

***Thematic global evaluation of
European Commission support to the
education sector in partner countries
(including basic and secondary education)***

Final Report
Volume IIb

December 2010

Evaluation for the European Commission





European Group for Evaluation EEIG
Germany



Particip GmbH
Germany

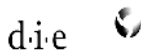


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Thematic global evaluation of European Commission support to the education sector in partner countries (including basic and secondary education)

Final Report Volume IIb

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***This evaluation was carried out by
Particip GmbH***

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The evaluation was managed by the Joint Evaluation Unit (EuropeAid, DG DEV and DG Relex).

This report has been prepared by Particip GmbH. The opinions expressed in this document represent the views of the authors, which are not necessarily shared by the European Commission or by the authorities of the countries concerned.

Thematic global evaluation of European Commission support to the education sector in partner countries (including basic and secondary education)

Final Report

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Volume II: Annexes

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3. Main Findings and Analysis: Answers to the Evaluation Questions and overall assessment of the EC Strategy
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1 Annex 2: Inventory and typology of EC support to basic and secondary education

1.1 Introduction

This chapter presents the inventory and typology of the EC's funding in the education sector in partner countries. It focuses on the scope of the evaluation as defined by the ToR. It concerns thus the EC's funding with respect to **basic and secondary education during the period 2000 and 2007** in the countries covered by this evaluation. Where useful, reference is however made to higher education (HE) and vocational education and training (VET). Moreover, it distinguishes systematically between direct support and indirect support (i.e. GBS with a reference to the education sector, as further explained below)¹.

The approach developed by the evaluation team to compile the inventory is presented in detail in the annexes (section 1.4). The key elements of the inventory and typology are presented in section 1.2. The main findings are provided in the box below.

Box 1: Key findings of the inventory and typology

- The EC's **direct support** to the education sector amounted to around € 1.9 billion during the period 2000-2007;
- This support had a general increasing trend over the period with a serrated pattern
- The direct support focused on basic education (including primary education) and on the support to the education sector as a whole while support to secondary education was marginal in relative terms;
- The main beneficiary regions in absolute terms for the direct support were ACP and Asia.
- Sector Budget Support was the main modality used by the EC to deliver its direct support to the education sector. Other modalities used were the financing of individual projects, the support to sector programmes excluding SBS² and the financing of Trust Funds.
- The EC's **indirect support** (meaning General Budget Support *referring* to the education sector, among other sectors), amounted to around € 3.2 billion over the period 2000-2007.
- This support concerned 37 of the 43 countries in which the EC provided GBS, nearly exclusively in ACP;
- Over the period 2000-2007, indirect support increased until 2003 then had a decreasing trend until the end of the period

- Section 1.2 provides the results of the inventory and typology work. It starts with a global overview and provides then the results for respectively the direct and the indirect support;
- Section 1.3 proposes then a summary of the inventory and typology as well as, on that basis, a list of issues to be further investigated in the next stages of the evaluation.

Additional information on the inventory and typology is provided in the annexes (section 1.4):

- List of education DAC sector codes and screening key words
- Key challenges for mapping the interventions and the approach developed to tackle them. As information was not readily available, it was indeed necessary to develop a suitable working method to list and classify the interventions;
- Limits of the inventory and typology;
- List of interventions financed by the EC to support the education sector between 2000 and 2007 (due to the volume of this information it is provided in a separate file);
- List of recipient countries of EC funds in the education sector;
- List of GBS financed by the EC between 2000 and 2007.

¹ "Direct support" should be understood here as support that targets directly and entirely the education sector. It should be distinguished from "indirect support" (see below), to be understood as support that is dedicated to education as one sector among others.

² This is not an official category of EC aid delivery methods, but, as a clear categorisation of SPSPs was lacking in the CRIS database, the evaluation team used it as category for the analysis. See Appendix 1 for further details.

1.2 Results of the inventory and typology

The outputs of the inventory are presented in the following sub-sections:

- 1.2.1: Global overview of the EC support to the education sector
- 1.2.2: EC's "direct" support to the education sector
- 1.2.3: EC's "indirect" support to the education

These sections are mainly descriptive, but provide also, where possible on the basis of information contained in the list of interventions extracted from CRIS, explanations of the observed outputs, or suggest hypotheses or questions to be further investigated in the next stages of the evaluation.

All the figures presented below have been obtained using the Common Relex Information System (CRIS). The approach developed by the evaluation team to compile this inventory as well as the limits to take into account are presented in detail in the annexes (section 11). The financial figures used are all **contracted amounts**, i.e. the amounts related to the contract signed between the EC and a specific "contractor" for the implementation of an intervention. Figures on the disbursements from the EC to the "contractors" are also provided, i.e. the payments effectively done by the EC to the "contractors" on the amount contracted. They concern all payments made since the signature of the contract until the date of the data extraction from CRIS (10 June 2009) by the evaluation team.³

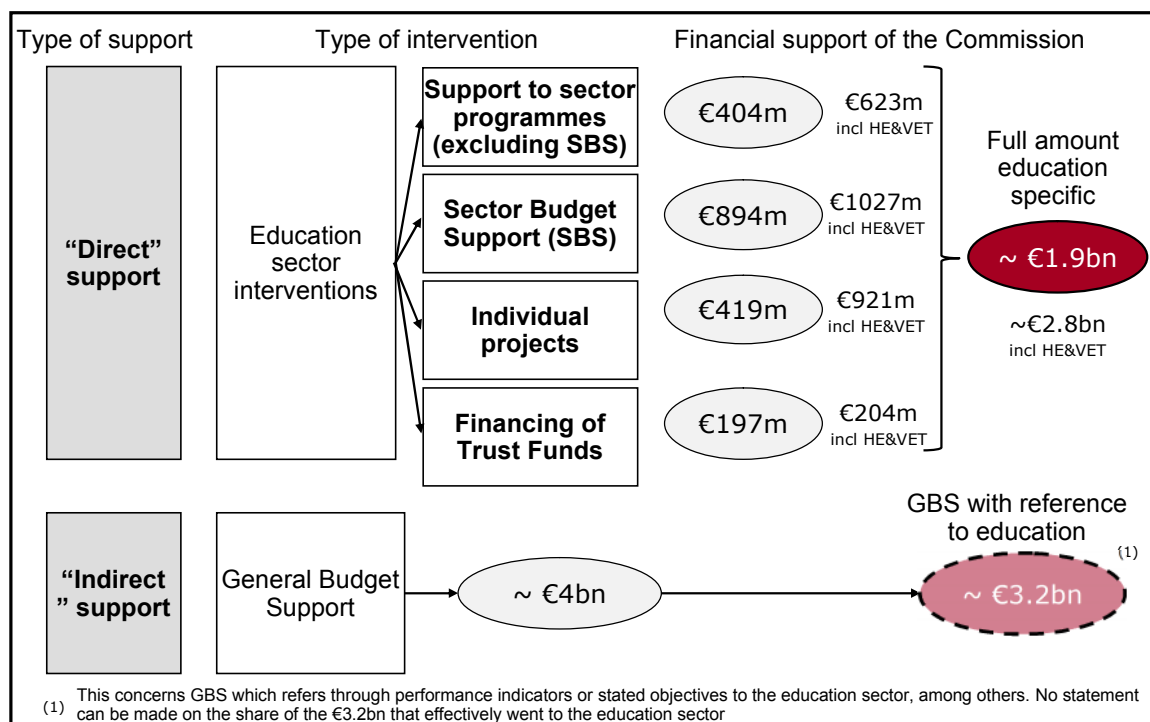
1.2.1 Global overview of the EC support to the education sector

As mentioned earlier, the thematic scope of the present evaluation is the education sector, with the exception of HE and VET.

For the sake of the global overview, the evaluation team deemed it however useful to also present financial contributions including HE and VET, notably with a view to situating the thematic scope of the evaluation in the broader context of the entire support of the EC to the education sector.

The figure below presents the global overview of all EC financial contributions to the education sector, as defined in the thematic scope of the evaluation, from 2000 to 2007. It also includes the financial contributions towards HE and VET.

Figure 1: Global overview of EC financial contribution to the education sector



³ This is the only information on disbursements available in the data extraction from CRIS. The actual disbursements from the "contractors" to the final beneficiary are not available in CRIS. The dates of the payments are also not available in the data extractions from CRIS. Only the sum of all payments done from the signature of the contract until the date of the data extraction from CRIS is available.

As shown, over the period 2000-2007, the EC contracted a total amount of around **€1.9bn for direct support to the education sector without HE and VET**, using the following types of aid modalities: sector budget support, individual projects, support to sector programmes (excluding SBS) and financing of Trust Funds; they are discussed more in-depth further on. Of this amount, around € 1.4 billion (i.e. 74% of the total amount contracted) was disbursed over the same period. When taking into consideration HE and VET, the total amount contracted by the EC over the period 2000-2007, through its “direct” support, was of around € 2.8 billion; of which € 2.1 billion (i.e. 75%) was disbursed. The EC financial contributions supporting the sectors that fall within the scope of this evaluation (thus not including HE and VET) represent 69% of the total amount contracted by the EC for the entire education sector.

A substantial part of the GBS provided by the EC can be considered as **indirect support** to the education sector. Over the period 2000-2007, a total amount of around € 4 billion has been transferred to national governments of beneficiary countries under GBS operations. Out of this total amount, around € 3.2 billion concerned GBS for which the EC referred, among other sectors, to the education sector. **It is important to underline that it cannot be stated that this amount went to the education sector; it can only be stated that the amount refers to those GBS for which the EC in one way or another pursued goals for the education sector, among other sectors. As for General Budget Support, no statement can be made on the share of the €3.2bn that effectively went to the education sector.**

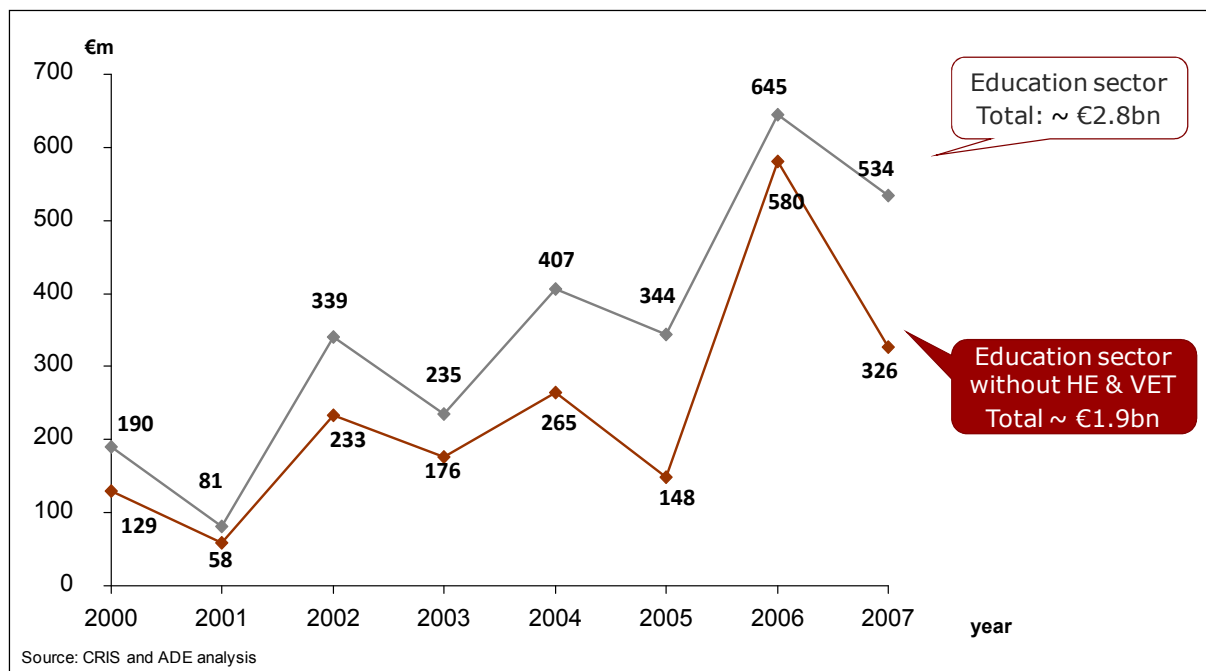
Detailed evolutions and breakdowns of these financial contributions to the education sector are presented in the following sections. Although they are not in the direct scope of this evaluation, comparisons with the entire education sector (i.e. including HE and VET) are provided when deemed useful to place the subject of the evaluation in the wider perspective of the EC’s support to the entire education sector.

1.2.2 EC’s “direct” support to the education sector

1.2.2.1 Trends in the EC’s funding between 2000 and 2007

The figure below shows the trend in the amounts contracted over the period 2000-2007 for the direct support to respectively the entire education sector and the education sector without HE and VET.

Figure 2: *Trend in the amount contracted between 2000 and 2007 (€ million) for the education sector (incl. and excl. HE and VET)*

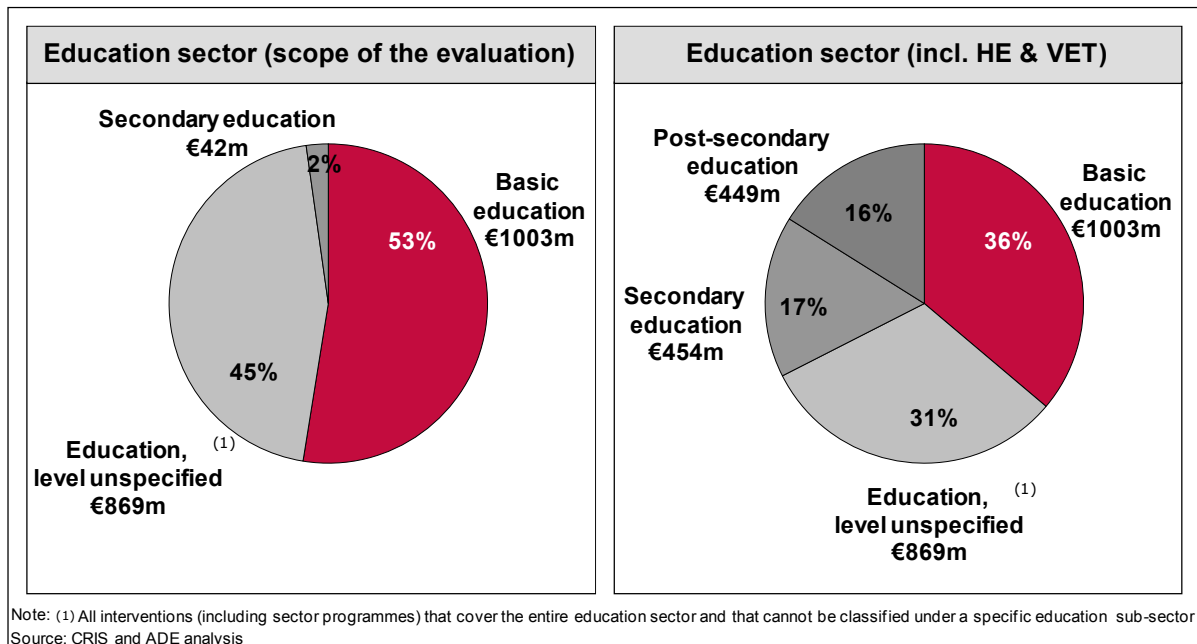


Although the evolution over the whole evaluation period shows a serrated pattern, there is a global upward trend of amounts contracted for the education sector. Indeed, between 2000 and 2007 the amounts evolved from € 190 million to € 534 million for the entire education sector and from € 129 million to € 326 million without HE and VET.

1.2.2.2 Sector breakdown

The following figure provides a sector breakdown of the funds contracted by the EC to support the education sector. It is based on the four main sub-sectors of the DAC sector classification (education, level unspecified, basic education, secondary education, post-secondary education). It shows the share of the amounts contracted for interventions falling within the scope of the evaluation, i.e. the education sector without HE and VET, and for the entire education sector. As presented in Table 3 (section 1.4.2.2.2), the DAC sector classification includes VET within secondary education and HE within post-secondary education. That explains the large difference of the share of secondary education from the first pie (scope of the evaluation i.e. without VET and HE) to the second pie (including HE and VET).

Figure 3: Sector breakdown (including and excluding HE and VET) by main education sub-sector, contracts (€ million), 2000-2007

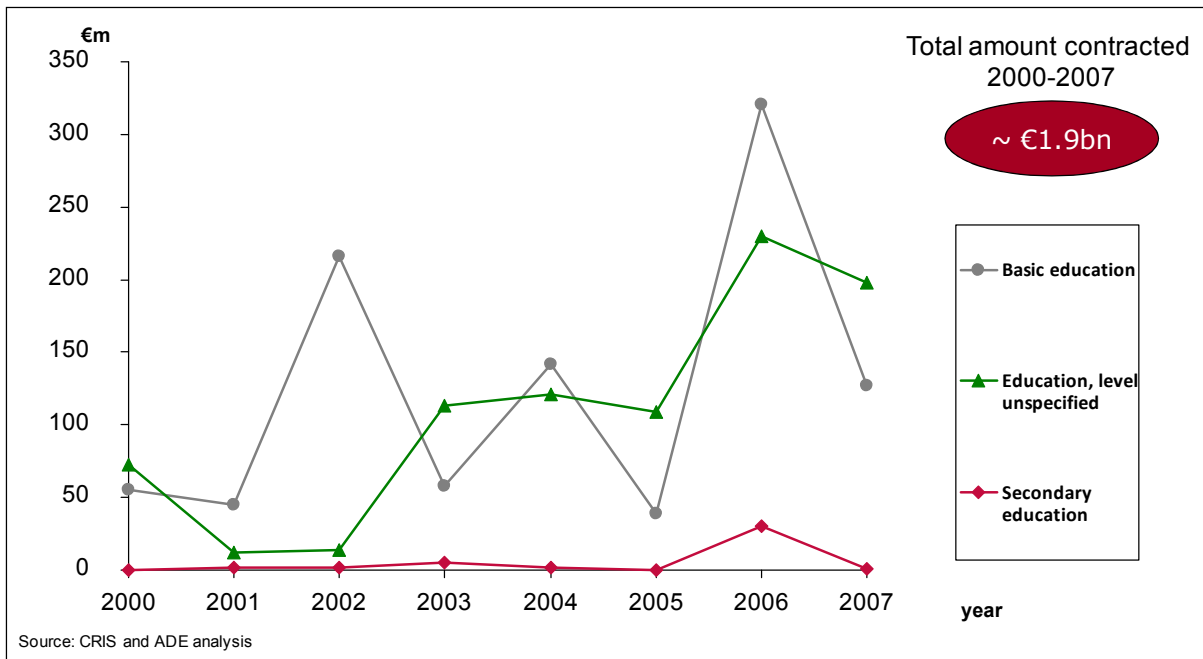


The figure shows that:

- The main focus over the period 2000-2007 was on basic education (53% of the total amount contracted or € 1 billion);
- There was also an important emphasis (45% of the funds contracted) on the so-called “education, level unspecified” as defined by the DAC sector classification (see section 1.4.1). This sub-sector includes interventions for the support of education policy and administrative management, education facilities and training, teacher training, educational research and also sector programmes that cover the entire education sector and that cannot be classified under another education sub-sector;
- Secondary education, taking into account the scope of the evaluation, represents a small share of the amounts contracted by the EC (only 2% or € 42 million);
- However, with higher education and vocational training included in the total amount contracted, secondary education (which includes vocational training as defined in the DAC classification) and post-secondary education represent respectively 17 and 16%.

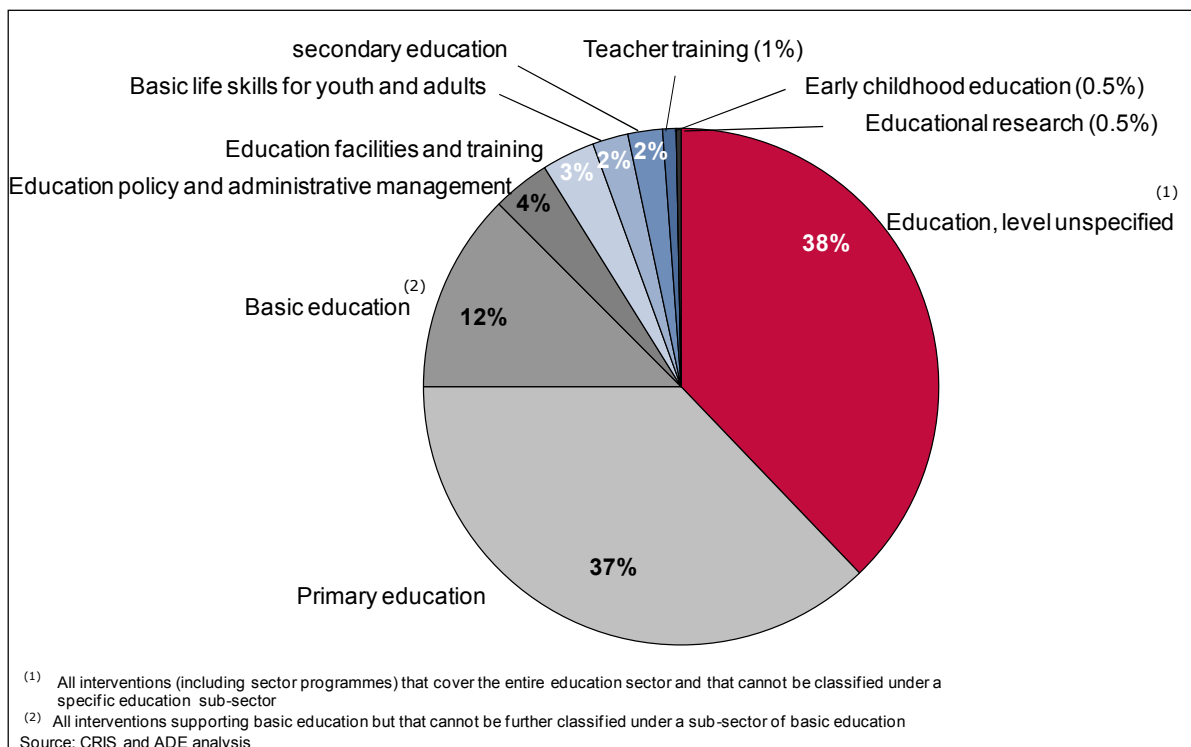
The figure below shows the trend in the amounts contracted over the period 2000-2007 by main education sub-sector (without HE and VET).

Figure 4: Trend in the amounts contracted (€ million) between 2000 and 2007 by main education sub-sector (without HE and VET)



Further breakdown by detailed education sub-sectors is presented here below. Where possible, interventions have been classified under one of the detailed sub-sectors⁴.

Figure 5: Sector breakdown by detailed education sub-sector (without HE and VET), contracts 2000-2007



⁴ Some interventions could not be classified under a detailed sub-sector and were thus classified under one of the main education sub-sectors mentioned above. For instance, the intervention entitled "Support to basic education" in Lao People's Democratic Republic has been classified under the main sub-sector "basic education". Indeed, according to the data extracted, no further information could indicate whether it was related specifically to one detailed sub-sector related to basic education, i.e. primary education or basic life skills for youth and adults or early childhood education.

The sector breakdown by detailed education sub-sector shows the following:

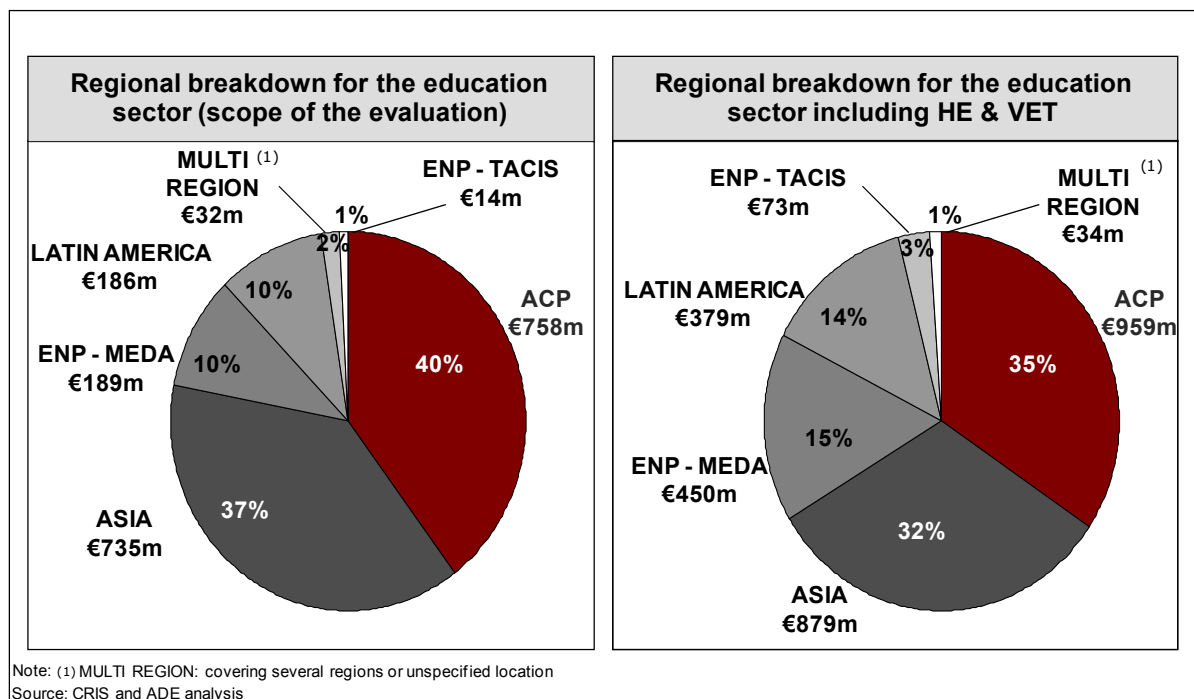
- Primary education is the most important sub-sector supported by the EC after the category “education, level unspecified”⁵. It represents 37% (€714m) of the total amount contracted for the entire education sector.
- Relatively small amounts were contracted for the other education detailed sub-sectors such as education facilities and training, secondary education, basic life skills for youth and adults, etc.

1.2.2.3 Geographical breakdown

Two types of geographical breakdown are provided hereafter: a regional and a country breakdown.

The regional breakdown of the EC support the education sector with and without HE and VET is presented in the figures below.

