⁹⁶ Ibid

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)	Transition rates from primary to secondary education dropped dramatically from 70.8 to 53.6 percent (17.2 percentage points), with similar decreases for boys and girls.
Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education	No recent data available.

Learning Assessment Scores

Annex Table 15 TENAFEP Results by region, 2012

	Participants		Taux de réussite avant délibération (%)			IP
	Nombre	% filles	Garçon	Fille	Total	G/F
Bandundu	149 270	45,3	76,5	73,7	75,2	1,04
Bas-Congo	64 320	44,2	68,9	67,5	68,3	1,02
Équateur	109 187	37,5	72,3	70,9	71,7	1,02
Kasaï Occidental	76 631	38,4	67,6	67,7	67,7	1,00
Kasaï Oriental	89 822	41,3	70,9	65,7	68,7	1,08
Katanga	145 139	39,9	63,3	63,0	63,2	1,01
Kinshasa	126 192	50,0	43,3	45,3	44,3	0,96
Maniema	31 588	42,7	57,3	54,8	56,2	1,05
Nord-Kivu	98 467	47,0	72,7	71,7	72,3	1,01
Province Orientale	115 224	42,5	51,1	47,8	49,7	1,07
Sud-Kivu	80 818	45,8	68,3	69,9	69,1	0,98
National	1 086 658	43,3	65,0	63,2	64,2	1,03

Source : rapport TENAFEP, 2012. Calculs des auteurs. Un indice de parité supérieur (inférieur) à 1 signifie un avantage pour les garçons (filles). Un IP égal à 1 implique une parité totale entre garçons et filles.

Source: RESEN (2014)

Annex Table 16 TENAFEP Results by subject and school type, 2012

	Public			Privé	Total	IP (public/ privé)
	Conventionné	Non conventionné	Total			
Participants						
Garçons	239 182	51 612	290 794	77 773	368 567	
Filles	190 059	38 858	228 917	70 133	299 050	
Total	429 241	90 470	519 711	147 906	667 617	
Réussite (%)						
Français						
Garçons	64,3	64,9	64,4	51,6	61,7	1,25
Filles	64,6	60,8	64,0	57,2	62,4	1,12
Total	64,4	63,1	64,2	54,3	62,0	1,18
Indice de parité (G/F)	0,99	1,07	1,01	0,90	0,99	
Mathématiques						
Garçons	58,5	68,2	60,2	44,5	56,9	1,35
Filles	57,9	56,1	57,6	48,6	55,5	1,18
Total	58,2	63,0	59,0	46,4	56,2	1,27
Indice de parité (G/F)	1,01	1,21	1,05	0,92	1,03	
Culture générale						
Garçons	65,3	60,3	64,4	49,9	61,3	1,29
Filles	59,8	62,0	60,2	58,9	59,9	1,02
Total	62,9	61,0	62,5	54,2	60,7	1,15
Indice de parité (G/F)	1,09	0,97	1,07	0,85	1,02	

Source : rapport TENAFEP 2012. Calculs des auteurs. Voir aussi le tableau A4.12 en annexe pour un détail par statut d'enseignement. Un indice de parité supérieur (inférieur) à 1 signifie un avantage pour les garçons (filles) ou les établissements publics (privés).

Source : RESEN (2014)