Figure 6: *Regional breakdown, education sector with and without HE and VET, contracts (€ million), 2000-2007*



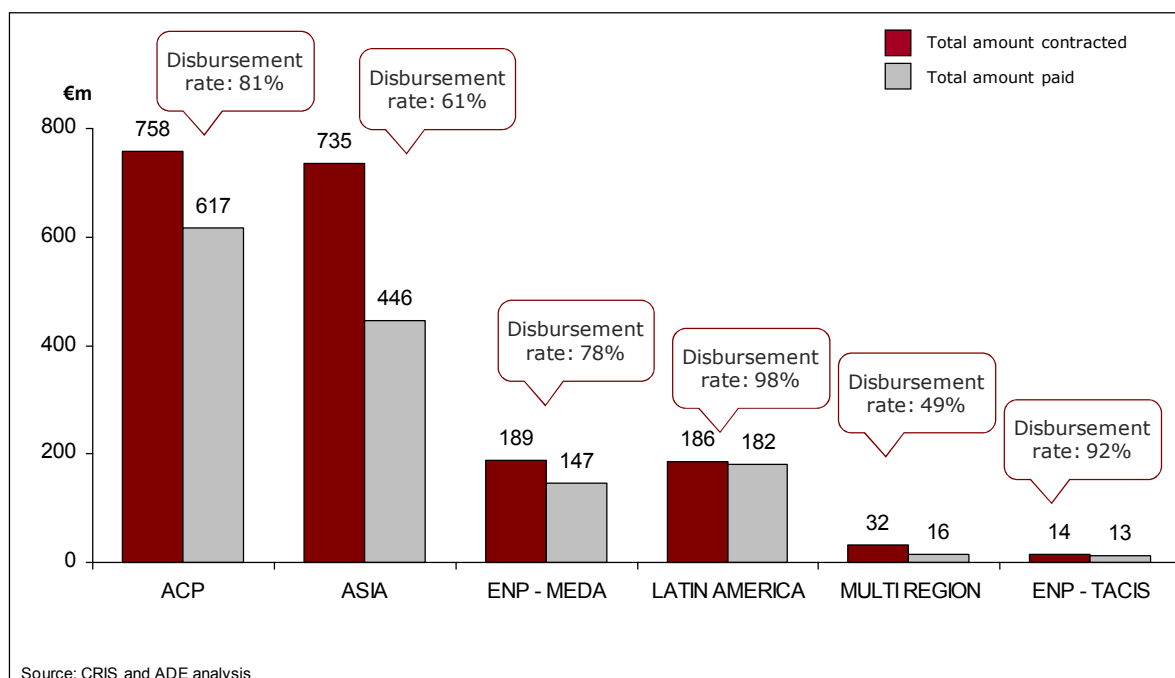
As shown in the figure, the main regional focus of the EC support to the education sector without HE and VET is in ACP (40% or €758m) and in Asia (37% or €735m). For the other regions, relatively smaller amounts have been contracted over the evaluation period: €189m in ENP-MEDA, €186m in Latin America, €32m for the category “multi region” and €14m in ENP-TACIS.

When including HE and VET, the relative shares of ACP and ASIA decrease whereas the ones for the ENP-MEDA, Latin America and ENP-TACIS increase. The disbursement⁶ rates by region on the amounts contracted during the period 2000-2007 are displayed in the figure below.

⁵ This category includes all interventions that cover the entire education sector and that cannot be classified under a detailed education sub-sector. It is included in the figure to reflect the correct share of the detailed sub-sectors but does not give much insight in terms of education sub-sectors supported by the EC.

⁶ CRIS provides the sum of all payments made on the contracted amount for each intervention from the signature of the contract until the date of the data extraction by the evaluation team. The data extractions have been made by the evaluation team on 10 June 2009. Therefore the amounts of disbursement presented in the figures below are the sum of all payments made by the EC for contracts signed between 2000 and 2007 (the evaluation period) until 10 June 2009. For instance, the amount disbursed extracted from the EC database for a contract signed in 2007 would be the sum of the payments made from 2007 to 10 June 2009 and not the payments only made in 2007.

Figure 7: Disbursement levels by region, education sector without HE and VET, 2000-2007



The highest disbursement rates can be observed for Latin America reaching nearly 100% and ENP-TACIS, 92%. ACP and ENP-MEDA have a disbursement rate of around 81%, Asia 78% and the category “multi region” only 49%. The rationale behind these disbursement rates will have to be further analysed in the evaluation but the analysis of the data extracted shows that, for instance, in Latin America, the great majority of funds have been contracted in 2000 for the reconstruction of schools following the Mitch Hurricane, under the PRRAC - *Programa de Reconstrucción Regional para America Central*. At the date of the data extraction by the evaluation team (10 June 2009), these amounts had been fully disbursed.

The relative weight of the amounts contracted for education interventions (without HE and VET) by region compared to the total amount contracted for all interventions in each region depicts as follows⁷:

- For ACP countries, 3.3% of the total amount contracted under the EDF have supported education interventions during the period 2000-2007.
- For Asian countries, 19.4% of the total amount contracted under the geographical budget line Asia and DCI-Asia during the period 2000-2007 contributed to support the education sector.
- For MEDA countries, 3.5% of the total amount contracted during the period 2000-2007 under the budget lines MEDA 1 and 2 focused on the education sector (without HE and VET).
- For Latin America countries, 8% of the total amount contracted under the ALA budget line supported education interventions during the period 2000-2007.
- For TACIS countries, 0.5% of the total amount contracted under the TACIS budget line was dedicated to support the education sector (without HE and VET).

In terms of country breakdown, for reasons of presentation, the table below shows the 18 largest recipient countries of EC funds to support the education sector without HE and VET. The full list of countries (119 countries) is presented in section 1.4.6. The table provides also the share of the

⁷ In order to calculate the relative weight, the only data available was the data extracted from CRIS by the evaluation team at the time of the elaboration of the inventory (10 June 2009). This data concerns all the interventions contracted by the EC between 2000 and 2007 and among others the geographical budget lines such as EDF (for ACP); MED (for MEDA); ALA and DCI-ALA (for Latin America); ASIA and DCI-ASIA (for Asia); and TACIS (for Tacis). The relative share of the EC support to the education sector by region has thus been calculated by taking the total amount contracted between 2000 and 2007 by geographical budget line and the amount of the direct support of the EC to the education sector for these geographical budget lines, as in the inventory elaborated by the evaluation team. The financial contributions under these geographical budget lines cover 90% of the total amount contracted for the education sector. The remaining 10% are from thematic budget lines.

amount contracted by country on the total amount contracted, the total amount disbursed by country and the disbursement rate on the amount contracted by country.

Table 1: Country/region breakdown, education sector without HE and VET, 2000-2007

Country/region	Amount contracted (€m)	% on total amount contracted	Amount disbursed (€m)	Disbursement rate
INDIA	355	19%	203	57%
BANGLADESH	141	7%	81	58%
PAKISTAN	110	6%	71	65%
ACP COUNTRIES	78	4%	50	64%
NICARAGUA	73	4%	72	98%
TANZANIA	70	4%	50	72%
TUNISIA	70	4%	58	83%
JORDAN	67	4%	41	61%
DOMINICAN REPUB	57	3%	46	81%
HONDURAS	52	3%	51	97%
BOTSWANA	51	3%	41	79%
SUDAN	51	3%	50	99%
INDONESIA	40	2%	15	38%
ERITREA	37	2%	18	49%
NAMIBIA	34	2%	27	80%
UGANDA	33	2%	33	98%
ALL COUNTRIES	32	2%	16	49%
HAITI	32	2%	30	95%
VIETNAM	28	1%	24	85%
CAMBODIA	27	1%	25	93%
OTHER	475	25%	418	88%
TOTAL	1.914	100%	1.420	74%

Source: CRIS and ADE analysis

Note: "Other" includes 91 other countries presented in section 1.4.6

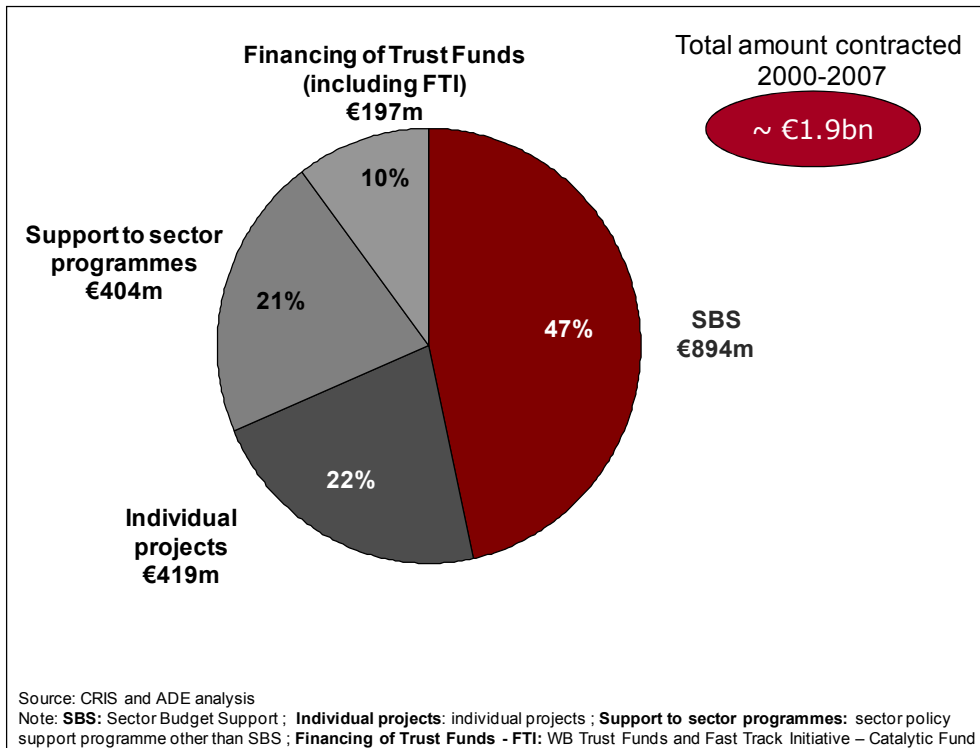
As shown, together the 18 main recipient countries (not including the categories "ACP countries" and "all countries"⁸) represent 69% of the funds. Among them the biggest beneficiaries by far are India, Bangladesh and Pakistan, accounting together for 32% of the total funding, the remaining countries receiving each between 1 to 4% of the total funding.

1.2.2.4 Breakdown by type of modality used by the EC to deliver its aid

As described in section 1.4.2.2.2, the EC delivered its "direct" support to the education sector through SBS, individual projects, support to sector programmes excluding SBS (SSP), and the financing of trust funds (including the FTI). The figure below shows the share of these four modalities on the total amount contracted to support the education sector without HE and VET.

⁸ The categories "ACP countries" and "all countries" are defined as such in CRIS. The first category contains interventions covering more than one country in the ACP region. The second category contains interventions covering more than one country without a specific regional focus or interventions with an unspecified location.

Figure 8: Breakdown of modalities used by the EC to delivery its aid, contracts (€ million), education sector without HE and VET, 2000-2007

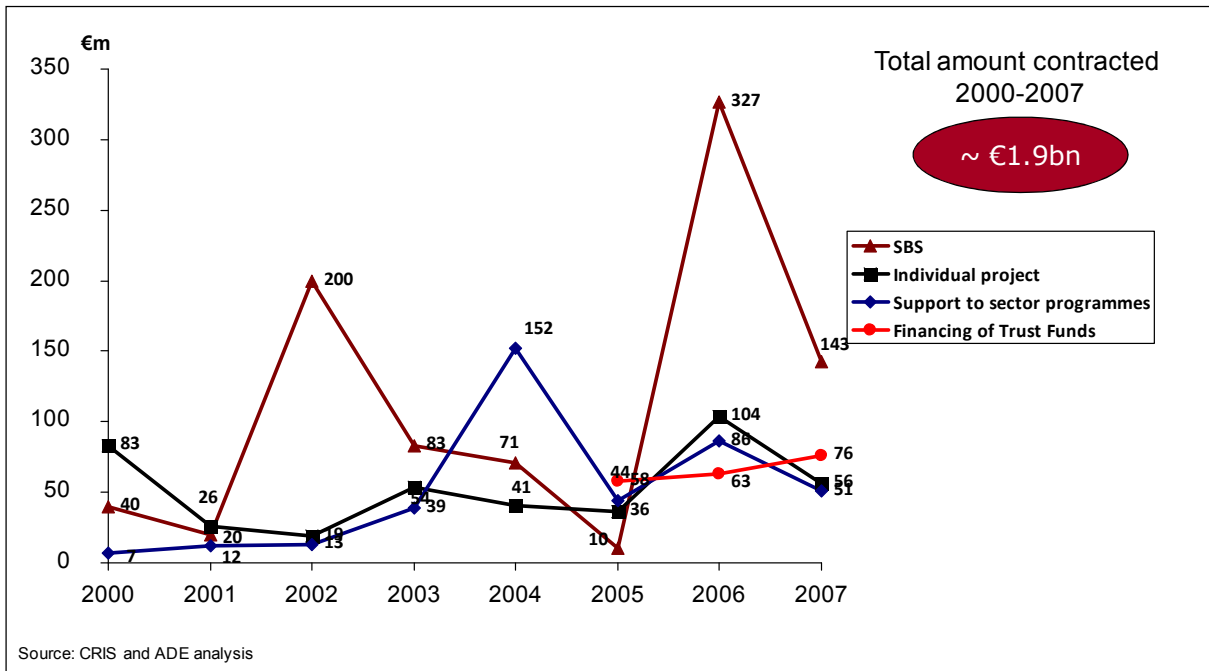


It appears that:

- Nearly half (47%) of the EC's funds to the education sector were delivered through SBS operations;
- The financing of individual projects was the second largest modality used by the EC to deliver its aid to support the education sector. It represented 22% of the total amount contracted.
- The EC supported also education sector policy programmes of beneficiary countries that are not delivered through sector budget support. This modality represented 21% of the total amount contracted by the EC.
- For the education sector, the financing of trust funds (10% of the total amount contracted) concerned mainly the EC's contribution to the FTI.

The evolution of amounts contracted through the four different modalities is presented in the figure below.

Figure 9: Trend of the amount contracted by modality used by the EC to deliver its aid, contracts (€ million), education sector without HE and VET, 2000-2007



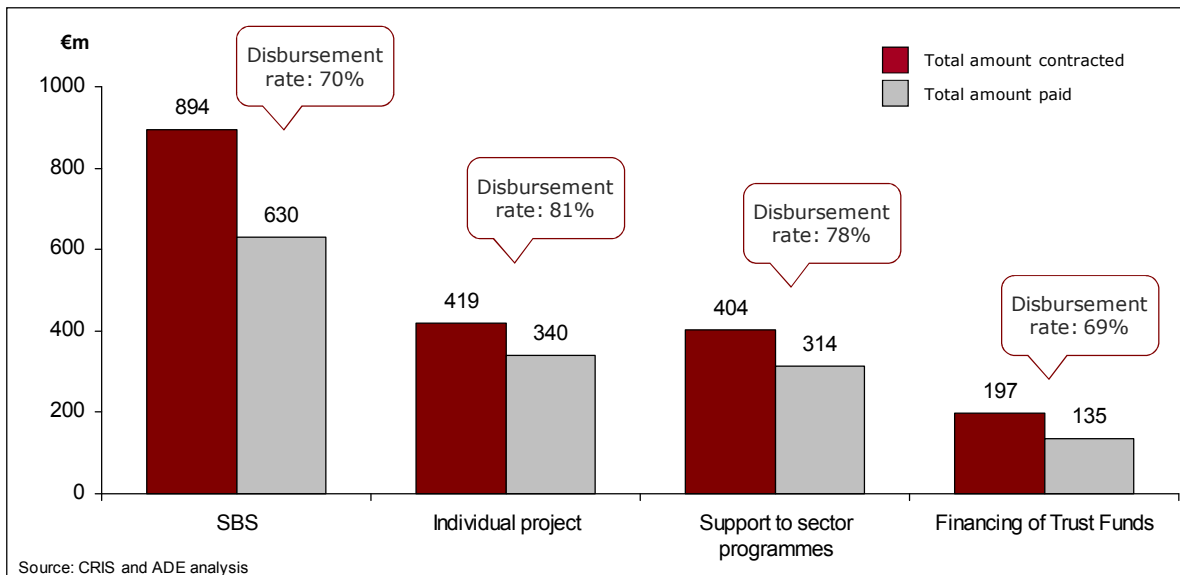
There is an uneven trend by modality over the period 2000-2007:

- High amounts of funds have been contracted through SBS in 2002 and 2003 and in 2006 and 2007 compared to the other modalities;
- Since 2000 there was a trend towards an increase of SSP, with a notable peak in 2004 and a decrease in 2007 compared to 2006.
- The use of trust funds started in 2005 and slightly increased in 2006 and 2007;
- The use of individual projects has decreased from 2000 to 2002, but has then again reached higher levels to become even the second most used modality in 2006, with again a decrease in 2007, but still remaining at a level higher than those between 2001 and 2005.

Here again, it will be important for the evaluation to provide insights on these evolutions and notably on the switching and/or combined use of different aid modalities. As explained in section 1.2.3, it will also be essential in this respect to take into account the use of GBS relevant to the education sector.

The levels of the EC disbursements on the amount contracted over the period 2000-2007 per type of modality are shown in the figure below.

Figure 10: Disbursement levels by modality used by the EC to implement its aid, education sector without HE and VET, 2000-2007



With 81% of disbursements on the amount contracted the financing of individual projects depicts the highest disbursement rate, followed by the support to sector programmes excluding SBS (78%), SBS (70%) and the financing of trust funds (69%). As mentioned above, disbursement levels are based on the payments done by the EC from the signature of the contract until the date of the data extraction from CRIS. As high amounts of funds have been contracted through SBS and Trust Funds at the end of the evaluation period (2006 and 2007), the funds might not have been fully disbursed. They might have been disbursed after the date of the data extraction from CRIS (10 June 2009).

1.2.2.5 Breakdown by channel used by the EC to implement its aid

The EC used different channels to implement its “direct” support to the education sector. This information is available in the EC database for most of the interventions⁹ but only the name of the channel (e.g. “The World Bank”, or “Republic of Botswana”, or “Save the Children federation”) is encoded and not the category of the channel, e.g. whether it is a non-governmental organisation (NGO), an international organisation or a private company. Therefore, the evaluation team has first defined the category of channels that the EC can use to implement its aid. Then, the team attributed to each name of channel one of the following categories:

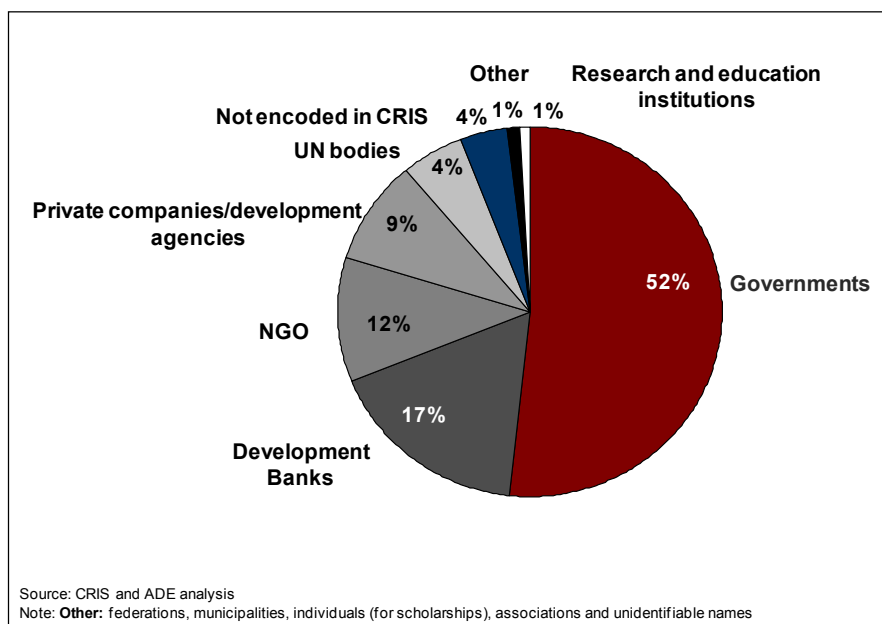
- Beneficiary countries’ national governments,
- Private companies or development agencies acting as such,
- Development Banks,
- UN bodies,
- NGOs,
- Research and educational institutions,
- Other (including federations, municipalities, associations and individuals for scholarships).

The figure below shows the breakdown of the amount contracted for education sector interventions for these seven categories.¹⁰

⁹ The evaluation team’s data extractions in CRIS for the education sector showed that out of 2,174 interventions, 287 interventions had no names of channels encoded.

¹⁰ An eighth category has been defined by the evaluation team: “Not encoded in CRIS”. This category includes all interventions for which no name of channel was mentioned in CRIS. Without a name of channel, these interventions could not be classified under one of the seven categories. This category is different from the category “other” which includes all interventions that have a name of channel but do not fall within one of the other categories.

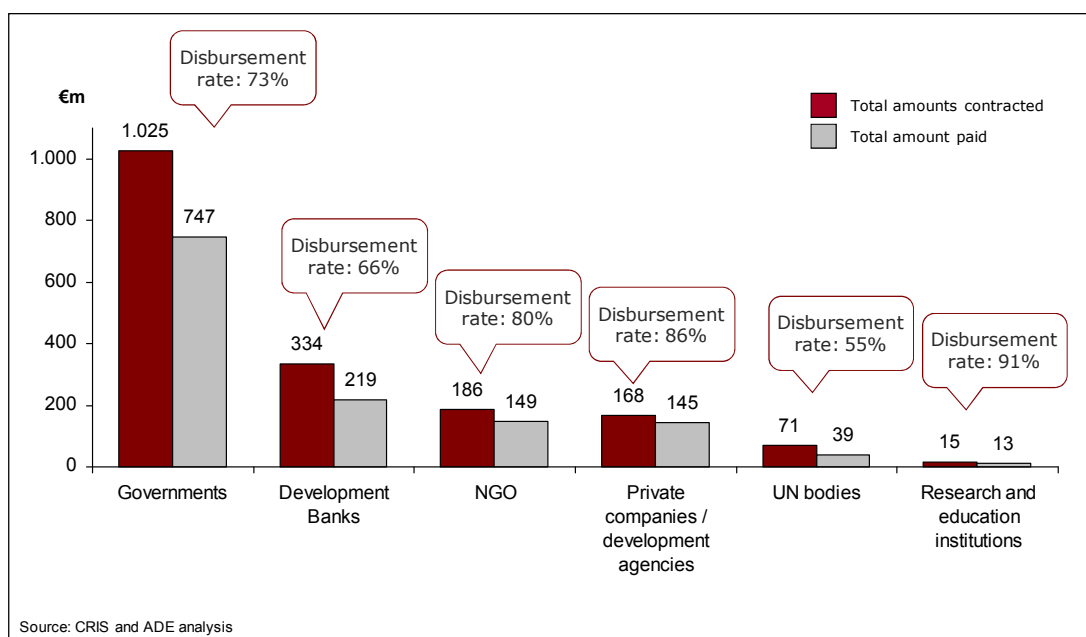
Figure 11: Breakdown by channel used by the EC to deliver its aid, contracts (€ million), education sector without HE and VET, 2000-2007



As shown in the figure, more than half of the total amount contracted by the EC to support the education sector goes through national governments of beneficiary countries (which is coherent with the relative weight of SBS). Development banks are the second main channel used by the EC to deliver its aid (17%). This includes mainly the World Bank for the FTI but also the Asian Development Bank for large interventions in Bangladesh and Pakistan. NGOs (12%), private companies/development agencies acting as such (9%) and the UN bodies (4%) are the three other main channels used by the EC.

In terms of disbursement, the following figure shows the EC's disbursement rate by category of channel¹¹.

Figure 12: Disbursement levels by channel used by the EC to deliver its aid, education sector without HE and VET, 2000-2007



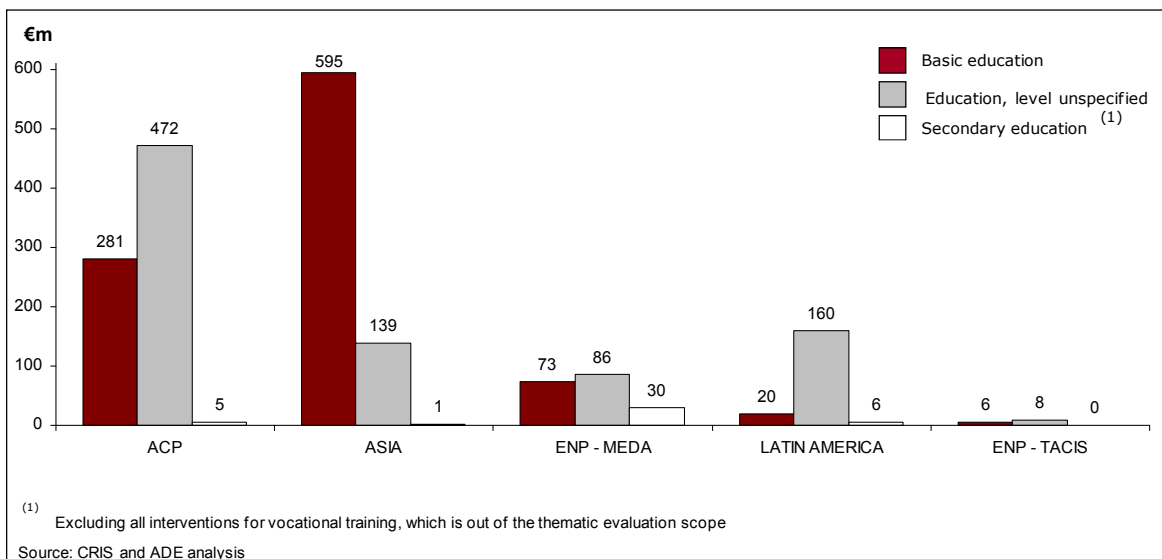
¹¹ This figure does not show the disbursement rate of the category of channels themselves for the implementation of the activities

Research and education institutions show the highest disbursement rates (91%), followed by private companies or development agencies acting as such (86%), while the rates through governments and NGO are respectively of 80% and 73%. Development banks (66%) and the UN bodies (55%) rank with the lowest rates. For disbursement rate through Development banks, it mainly concerns contribution to the FTI Catalytic Funds managed by the WB that have only been contracted at the end of the evaluation period (2006 and 2007) and might have not yet been disbursed at the date of the data extraction.

1.2.2.6 Breakdown by region and sector

Further breakdowns using combinations of the various dimensions presented above allow a better understanding of the EC support to the education sector. The figure below presents the regional breakdown by main education sub-sector that lies within the thematic scope of the evaluation, i.e. without HE and VET. However, for this particular breakdown, it is also interesting to examine the results including HE and VET in order to understand better the sector focus of the EC in the different regions. Therefore an additional figure, including HE and VET is also presented below.

Figure 13: Regional breakdown by main education sub-sector without HE and VET, contracts (€ million), 2000-2007

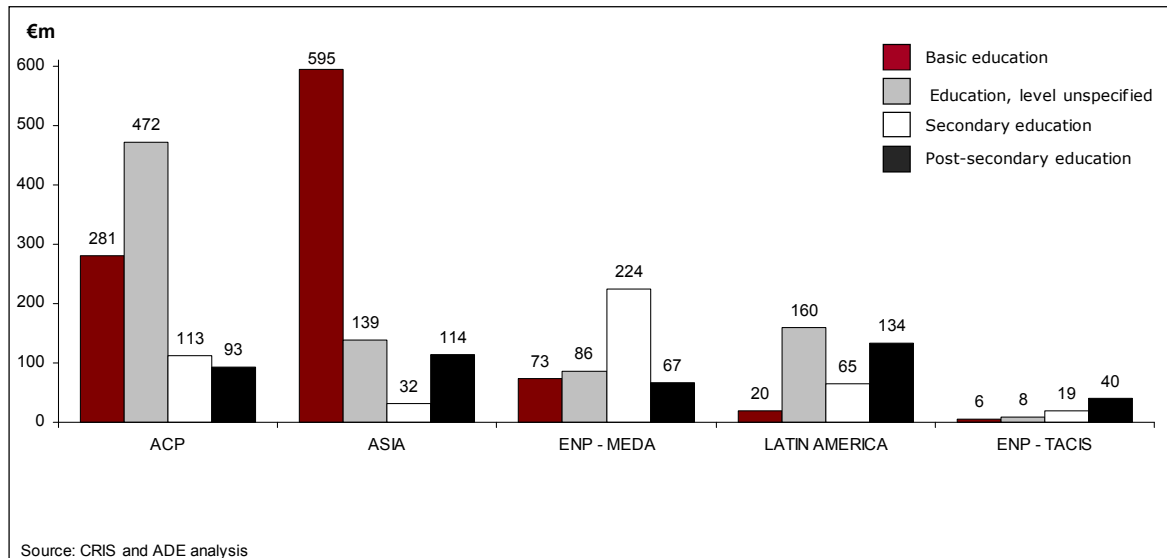


The figure shows variation in the focus by region:

- The main focus in ACP was on interventions covering the entire education sector of a country (sub-sector “education, level unspecified”) and on basic education (respectively 62 and 37% of the total amount contracted in the region), which includes mainly primary education.
- In Asia, a large majority of funds went to basic education (81%).
- In both ACP and Asia, the share of secondary education was only marginal (less than 1%).
- ENP-MEDA received fewer funds for basic education and education level unspecified than ACP and Asia but secondary education is more supported than in the other regions amounting to 16% of the funding.
- In Latin America the majority of funds concern the “level unspecified” category, while only 11% and 3 % went to respectively basic and secondary education;
- In ENP-TACIS, shares of comparable magnitude went to both basic education and “education, level unspecified” (respectively 44 and 54%).

Including the HE and VET allows to reflect other EC priorities in terms of education sector in the different regions, as shown in the figure below.

Figure 14: Regional breakdown by main education sub-sector including HE and VET, contracts (€ million), 2000-2007



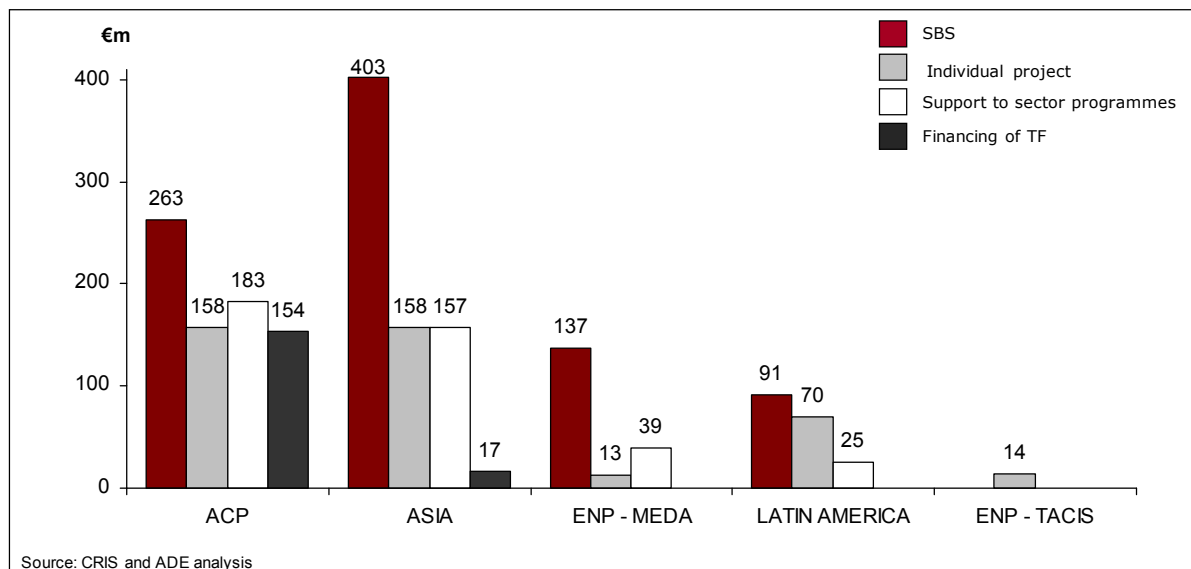
Including HE and VET does not substantially change the picture for the ACP and ASIA region, but provides another ranking of priorities for the other regions:

- In the ACP region, the main focus remains clearly on basic education and on the “education, level unspecified”;
- In Asia, the main focus remains on basic education but post-secondary education is nearly as important as the “education, level unspecified”
- In the ENP-MEDA region the picture is different: secondary education becomes by far the most important, notably through the support to vocational training (50% of the total amount contracted in the region);
- In Latin America, the picture also changes: the cumulative support to secondary and post-secondary education is nearly equal to the combined support to basic education and “education, level unspecified”;
- In ENP-TACIS, even if the support is smaller in terms of amounts contracted, the main priority of the EC is on secondary and post-secondary education (81% for both).

1.2.2.7 Breakdown by region and type of modality

The breakdown by region and type of modality used by the EC to deliver its “direct” support to the education sector without HE and VET is presented here below. Here again, differences can be observed when including HE and VET, which is shown in the next figure.

Figure 15: Regional breakdown by type of modality, contracts (€ million), education sector without HE and VET, 2000-2007

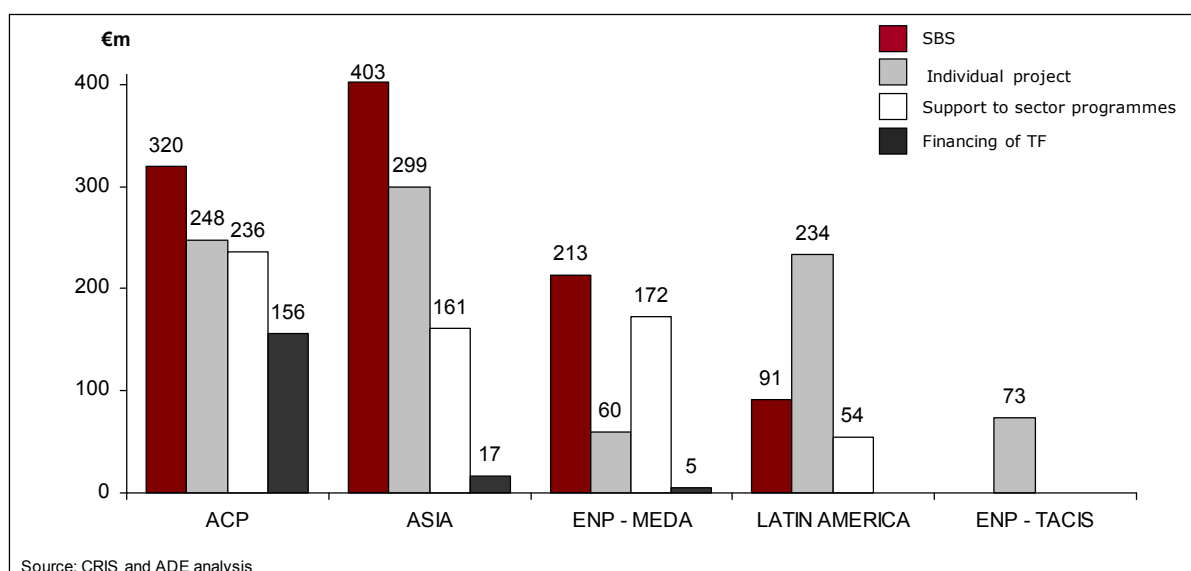


With some exceptions, the patterns observed at global level are confirmed throughout the regions:

- SBS, which is globally the main modality used, is also the main modality used in each region, except ENP-TACIS (35% of the total amount contracted in ACP, 55% in Asia, 72% in ENP-MEDA and 49% in Latin America);
- As at the global level, the financing of individual projects is also the second main modality used by the EC, except in ENP-MEDA where the support to sector programmes excluding SBS is budget-wise more important than the individual projects (7% for the individual projects and 21% for SSP);
- SSP is the third most important modality (except for ENP-MEDA as mentioned above);
- The focus of support via Trust funds for education lies in the ACP countries.

The figure below depicts the same breakdown but including HE and VET:

Figure 16: Regional breakdown by type of modality, contracts (€ million), education sector including HE and VET, 2000-2007



The main differences when including HE and VET compared to the previous figure are that:

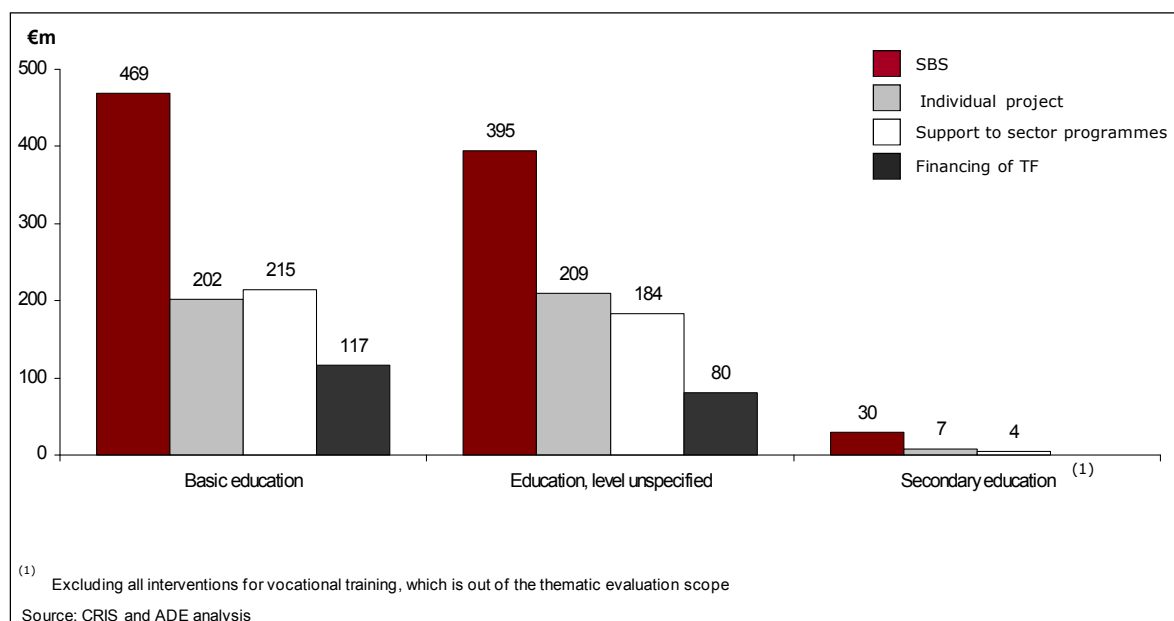
- The financing of individual projects in Latin America becomes the main modality used with 62% of the total amount contracted in that region compared to 24% for SBS;

- In ENP-MEDA, the use of SBS is considerably more important than in the previous figure and nearly equals the use of SBS (respectively 38% and 47%).

1.2.2.8 Breakdown by sector and type of modality

It is interesting here again to analyse the breakdown by sector and type of modality for the education sector excluding and including HE and VET. It allows understanding better the different modalities used by the EC when supporting the thematic scope of the evaluation and those used for the rest of the education sector. The following two figures present these differences:

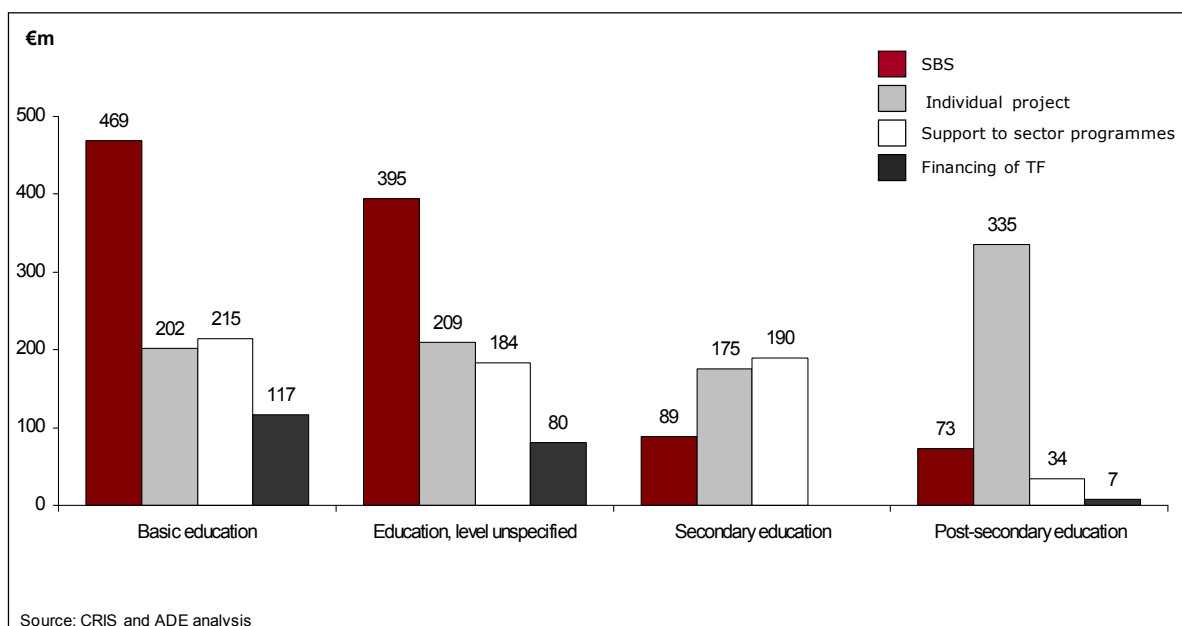
Figure 17: Sectoral breakdown by type of modality, contracts (€ million), education sector without HE and VET, 2000-2007



- SBS is the main modality used to deliver support to the three sub-sectors, followed by individual projects and support to sector programmes excluding SBS. This is again coherent with what was observed at a more global level;
- The financing of TFs does not intervene for secondary education.

As shown in the figure below, the picture is rather different when including HE and VET.

Figure 18: Sectoral breakdown by type of modality, contracts (€ million), education sector including HE and VET, 2000-2007



Including HE and VET provides the following insights:

- SBS is not the priority modality used for the vocational training component of secondary education. Indeed, whereas it was the preferred modality when vocational training was not included, the main modalities used are now SSP (42%) and individual projects (38%);
- A similar observation can be made for post-secondary education, where the emphasis on individual projects is by far the biggest (75%).

1.2.3 EC's "indirect" support to the education sector: General Budget Support

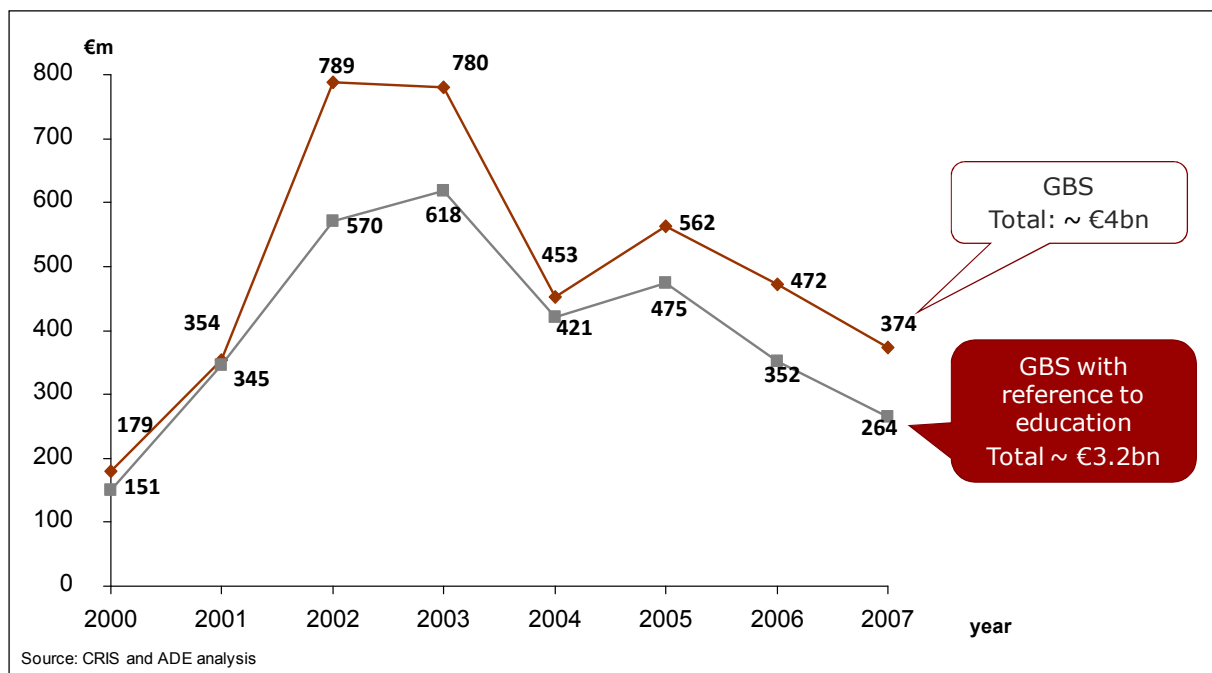
During the period 2000-2007, the EC has financed a total number of 98 GBS operations in 43 countries¹² falling within the geographical scope of this evaluation. The total amount actually transferred to the beneficiary countries' national treasury for these GBS operations was around €4bn¹³.

Out of these 98 GBS operations, 73 had a reference to the education sector expressed by their performance indicators, when available in the FA, or by their stated objectives. This concerned 37 countries. In financial terms, the 73 GBS represented around €3.2bn, i.e. 81% of the total funds transferred by the EC through GBS. **It should be re-emphasised that as it concerns *General Budget Support*, no statement can be made on the share of the €3.2bn that effectively went to the education sector.**

Section 1.4.4 presents the 98 GBS financed by the EC, indicating whether they have a reference to the education sector or not. Additional information is provided on the decision reference, the beneficiary country, the year of the first transfer by the EC, the status (closed or on-going) of the GBS and the total amount transferred for each GBS operation from the date of the first transfer up to 2007 (end date of the current evaluation period).

The figure below shows the trend in the amounts transferred through GBS between 2000 and 2007. It presents separately all the GBS operations (98 for a total amount of €4bn) and those referring explicitly to the education sector (73 for a total amount of €3.2bn).

Figure 19: Trend in the amounts transferred through GBS (€ million), 2000-2007



Financing of GBS operations increased from 2000 to 2003 reaching an annual amount of around €780m for the years 2002 and 2003. From 2004, financing through GBS funds has decreased until

¹² In some countries, more than one GBS operation has been financed by the EC over the period 2000-2007.

¹³ This amount represents the funding that the beneficiary countries have actually received in their national treasury in order to support their national development strategy. It does not include the amounts contracted by the EC for technical assistance, audits or evaluations linked to the GBS.

2007 (except for an increase in 2005), with €374m in 2007. GBS that have a reference to the education sector followed the overall trend.

The following table shows the country breakdown of funds transferred by the EC through GBS operations, focusing on the GBS operations with a reference to the education sector. The great majority of the GBS funds were transferred to ACP countries. Out of the 37 countries that benefited from GBS with a reference to the education sector, 35 are part of the ACP countries, one of the ENP–MEDA region and one is located in Latin America. The six main beneficiary countries accounted for nearly 50% of the GBS referring to education.

Table 2: Country/regional breakdown of GBS with a reference to the education sector

Region/Country	Amount transferred (€ million)	% on total amount transferred
ACP Region		
Mozambique	370	11,59%
Burkina Faso	314	9,84%
Zambia	279	8,72%
Tanzania	226	7,07%
Ghana	182	5,68%
Mali	173	5,43%
Niger	155	4,84%
Rwanda	145	4,52%
Uganda	157	4,90%
Kenya	137	4,29%
Madagascar	118	3,70%
Ethiopia	118	3,69%
Jamaica	102	3,20%
Benin	88	2,75%
Sierra Leone	77	2,41%
Senegal	75	2,36%
Malawi	63	1,97%
Chad	54	1,69%
Burundi	43	1,35%
Dominican Republic	38	1,18%
Central African Republic	30	0,95%
Cape verde	25	0,77%
Haiti	20	0,63%
Mauritania	15	0,48%
Lesotho	15	0,45%
Turcs & Caico	11	0,33%
Papua New Guinea	10	0,31%
Gambia	9	0,27%
Djibouti	8	0,24%
Ivory Coast	5	0,16%
Vanuatu	4	0,12%
Gabon	3	0,11%
Guyana	3	0,10%
Sao Tomé-et-Principe	3	0,08%
Guinea Bissau	1	0,04%
ENP - MEDA Region		
West Bank and Gaza strip	98	3,07%
Latin America Region		
Paraguay	23	0,72%
TOTAL	3.196	100,00%

1.3 Summary

This section proposes a wrap-up of the information provided by the inventory and typology in a schematic and detailed listing of facts and findings.

Between 2000 and 2007, the EC supported the education sector through direct and indirect support:

- Direct support to the education sector amounted to around €1.9bn.
- Indirect support in the form of GBS with reference to the education sector, among others, amounted to €3.2bn (no statement can be made on the share of the €3.2bn that effectively went to the education sector) and concerned 37 of the 43 countries to which the EC provided GBS.
- The thematic scope of the evaluation represents 69% of the total direct support of the EC to the sector.

The following **trends** can be observed:

- Direct support (with and without HE & VET) showed a serrated pattern, but with a trend towards increase (from levels of €129m in 2000 to €580m and €326m in 2006 and 2007);
- GBS referring to the education sector follows, in broad lines, the overall trend of GBS, i.e. a continuous increase from 2000 to 2003 (from €151m to €618m) followed by a continuous decrease (except in 2005) to a level of €264m in 2007;
- In terms of geographical spread of **GBS** with reference to the education sector, among others:
 - GBS concerned 37 countries, all in the ACP region, except one in the ENP-MEDA region and one in Latin America;
 - The six main beneficiary countries accounted for 48.33% of the GBS referring to education, among other sectors.

With respect to the different aspects of **direct support**:

1) In terms of sub-sectors:

- Direct support focused on basic education (53% of which 37% concerned primary education) and on support to the education sector as a whole (45%), much less on secondary education (2%);
- The evolution of the support to the different sub-sectors is characterized by strong increases and decreases, the peak for secondary education being in 2006.

2) In terms of geographic spread:

- In absolute figures 77% of the direct funding went to the ACP (40%) and Asia region (37%), smaller shares (each time 10%) to respectively ENP-MEDA and Latin America;
- In relative terms compared to the EC's overall external assistance for each region, Asia and Latin America are the main regions benefiting from the EC's support to education (respectively 19.4% and 8% of the total amount contracted in these regions is for the education support). The EC support to education, in relative terms, represents 3.5% in MEDA, 3.3% in ACP and 0.5% in TACIS.
- 69% of the funds went to 18 countries, three Asian countries alone accounting for 32% of the funding, the remaining 15 countries accounting for between 1 to 4%;

3) In terms of aid modalities:

- SBS was by far the main modality used (47%), followed by individual projects (22%), SSP (21%) and financing of TFs (10%).
- Over the period considered, the trend in use of modality has been uneven over the years, but:
 - SBS is characterized by three main evolutions: A multiplication by 10 of the support from 2001 to 2002 (from €20m to €200m); followed by a continuous decrease until a level of €10m in 2005; and again an increase to levels of €327m and €143m in 2006 and 2007.
 - The use of individual projects approach remained at levels between €19m and €54m until 2005 but then increased again to €104m and €56m in 2006 and 2007
 - SSP use increased until 2004 becoming the main modality used in 2004;

- The use of TFs started only in 2005, but already in 2007 it had become the second most important modality used.

4) In terms of channels:

- More than half (54%) of the funds go through governments, which is in line with the relative weight of SBS;
- Development Banks (mainly World Bank (WB) and Asian Development Bank (ADB)) are the second most important channel (17%);
- Other main channels used are: NGOs, private companies/ Development agencies acting as such, and the UN.

5) In terms of disbursements:

- The overall disbursement level of direct support was of 74%;
- Disbursement rates varied by region, modality and channel.

1.4 Appendix 1: Inventory details

1.4.1 List of education DAC sector codes and screening key words

This annex presents the DAC sector classification for the education sector. The sector codes (DAC 5 code and CRS code), descriptions and clarifications come from the OECD web site. The so-called “DAC 5 code” and “CRS code” represent education sub-sectors. Each CRS code is related to one and only one DAC 5 code. The clarifications of each CRS code are those defined by the OECD and were complemented by the information provided in the EGEval “Typology of action supported by the EC in the Education sector” (2004). This study delineated the education sector and provided for each DAC sector code additional clarifications for a more accurate classification of education interventions financed by the EC.

The information provided by the OECD and the EGEval Typology for each DAC sector code was used by the evaluation team as a basis to derive key words. They were then used to screen the EC interventions titles in order to identify the relevant ones falling within the education sector. These key words were used in English, French, Spanish and Portuguese.