Annex M DRC Background

Annex Figure 1 DRC map

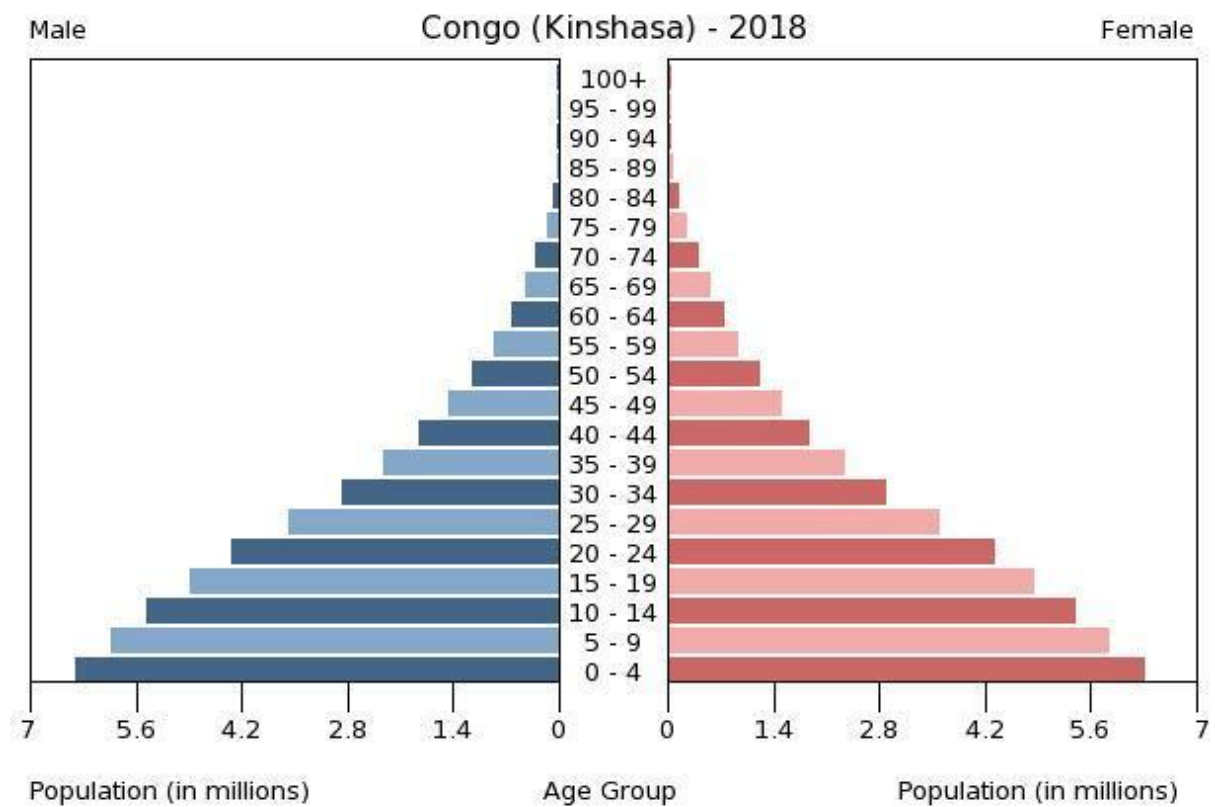


Map No. 4007 Rev. 11 UNITED NATIONS
May 2016

Department of Field Support
Geospatial Information Section (former Cartographic Section)

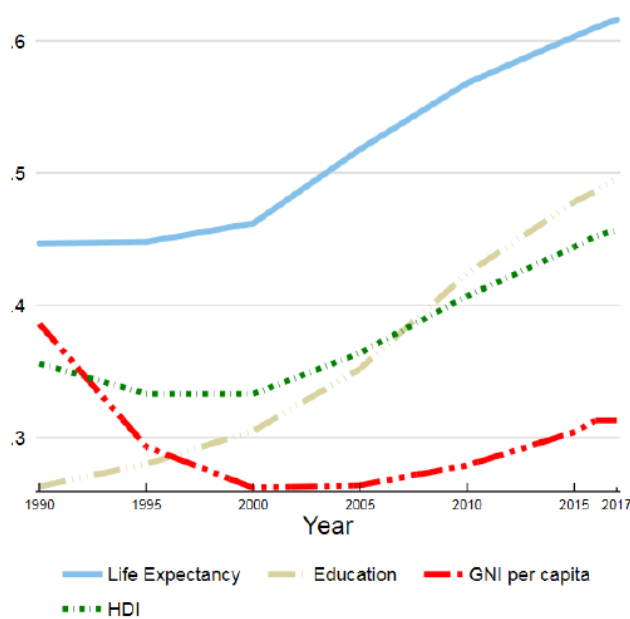
Source: UN Geospatial Information Section, Democratic Republic of the Congo, no. 4007, Rev 11, May 2016

Annex Figure 2 DRC Population pyramid



Source: CIA The world factbook -DRC <https://www.cia.gov/library/publications/the-world-factbook/geos/cg.html>