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage from DAC document, evaluation guidelines and Egeval typology	Key words derived for each DAC code	Screening key words in ENGLISH	Screening key words in FRENCH	Screening key words in SPANISH	Screening key words in PORTUGUESE
110		EDUCATION						
111		Education, level unspecified	<i>The codes in this category are to be used only when level of education is unspecified or unknown (e.g. training of primary school teachers should be coded under 11220).</i>	Education programmes Education sector ISCED (International Standard Classification)	*edu program* *edu sect* *educ* *ISCED*	*sect* educ* *program edu* *éduc*		*set instru*
	11110	Education policy and administrative management	Education sector policy, planning and programmes; aid to education ministries, administration and management systems; institution capacity building and advice; school management and governance; curriculum and materials development; unspecified education activities. Support to development of national educational planning systems (EMIS= education management information system)	Education sector policy Education policy Education management School Improvement Plan School Development Plan School Management curriculum material development EMIS	*Edu sect* poli* *Edu manag* *School* *Curricul* *EMIS*	*éducation sect polit* *gestion education* *école* *ecole*	*educación* *escuela*	*instrução* *escola*
	11120	Education facilities and training	Educational buildings, equipment, materials; subsidiary services to education (boarding facilities, staff housing); language training; colloquia, seminars, lectures, short-term training programmes in issues related to educational facilities and procurement etc.	Education facility Didactic Boarding colloq lecture teach	*edu facil* *didactic* *boarding* *colloq* *lecture* *teach*	*education bâtiment* *internat* *enseign*	*colegi intern* *enseñe* *ensene*	*ensine*
	11130	Teacher training	Teacher education (where the	Teacher train	*pre-service*			

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage from DAC document, evaluation guidelines and Egeval typology	Key words derived for each DAC code	Screening key words in ENGLISH	Screening key words in FRENCH	Screening key words in SPANISH	Screening key words in PORTUGUESE
			level of education is unspecified); in-service and pre-service training; materials development.	Teacher education Pre-service In-service	*preservice* *in-service* *inservice*			
	11182	Educational research	Research and studies on education effectiveness, relevance and quality; systematic evaluation and monitoring.	Education research Education effectiveness Education monitoring	*edu research* *edu eff* *edu moni*	*éduc recherche* *éduc eff* *édu moni*	*edu invest*	*instrução pesquisa*
112		Basic education		Basic education Education for all Inclusive education textbooks mother tongue illiterate learning outcome PISA Completion rate Progression rate	*BESP* *BESCSP* *bas edu* *EFA* *inclusive edu* *textbook* *mother tongue* *illiterate* *learn* *PISA*	*édu bas* *EPT* *cahier* *illetr* *langue maternel*	*libro* *lengua maternal*	*bási instrução* *livro* *lingüeta de mãe*
	11220	Primary education	Formal and non-formal primary education for children; all elementary and first cycle systematic instruction; provision of learning materials. All elementary and first cycle (e.g. grades 1-4, 1-6, 1-7) depending on the country's education structure, the term basic education is used in some countries to refer to grades 1 -9 education in the formal	Primary education Formal education Non-formal education Teaching material Learning material Elementary UPE (Universal Primary Education)	*PEDAL* *BPEP* *DPEP* *prim edu* *form edu* *teach mat* *learn mat* *UPE* *pupil* *Fast track* *catalytic fund*	*édu prim* *édu form* *élève* *scolair*		*prelimin* *instru*

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage from DAC document, evaluation guidelines and Egeval typology	Key words derived for each DAC code	Screening key words in ENGLISH	Screening key words in FRENCH	Screening key words in SPANISH	Screening key words in PORTUGUESE
			education	Enrolment Pupil-textbook ratio Pupil-teacher ratio Pupil-classroom ratio FTI – CF (catalytic Fund) Fast track				
	11230	Basic life skills for youth and adults	Formal and non-formal education for basic life skills for young people and adults (adults education); literacy and numeracy training. Non-formal skills training programmes for self-employment/entrepreneurship	Life skills Adult education Literacy Numeracy	*life skill* *adult* *edu* *literac* *numerac*	*édu* *adult* *alphab* *calcul*	*instrucción*	
	11240	Early childhood education	Formal and non-formal pre-school education.	Pre-school Early child Childhood	*early child* *childhood*	*enfance*	*niñez*	*infância*
113		Secondary education						
	11320	Secondary education	Second cycle systematic instruction at both junior and senior levels.	Secondary Instruction	*seconda* *instruc*			
	11330	Vocational training	Elementary vocational training and secondary level technical education; on-the job training; apprenticeships; including informal vocational training.	Vocational TVET VET Apprentice On-the-job active labour market policy	*voca* *TVET* *VET* *apprenti* *job* labor market polic* *ALMP* *accreditation* *training centre* *gradu*	*profession* *travail* *centre formation* *emploi*	*traba* *entrenamiento cent* *empleo*	*treinamento cent* *emprego*

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage from DAC document, evaluation guidelines and Egeval typology	Key words derived for each DAC code	Screening key words in ENGLISH	Screening key words in FRENCH	Screening key words in SPANISH	Screening key words in PORTUGUESE
				ALMP Accreditation training centre graduate SME Job centre Informal sector work-based employment competitiveness enterprise entrepreneur self-employment employability qualification	*SME* *employment*			
114		Post-secondary education		Post-secondary				
	11420	Higher education	Degree and diploma programmes at universities, colleges and polytechnics such as BA, MA and PhD programmes, MSc, programmes, teachers qualification (e.g.. diplomas), etc. Overseas scholarships, fellowships such as post-graduate programmes, visiting professors	Higher education Polytechnic University College Diploma Faculty Academic scientific research organisation technology transfer library cohort	*higher edu* *polytechni* *universi* *colleg* *diploma* *facul* *academ* *scientific research* *technolo transfer* *librar* *knowledge* *brain drain*	*école sup* *ecole sup* *diplôme* *recherche scientif* *connaissance*	*edu sup* *conocimiento*	*conhecimento*

DAC 5 CODE	CRS CODE	DESCRIPTION	Clarifications / Additional notes on coverage from DAC document, evaluation guidelines and Egeval typology	Key words derived for each DAC code	Screening key words in ENGLISH	Screening key words in FRENCH	Screening key words in SPANISH	Screening key words in PORTUGUESE
				innovation mobility foreign language Knowledge base Knowledge society brain drain				
	11430	Advanced technical and managerial training	Professional-level vocational training programmes and in-service training (shorter courses not leading to a degree or official qualification; upgrading skills in IT, management, latest technology, etc.).	advanced	*advanced management*			

1.4.2 Key challenges and approach to the mapping of interventions

1.4.2.1 The key challenges

Three key challenges had to be tackled for constructing this inventory and typology.

- The **first challenge** is common to all mapping exercises for thematic evaluations and relates to the information source on which they are based. The main source for identifying interventions of the EC in the education sector is indeed the EC's Common RELEX Information System (CRIS). The CRIS database gathers operational data (decisions, projects, contracts descriptions) and financial data (budget lines, commitments, payments) on the EC's external assistance managed by the EuropeAid Co-operation Office (AIDCO) and DG for External Relations of the European EC (RELEX), for Development (DEV) and for the Enlargement (ELARG). Since 15 February 2009, CRIS also encompasses data relating to the European Development Funds (previously in the On Line Accounting System -OLAS- database), in addition to data on interventions financed by the general Community budget. Therefore, as of that date it is the sole source for identifying EC interventions in the education sector (as for most other sectors).

However, CRIS stays an information system that is mainly used by EC staff in Brussels and in partner countries for the day-to-day management of EC's interventions. Some limits remains for the purpose of an inventory of a sectoral evaluation such as the present one. The main one is that CRIS does not offer the possibility to obtain a readily available list of all the EC financial contributions to the education sector. Indeed, in many cases **no sector code** has been attributed to the interventions.¹⁴

- A **second challenge** is related both to the use of CRIS and to the nature of the aid modalities used in the education sector. It is indeed **not** possible to identify automatically in CRIS whether the EC's funds have been delivered through **sector budget support (SBS) or general budget support (GBS)**. Information on the type of modality used by the EC to deliver the aid is not encoded as such.
- The **third challenge** relates more specifically to the need to tackle GBS in the inventory. GBS, per se, are un-earmarked funds transferred to the national treasury of the beneficiary country to support its national development strategy. These funds are used by the country in accordance with its public financial management system. The funds provided by the EC through GBS are thus not supporting directly a particular sector. They might nevertheless be indirectly linked to a certain sector. Indeed the EC might for instance define performance indicators in a particular sector, to guide the release of the so-called variable tranches¹⁵. It is known that for several GBS, such indicators refer to the education sector. The inventory should thus also cover GBS that is in this sense "relevant" to the education sector. Such coverage of GBS has not yet been carried out in any of the thematic evaluations carried out so far. It is challenging for mainly two reasons:
 - Because it requires an identification of GBS
 - Because it requires an identification of those GBS that refer to the education sector.

With a view to tackle these three key challenges, the evaluation team developed a specific and systematic approach which allowed to:

- Identify the relevant interventions in terms of EC's support to the education sector;
- Categorise these interventions by type of modality used by the EC to deliver its aid;
- Identify those GBS that are relevant to the education sector.

¹⁴ Only 27% of the interventions have a DAC sector code encoded in CRIS. This percentage has been calculated by the evaluation team on the basis of the data extraction from CRIS for all contracts signed by the EC between 2000 and 2007. Indeed, out of 41,637 contracts, only 11,319 contracts have a DAC sector code attributed.

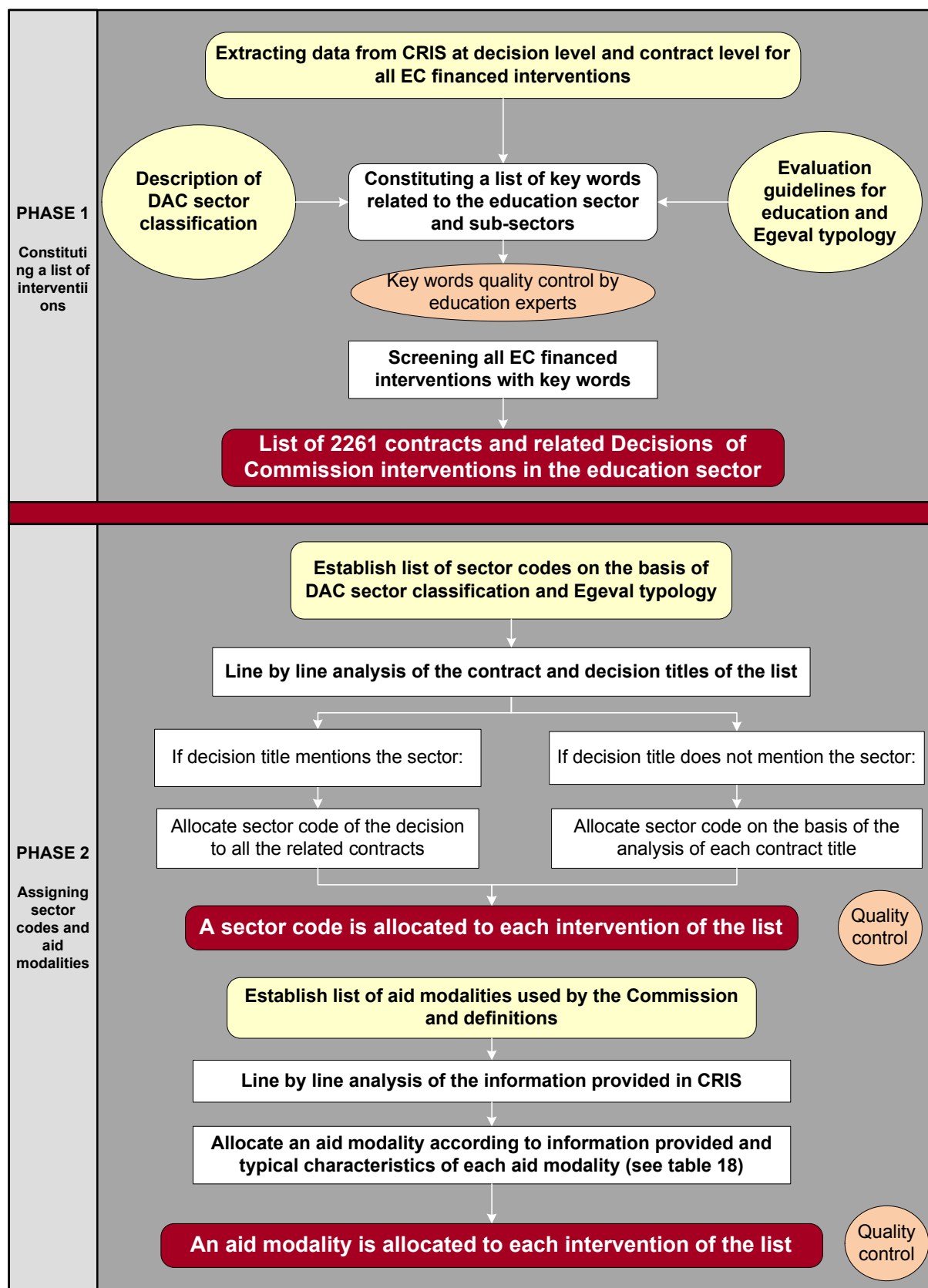
¹⁵ GBS disbursements are made through the use of either fixed or variable tranches. According to the EC guidelines on GBS, fixed tranches have "a fixed value and are disbursed in full (if all conditions set in the Financing Agreement are met) or not at all." Variable tranches have "a maximum value and are disbursed in full or in part with the amount being disbursed being based on performance achieved in relation to pre-specified targets or designated performance criteria and indicators."

A distinction should be made in this respect between the approach developed to cover the direct support of the EC in the education sector and the indirect support (the GBS). Each of these approaches is further detailed hereafter.

1.4.2.2 Approach for the “direct” support to the education sector

The figure below schematizes the approach applied to provide a mapping of the EC’s interventions in the education sector. This included assigning relevant sector codes and showing which modalities have been used.

Figure 20: Schematic approach to mapping EC support to education



As further explained hereafter, two main phases can be distinguished in this approach:

- Phase 1: constituting a list of interventions of the EC support to the education sector;
- Phase 2: assigning a sector code to each intervention and identifying the type of modality used by the EC to deliver its aid.

1.4.2.2.1 Phase 1: Constituting a list of interventions of the EC's support to the education sector

As DAC sector codes were not always encoded in CRIS, they could not serve as a basis to identify all interventions financed by the EC to support the education sector. To identify these interventions, the team needed to be able to undertake a comprehensive and systematic screening of the information contained in the database. The idea was to undertake this screening using a set of key words, as is further explained below.

However, CRIS does not provide a search option allowing for such a key words screening. Therefore, **as a first step, the evaluation team extracted from CRIS the data at contract and decision level for all interventions financed by the EC from 2000 to 2007**. The team then compiled these data in one single list that was suitable for the automatic screening with key words.

Such a set of key words was however not readily available. The **next challenge was thus to constitute a set of key words** that would allow capturing in this comprehensive list those EC interventions that are relevant to the education sector¹⁶. To do so, the team systematically derived key words using two types of sources:

- the education DAC sector codes' descriptions and clarifications defined by the OECD¹⁷;
- the EuropeAid evaluation guidelines for the education sector ("*Delineation of the education sector*") and the "*Typology of action supported by the EC in the education sector*" prepared by EGEval in 2004.

The set of key words obtained in this way is presented in section 1.4.1. Each key word was translated from English to French, Spanish and Portuguese, so as to be able to capture interventions which would have their title displayed in one of these languages. The list of key words was further checked by the education experts of the evaluation team, and some additional commonly used acronyms for important EC's interventions in the education sector, such as the Fast Track Initiative (FTI), were added to the list.

The **third step consisted then in screening the list by using the set of key words**. Here the team proceeded in two stages:

- through a first screening, all contracts related to a decision that contained one of the key terms in its title were selected;
- a second screening of all contracts related to the remaining decisions was then undertaken. Indeed, some decisions are entitled as: "*3rd Rehabilitation Programme: Support to local communities and civil society*" under which some contracts are relevant to the education sector, such as: "*Primary Education Development in Hiran-Galgadud Regions*", and some are not. Among these contracts, those that contained one of the key words in their title were selected.

The compilation of the contracts selected through this two-step screening and the cross-checking with EC's internal work on a list of education interventions resulted in a final list of 2,261 EC interventions in the education sector (hereafter called "the list" and presented in detail in section 1.4.4). This list gathered information on:

- the beneficiary country,
- the financial contributions (amounts contracted and paid),
- the name of the contractor,
- the nature of the contract,
- the date of signature of the contract and
- the contract and decision reference number.

This list was nearly complete to allow providing a good overview and typology of the EC direct support to the education sector. Two elements were missing though: information on the sub-sectors concerned

¹⁶ It is important to note that the inventory of direct support only concerns interventions that are "entirely" relevant to the education sector. Accordingly, it does not include for instance general social sector interventions (including TFs) that have, among others, an education component.

¹⁷ http://www.oecd.org/document/21/0,3343,en_2649_34447_1914325_1_1_1_1,00.html

and on the aid modalities used. These elements were not displayed in the list but “re-constructed” by the team as explained hereafter.

1.4.2.2.2 Phase 2: Assigning a sub-sector to each intervention and identifying the type of modality used by the EC to deliver its aid

1) Assigning a sector code

The final list obtained displayed the different “direct” interventions of the EC in the education sector. However, this list did not assign “sub-sectors” such as “primary” or “secondary” education to each intervention. This type of information was required, on the one hand to allow the team to provide a more refined classification and thus understanding the type of interventions the EC supported in the education sector, but also to identify the interventions that fell directly within the scope of the evaluation.

The DAC sector codes were used as the set of categories for the sector classification of the interventions. This set of education sub-sector categories was the following (the categories falling within the scope of the evaluation are those highlighted in yellow):

Table 3: Education sub-sector categories used for classification of interventions

DAC 5 Code	CRS Code	Description
110		EDUCATION
111		Education, level unspecified
	11110	Education policy and administrative management
	11120	Education facilities and training
	11130	Teacher training
	11182	Educational research
112		Basic education
	11220	Primary education
	11230	Basic life skills for youth and adults
	11240	Early childhood education
113		Secondary education
	11320	Secondary education
	11330	Vocational training
114		Post-secondary education
	11420	Higher education
	11430	Advanced technical and managerial training

On this basis, the team analysed the list and assigned to each intervention a sub-sector category¹⁸, proceeding as follows:

First, the titles of the decisions were examined one by one. When the decision title indicated clearly a sub-sector category, all the contracts related to this decision were classified under this sub-sector category¹⁹; when the decision clearly related to the entire education sector and not to a sub-sector in particular²⁰, the contracts were classified under the general education DAC code (11100 education, level unspecified);

¹⁸ The allocation of DAC codes by the team follows the general guidelines of the DAC on “Reporting on the purpose of aid” where it is stated that “the sector of destination of a contribution should be selected by answering the question “which specific area of the recipient’s economic or social structure is the transfer intended to foster”. The sector classification does not refer to the type of goods or services provided by the donor. Sector specific education or research activities (e.g. agricultural education) or construction of infrastructure (e.g. agricultural storage) should be reported under the sector to which they are directed, not under education, construction, etc.” http://www.oecd.org/document/21/0,3343,en_2649_34447_1914325_1_1_1_1,00.html

¹⁹ Example: the decision title: “PROJECT IN SUPPORT OF PRIMARY EDUCATION” in Angola is clearly related to the primary education, DAC code 11220.

²⁰ Example: the decision title: “NAMIBIA EDUCATION & TRAINING PROGRAMME” is clearly related to the entire education sector, DAC code 11100.

When the decision title did not allow assigning a sub-category, the related contract titles were examined one by one. They were classified under a sub-category, when this category appeared in the title²¹. Due to the lack of DAC codes encoded in CRIS, the evaluation team had indeed to allocate a DAC code for the majority of the interventions. This allocation was mainly based on the interventions' titles. For some large interventions and when titles were not clear enough, the team referred to the description of the type of activities, when available on the internet and on CRIS.

A quality check for the allocation of the DAC codes was then undertaken²². Moreover, additional cross-checking with the 2004 EGEval typology and previous education sector inventories have been carried out by the team in order to obtain the most comprehensive and best possible inventory and typology of EC support to the education sector.

This approach allowed assigning sub-sector categories to all the interventions of the list.

2) Identifying the type of aid modalities used

The approach developed by the evaluation team to identify the type of aid modalities used for each intervention is based on the EC's classification of aid delivery methods. **However, for the purpose of the evaluation and considering the information available in CRIS, a new refined classification of types of aid modalities has been elaborated by the evaluation team.** The purpose is mainly to provide more detailed information for the analysis in the next phases of the evaluation. The following paragraphs explain how the classification used was derived from the EC's definition of aid delivery methods. They also explain how each intervention was classified under one specific type of aid modality.

The EC uses three types of approaches to deliver its aid: project approach, sector approach and macro/global approach²³. The table below summarises the related EC aid delivery methods.

Table 4: Description of aid delivery methods

Approach	Related financing modalities
Project approach	"A project is a series of activities aimed at bringing about clearly specified objectives within a defined time period and with a defined budget." It is further explained that "the EC follows the project approach in particular to support initiatives outside the public sector, such as through civil society and the private sectors." It uses EC procurement and grant award procedures.
Sector approach	"The European EC uses the sector approach as a way of working with partner governments, donors and other stakeholders. It ensures partner governments' ownership of development policy, strategy and spending. (...) As a result of following a sector approach, governments in consultation with partner donors and other stakeholders may develop a sector programme." It is further explained that the sector programme may use the following forms of financing : <ul style="list-style-type: none"> • "Sector budget support is the modality of choice, wherever appropriate, and consists of a transfer of funds to the partner government national treasury to be used in pursuit of an agreed set of sector outputs and outcomes. • Common pooled funds or common basket funding (resources from a number of donors pooled using one agreed set of procedures) in support of a specific set of activities in the sector programme. Usually one donor will take responsibility for co-ordinating and managing the pooled funds. Funds are released by the donor to government according to agreed criteria. • EC procedures that follow contracting and procurement rules."
Macro/global approach	<ul style="list-style-type: none"> • "The European EC defines budget support as the transfer of financial resources of an external financing agency to the national treasury of a partner country. These financial resources form part of the partner country's global resources, and are consequently used in accordance with its public financial management system."

²¹ Example: the decision title: "HUMAN RESOURCES DEVELOPMENT PROGRAMME 2 (HRDP 2)" in Papua New Guinea does not indicate whether this programme is for the education sector in general or a sub-sector in particular. Therefore the contracts' titles under that decision are analysed and education sub-sector DAC codes are allocated for relevant contracts such as the DAC code 11120 (education facilities and training) for the contract with the title: "EXTENSION OF UNIVERSITY OF TECHNOLOGY (UNITECH) WORKS" and the DAC code 11130 (teacher training) for the contract with the title "KABALEO TEACHERS COLLEGE; KUMAGAI GUMI LTD. 6,963,876.53PGK".

²² The list of interventions with the DAC sector code allocated was sent to the senior members of the evaluation team to check the sector allocation of the first 200 largest interventions.

²³ See the EuropeAid web site: http://ec.europa.eu/europeaid/how/delivering-aid/index_en.htm

This categories needed however to be made more workable for the current exercise. Indeed “pooled funding” and “EC procedures” cannot be differentiated in CRIS. Hence one cannot decide whether a specific amount is allocated to a “project” or to a “sector” approach. Therefore, the team used a similar but slightly different set of categories that had the advantage of being workable, while allowing for a comprehensive but mutually exclusive classification. The set of categories used is presented in the table below. It concerns the “direct” support of the EC to the education sector, the “indirect” (GBS) being tackled separately in the next section.

Table 5: Proposed classification, definition and typical characteristics of type of aid modalities used by the EC to deliver its “direct” support to the education sector

Type of aid modality	Definition	Typical characteristics
Sector Budget Support	As defined by the EC	<ul style="list-style-type: none"> • Support an entire sector or sub-sector • The partner government is the main actor and is the main direct beneficiary of the funds • Other limited number of actors are involved for audit, evaluation and/or technical assistance
Support to sector programmes excluding SBS	As defined by the EC under the sector approach but excluding sector budget support – “includes the modalities EC procurement and grant award procedures” and “Common Pool Funds”	<ul style="list-style-type: none"> • Support an entire sector or sub-sector • Involve the partner government among other actors
Individual projects	As defined by the EC under project approach	<ul style="list-style-type: none"> • Does not support an entire sector or sub-sector • Initiative outside the public sector
Financing of Trust Funds	Not defined by the EC as one of the aid delivery methods. It was however needed to classify the EC contributions to the FTI Catalytic fund managed by the WB. The financing of trust fund was thus added as one of the type of modality used by the EC to deliver its direct support to education sector. All other contributions to WB Trust Funds specific to the education sector have also been classified under this category	<ul style="list-style-type: none"> • Financial contributions managed by the World Bank

Information on these aid modalities is however not readily available in CRIS. The aid modality that has been used for a certain intervention can only be identified through a line by line analysis of data provided for each intervention and by using “proxies”.

Indeed, CRIS provides some information that is related to typical characteristics of each modality. For instance, the funds delivered through SBS are directly transferred to the partner government. Such information can be found in CRIS which mentions the direct beneficiary of the funds for each intervention. This information alone is however not sufficient to conclude that all interventions with the partner government as direct beneficiary of the funds are delivered through SBS. Indeed, funds delivered through GBS are also transferred directly to the partner government. Therefore, other information provided in CRIS has to be analysed line by line to conclude that the intervention is delivered through SBS or another type of modality. In this specific case the title would provide the right information as SBS would normally refer in its title to the sector concerned.

It was thus by combining such different types of information on a case by case analysis that the team was able to determine for each intervention the aid modality that had been used. More specifically, this concerned a systematic analysis of four types of information provided in CRIS (Title of the Decision, Amounts contracted, Name of the contractor, Title of the Contract). The table below list the conditions that needed to be fulfilled to decide which modality had been used for the intervention analysed.

Table 6: Information analysis provided in CRIS for each aid modality

Type of aid modality	Information provided in CRIS			
	Title of the Decision	Amounts contracted	Name of contractor	Title of the contract
Sector Budget Support is allocated when:	Indication of sector budget support or an education sub-sector or the education sector as a whole	One very large amount compared to the other amount contracted under the same Decision	The largest amount contracted is to the partner government	Indication of sector budget support or limited number of contracts related to the same Decision (of which for audit, evaluation and/or technical assistance)
Support to sector programmes is allocated when:	Indication of an education sub-sector or the education sector as a whole	<i>no specific condition</i>	All type of contractor but at least one of the amount contracted is to the partner government	Large number of contracts under the same Decision for constructions, services, supplies, etc.
Individual project is allocated when:	No indication of an education sub-sector or the education sector as a whole	<i>no specific condition</i>	All type of contractor except the partner government	Small number of contracts under the same Decision (except for the financing of scholarships)
Financing of Trust Funds is allocated when:	Indication of the FTI Catalytic Fund	<i>no specific condition</i>	The World Bank Group	<i>no specific condition</i>

This approach based on a line by line analysis through proxies constitutes a good basis for identifying these aid modalities. As it is based on proxies and given some limitations inherent to CRIS, one cannot exclude that in certain cases wrong aid modalities have been mentioned for certain interventions. With a view to avoid such mistakes, the team has conducted specific checks for the largest interventions, notably through analysis of documents available on the internet.

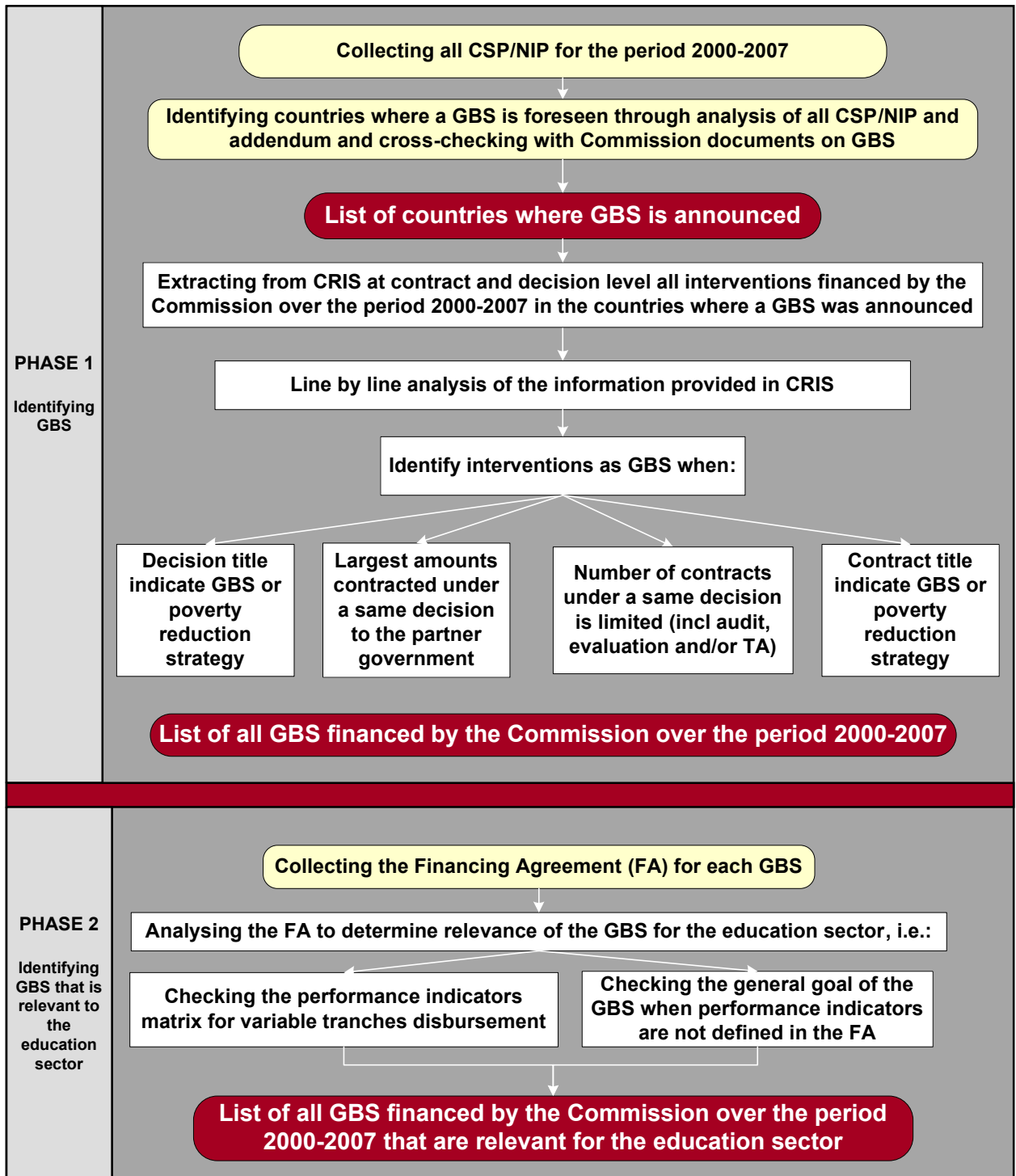
1.4.2.3 Approach for the indirect support

Identifying the indirect support provided by the EC to the education sector in the form of GBS relevant to the education sector, required tackling two main difficulties:

- First, to provide an overview of the EC's GBS provided during the period and in the countries covered by this evaluation;
- Second, to identify within these GBS, those that were relevant to the education sector.

The approach developed to do so is further detailed hereafter. Its main steps are summarised in the following figure.

Figure 21: Approach used to identify GBS relevant to the education sector



1.4.2.3.1 Phase 1: Identifying EC's GBS

As explained above, CRIS does not allow identifying automatically all the GBS financed by the EC. It was not workable to analyse in CRIS line by line all the intervention's data at contract and decision level. Therefore, the team made a pre-selection with a view to limit the number of interventions to be analysed. More specifically, it **selected only the countries where the EC announced that support under the form of GBS would be provided**. This required collecting and screening all CSPs/NIPs²⁴ that the EC had with its partner countries in order to identify in which country a GBS was announced.

²⁴ Which are available on DG RELEX and DG DEV web sites

Overall, 181 CSP/NIP²⁵ were screened and 48 out of them had a GBS foreseen in their NIP. This work was then cross-checked and completed with information of internal EC documents provided to the evaluation team by EC staff in charge of GBS. Indeed, for the ACP countries, the GBS are either foreseen in their CSP/NIP or indicated in their updates following the mid and end-term reviews. However, for countries outside the ACP region, GBS are not systematically announced in the CSP/NIP. This allowed adding 6 countries, which, together with the list already obtained, constituted the set of selected countries.

As a second step, **CRIS data extractions of all interventions financed between 2000 and 2007 were made for the countries selected.** They constituted the basis to identify the EC's GBS through a line by line analysis.

Several criteria were used to decide whether an intervention could be considered as GBS. Indeed, as defined by the EC, GBS is "a transfer to the national treasury in support of a national development or reform policy and strategy". The main direct beneficiary of funds transferred through GBS is thus the partner government. Other typical characteristics of GBS are:

- Support to the national development or poverty reduction strategy and not to a particular sector or sub-sector
- Large amounts contracted compared to other interventions delivered through other aid modalities
- The largest amounts contracted under the same Decision are to the partner government.
- Other limited number of actors are involved and only for audit, evaluation and/or technical assistance

Taking into account these typical characteristics and the information provided in CRIS, GBS were identified in the country data extractions when:

- The title of the Decision indicated a general budget support or a support to the national development or poverty reduction strategy
- The largest amounts contracted under a same Decision went to the partner government
- The number of contracts under a same Decision were limited and included audit, evaluation and/or technical assistance
- The title of the contracts indicated a general budget support or a support to the national development or poverty reduction strategy

Through this systematic data analysis, the team identified 98 GBS in 43 countries (see section 1.4.5).

1.4.2.3.2 Phase 2: Identifying those GBS relevant to the education sector

Once all GBS financed by the EC over the period 2000-2007 were identified, the remaining challenge was to identify those GBS that were relevant to the education sector. Indeed, as defined in the EC guidelines on General Budget Support²⁶, this aid modality represents a "*transfer to the national treasury in support of a national development or reform policy and strategy (...) In supporting a national policy and strategy, GBS should be built around the fundamental goals the EC wishes to support.*"

In this context, "GBS relevant to the education sector" was considered as GBS for which the EC supported "fundamental goals" relating to the education sector. To do so the team collected, in the CRIS database or when not available from the EC staff²⁷, the Financing Agreements (FA) of the GBS concerned. These FAs were then analysed. **Two criteria were used by the team to decide whether the goals of a GBS were education sector relevant:**

The performance indicators matrix for the release of the variable tranches referred to the education sector. As explained in the EC guidelines for General Budget Support, "it is important to ensure that

²⁵ Because the temporal scope of this evaluation is the period 2000-2007, for the ACP regions, the 2000-2007 CSP/NIP and their addendum following the mid and end-term review have been screened whereas for the other regions (ALA, MEDA, TACIS) the 2002-2006 and the 2007-2013 CSP/NIP have been screened.

²⁶ European EC, "Guidelines on the Programming, Design & Management of General Budget Support", 2007

²⁷ Out of the 98 GBS identified, 3 Financing Agreements were not available directly in CRIS but sent to the evaluation team by the EC staff in charge of those GBS.

any strategic orientations set out in a national policy and strategy find their expression in a matrix of performance indicators". If this matrix included education indicators, the team considered that this particular GBS could be considered as relevant to the education sector;

When performance indicators were not defined in the FA, but when the general goals of the GBS referred explicitly to the education sector, those GBS were also considered as relevant to the education sector.

This gave rise to a list of 73 GBS in 37 countries that can be considered as "relevant to the education sector".

1.4.3 Limits to take into account

The specific and systematic approach used for the elaboration of the inventory of the EC's "direct" and "indirect" support to the education sector is considered by the evaluation team as the best possible and most comprehensive way of tackling this complex exercise. However, it is important to make explicit the limits of this exercise.

With respect to the approach for the inventory of the "**direct**" support the following elements should be taken into account:

- A number of choices needed to be made by the team:
 - This concerned notably the set of key terms to be used for the screening of the EC's interventions in the CRIS database. Although there is a rational basis for these choices and although they have been chosen with a view to maximising the coverage, one cannot exclude that relevant interventions have not been grasped by the key words selected.
 - Once the list of interventions of EC support to the education sector was established, the team had to make choices in terms of classification of the interventions under an education DAC sector code and assignment of the aid modality used. Here again, while there was a sound basis for each choice made, it is clear that it mainly relied on information presented in the database and on the interpretation of this information.
- Although a sound and systematic approach was applied, the results remain dependant to a certain extent on **limits that concern the CRIS database**²⁸. Indeed, some of the work depended on the information provided in the decision or contract title. As an example, if none of them referred to one of the key words but was relevant to education, it was not included in the list. However, the data cross-checking with previous education inventories and internal work of the EC's services in charge of education interventions helped the team to obtain the most comprehensive inventory.

Some limits concern also the inventory for the "**indirect**" support.

- In terms of "indirect" support through GBS, the approach starts with the assumption that GBS are foreseen in the CSP/NIP and/or indicated in their addendum following the mid and end-term review. Although it is considered as the best possible approach to delimit the number of interventions to be screened line by line in order to identify GBS in CRIS, one cannot exclude the possibility that some GBS have not been identified because they were not mentioned in the CSPs/NIPs. However, cross-checking with internal EC documents on GBS allowed the team to identify those GBS not foreseen in the CSP/NIP;
- The identification of GBS within each country data extractions is based on a sound and systematic analysis of the information provided in CRIS. However, it only relies on what is provided in CRIS, with all its limitations, and the interpretation of this information by the evaluation team.
- Clear criteria were used to determine whether a GBS was relevant to the education sector or not. These were based exclusively on information displayed in the FA. The analysis of the FAs for GBS allowed identifying the goals the EC wished to support when providing the funds. However, it is not possible to analyse whether these funds have actually supported the

²⁸ The limits inherent to CRIS for the purpose of an inventory for sectoral/thematic evaluations are described in depth the Inventory Notes for the *Evaluation of EC's external co-operation with partner countries through the organisations of the UN family*, May 2008, for the *Evaluation of EC's aid delivery through development banks and EIB*, November 2008 and for the *evaluation of EC aid delivery through civil society organisations*, December 2008, available on the EuropeAid website.

education sector and whether the disbursements of these funds have been done on the basis of improved education performance indicators set in the FA.

1.4.4 List of interventions financed by the EC to support the education sector between 2000 and 2007

This annex lists all the interventions financed by the EC in the education sector between 2000 and 2007²⁹ and falling within the geographical scope of the evaluation³⁰. They were extracted from CRIS using the key words screening approach, as detailed in the report. **Due to the volume of information the table is provided in a separate file.**

This list provides the following information:

- The Decision reference number
- The Decision title
- The contract reference number related to the Decision
- The contract title related to the Decision
- The contract start date (signature by the EC)
- The contract end date (expiry date of the contract)
- The amount contracted (in €)
- The amount paid (in €)
- The geographical zone (country or region for regional interventions)
- The DAC sector
- The modality used by the EC to deliver its aid
- The channel category used by the EC to get its aid delivered

The first section lists all the interventions falling within the thematic scope of the evaluation, i.e. the education sector without higher education and vocational training. The second section lists all the interventions in higher education and vocational training only.

Within each section, the interventions are sorted by Decision with their related contracts (one or more), starting from the largest one.

1.4.5 List of general budget support financed by the EC between 2000 and 2007

This annex presents all the general budget support (GBS) operations financed by the EC between 2000 and 2007. They were extracted from CRIS using the specific approach explained in the report.

For each GBS, the following information is provided:

- The Decision reference number
- The recipient country
- The year of the first transfer of funds by the EC to the recipient country. Dates marked with a * indicates that the first transfer of funds was made before the year 2000, i.e. outside the temporal scope of the evaluation, and these amount transferred are thus not taken into account in the table.
- The status of the GBS (closed or on-going)
- The title of the GBS
- The total amount transferred by the EC to the national treasury of the recipient country from the date of the first transfer until the year 2007. All funds transferred after 2007 for GBS listed in the table have not been taken into account because outside of the evaluation temporal scope.

²⁹ The date of signature of the contract by the EC was used to determine the interventions falling within the temporal scope of the evaluation

³⁰ All regions where EC co-operation is implemented with the exception of regions and countries under the mandate of DG Enlargement

- The indication of whether GBS refer to the education sector or not. This information was extracted from each GBS Financing Agreement and is based on the analysis of performance indicators or general stated goals, as explained in the report.

The GBS are sorted by recipient countries and years of the first transfer.

Table 7: *List of general budget support financed by the EC between 2000 and 2007*

Decision Ref	Country	Year of first transfer	Status	Title of GBS	Total amount transferred	Reference to the education sector
FED/1999/014-629	Benin	2000*	Closed	APPUI A L'AJUSTEMENT STRUCTUREL (PAS 3 1999/2000) - PIN	16.200.000	no
FED/2000/015-220		2001	Closed	PROGRAMME APPUI REFORMES ECONOMIQUES 2001 (PARE 2001)	16.723.610	yes
FED/2003/016-395		2004	On-going	APPUI BUDGETAIRE CONJOINT POUR LA REDUCTION DE LA PAUVRETE (2003-2005)	71.200.000	yes
FED/1999/014-578	Burkina Faso	2000*	Closed	APPUI A L'AJUSTEMENT STRUCTUREL 99/00	9.800.000	yes
FED/2000/015-219		2001	Closed	APPUI BUDGETAIRE REDUCTION PAUVRETE 2001 (ABRP 2001)	20.000.000	yes
FED/2002/015-886		2002	On-going	Appui budgétaire pour la réduction de la pauvreté ABRP 2002-2004	103.990.000	yes
FED/2005/017-744		2005	On-going	APPUI BUDGETAIRE POUR LA REDUCTION DE LA PAUVRETE 2005-2008	180.583.333	yes
FED/2002/016-048	Burundi	2003	On-going	PROGRAMME D'ALLÈGEMENT DE LA DETTE ET APPUI AUX RÉFORMES ÉCONOMIQUES (ADARE 2003)	26.520.000	no
FED/2004/016-893		2004	On-going	Appui à la réduction de la pauvreté 2004-2006 (PPARP 2004-2006) et d'allègement des arriérés multilatéraux - programme général d'importations	43.303.333	yes
FED/2007/018-917		2007	On-going	Programme d'Appui budgétaire à la stabilisation macro-économique	29.000.000	no
DCI-ASIE/2007/019-017	Cambodia	2007	On-going	EC General Budget Support for Cambodia	22.200.000	no
FED/2000/015-224	Cameroon	2003	Closed	PROGRAMME APPUI BUDGETAIRE LUTTE CONTRE LA PAUVRETE 2000-2001	18.010.000	no
FED/2001/015-407	Cap-Vert	2001	On-going	PROGRAMME D'APPUI A L'AJUSTEMENT STRUCTUREL (PAS 2000)	11.000.000	yes
FED/2004/017-422		2004	On-going	PREOGRAMME D'APPUI BUDGETAIRE D'URGENCE (2004-2005)	5.500.000	no

Decision Ref	Country	Year of first transfer	Status	Title of GBS	Total amount transferred	Reference to the education sector
FED/2006/017-927		2005	On-going	PROGRAMME D'APPUI BUDGETAIRE A LA STRATEGIE NATIONAL DE REDUCTION	13.600.000	yes
FED/2000/015-206	Central African Republic	2001	On-going	Programme appui ajustement structurel 2000/2001	23.700.000	yes
FED/2007/019-287		2006	On-going	Appui à la stabilisation économique de la République centrafricaine (ASERCA)	3.950.000	no
FED/2006/018-424		2007	On-going	Programme de réduction des arriérés multilatéraux et internes de la République Centrafricaine (RAMICA)	6.600.000	yes
MED/2002/004-348	West Bank & Gaza Strip	2002	Closed	Direct Budgetary Assistance (DBA)	98.000.000	yes
MED/2003/004-837		2003	On-going	Reform Support Instrument (RSI)-B: Finance Facility	80.000.000	no
FED/2000/015-263	Djibouti	2001	On-going	Programme appui reformes économiques (pare iii 2000/2002)	7.708.355	yes
FED/2007/018-825	Dominican Republic	2006	On-going	BUDGET SUPPORT FOR POVERTY REDUCTION	37.600.000	yes
ALA/2005/017-587	El Salvador	2006	On-going	Programa de Alivio a la Pobreza en El Salvador (PAPES)	35.000.000	no
FED/2001/015-702	Ethiopia	2001	On-going	STRUCTURAL ADJUSTMENT SUPPORT (SAS II - BIS)	24.400.000	yes
FED/2001/015-770		2002	On-going	POVERTY REDUCTION BUDGETARY SUPPORT (PRBS-I)	36.412.000	yes
FED/2003/016-288		2004	On-going	POVERTY REDUCTION BUDGETARY SUPPORT (PRBS-II)	57.214.286	yes
FED/2001/015-608	Gabon	2005	Closed	Programme d'appui aux reformes économiques pare iii 2001-02	3.451.800	yes
FED/2000/014-793	Gambia	2000	On-going	STRUCTURAL ADJUSTMENT SUPPORT PROGRAMME (SAF1)	8.700.000	yes
FED/2001/015-662	Ghana	2001	Closed	SUPPORT TO STRUCTURAL ADJUSTMENT SASP VII	37.815.000	yes
FED/2001/015-677		2002	Closed	Economic reform programme erp 2001	41.600.000	yes
FED/2004/016-608		2004	Closed	POVERTY REDUCTION BUDGET SUPPORT 2 (2004-2006)	55.200.000	yes
FED/2007/020-799		2007	On-going	POVERTY REDUCTION BUDGET SUPPORT 3 (PRBS 3)	47.000.000	yes
FED/2000/015-066	Guinea-Bissau	2001	Closed	PROGRAMA DE APOIO AS REFORMAS ECONOMICAS (PARE I)	1.400.000	yes

Decision Ref	Country	Year of first transfer	Status	Title of GBS	Total amount transferred	Reference to the education sector
FED/2006/017-936		2006	On-going	APPUI BUDGETAIRE A LA STABILISATION (ABS1)	5.500.000	no
FED/2006/020-749		2007	On-going	APPUI BUDGETAIRE DE STABILISATION ABS II	5.700.000	no
FED/1999/014-399	Guyana	2000*	Closed	SUPPORT PROGRAMME FOR ECONOMIC REFORMS (SAS V : 1999)	3.300.000	yes
FED/2004/016-892		2004	On-going	Poverty Reduction Budget Support	33.579.650	no
FED/2006/020-710	Haiti	2006	On-going	CONVENTION DE FINANCEMENT APPUI BUDGETAIRE D'URGENCE	10.000.000	no
FED/2007/020-775		2007	On-going	PROGRAMME D'AIDE BUDGETAIRE	20.000.000	yes
FED/2001/015-675	Ivory Coast	2002	On-going	PROGRAMME D APPUI A LA RELANCE ECONOMIQUE (PARE I 2001/2002	5.000.000	yes
FED/1999/014-693	Jamaica	2000*	Closed	SUPPORT FOR ECONOMIC REFORM PROGRAMME (SERP)	31.000.000	yes
FED/2001/015-469		2001	Closed	Support to the economic reform programme 2001-2003 serp ii	21.400.000	yes
FED/2002/016-017		2004	On-going	SUPPORT TO ECONOMIC REFORM PROGRAMME III (SERP III)	24.744.335	yes
FED/2004/016-973		2004	Closed	Emergency Assistance - Budgetary Support	25.000.000	yes
MED/2002/003-312	Jordan	2002	Closed	Structural Adjustment Facility III - SAF III	59.700.000	no
MED/2003/005-635		2003	Closed	Emergency Budgetary Support in Jordan	34.900.000	no
FED/2000/015-139	Kenya	2001	Closed	POVERTY REDUCTION BUDGET SUPPORT (PRBS1)	17.000.000	yes
FED/2004/017-389		2005	On-going	POVERTY REDUCTION SUPPORT PROGRAMME	120.000.000	yes
FED/2001/015-408	Lesotho	2001	Closed	Poverty reduction budgetary support program prbsp 2001/2002	14.500.000	yes
FED/1999/014-400	Madagascar	2000*	Closed	APPUI AU PROGRAMME D'AJUSTEMENT STRUCTUREL (PAS II - 99/2000)	33.730.000	yes
FED/2002/016-091		2002	Closed	Programme d appui budgetaire d urgence (pabu)	69.327.000	no
FED/2003/016-531		2004	On-going	PROGRAMME D'APPUI BUDGETAIRE A LA REDUCTION DE LA PAUVRETE (PARP)	30.675.000	yes
FED/2005/017-741		2005	On-going	PROGRAMME D'APPUI BUDGETAIRE POUR REDUCTION DE LA PAUVRETE II	54.000.000	yes

<i>Decision Ref</i>	<i>Country</i>	<i>Year of first transfer</i>	<i>Status</i>	<i>Title of GBS</i>	<i>Total amount transferred</i>	<i>Reference to the education sector</i>
FED/1999/014-528	Malawi	2000*	Closed	STRUCTURAL ADJUSTMENT SUPPORT (SAF IV : 99/01) - PIN	31.490.000	no
FED/2005/017-849		2005	On-going	POVERTY REDUCTION BUDGETARY SUPPORT PROGRAMME	33.100.000	yes
FED/2007/019-638		2006	On-going	Poverty Reduction Budget Support Programme 2	30.000.000	yes
FED/1999/014-534	Mali	2001*	Closed	APPUI A L'AJUSTEMENT STRUCTUREL (PAS 99/00) - FAS	6.000.000	no
FED/2002/016-063		2002	Closed	APPUI BUDGETAIRE AU CADRE STRATEGIQUE DE LUTTE CONTRE LA PAUVRETE (CSLP) 2001	22.395.000	yes
FED/2003/016-414		2003	On-going	PROGRAMME PLURIANNUEL D'APPUI BUDGITAIRE AU CADRE STRATIGIQUE DE LUTTE CONTRE LA PAUVRETE	151.030.000	yes
FED/2001/015-414	Mauritania	2001	Closed	Appui budgetaire au cadre stratigique lutte contre pauvreté FAS 2000	15.315.000	yes
FED/1997/013-719	Mozambique	2000*	Closed	GENERAL IMPORT PROGRAMME (GIP III)	56.500.000	yes
FED/2000/015-215		2001	Closed	POVERTY REDUCTION BUDGET SUPPORT (PRBS1).	65.000.000	yes
FED/2002/015-996		2002	Closed	POVERTY REDUCTION BUDGET SUPPORT II (PRBS II) 2002-2005	166.032.000	yes
FED/2006/017-943		2006	On-going	POVERTY REDUCTION BUDGET SUPPORT PROGRAMME (PRBS III)	82.918.000	yes
ALA/2004/016-837	Nicaragua	2006	On-going	Programa de apoyo al Plan Nacional de Desarrollo con enfoque rural	68.000.000	no
FED/2000/015-214	Niger	2000	Closed	APPUI PROGRAMME AJUSTEMENT STRUCTUREL (PAPAS V)	23.640.000	yes
FED/2001/015-535		2002	Closed	CONTRIBUTION SUPPLEMENTAIRE AU PROGRAMME COMMUNAUTAIRE D'APPUI A L'AJUSTEMENT STRUCTUREL (PAPAS IV)	3.160.000	no
FED/2002/015-890		2002	Closed	PROGRAMME D APPUI A LA RESTAURATION DES EQUILIBRES MACRO ECONOMIQUES	19.250.000	no
FED/2003/016-251		2003	Closed	PROGRAMME PLURIANNUEL D'APPUI A LA REDUCTION DE LA PAUVRETE 2003-2005 - (PPARP 2003-2005	74.250.000	yes
FED/2005/017-874		2005	On-going	PROGRAMME PLURIANNUEL D'APPUI A LA REDUCTION DE LA	56.751.000	yes

<i>Decision Ref</i>	<i>Country</i>	<i>Year of first transfer</i>	<i>Status</i>	<i>Title of GBS</i>	<i>Total amount transferred</i>	<i>Reference to the education sector</i>
				PAUVRETE		
FED/2000/015-221	Ouganda	2002	On-going	POVERTY ALLEVIATION BUDGETARY SUPPORT (PABS 4)	73.500.000	yes
FED/2005/017-078		2005	On-going	5th poverty alleviation budget support (PABS V)	83.045.000	yes
FED/2000/015-106	Papouasie-New-Guinea	2001	Closed	Structural adjustment support programme (2000/2001)	9.800.000	yes
ALA/2006/018-053	Paraguay	2007	On-going	Programa de apoyo presupuestario a la lucha contra la pobreza focalizada	23.000.000	yes
FED/1998/014-149	Rwanda	2000*	Closed	STRUCTURAL ADJUSTMENT SUPPORT PROGRAMME (SAF1)	1.200.000	yes
FED/2000/015-211		2001	Closed	STUCTURAL ADJUSTMENT SUPPORT (SAP 2)	61.815.000	yes
FED/2003/016-320		2003	On-going	PROGRAMME PLURIANNUEL D'APPUI A LA REDUCTION DE LA PAUVRETE 2003-2005 (PPARP 2003-2005)	45.764.000	yes
FED/2005/017-852		2006	On-going	BUDGET SUPPORT FOR POVERTY REDUCTION	35.800.000	yes
FED/2000/015-222	Sao Tome-Principe	2001	Closed	PROGRAMME D'APPUI L'AJUSTEMENT STRUCTUREL (PAS 2001-2002)	2.539.374	yes
FED/1999/014-527	Senegal	2003	Closed	APPUI BUDGETAIRE DIRECT A L'AJUSTEMENT STRUCTUREL FAS 99/00	25.300.000	yes
FED/2004/017-388		2005	On-going	APPUI BUDGETAIRE A LA STRATEGIE DE REDUCTION DE LA PAUVRETE	50.000.000	yes
FED/2000/015-223	Sierra Leone	2004	Closed	POST CONFLICT BUDGET SUPPORT (PCBS)	18.180.000	yes
FED/2004/017-043		2005	On-going	POVERTY REDUCTION BUDGET SUPPORT	59.000.000	yes
FED/2001/015-457	Tanzania	2001	Closed	POVERTY REDUCTION BUDGET SUPPORT FAS 2000	75.000.000	yes
FED/2003/016-313		2003	Closed	POVERTY REDUCTION BUDGET SUPPORT PROGRAMME 2003-2006	94.500.000	yes
FED/2006/017-917		2006	On-going	PRBS03 POVERTY REDUCTION BUDGET SUPPORT PROGRAMME 2006-2008	56.500.000	yes
FED/2000/015-225	Tchad	2001	Closed	POVERTY REDUCTION BUDGETARY SUPPORT PROGRAMME (PRBSP) 01/02	33.973.429	yes

<i>Decision Ref</i>	<i>Country</i>	<i>Year of first transfer</i>	<i>Status</i>	<i>Title of GBS</i>	<i>Total amount transferred</i>	<i>Reference to the education sector</i>
FED/2003/016-363		2003	On-going	PROGRAMME D'APPUI BUDGETAIRE POUR LA REDUCTION DE LA PAUVRETE ET LA CROISSANCE (2003-2006)	20.000.000	yes
MED/2002/003-350	Tunisia	2002	Closed	Programme d'ajustement structurel (FAS-III)	66.906.000	no
MED/2005/017-322		2005	On-going	Facilité d'Ajustement Structurel IV	77.750.000	no
MED/2006/018-438		2007	On-going	Tunisie - Programme d'appui à la compétitivité (PAC I)	38.000.000	no
FED/2006/020-686	Turcs & Caico	2006	On-going	BUDGET SUPPORT PROGRAMME	10.515.000	yes
FED/2001/015-420	Vanuatu	2001	Closed	SUPPORT TO ECONOMIC REFORM PROGRAMME (SERP) 2000/1	1.525.000	yes
FED/2004/017-385		2004	On-going	SUPPORT TO ECONOMIC REFORM PROGRAMME 2004-2006	1.300.000	no
FED/2006/018-697		2007	On-going	Support to the Economic Reform Programme (SERP) 2007-2010	2.400.000	yes
FED/2000/015-065	Zambia	2001	Closed	Saf v - sysmin	115.097.500	yes
FED/2003/016-366		2004	On-going	POVERTY REDUCTION BUDGET SUPPORT PROGRAMME 2003-2006 (PRBS01)	103.700.000	yes
FED/2006/018-569		2007	On-going	PRBS 02 (2007-2008)	60.000.000	yes

1.4.6 List of recipient countries of EC funds in the education sector

This annex provides the list of all recipient countries of EC funds to support the education sector falling within the scope of the evaluation (education sector without higher education and vocational education and training). They are sorted by total amount contracted starting with the highest. It also provides the share of the amount contracted by country on the total amount contracted, the total amount disbursed by country and the disbursement rate on the amount contracted by country. The last column provides the total amount contracted by the EC to support HE and VET in these countries.