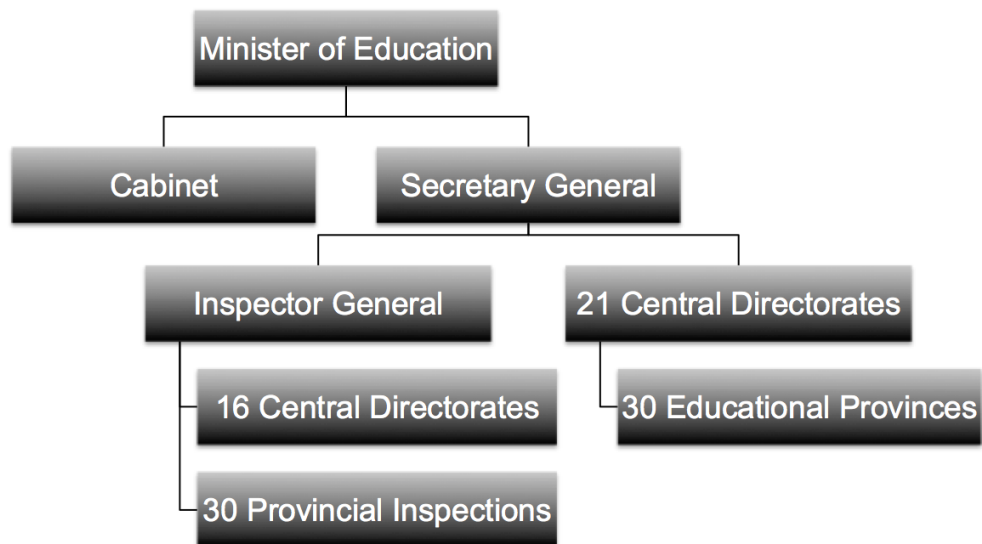
Annex Figure 3 Trends in Democratic Republic of the Congo’s HDI component indices 1990-2017



Source: Human Development Indices and Indicators: 2018 Statistical Update - DRC

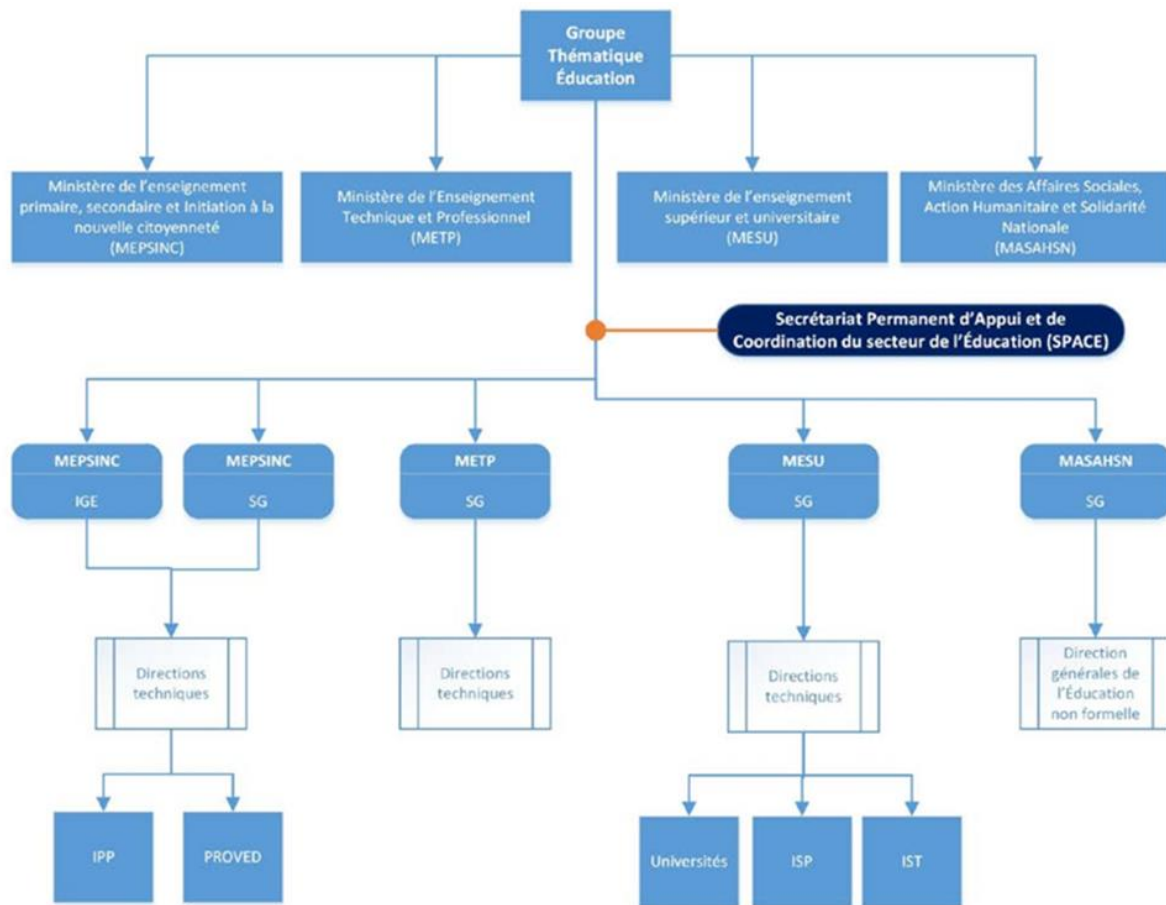
Annex Figure 4 Structure of the MEPS-INC