Table 8: List of recipient countries of EC funds in the education sector

Country/region	Amount contracted (€ million)	% on total amount contracted	Amount disbursed	Disbursement rate	Amount contracted for HE and VET (€ million)
INDIA	354.76	18.54%	202.65	57%	4.25
BANGLADESH	140.87	7.36%	81.27	58%	14.14
PAKISTAN	110.10	5.75%	71.15	65%	2.76
ACP COUNTRIES	78.14	4.08%	49.74	64%	16.40
NICARAGUA	72.73	3.80%	71.63	98%	0.81
TANZANIA	70.38	3.68%	50.34	72%	-
TUNISIA	69.68	3.64%	57.71	83%	94.79
JORDAN	67.37	3.52%	41.15	61%	2.56
DOMINICAN REPUBLIC	56.67	2.96%	46.10	81%	13.06
HONDURAS	52.31	2.73%	50.67	97%	19.74
BOTSWANA	51.09	2.67%	40.52	79%	18.85
SUDAN	51.00	2.66%	50.47	99%	11.87
INDONESIA	40.38	2.11%	15.19	38%	-
ERITREA	36.60	1.91%	17.88	49%	-
NAMIBIA	33.66	1.76%	26.91	80%	1.91
UGANDA	33.43	1.75%	32.88	98%	0.56
ALL COUNTRIES	32.25	1.68%	15.84	49%	1.93
HAITI	32.18	1.68%	30.47	95%	5.55
VIETNAM	28.20	1.47%	23.99	85%	1.40
CAMBODIA	27.20	1.42%	25.16	93%	1.89
MOROCCO	25.60	1.34%	24.89	97%	69.94
FIJI	25.45	1.33%	15.98	63%	-
PAPUA NEW GUINEA	23.25	1.21%	17.96	77%	1.86
MOZAMBIQUE	22.98	1.20%	21.25	92%	2.50
ANGOLA	22.35	1.17%	20.11	90%	-
GUATEMALA	19.63	1.03%	19.63	100%	1.67
SOUTH AFRICA	19.09	1.00%	16.83	88%	23.67
ZAMBIA	17.58	0.92%	17.21	98%	-
ALGERIA	17.08	0.89%	14.97	88%	10.66
EL SALVADOR	15.59	0.81%	15.59	100%	0.57
PACIFIC REGION	15.13	0.79%	14.57	96%	4.29

Country/region	Amount contracted (€ million)	% on total amount contracted	Amount disbursed	Disbursement rate	Amount contracted for HE and VET (€ million)
BURKINA FASO	13.18	0.69%	12.27	93%	0.52
VANUATU	12.72	0.66%	12.64	99%	3.12
SWAZILAND	10.68	0.56%	3.62	34%	-
ZIMBABWE	10.44	0.55%	10.38	99%	-
GRENADA	10.11	0.53%	10.11	100%	0.03
MYANMAR	10.09	0.53%	6.21	62%	-
NIGER	9.37	0.49%	8.24	88%	4.65
GUINEA (CONAKRY)	8.85	0.46%	8.40	95%	0.50
SOMALIA	8.46	0.44%	7.07	84%	-
PANAMA	7.98	0.42%	7.69	96%	6.90
ARGENTINA	7.91	0.41%	7.57	96%	-
COMOROS	7.65	0.40%	7.29	95%	-
SAINT VINCENT AND THE GRENADINES	7.28	0.38%	5.93	81%	-
GABON	7.21	0.38%	7.16	99%	0.06
RUSSIA	6.82	0.36%	6.14	90%	10.82
IVORY COAST	6.28	0.33%	6.21	99%	0.81
MADAGASCAR	5.22	0.27%	3.99	76%	0.12
AFGHANISTAN	5.17	0.27%	4.97	96%	3.11
ETHIOPIA	4.90	0.26%	3.77	77%	1.83
LAOS	4.81	0.25%	4.05	84%	0.11
TUVALU	4.44	0.23%	4.42	100%	-
LEBANON	4.37	0.23%	3.82	87%	23.45
KIRIBATI	3.99	0.21%	3.87	97%	-
NETHERLANDS ANTILLES	3.89	0.20%	3.10	80%	-
THAILAND	3.62	0.19%	2.46	68%	3.45
RWANDA	3.49	0.18%	3.06	88%	0.54
TONGA	3.46	0.18%	3.38	98%	-
CHINA	3.39	0.18%	3.19	94%	61.59
WEST BANK AND GAZA STRIP	3.32	0.17%	2.63	79%	10.57
PERU	3.23	0.17%	2.66	82%	23.16
WESTERN SAMOA	3.15	0.16%	3.15	100%	-
UKRAINE	3.01	0.16%	2.99	99%	5.31
KENYA	2.85	0.15%	1.48	52%	4.81
GAMBIA	2.64	0.14%	2.43	92%	-
COOK ISLAND	2.47	0.13%	2.46	100%	-
ASIA	2.45	0.13%	2.13	87%	39.87

Country/region	Amount contracted (€ million)	% on total amount contracted	Amount disbursed	Disbursement rate	Amount contracted for HE and VET (€ million)
CAMEROUN	1.89	0.10%	1.31	69%	2.11
BURUNDI	1.78	0.09%	0.82	46%	-
TACIS REGION	1.66	0.09%	1.66	100%	24.53
TADZHIKISTAN	1.53	0.08%	1.20	78%	0.76
SOUTH ASIA REGION	1.41	0.07%	1.27	90%	-
SIERRA LEONE	1.34	0.07%	1.20	90%	-
GUYANA	1.33	0.07%	1.33	100%	-
BOLIVIA	1.27	0.07%	1.12	88%	1.46
SRI LANKA	1.26	0.07%	1.26	100%	0.19
TOGO	1.22	0.06%	1.09	90%	0.49
EGYPT	1.10	0.06%	1.04	94%	15.68
BRAZIL	1.08	0.06%	1.07	100%	2.91
VENEZUELA	1.04	0.05%	1.04	100%	0.47
MALI	0.91	0.05%	0.91	100%	0.05
NIGERIA	0.89	0.05%	0.89	100%	0.19
ARMENIA	0.85	0.04%	0.78	92%	4.68
CHILE	0.85	0.04%	0.77	91%	0.40
BENIN	0.84	0.04%	0.38	45%	-
CONGO (DEMOCRATIC REPUBLIC OF)	0.80	0.04%	0.79	99%	1.36
SOLOMON ISLANDS	0.75	0.04%	0.74	99%	-
SENEGAL	0.75	0.04%	0.48	65%	1.14
PHILIPPINES	0.68	0.04%	0.68	100%	2.22
PARAGUAY	0.61	0.03%	0.61	100%	1.00
ISRAEL	0.60	0.03%	0.60	100%	-
CAPE VERDE	0.59	0.03%	0.31	53%	0.21
MALAWI	0.50	0.03%	0.35	70%	-
GHANA	0.48	0.03%	0.48	100%	0.39
URUGUAY	0.44	0.02%	0.44	100%	5.59
CUBA	0.40	0.02%	0.36	90%	-
MEXICO	0.39	0.02%	0.39	100%	2.57
GUINEA BISSAU	0.36	0.02%	0.36	100%	0.99
TRINIDAD AND TOBAGO	0.25	0.01%	0.25	100%	26.80
LIBERIA	0.25	0.01%	0.24	97%	1.41
LATIN AMERICA COUNTRIES	0.23	0.01%	0.23	100%	26.01
SOUTHERN AFRICA REGION	0.21	0.01%	0.21	100%	-
BARBADOS	0.20	0.01%	0.04	20%	-

<i>Country/region</i>	<i>Amount contracted (€ million)</i>	<i>% on total amount contracted</i>	<i>Amount disbursed</i>	<i>Disbursement rate</i>	<i>Amount contracted for HE and VET (€ million)</i>
ECUADOR	0.20	0.01%	0.20	100%	0.38
COLUMBIA	0.19	0.01%	0.19	100%	0.57
UZBEKISTAN	0.16	0.01%	0.16	100%	2.20
NEPAL	0.14	0.01%	0.13	93%	0.55
GEORGIA	0.13	0.01%	0.13	100%	1.95
CENTRAL AFRICAN REPUBLIC	0.12	0.01%	0.10	80%	0.36
KIRGHIZSTAN	0.12	0.01%	0.12	98%	0.34
MAURITIUS	0.10	0.00%	0.10	100%	-
SYRIA	0.09	0.00%	0.08	88%	27.98
ANTIGUA & BARBUDA	0.09	0.00%	0.09	100%	6.09
SOUTH AMERICA REGION	0.08	0.00%	0.08	100%	99.31
BELARUS	0.07	0.00%	0.07	100%	5.48
DOMINICA	0.05	0.00%	0.05	100%	-
CHAD	0.05	0.00%	0.05	100%	0.45
KAZAKHSTAN	0.03	0.00%	0.02	80%	1.46
EAST TIMOR	0.02	0.00%	0.02	100%	-
TOTAL	1.913.97	100.00%	1.419.94	74%	

2 Annex 3: EC Support to the education sector in partner countries: Results of the survey to EUDs

The survey to EU Delegations (EUDs) constitutes a major building block of research to strengthen the evidence-base of the evaluation. It aimed at capturing EUDs perceptions on a number of topics such as policy dialogue, co-ordination, alignment, harmonization, changes in sector performance and outcomes, and the usefulness of various aid modalities and channels.

The web-survey was launched early January 2010, with a deadline for 23 EUDs selected (= desk study sample countries) to respond until January 20, 2010. As only few had responded by that date, it was extended until January 26, date by which still not more than 50% had responded. A close follow-up allowed the evaluation team to receive responses from 21 out of 23 EUDs. Due to a programming error, one section had been omitted in most of the responses. EUDs were asked to fill that gap, which was done by most of them.

The survey form including quantitative and qualitative elements is attached. Results are presented below.

2.1 Internal resources for education support

2.1.1 Within the Delegation, at anytime between 2000 and 2007, has there been at least one person specifically responsible for support and issues related to education sector, whether or not as part of the Social Sector?

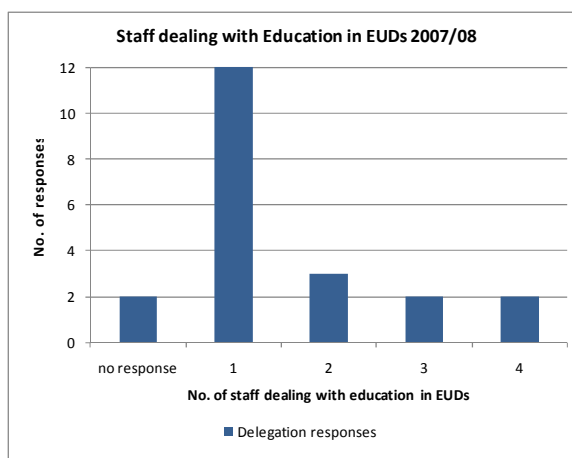
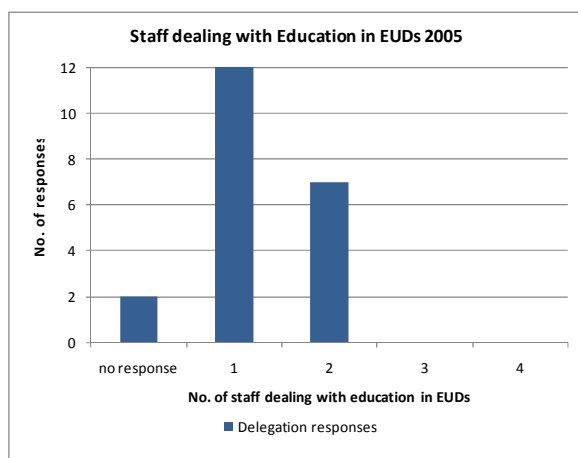
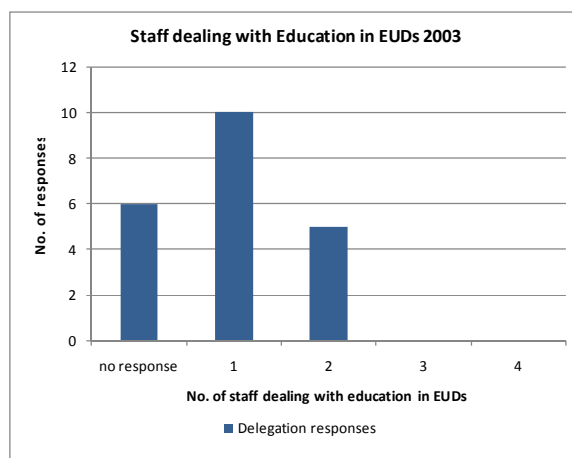
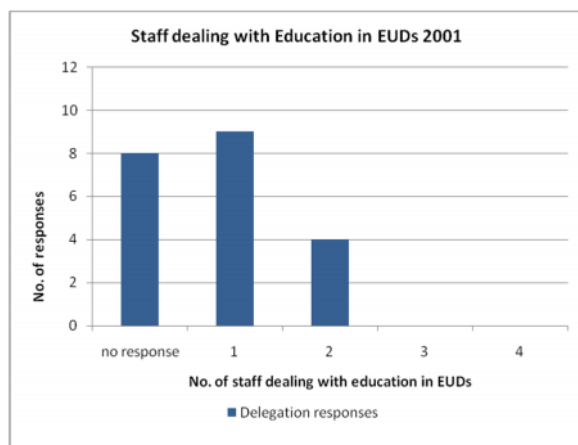
In the overwhelming majority of surveyed EUDs (19 out of 21 that responded) at least one person was in charge of issues related to education during the period under evaluation. From those that had nobody in charge, either the Head of Section took responsibility for dealing with education issues, or responsibility was shared between him and a project officer.

When looking at the detailed figures the picture is as follows:

- Information on the earlier evaluation period is rather sketchy.
- The majority of EUDs had one person in charge of education during the entire period, with peaks in 2003 and 2005, where rather frequently two persons were in charge.
- Number of staff dealing with education seems to even increase after 2005 where a number of EUDs indicate have three or even four persons dealing with education

Table 9: Results of survey to EUDs: Evolution of staffing dealing with education in EUDs

No. of staff	2001		2003		2005		2007/08	
	No.	%	No.	%	No.	%	No.	%
No response	8	38%	6	29%	2	10%	2	10%
1	9	43%	10	48%	12	57%	12	57%
2	4	19%	5	24%	7	33%	3	14%
3							2	9.5%
4							2	9.5%
Total observations	21	100%	21	100%	21	100%	21	100%



In terms of other education sub-sectors which are concentrated on with a substantial portion of the EUD workload, the responses relate to issues such as adult basic education and training (*South Africa*), a teacher education programme (*Pakistan*), sector and policy dialogue (*Tanzania and India*), all of which could still be categorized as part of the scope of the evaluation, or also regional education (TVET & HE) programmes (*Nicaragua*).

Apart from GBS, *Mozambique* noted some workload related to the use of Calls for Proposals (CfP) for primary education related grants, which was only used once in 2006 with one disbursement to an education pool fund, where the EUD was then very active in managing the resulting contracts.

2.1.2 If nobody is specifically in charge/responsible for education, how is your Delegation dealing with issues related to the education sector in general, and with basic and secondary education in particular?

Only two countries responded on this question (*Eritrea* and *Jamaica*) but in both instances they exhibited continuity to their education work, as the Head of Section continued work on education when no staff members were available whose task was specifically concerned with education.

2.1.3 What have been the major trends in workload (e.g. regarding sub-sectors supported, shifts from project monitoring to policy dialogue)?

Regarding the issue of “shifts in workload during the evaluation period, the shift from project monitoring work to sector policy dialogue becomes apparent. This underpins the trend in funding provided by the inventory towards various forms of sector support or even GBS. This shift holds true for all regions (e.g. ACP: *Botswana, Burkina Faso, Tanzania, Dominican Republic, Uganda*; ALA-Asia: *Pakistan, Vietnam*; ENPI; *Russia, Occupied Palestinian Territory*; and ALA-LA: *Argentina, Nicaragua*), as well as for when these countries are classified as fragile states (*Pakistan & Occupied Palestinian Territory*).

When looking at regional programmes, data indicate a certain increase to be managed. However, such regional programmes mainly concern Higher Education, and more limited, TVET, both education sectors being outside the scope of this evaluation. In terms of impact on workload of such

programmes, the increase seemed to mainly be concentrated in ALA-Asia, especially in relation to higher education and VET (*Bangladesh, India, and Indonesia*), while, contrasting to this, *Bangladesh* noted a decreasing importance of regional education projects.

Data also clearly indicate a shift in focus on sub-sectors: Several countries had their focus changed from one sub-sector to another during the course of the evaluation period (e.g. *Dominican Republic*: TVET to primary and secondary, *India*: scope has shifted from primary to also encompass HE, *Tajikistan*: shift from primary/secondary to VET, or Argentina from primary to including also secondary, TVET & HE).

Overall, responses from the EUDs point to a massive increase in workload for education (specifically mentioned here by *India, Botswana, Argentina, Nicaragua* and *Indonesia* but also implied by responses on policy dialogue). This is partly grounded on the fact that policy dialogue means that accompanying policy analysis is needed for all education sub-sectors and not merely for one or two sub-sectors. Besides the demands placed on staff in relation to policy analysis in the education sector, the responses show that attending and actively participating in sector working groups and policy dialogue is perceived as taking up a great deal of staff working time.

2.1.4 How has the Delegation developed its institutional capacity to deal with education sector related issues, specifically issues related to basic and secondary education in the period 2000-2007?

Various means have been employed to maintain and improve EUD institutional capacities to deal with education sector related issues. Given the fact that the evaluation period covers the period of reorganization of EC external aid, including deconcentration, it is apparent that contracting education or social sector specialists as the main person in charge was the mostly used option among the desk study countries (e.g. in *Burkina Faso, Ghana, South Africa, Tanzania, Bangladesh, Vietnam, Tunisia*, as well as the *Occupied Palestinian Territory*). Moreover, some EUDs hired additional contractual staff for short periods to cover peaks and gaps.

Another way of increasing institutional capacity is naturally training: EUDs indicate that staff members participated in training in Brussels on key issues on education (especially related to aid modalities employed). However, it does not become clear from the answers how many staff participated.

A second element to increase capacity respectively for keeping it up to date major trends in the education sector can be seen in the participation in thematic meetings organised at HQ. Moreover, a large EUD, namely *India*, was able to provide in-house training on managing SBS.

The third element cited as a method of building capacity of education sector staff was "learning on the job", among which regular participation in policy dialogue, and maintaining close contacts with relevant EC staff in Brussels.

2.1.5 Other issues raised by the Delegations regarding staffing and workload

The EUDs comments pertain mainly to the lack of qualified staff available to the EUDs (*Dominican Republic, India, Pakistan, Tunisia* and *Nicaragua* prior to 2005). This pattern appeared to be cross-regional as ACP, ALA-Asia, ALA-LA and ENPI EUDs were all included among the responses on a lack of qualified staff. *Tunisia* mentioned the effects associated with the devolution process on work quality and finds the transition from Individual experts to contractual agents as really having affected the quality of their work.

A special case is *India*, which made the important point of the problem of competition between donors in relation to sector budget support activities and the fact that due to staff shortages the EUD only had one staff member per programme. If staff were not available to take part in multi-donor meetings due to illness then it sometimes reflected badly on the work of the Commission compared to other donors' large teams and resources. In *India* they would use framework contracts to tide them over for the second seat on a Joint Review Mission. In *Nicaragua* as well, for instance, qualified budget support staff have only been working in the EUD since November 2007. In one case (*Pakistan*) the Head of Section dealt with education sector budget support issues as he had public financial management experience.

One of the EUDs (*Uganda*) thought it would be useful to have education sector specific training on an annual basis.

2.2 The importance of basic and secondary education in the country

2.2.1 In your opinion, how much importance does the National Government attribute to enhancing basic education?

The following table depicts the assessment of the EUDs how they see governments putting importance into the following issues related to basic education.

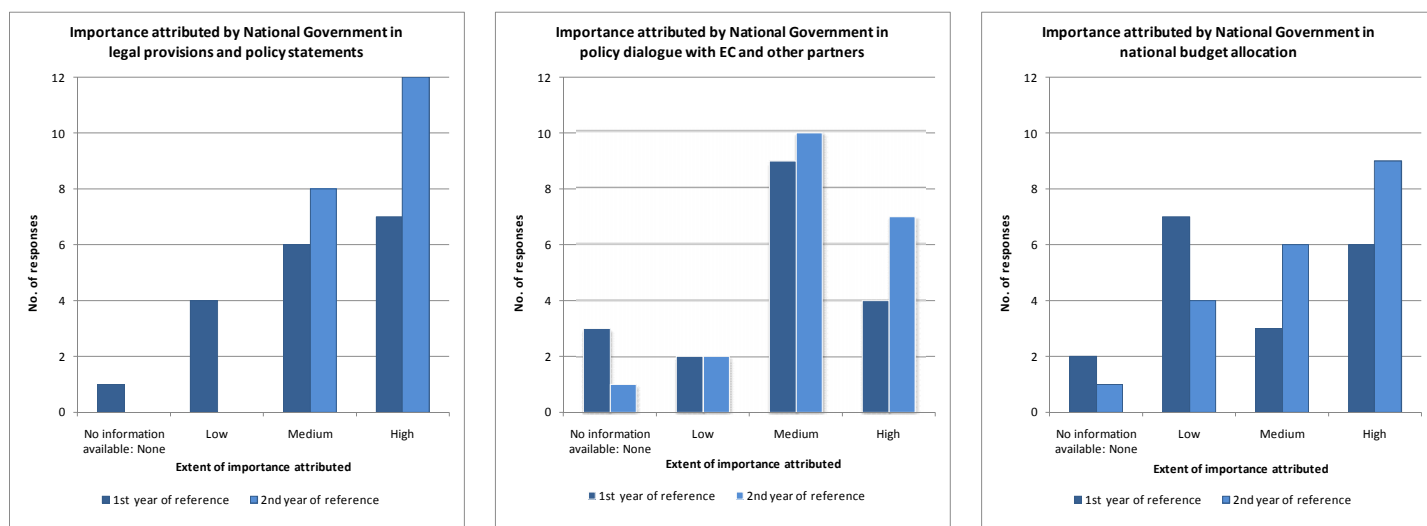
- In legal provisions and policy statements;
- In policy dialogue with EC and other development partners;
- In national budget allocation to basic education; and in
- Other issues being considered relevant.

Table 10: *Results of survey to EUDs: Perceptions on importance attributed by national governments to basic education*

Scoring levels	1 st year of reference		2 nd year of reference	
	No. of responses	% cit.	No. of responses	%
<i>In legal provisions and policy statements</i>				
No information available: None	1	5.6%	0	0,0%
Low	4	22.2%	0	0,0%
Medium	6	33.3%	8	40,0%
High	7	38.9%	12	60,0%
Total	18	100.0%	20	100,0%
<i>In policy dialogue with EC and other development partners</i>				
No information available: None	3	16.7%	1	5,0%
Low	2	11.1%	2	10,0%
Medium	9	50.0%	10	50,0%
High	4	22.2%	7	35,0%
Total	18	100.0%	20	100,0%
<i>In national budget allocation to basic education</i>				
No information available: None	2	11.1%	1	5,0%
Low	7	38.9%	4	20,0%
Medium	3	16.7%	6	30,0%
High	6	33.3%	9	45,0%
Total	18	100.0%	20	100,0%

Source: EUD survey

Note: The question left open to the respondents which first year he/she wanted to refer to. Therefore, the basis for the answer is a bit heterogeneous. However, most of the answers refer to 2002 (ten out of 18 responses), followed by 2003 (three out of 18). The same applies to the second period of reference: most answers refer to 2007 (nine out of 18), followed by 2008 (seven out of 18).



In relation to the degree of **importance attributed to basic education in legal provisions and policy statements**, the majority of EUD responses attributed a high importance level among national governments for the reference years 2003 (seven out of 19) and 2007 (12 out of 20). For those countries where GBS had been instituted (*Burkina Faso, Dominican Republic, Ghana, Jamaica, Mozambique, Niger, Tanzania, Uganda and Vietnam*), the importance of basic education stayed high and remained high in *Mozambique and Uganda*, which could show the importance the country attributed to basic education despite the introduction of GBS. Only in two countries, according to the EUDs, did the importance decrease from high to medium (*Tanzania and Vietnam*), which tends to reflect the shift in focus of the relevant countries from basic education to other sub-sectors of education.

For countries where either SBS or SWAp approaches have been implemented (*Bangladesh, Botswana, India, Indonesia, Nicaragua, Pakistan, Tanzania, Tunisia and Uganda*) only *Uganda and Pakistan* indicated the high importance of basic education in legal provisions for both reference years, which tended to echo national priorities rather than the institutionalization of sector dialogue and a sector budget support programme. Priority increased for basic education up to 'high' for *Nicaragua, India and Tunisia*, demonstrating at least for the first two countries the concerted effort of sector dialogue on national policy priorities. Moreover, the EUD to *Nicaragua* noted that on legal provisions government priority attributed to basic education increased when the general law on education n. 582 was introduced in 2007.

However the degree of 'medium' responses marked was also quite significant for both 2003 (six out of 18) and 2007 (eight out of 21). The GBS countries where medium importance was marked for both years only included *Ghana*, whilst the increase in importance up to medium was only true for *Burkina Faso*. *Bangladesh* (which has sector programme approach) stayed at the medium level for both reference years on the importance of basic education in national policy, which perhaps indicated the more informal methods of instituting basic education employed in the country. An increase in importance from low to medium was only registered in *Botswana*.

The general direction of responses in relation to the **importance the national government attaches to enhancing basic education in relation to policy dialogue with the EC and other development partners** was marked as mainly (only) medium in 2003 (nine out of 19) and 2007 (ten out of 20). The GBS countries of *Burkina Faso, Ghana and Vietnam* all marked policy dialogue as of medium importance in 2003, which probably reflects the limited degree of negotiations having been held up until then. The SBS countries of *Nicaragua, Tunisia, Pakistan, India and Botswana*, but also *Bangladesh*, all marked policy dialogue as of medium importance in 2003. This tends to show that policy dialogue had already been raised to certain degree of importance in these GBS and SBS countries even as early as 2003, when programmes had not really been properly instituted. It is noticeable that, with the exception of *Tajikistan*, all the countries marking this issue as of high (*Mozambique, Tanzania, Uganda and Tajikistan*) or of medium importance are all either GBS or SBS countries possibly showing the influence of EC and development partner incentives to increasing dialogue.

In 2007 the effects of extensive policy dialogue did not appear to be reflected in the EUD responses as still only 50% of responses marked the importance as 'medium'; however, those marking 'high' had gone up. In 2007 the medium importance EUD responses included only two countries which are not in

the process of receiving general or sector budget support; namely *Argentina* and *Occupied Palestinian Territory*. Otherwise, the countries marking medium for both 2003 and 2007 were *Botswana*, *Ghana*, *Pakistan* and *Nicaragua*, with the other 'medium' countries in 2007 being the *Dominican Republic*, *Eritrea*, *Tanzania* and *Indonesia*.

Four EUD responses attributed a **high priority** to this issue among national governments in 2003 (*Mozambique*, *Tanzania*, *Uganda* and *Tajikistan*) and 7 in 2007 (*Tajikistan*, *Tunisia*, *India*, *Bangladesh*, *Uganda*, *Mozambique* and *Burkina Faso*). In 2003, none of the countries were involved in GBS, whereas in 2007 *Uganda*, *Mozambique* and *Burkina Faso* had GBS instituted. In terms of SBS, only *Uganda* out of the high priority countries in 2003 was implementing SBS, whilst in 2007 *Tunisia*, *India*, *Bangladesh* and *Uganda* were involved in SBS. Thus the high priority indications for the second reference year pretty much accords with those countries involved in sector policy dialogue, as would be expected.

In this context, the *Nicaragua* EUD remarked that between 2003 and 2004 the level of interest was medium to high during the period when the education SWAp was being prepared and installed, whilst after that the importance attributed to basic education policy dialogue trailed off and went to merely medium between 2005 and 2007 before 'dialogue consolidation' set in between 2008 and 2009.

So overall, EUDs seem to perceive a trend towards governments' increasingly attributing importance to issues of basic education in the framework of policy dialogue with development partners. This is especially true for countries that receive sector budget support.

As for the **importance as regards national budget allocations**, the EUD responses indicate a trend towards government more and more translating policy commitments on basic education also into budget allocations required to meet the demands for basic education. Whether policy dialogue on national budgetary allocations has contributed to such a shift, cannot be confirmed from the pure scorings.

Here again the *Nicaragua* EUD remarked that national budgetary allocations doubled in 2007 and so the importance of basic education for the national government could be marked as high. But post 2009 these allocations have stagnated.

Anyway, when relating the scorings to the type of EC support given, the following appears: those countries with high importance marked for 2007 related to the issue of importance given by the Governments to budgetary allocations for basic education were mainly countries receiving either GBS (*Ghana*, *Mozambique* and *Uganda*) or SBS (*Indonesia* and *Tunisia*) and engaged in some form of budgetary dialogue on basic education. The other countries marked as allocating a high importance to basic education in budgetary allocations in 2007, namely *Argentina*, *South Africa*, *Tajikistan* and the *Occupied Palestinian Territory* appear to reflect national government priorities more than development partner budgetary priorities.

Botswana demonstrated that dialogue with the EC assisted national policy in boosting basic education owing to lagging indicators towards the end of the evaluation period and the importance of basic education increased when it was shown that it is vital to build a solid foundation of basic education for the entire system.

The comments from the EUDs indicated the **disturbing trend in relation to fragile states** such as *Eritrea* and *Occupied Palestinian Territory* where funding from donors for basic education is said to be decreasing in both cases. The EUD *Eritrea* mentioned the reduction in funds due to the 'inhospitable conditions for effective cooperation' whilst the *West Bank* mentioned that Western donor funds were decreasing whilst Arab donors were increasing their funding for basic education.

Meanwhile, the case of *Argentina* demonstrated the extensive provisioning carried out on improving the status of education and enhancing the quality of education in the country. Since 2003 a new legislative framework for education has been established **in order to foster education coverage and quality** as a way of tackling social exclusion and poverty. In 2005 the Law on Technical and Professional Education was passed to reinforce technical schools and renew their training profiles and system organization. Additionally, the National Congress approved the Law on Financing of Education, establishing a continuous growth in the budget appropriations directed to education, with a goal to increase public investment in education up to 6% of the GDP by 2010. In this sense, the targets established by the law were overreached since its approval. The reform of the Argentine education system was reinforced by the approval in 2006 of the new National Education Law. The Law introduces the obligation for the State to provide free secondary education and the universalisation of initial (pre-school) education (taking to 13 years the mandatory minimum of education). Other key features of the approved legislation are related to teachers career and training. On the one hand, it is foreseen in the new law that career development and promotion of the teachers can take place in two

areas: teaching proper and school management. On the other hand, a National Institute for Teaching Training was created, with the aim to contribute to the cohesion of the system and to increase quality.

Quality issues were also noted as being of major importance in the basic education subsector in *South Africa, Indonesia, Occupied Palestinian Territory* and *Nicaragua*. *South Africa* focused on radical curriculum reforms, *Indonesia* and *Occupied Palestinian Territory* initially focused on construction of schools but later strategies focused on quality in response to development partner priorities for the latter case, whilst *Nicaragua's* old and new strategies from the evaluation period both focused on quality.

On the issue of **ownership**, the conflicting examples of *Bangladesh* and *Eritrea* were noticeable. The attitude of *Bangladesh's* government to dialogue on basic education has improved and become more positive whilst *Eritrea's* has turned in the opposite direction and this has strongly influenced development partner spending on this sub-sector.

The benefits of **dialogue** are clearly an impetus to increasing importance of basic education in the national governments and *Tunisia* is a case in point according to their comments. With the entry into force of the new budget sector dialogue instrument in 2005 the quality of dialogue improved substantially and became far more open.

The following can be summarized:

Table 11: Results of survey to EUDs: Perceptions on importance attributed by national governments towards enhancing basic education – some trends

Issue	Observations/findings/trends
In legal provisions and policy statements	The high importance attributed to basic education is reflected in the legal provisions and policy documents mentioned. Most EUDs mentioned the national governments' concerted efforts at legal provisioning for education over the evaluation period (e.g. in <i>Burkina Faso, Dominican Republic, Indonesia, Pakistan, Russia, Tajikistan, Argentina & Nicaragua</i>). A shift from access to quality was noted by a few EUDs (<i>South Africa, Indonesia, Occupied Palestinian Territory</i> and <i>Nicaragua</i>).
In policy dialogue with EC and other development partners	In relation to the medium importance attributed to policy dialogue with the EC and other development partners overall, it was difficult to detect any trends from the responses that the EUDs provided. Policy dialogue has been recorded as having increased but the reasons for the medium importance are not clear, despite the introduction of GBS or SBS in most of the 'medium' response countries during the course of the evaluation period.
In national budget allocation to basic education	National budgetary allocations for education in general were discussed but not always specifically in relation to basic education. The responses trend of basic education mainly having a low priority in 2003 to having a high priority in national budget allocations in 2007 is not entirely traceable in the comments from the EUDs thereafter.
Other, please specify	The comments from <i>Nicaragua</i> emphasize the changing nature of government priorities according to international or national policy priorities.

2.2.2 In your opinion, how much importance does the National Government attribute to enhancing secondary education?

The following tables depict the EUD perceptions on importance attributed by national governments towards enhancing secondary education.

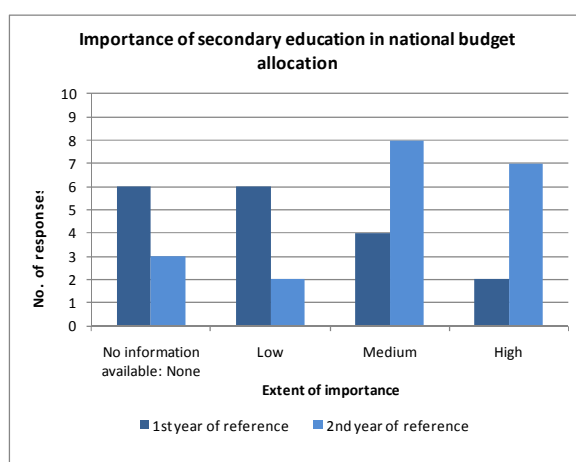
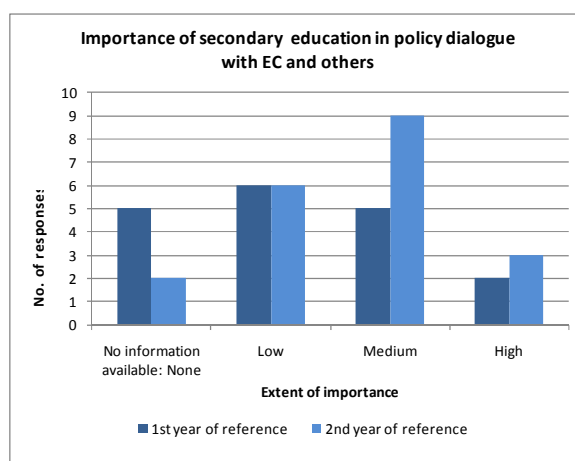
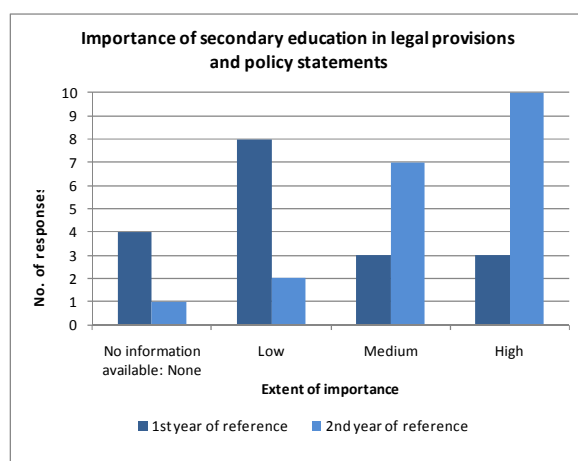
Table 12: Results of survey to EUDs: Perceptions on importance attributed by national governments towards enhancing secondary education

Scoring levels	1st year of reference		2nd year of reference	
	No. of responses	% cit.	No. of responses	%
In legal provisions and policy statements				
No information available: None	4	22,2%	1	5,0%
Low	8	44,4%	2	10,0%
Medium	3	16,7%	7	35,0%
High	3	16,7%	10	50,0%
Total	18	100,0%	20	100,0%

Scoring levels	1 st year of reference		2 nd year of reference	
	No. of responses	% cit.	No. of responses	%
In policy dialogue with EC and other development partners				
No information available: None	5	27,8%	2	10,0%
Low	6	33,3%	6	30,0%
Medium	5	27,8%	9	45,0%
High	2	11,1%	3	15,0%
Total	18	100,0%	20	100,0%
In national budget allocation to basic education				
No information available: None	6	33,3%	3	15,0%
Low	6	33,3%	2	10,0%
Medium	4	22,2%	8	40,0%
High	2	11,1%	7	35,0%
Total	18	100,0%	20	100,0%

Source: EUD survey

Note: The question left open to the respondents which first year he/she wanted to refer to, the basis for the answer is a bit heterogeneous. However, most of the answers refer to 2002 (ten out of 18), followed by 2003 (three out of 18) (indicated in the table as '1st year of reference'). The same applies to the second period of reference: most answers refer to 2007 (nine out of 18), followed by 2008 (seven out of 18) (indicated in the table as 2nd year of reference).



According to the EUDs:

- In 2002, secondary education had a low degree of **importance in legal provisions and policy statements** according to the EUDs (eight out of 18), whilst in 2007 that importance had jumped to high (ten out of 20).
- **Policy dialogue** was marked as mainly of low priority for secondary education (six out of 18 responses provided) in 2002 and of medium priority in 2007 (nine out of 20 responses).
- The importance accorded to **national budgetary allocations on secondary education** appeared to be mainly low (six out of 18 responses) in 2002 and medium in 2007 (eight out of 20 responses provided). Noticeable is also the fact that six out of 18 responses were marked as having no information available: none in 2002, and three out of 18 in 2007, which shows the limited statistics available on secondary education allocations.
- For the category 'other', *Nicaragua* again mentioned that the comments made for basic education above also hold true for secondary education.

From the responses, secondary education seemed to have been largely overlooked towards the beginning of the evaluation period and then some concerted efforts were employed to redress this imbalance towards the end of the evaluation period.

Surprisingly (or perhaps fittingly) almost all EUDs marking the **importance of secondary education in legal provisions and policy statements** in their partner country as low in 2002 were countries which subsequently had an SBS or at least a sector approach instituted (*Bangladesh, India, Nicaragua, Pakistan, Tanzania* and *Tunisia*). *Argentina* and *Vietnam* were the two exceptions to this rule.

For 2007, 50% of respondents marked the importance as high, where four of the respondents were involved in considerable SBS (*India, Indonesia, Tunisia* and *Uganda*), with two countries involved in GBS (*Dominican Republic* and *Uganda*). The other respondents marking this issue as of high importance in 2007 probably reflect national secondary education priorities (*Argentina, Russia, South Africa* and *Tajikistan*).

In relation to **policy dialogue** one would expect that SBS countries mainly rank secondary education as a high priority for the second reference year, when implementing sector-wide policies for the entire education sector. However, 45% of respondents marked 'medium' in 2007 out of which seven countries were SBS countries (*Bangladesh, Botswana, India, Indonesia, Nicaragua, Tanzania* and *Pakistan*) and three were GBS countries (*Dominican Republic, Ghana* and *Tanzania*). *Uganda, Tunisia* and *Tajikistan* remarked that policy dialogue was of high importance in 2007, where *Uganda* is both a GBS and an SBS country, *Tunisia* an SBS country and *Tajikistan* was recipient of neither at that time.

The lack of priority of secondary education for most of the respondent countries is evident in their **national budgetary allocations on secondary education** for the years 2002 and 2007, going from mainly low to mainly medium importance, according to EUDs. Those countries where the importance increased from low to medium between 2002 and 2007 included three SBS (or the like) countries; namely *India, Nicaragua* and *Tanzania*, which had all instituted this aid modality during that timeframe.

The preliminary conclusions one can draw from the results for this section are that secondary education has often been neglected in national education policies and this is only just beginning to be addressed.

The general trends of the EUD comments would appear to indicate that there is a **lack of quality and coverage of secondary education** in most countries surveyed and this is currently (starting towards the end of the evaluation period) trying to be addressed. *Pakistan* points to the fact that the previous focus had been on primary education but with the SBS in Sindh the focus had shifted to the education sector as a whole. *Tunisia* made the interesting point that the lack of quality in this sub-sector had intensified dialogue with headquarters and with Ministry staff.

A focus on **improving the quality of secondary education** can be evidenced in the comments from *South Africa* and *Bangladesh* and a new and intense focus on developing this sub-sector in other responses with free secondary education in *Tanzania* and universal secondary education plans in *Argentina*.

The 'later' attention given to secondary education is evidenced by the plans in *India* on improving secondary education being included in the 2007-2012 five-year plan or the *Tanzanian* roll-out of free

secondary education from 2006/7 onwards. In *India*, the national secondary education programme was approached by the World Bank in 2009 to be funded.

Both *India* and *Bangladesh* highlighted the **importance of private sector funding** for secondary education with *Bangladesh* noting that 98% of funding comes from the private sector for this education sub-sector.

Some responses appear to not equate with the subsequent comments made. It is strange to see for example that *Tanzania* only remarks a medium importance to secondary education for the second reference year even though “free secondary education” was rolled out in 2006/7 with World Bank funding and the Secondary Education Development Programme was launched in 2004.

Vietnam notes that as the EC does not support secondary education there is a lack of data available. The EC has not prioritized secondary education in *Vietnam* and *Russia* and furthermore the model of secondary education proposed for a certain country did not meet the country’s needs (*Mozambique*).

On funding for secondary education, *Nicaragua* pointed out that funding does not correspond to the needs for this sub-sector, whilst *India* remarked on the importance of private sector funding of secondary education.

Eritrea made the interesting point that there is a trend to emphasize the importance of technical and vocational education, but the connection with sound labour market policies that would help to generate income is not elaborated.

The following can be summarized:

Table 13: Results of survey to EUDs: Perceptions on importance attributed by national governments towards enhancing secondary education – some trends

<i>Issue</i>	<i>Observations/findings/trends</i>
In legal provisions and policy statements	The low priority given to secondary education in legal provisions in 2003 does not appear to have changed significantly subsequently as the responses from EUDs appeared to be showing that secondary education had still not achieved good quality levels. The high priority accorded in legal documents in 2007 is likely to have later impacts on improving secondary education post 2007. Examples of this lack of priority given to secondary education up until then is reflected in the focus on improving the status of secondary education in subsequent actions. This can be seen for example in the case of <i>South Africa</i> which is trying to focus on improving quality and equity in secondary education or also the rolling out of “free secondary education” in <i>Tanzania</i> in 2006/07, or the government being in favour of supporting increased quality in secondary education in <i>Bangladesh</i> or also the case of <i>Argentina</i> on establishing universal secondary education as being the top priority of the Ministry of Education, etc.
In policy dialogue with EC and other development partners	Trends on policy dialogue appeared to indicate that not much dialogue had taken place specifically in relation to secondary education owing to the limited importance placed on the sub-sector. The <i>Bangladesh</i> EUD made an interesting point though, mentioning that the EC was the main partner persuading the Bangladesh government that more attention was needed on secondary education.
In national budget allocation to secondary education	Budgetary allocations on secondary education have appeared to have increased going on EUD responses (evidence for this in <i>South Africa</i> , <i>Tanzania</i> , <i>Bangladesh</i> and <i>Argentina</i>) which equates with the priority having moved from low to medium. <i>Nicaragua</i> also mentioned that a focus on improving secondary education outcomes was marked as having occurred after 2008. So the awareness of the importance and prioritization of the sector does appear to have increased over the evaluation period.

2.3 Some hard facts, mainly related to progress towards indicators of the Paris Declaration: “In the light of the Rome and Paris Declarations and the Accra High Level Forum, please indicate changes which occurred in EC support to education in your partner country between 2003 and 2007 related to a number of indicators?”

This section deals with issues that often form part of the Paris Declaration indicators and the answers provide hints on the progress towards their achievements and reasons for bottlenecks or constraints.

The reference years for answers are 2002/03 and 2007/08. The survey left to the respondents to choose the year, in order to allow them to refer to the years they best know about:

- For the first year of reference, eight answers refer to 2002 and eight to 2003;
- For the second year of reference, 12 answers refer to 2007 and four to 2008.

2.3.1 Percentage of EC education aid that uses partner country procurement systems

The following table depicts the figures that could be collected by the survey in relation to the use of partner country procurement systems. Unfortunately, only 14 out of 21 EUDs that had responded to the survey answered this question.

As one could have expected, the use of country procurement systems is extremely limited in the early years under evaluation: EC support to only four countries was partially using county procurement systems in the education sector in 2002/03: *Tanzania* and *Nicaragua* already relied on such systems for 100% of their procurement, *India* for 90% and *Tunisia* for 30%, all of them having sector programmes in various forms being implemented.

In 2007/08 the picture had changed considerably with other countries where EC provided support through sector approaches joining those who had done so already in 2002/03: *Botswana* (98%), *Dominican Republic* (90%) and *Pakistan* (48%).

Despite the rather low level of answers, these results, overall, confirm the evaluation team's analysis of CRIS data. Within a short time span (four or five years) EC support to education has improved its alignment in line with the Paris Declaration and has achieved a marked improvement in relation to procurement systems.

Table 14: Results of survey to EUDs: Percentage of EC education aid that uses partner country procurement systems

Country	BOTSWANA	BURKINA FASO	DOMINICAN REPUBLIC	ERITREA	SOUTH AFRICA	TANZANIA	INDIA	INDONESIA	PAKISTAN	VIETNAM	TUNISIA	OCCUPIED PALESTINIAN TERRITORY	ARGENTINA	NICARAGUA
Year														
2002/2003	0		0	0	0	100	90	0	0	0	30		0	100
2007/2008	98	75	90	0		100	90	0	48	0	35	0	0	100

The further comments indicated the fact that there are marked exceptions to the general indications of percentages: certain kinds of funds have to employ EC procurement systems. *Tanzania* indicated that NSA education initiatives are removed from this calculation as a basket facility was employed. *Argentina* indicated that although EC education aid is implemented under the procurement models of the EC, EC funds are channelled through the National Budget and managed according to national financial management systems, whilst *Nicaragua* uses the country procurement system for education support having started SBS in 2004. In *Pakistan*, the remaining 52% are provided using the project modality (including TVET).

2.3.2 Percentage of EC aid to the education sector that is provided either as budget support or using programme-based approaches for supporting a PRSP or comparable objectives

The following table depicts the figures that could be collected by the survey in relation to the provision of aid to education as budget support or using programme based approaches. Here, naturally, the situation is pretty comparable to the use of partner country procurement systems (Here, 15 out of 21 EUDs that had responded to the survey answered this question).

In the countries whose respective EUDs answered the survey, the use of budget support or programme-based approaches was relatively limited in the early years under evaluation, as only three countries were partially supported through such approaches in the education sector in 2002/03, *Tanzania* and *India* being the spearheads.

However, by 2007/08 the picture had changed considerably, with other countries where the EC provided support through programme-based approaches / budget support joining where this had already been the case since 2002/03: *Botswana* (98%), *Dominican Republic* (90%), *Pakistan* (48%), *Vietnam* (60%) and *Nicaragua* with its SBS (100%).

It is to be noted that the respondent from *Bangladesh* indicated that in 2007 most education support was provided using a sector support programme (PDPEP II), whilst *Pakistan* mentioned education support (including TVET) was predominantly provided using a project modality (apart from the Sindh Education Reform Program which is a sector support programme). Otherwise, the EUD in *Tajikistan* indicated that the country was granted 13.5 mio. USD under the FTI Catalytic Fund for 2010-2011, the implementation of which is being entrusted to the MoE, with the WB as fund administrator, by using government procurement systems.

This also demonstrates some progress made in the education sector on one of the Paris Declaration indicators for harmonisation.

Table 15: Results of survey to EUDs: Percentage of EC aid to the education sector that is provided either as budget support or using programme-based approaches for supporting a PRSP or comparable objectives

Country	BOTSWANA	BURKINA FASO	DOMINICAN REPUBLIC	ERITREA	SOUTH AFRICA	TANZANIA	INDIA	Bangladesh	INDONESIA	PAKISTAN	VIETNAM	TUNISIA	OCCUPIED PALESTINIAN TERRITORY	ARGENTINA	NICARAGUA
Year															
2002/2003	0		0	0	0	95	90	0	0	0	0	20		0	0
2007/2008	98	75	90	0		95	90	60	0	48	60	30	0	0	100

2.3.3 Number of EC-supported project implementation units running parallel to government institutions within the education sector

The following table depicts the figures that could be collected by the survey in relation to project implementation units running parallel to government institutions within the education sector.

For the first reference year one EUD indicated that there were four parallel project implementation units - PIU (South Africa), 7 out of 14 EUDs indicated one parallel PIU, and six out of 14 EUDs indicated that there were no education-related PIUs at all in operation in their country.

For the second reference year, out of 15 responses only two indicated that there was one parallel PIU and all the other respondents indicated that no parallel PIUs existing any more. The trend clearly was to phase out parallel PIUs during the course of the evaluation period (e.g. *Nicaragua* has had none since 2005, *Argentina* includes Technical Units implementing EC aid in the MoE, *Tajikistan* is phasing out PIUs in the education sector, whilst *Uganda* mentioned that a PIU was transferred from independent arrangement to being included in the Ministry by the end of 2007.

While the average number of parallel units for the first year was 0.79, it had shrunk to 0.13 units on average for the second reference year (among the 14 EUDs who answered this question). In terms of quantitative responses, this clearly demonstrates the progress of the surveyed EUDs in achieving Paris Declaration indicators, and also underlines the move towards sector approaches which are no longer in need of PIUs.

The survey also provided some room for qualitative comments on the question. Some EUDs indicated that no data was available to EUD staff on the issue of parallel PIUs (e.g. in *Jamaica*, *Tajikistan*). Others commented that there were PIUs in operation which are not classified as parallel PIUs according to the EC definition³¹ (e.g. *Indonesia* had three such PIUs).

It is to be noted that *Bangladesh* indicated that in 2007 most education support was provided using a sector support programme (PDPEP II), whilst *Pakistan* mentioned education support (including TVET) was also provided using a project modality (apart from the Sindh Education Reform Program which is a sector support programme). Otherwise, the EUD in *Tajikistan* indicated that the country was granted 13.5 mio. USD under the FTI Catalytic Fund for 2010-2011, the implementation of which is being entrusted to the MoE, with the WB as fund administrator, by using government procurement systems.

This also demonstrates some progress made in the education sector on one of the Paris Declaration indicators for harmonisation.

³¹ We assume the Delegation refers to the definition provided in the Backbone Strategy (EuropeAid (2008): The Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission. A Backbone Strategy)

Table 16: Results of survey to EUDs: Number of EC-supported project implementation units running parallel to government institutions within the education sector

Country	BOTSWANA	BURKINA FASO	DOMINICAN REPUBLIC	ERITREA	Ghana	SOUTH AFRICA	TANZANIA	Bangladesh	INDIA	INDONESIA	PAKISTAN	VIETNAM	TUNISIA	OCCUPIED PALESTINIAN TERRITORY	ARGENTINA	NICARAGUA
Year																
2002/2003	1	1	0	1	0	4	0		1	0	1	1	0		0	1
2007/2008	0	0	0	1	0	n/a	0	0	0	0	0	1	0	0	0	0

It is to be noted that some EUDs indicated that no data was available to EUD staff on the issue of parallel PIUs (e.g. in *Jamaica* and *Tajikistan*). Other comments demonstrated that there were PIUs in operation but they are not classed as parallel PIUs according to the EC definition³² (e.g. *Indonesia* had three PIUs). Otherwise, the trend was to phase out PIUs during the course of the evaluation period or still ongoing, i.e. *Nicaragua* has had none since 2005, *Argentina* includes Technical Units implementing EC aid in the MoE, *Tajikistan* is phasing out PIUs in the education sector, whilst *Uganda* mentioned that a PIU was transferred from independent arrangement to being included in the Ministry by the end of 2007. In *Eritrea*, support to ESDP is managed by a PIU, as this was the option preferred by the Government.

2.3.4 Number of joint field missions regarding support to education (Government, EC and other development partners)

As with the previous Paris Declaration indicators, progress has also been made on increasing the number of joint field missions. The average number of joint field missions for the first reference year was 1.60 whilst the corresponding figure for the second reference year had increased to 3.17. However, it should be noted that figures for the early years under evaluation are rather limited, as only five EUDs were in the position to answer the question, with the highest number of joint missions (namely two) being performed in *India*, *Tunisia* and *Burkina Faso*. For the second reference year the leading lights are *Argentina* and *Occupied Palestinian Territory*³³ with the highest number; namely eight joint missions. However, the figure for *Occupied Palestinian Territory* seems to mainly concern tertiary education, where the EC, together with the World Bank, is engaged.