Figure X – Structure of the MEPS-INC

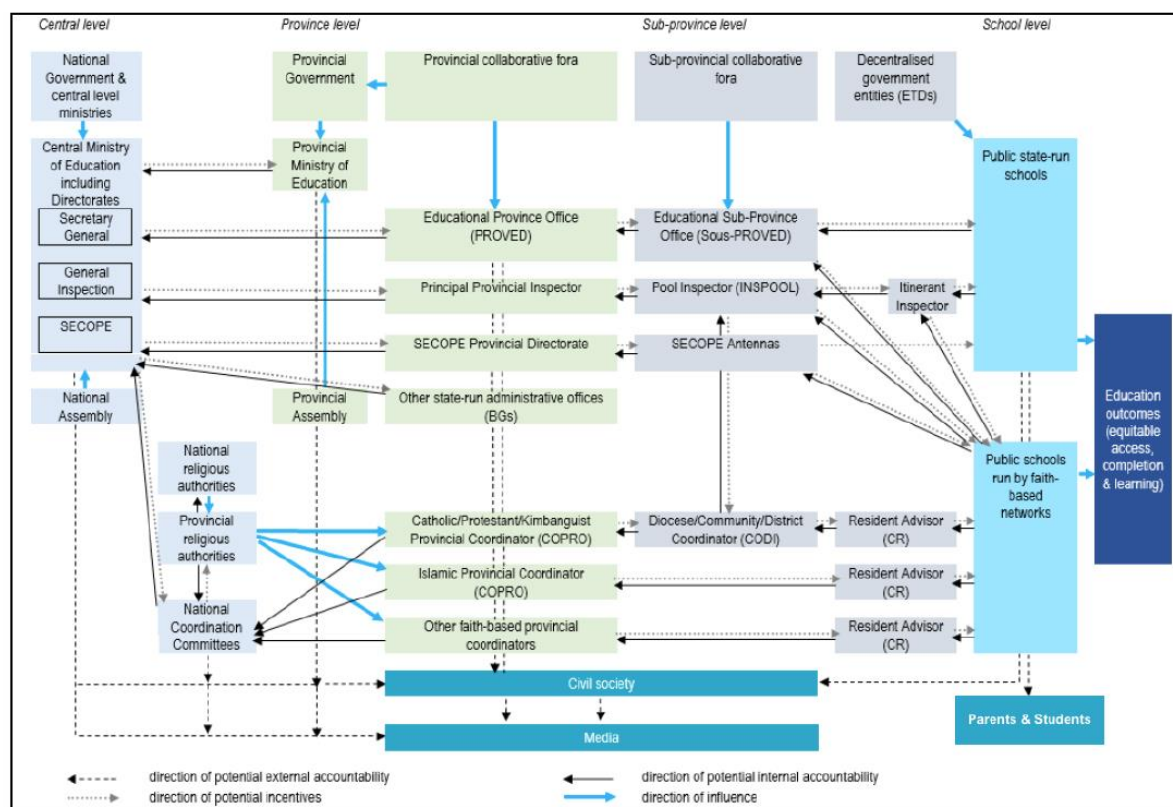


Source: Groleau (2017)

Annex Figure 5 Education Sector Structure in DRC



Annex Figure 6 Governance relations in education in the DRC



Annex Table 17 Cadre de Concertation Thématique (Technical Working Groups)

	Accès	Qualité	Gouvernance
CCT	Frais scolaires et académiques	La Question enseignante	Financement du système éducatif national et Gestion budgétaire
CCT	L'Éducation des filles et des enfants vulnérables	Apprentissages scolaires	Gouvernance scolaire et dans les établissements supérieur
CCT	Le système LMD dans l'enseignement supérieur et universitaire	Évaluation des apprentissages et système d'assurance qualité.	Suivi des politiques et réformes éducatives