But even when not considering this high figure, the results would still demonstrate that the surveyed EUDs are making good progress on increasing the numbers of joint missions in the education sector.

Table 17: Results of survey to EUDs: Number of joint field missions regarding support to education (Government, EC and other development partners)

Country	BOTSWANA	BURKINA FASO	Tanzania	Bangladesh	INDIA	PAKISTAN	VIETNAM	TUNISIA	OCCUPIED PALESTINIAN TERRITORY	Tajikistan	ARGENTINA	NICARAGUA
Year												
2002/2003		2			2		1	2				
2007/2008	1	2	1	3	2	2	2	4	8	1	8	3

Furthermore, where sector budget support are being implemented in the education sector there has usually been a fair degree of planned harmonization (e.g. in *Bangladesh*, *India*, *Tanzania*, *Uganda*) with various forms of field missions, e.g. Joint Review Missions/Monitoring Missions, taking place, and relevant stakeholders being involved, e.g. also CSOs as for instance in *Tanzania*.

However, also countries which are focusing on a project modality have still been able to carry out joint project field visits (e.g. *Eritrea* or *Occupied Palestinian Territory*).

³² We assume the Delegation refers to the definition provided in the Backbone Strategy (EuropeAid (2008): The Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission. A Backbone Strategy)

³³ The figure for the *Occupied Palestinian Territory* seems to mainly concern tertiary education, where the EC, together with the World Bank, is engaged. This project seems to be entirely managed by the Ministry of Education and Higher Education (MoEHE) with twice-yearly joint missions between the three parties.

2.3.5 Degree to which shared analytical work of support to education is taking place (Government, EC and other development partners)

When looking at the degree to which shared analytical work between Government, EC and other development partners has developed during the evaluation period, the trends are as follows:

- For the first reference year (2002/03), six EUDs out of 16 responding EUDs indicated that shared analytical work is being carried out to a 'limited extent' (*Nicaragua, Vietnam, Pakistan, Bangladesh, Burkina Faso & Botswana*), two EUDs indicated to a 'medium extent' (*Tanzania and Tunisia*), and two to a 'high extent' (*India and Uganda*) of shared analytical work. The remaining six EUDs indicated that no shared analytical work was being carried out or that this question was not applicable. None of the respondents stated that such works pertained to the option had reached a 'very high extent'. When these results are conjoined with available data on the type of modality employed to support education, it appears that where already sector approaches had already been implemented during the early period under evaluation, the notion of jointly working on analysis had already been spread and there existed a greater amount of joint analytical work.
- For the second reference year (2007/08), the picture appears to have changed substantially, to now only two out of 16 EUDs indicating a 'limited extent' of shared work (*Eritrea and Indonesia* who had previously indicated their response as not applicable), six EUDs indicated 'medium extent' (*Burkina Faso, Ghana, Vietnam, Pakistan, Bangladesh and Occupied Palestinian Territory*), five EUDs indicated 'high extent' (*Tunisia, Argentina, Nicaragua, India and Botswana*); out of which all but Argentina are recipients of sector budget support) and two EUDs (*Tanzania and Uganda*) even indicated to a 'very high extent'. Again this shows, with the exception of *Argentina*, the direct effect of more "advanced" forms of sector support – namely SBS (*Tanzania, Nicaragua, Tunisia, India, Botswana*) – and/or GBS (*Uganda, Tanzania*) on the need to undertake analytical work in a shared form. On the other hand, Burkina Faso, Ghana, Vietnam are rather countries where GBS in various forms has prevailed with less direct influence on what is happening in the education sector; perhaps therefore the scoring is modest.

The results demonstrate the steady progress on eliminating a doubling up of analytical work and performing more shared efforts.

Table 18: Results of survey to EUDs: Degree to which shared analytical work of support to education is taking place (Government, EC and other development partners)

Country	BOTSWANA	BURKINA FASO	DOMINICAN REPUBLIC	ERITREA	Ghana	SOUTH AFRICA	TANZANIA	Uganda	Bangladesh	INDIA	INDONESIA	PAKISTAN	VIETNAM	TUNISIA	OCCUPIED PALESTINIAN TERRITORY	ARGENTINA	NICARAGUA
Year																	
2002/2003	1	1	0	N/A	N/A	0	2	3	1	3	N/A	1	1	2		N/A	1
2007/2008	4	2	0	N/A	2		4	4	2	3	1	2	2	3	2	3	3

Legend:

N/A= not applicable	2= medium extent
None=0	3= high extent
1= limited extent	4= very high extent

2.3.6 Percentage of EC aid disbursement to education released according to agreed schedules

It is difficult to make any quantitative conclusions related to "percentage of EC aid disbursement to education released according to agreed schedules" from the figures obtained from the rather few EUDs that provided answers to the question. The following table depicts the figures that could be collected by the survey from eight EUDs.

The comments clearly indicate that certain projects or programmes were delayed and so were not able to abide by the agreed release schedule (e.g. *Indonesia* for certain projects and *Eritrea* experienced severe delays). Moreover the experience made by *Tanzania* on the start of sector and budget support programmes indicates that moving to SBS may require Governments to go through a learning curve in order to be able to provide substantiated requests for disbursements. On the other

hand, the example of *Pakistan* shows that sector indicators need to be met for tranches to be released: the release of the first tranche of Sindh Education Reform Programme had been scheduled for release in 2007 but was delayed as two key issues (merit-based teacher recruitment and GoS SERP ownership) had not been adequately resolved; disbursement was therefore only made in October 2008. The same applies to the support to secondary education in Tunisia.

Although not quantified in the table below, it should be mentioned that *Nicaragua* experienced very high rates of disbursement for the sector budget support to education (PAPSE) between 2004 and 2007 of 96.6% of the total by the end of the programme. However, only 75.8% of variable tranche amounts have been paid. Unfortunately the EUD does not indicate reasons for the non-payment.

Table 19: Results of survey to EUDs: Percentage of EC aid disbursement to education released according to agreed schedules

Country	BOTSWANA	DOMINICAN REPUBLIC	SOUTH AFRICA	INDIA	INDONESIA	PAKISTAN	VIETNAM	TUNISIA
Year								
2002/2003		50	50	100	0	100	80	20
2007/2008	60	100		100	50	50	80	35

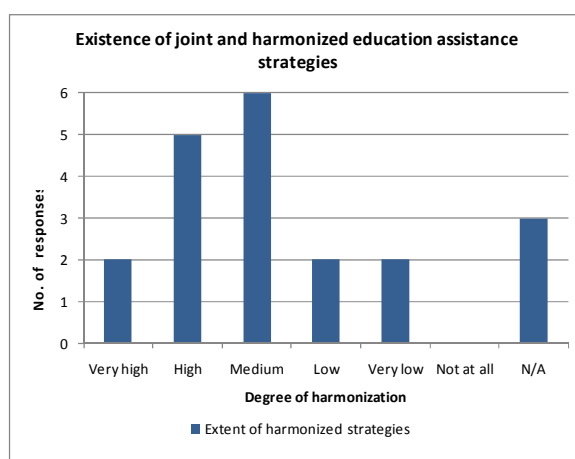
2.3.7 The Paris Declaration also indicates the need for "joint and harmonised education assistance strategies". How joint and harmonized would you assess education assistance strategies of the donor community in your country?

Out of 20 EUDs giving their rating on how joint and harmonized they perceive the education assistance strategies of the donor community in the country, the medium category was used mostly, i.e. six out of 20 responses (*Burkina Faso, Dominican Republic, Vietnam, Occupied Palestinian Territory, Tajikistan and Argentina*). five out of 20 EUDs (25%, *Ghana, Tanzania, Uganda, Tunisia, Nicaragua*) responded that harmonization of strategies was 'high' whilst only two out of 20 (10%) indicated that harmonization was considered being as 'very high' (e.g. in *India and Mozambique*).

From the results it would appear that harmonization of strategies is at good levels five years after the agreement with the Paris Declaration.

Table 20: Results of survey to EUDs: Existence of joint and harmonized education assistance strategies

Scoring levels	No. of responses	%
Very high	2	10,0%
High	5	25,0%
Medium	6	30,0%
Low	2	10,0%
Very low	2	10,0%
Not at all	0	0,0%
N/A	3	15,0%
Total	20	100,0%



From the detailed answers related to the scorings some further trends can be derived:

- The **very high** responses for *India* and *Mozambique* seem to reflect considerable efforts that have gone into coordination combined with the existence of long-standing cooperation and broad-based discussion fora.
- Detailed answers of those EUDs indicating 'high' are close to the first category of answers, also indicating cooperation in the education sector (working) group being in place (*Ghana*) and all projects being jointly monitored in that group, and a functioning sector dialogue being in place (*Tanzania* and *Nicaragua*) in countries receiving sector budget support (and partly GBS).

- At the **medium** scale, where most respondents assessed their position (six out of 20), certain (recent) efforts at harmonizing education assistance strategies were registered (*Dominican Republic*), while despite the fact that no formal coordination mechanism is in place in *Argentina*, dialogue with Government and other donors seems to contribute to a certain degree of harmonisation.
- Respondents from EUDs to *Indonesia* and *Pakistan* found there to be a **low degree of harmonisation** with a greater focus more on information sharing. While the situation seems to have improved in *Indonesia* after 2007, probably as a consequence of the existence of a donor Education Sector Working Group, *Pakistan* seems to be a case where still patchwork related to education support still prevails. However, the EUD also noted some progress in that regard:
 - In Sindh three major donors work in education: the WB, the EC and USAID. The EC EUD led the donor roundtable in Sindh in 2004 to formulate Sindh's Education Sector Plan and has, since then and according to the EUD, remained a dominant member of the Sindh Education Donors Group. The WB and the EC hold regular consultations through their Joint Review Missions (JRMs) of the Sindh Education Plan Support Programme, whilst coordination with USAID rather takes place at project level (e.g. out of the 23 districts in Sindh, it has been agreed that USAID will upgrade the education management system of 11 districts and EC funds will do the same for the remaining 12).
 - Moreover, very recently, in the North Western Frontier Province (NWFP), all donors including the WB, AusAid, USAID, DfID, the Netherlands, JICA, and Norway assisted the GoNWFP in finalising a fully costed Education Sector Plan. In addition, all donors have agreed to work together in a Sector Wide Approach in NWFP and a memorandum of understanding has been prepared in that regard, which seems to have been signed by the majority of donors.
- In terms of very low ratings, the scoring for *Eritrea* represents a clear case for of a governments not taking up responsibility for ensuring harmonized support or assessments (nor for of providing relevant budget information that would be required to produce a kind of joint assistance strategy), while the answer from the *South African* EUD points to the fact that education donors supporting education in South Africa were still rather working in isolation until 2006, a fact that seems to have changed since, then due to efforts of jointly developing the 2007-2013 CSP for the country together with EU MS.

Three EUDs marked the question as “not applicable”, namely ratings related to *Jamaica* (as they are not involved in the sector and provide aid via GBS), *Botswana*, with very few education sector donors; and *Russia*, who is also not an official ODA recipient.

2.4 Changes in sector performance and outcomes

2.4.1 For the period 2000 - 2007, how would you, overall, rate the EC's contribution to improving education sector performance and outcomes in basic and secondary education in the country?

The following table depicts the figures that could be collected by the EUD survey regarding the EUD's perception of EC's contribution to improving education sector performance and outcomes in basic and secondary education in the country. Here, EUDs assume that the EC has contributed to improving education sector outcomes to a medium to considerable extent on the whole, as 12 out of 19 responses (63%) pertained to the second and third highest options. Out of 19 respondents, six found the EC's contribution to be 'significant' and another six EUDs found the EC's contribution to be of 'medium significance'. None of the respondents indicated the highest option of 'very significant'. Three EUD responses pertained to the option 'less significant' and two to 'not at all significant'. But it is also noteworthy that the option of having made no progress in sector performance and outcomes was not chosen by any of the respondents.

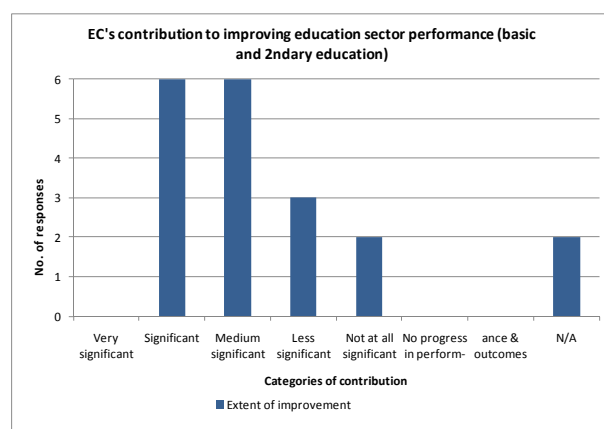
The responses pertaining to the highest chosen option of 'significant' relate to *Tanzania*, *Uganda*, *India*, *Tajikistan*, *Argentina* and *Nicaragua*, where all but *Tajikistan* and *Argentina* have been recipients of EC sector budget support. *Tanzania* and *Uganda* are also recipients of general budget support. For those indicating 'medium significance' *Bangladesh* is a recipient of a form of sector support and *Ghana*, *Mozambique* and *Vietnam* are recipients of general budget support with the *Occupied Palestinian Territory* and *Eritrea* being the exception not receiving either SBS or GBS.

The countries indicating 'less significant' were *Botswana*, *South Africa* and *Pakistan*. Where *South Africa* is concerned this may be because the volume of EC aid to the education sector is low compared to the general education budget in the country. However, for *Botswana* and *Pakistan* this response is quite disturbing considering the fact that *Pakistan* is the recipient of the third largest amount of EC aid to the education sector according to the inventory (€ 110 million committed) for the period 2000-2007, whilst for *Botswana* this figure amounts to € 51 million.

The two EUDs marking 'not at all significant' were the *Dominican Republic* and *Indonesia*. In the case of *Indonesia*, despite being sector budget support recipient this aid has only been beginning to flow since 2007/2008 and so this could be a reason for the lack of effects up until now. As the *Dominican Republic* has also been a recipient of a fairly large chunk of EC education aid, this response is quite surprising and deserves further attention during the field phase.

Table 21: Results of survey to EUDs: Overall rating of the EC's contribution to improving education sector performance and outcomes in basic and secondary education in the country

Categories	Number of responses	Frequency
Very significant	0	0.0%
Significant	6	31.6%
Medium significant	6	31.6%
Less significant	3	15.8%
Not at all significant	2	10.5%
No progress in sector performance and outcomes	0	0.0%
N/A	2	10.5%
Total observations	23	100%



From the reasons for the ratings provided in the comments the main reasons for attributing a significant rating to the EC aid contribution to improving education sector outcomes related to the fact that the EC was usually the main donor for GBS (*Uganda*), has been the main contributor to the education sector for the country (*Tanzania*) or has been the main donor of a highly successful programme to support education in the country (*India* and *Tajikistan*). The case of *Argentina* was interesting for the fact that the EC support was described as being well focused despite not contributing as much as the national spending on education, where the EC contributed to the development of broad ICT use and training. Meanwhile, *Nicaragua* is an interesting example of where the EC supported the regions particularly affected by a natural disaster (Hurricane Mitch) in terms of teacher training and rehabilitation, which, according to the EUD were regions which had traditionally been neglected by other development partners.

The medium significance explanations pertain to situations where the EC support experienced severe delays (*Eritrea*) or to situations where the EC only financed education via GBS in the country (*Ghana* and *Mozambique*). As for *Bangladesh*, the EUD response indicated among the reasons for scoring that the EC dropped out of the secondary education sub-sector in 2004 having previously been an active supporter. *Occupied Palestinian Territory* found the assistance to be low to the education sector, which explains the scoring.

The less significant responses relate to the limited outcomes of EC aid rather than the volumes (*Botswana*), the late begin of EC contributions only in 2007 (*Pakistan*) and the rather insignificant sums involved compared to the national budget for education (less than 1%; *South Africa*). *Botswana* noted how the sector support programme focused more on improving the efficiency of management rather than sector outcomes and that the SBS acted more as a first step on the road to making the Government more aware about the main issues and how to solve them as well as a way of improving dialogue. *Pakistan* mentioned that the EC support to Sindh only began in 2007 and that it is thus too early to assess any effects on outcomes.

Those countries rating EC aid as not at all significant (*Dominican Republic* and *Indonesia*) both mentioned that EC funding had not been very significant in the education sector until 2007 and thus had not had time to have any significant impacts on outcomes.

The option not applicable was chosen by two countries *Jamaica* and *Russia*. For *Jamaica* the answer is fairly logical as there is little focus on education in EC support and almost all EC support related to education is provided using GBS. The response from *Russia* indicated that despite not being official ODA recipient, still received a certain degree of EC education aid in an indirect fashion. Education is not a focal sector in the CSP or NIP but some projects funded the education sector, for instance education was one of the three priority areas of the AP 2005 "North Caucasus Special Programme" where funds have been used to train teachers and for equipment purchases for primary schools in Chechnya and Ingushetia. Furthermore, again in 2005, education also became a priority in the framework of the fourth EU-Russia Common Space initiative (Common Space for Research and Education, including cultural aspects), where major importance is placed on life skills education for the youth.

2.4.2 At a more specific level, and for the period 2000 - 2007, in your opinion, how well has EC support contributed to improving the following specific education sector outcomes?

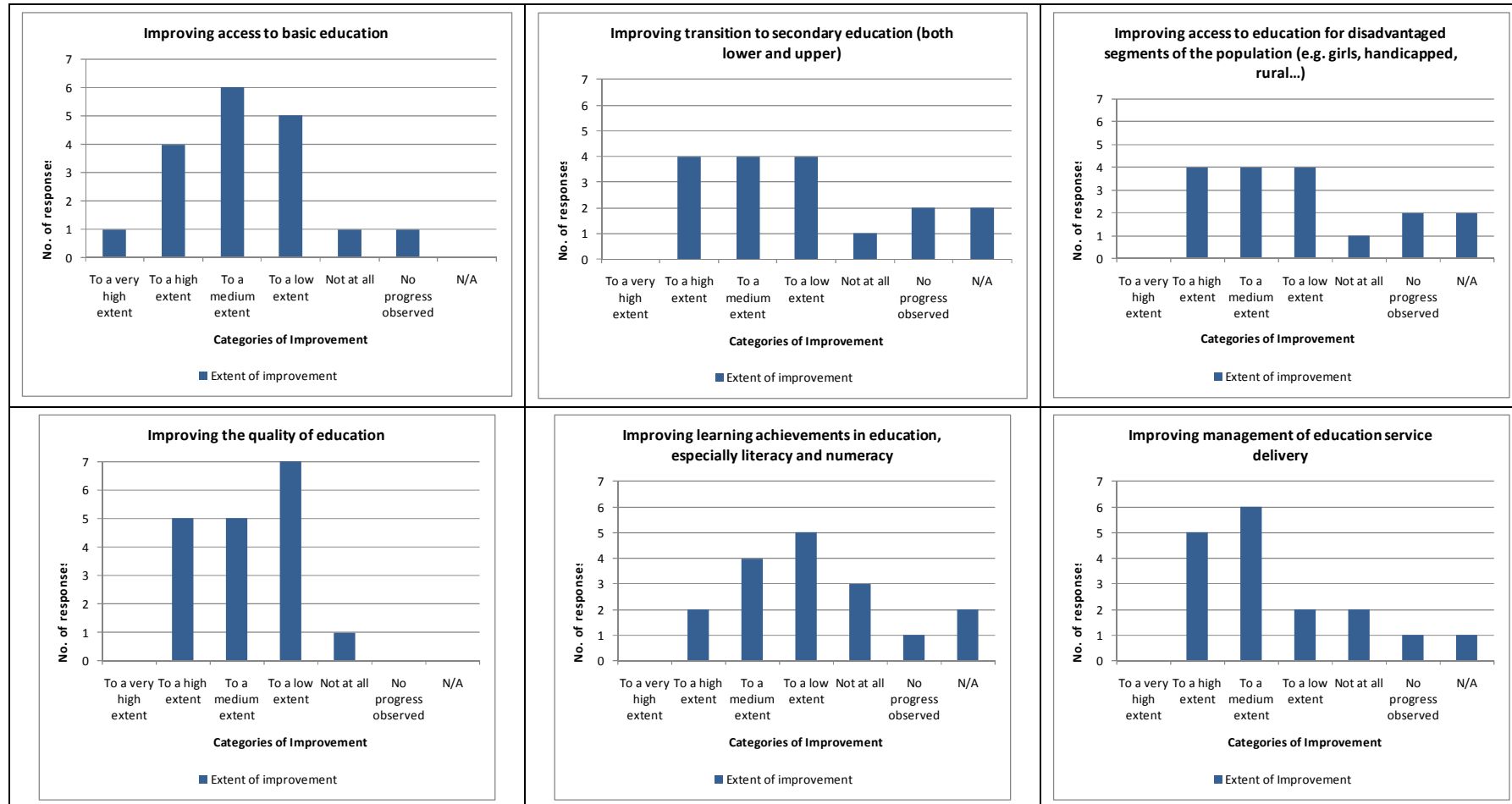
The following tables depict the figures that could be collected by the survey on the perception of the extent to which EC support contributed to improving specific education sector outcomes. The following sections provide the findings on each specific item.

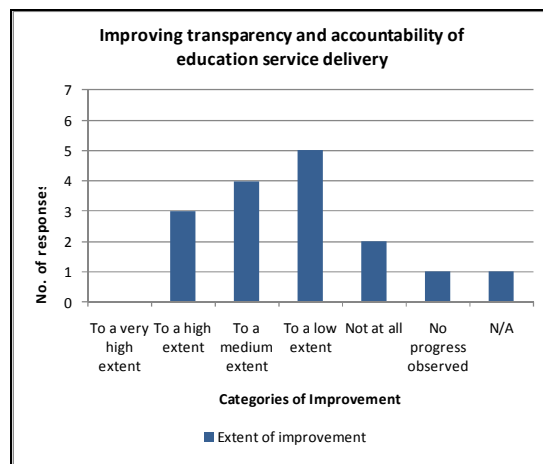
The general trend showed that, according to EUDs, **the EC had impacted to a medium to low extent on education sector outcomes**, as for four of the questions the majority of the answers were marked as 'to a low extent' whilst the bulk of answers for two questions pertained to the option 'to a medium extent' and for one of the questions the majority of the responses were evenly divided between high, medium and low (on improving transition to secondary education – both lower and upper).

Table 22: Results of survey to EUDs: Rating of the EC's contribution to improving specific aspects of education sector performance and outcomes in basic and secondary education in the country

Categories	Improving access to basic education		Improving transition to secondary education (both lower and upper)		Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...)		Improving the quality of education		Improving learning achievements in education, especially literacy and numeracy		Improving management of education service delivery		Improving transparency and accountability of education service delivery		Other item (please specify below)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
To a very high extent	1	5.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
To a high extent	4	22.2	4	23.5	6	35.3	5	27.8	2	11.8	5	29.4	3	18.8	1	25.0
To a medium extent	6	33.3	4	23.5	2	11.8	5	27.8	4	23.5	6	35.3	4	25.0	0	0.0
To a low extent	5	27.8	4	23.5	7	41.2	7	38.9	5	29.4	2	11.8	5	31.3	0	0.0
Not at all	1	5.6	1	5.9	1	5.9	1	5.6	3	17.6	2	11.8	2	12.5	1	25.0
No progress observed	1	5.6	2	11.8	0	0.0	0	0.0	1	5.9	1	5.9	1	6.3	0	0.0
N/A	0	0.0	2	11.8	1	5.9	0	0.0	2	11.8	1	5.9	1	6.3	2	50.0
Total observations	18	100.0	17	100.0	17	100.0	18	100.0	17	100.0	17	100.0	16	100.0	4	100.0

Source: EUD survey





2.4.2.1 EC's contribution to improving access to basic education

The majority of the EUD responses relate to EC aid having improved access to basic education to a medium extent only (six out of 18 responses). The second largest group of respondents scored “to a low extent” (five out of 18 responses) and the third largest group “to a high extent” (four out of 18 responses). The mediums included *Ghana*, *Mozambique* (GBS countries), *Tunisia* (SBS country), *Tajikistan*, *Occupied Palestinian Territory* and *Argentina*. The high respondents were all countries with SBS or other forms of sector support (*Bangladesh*, *India*, *Nicaragua* and *Tanzania*) plus partly also GBS, whilst the lows included fragile states such as *Pakistan* (SBS) and *Eritrea*, as well as *Botswana* (SBS), *South Africa* and *Vietnam* (GBS). The sole respondent indicating to a very high extent for this question was *Uganda*, which has been recipient of both SBS and GBS. The EU D noted the fact that the EC was the lead donor for education between 2000-2001 and that the EC represented ‘the face’ of other donors in relation to policy dialogue and appeared to play the role of the most important education donor during the evaluation period. No progress observed was indicated by *Indonesia*, probably due to the fact that support only substantially started in 2007.

Overall, these answers reflect a perception of EC support having been helpful to enhancing access to basic education, but, in the majority of cases, not having had a significant impact. The pattern of answers related to aid modalities is too mixed to allow for a clear conclusion on the effectiveness of individual modalities.

2.4.2.2 EC's contribution to improving transition to secondary education (both lower and upper)

Responses on the EC contribution related to improving the transition to secondary education were fairly mixed with four EUD responses each (22.2%) being given to high and medium out of 18 EUD respondents, and five respondents scoring “low”. Compared to EC contribution to “access” this scoring is less positive, thus possibly indicating the fact that less emphasis has been put on “completion” – i.e. also “quality”.

The high group included *Tanzania*, *Uganda*, *Nicaragua* (both GBS and SBS support), *Tunisia* (SBS recipient). *Tanzania* and *Uganda* pointed out the importance of GBS/SBS and sector dialogue in moving the attention of all concerned towards secondary education. *Nicaragua* mentioned the use of secondary education indicators in the SBS programme and *Tunisia* highlighted the targeting of equity of access across all regions with a simultaneous transfer of responsibility to the regions as well as a system of specialization (‘competency based approach’) to promote linkages with higher and vocational education.

The medium respondents included two GBS recipients (*Ghana* and *Vietnam*), one recipient of sector support (*Bangladesh*) and one country which receives neither (*Argentina*). *Argentina* pointed out the reduction in drop-out rates which had contributed to increasing the transition rate to secondary, whilst the other countries did not provide reasons for their scorings.

Botswana, *India*, *Pakistan* (all countries receiving SBS or other sector support) and *Occupied Palestinian Territory* all indicated “to a low extent” for this question: the focus of EC aid had not really been on secondary education issues, and only started emerging rather recently in *India* and *Pakistan*.

The reasons for the responses 'no progress observed' (*Eritrea* and *Indonesia*) relate to the limited extent of EC contributions for this sub-sector at least in *Indonesia* in the period under evaluation.

2.4.2.3 EC's contribution to improving access to education for disadvantaged segments of the population

The responses on improving access were mainly scored as to a low extent (seven out of 17 responses), whilst the second highest group of respondents fell under the 'to a high extent' category (six out of 17 respondents). Disadvantaged segments of society had only minimally been assisted in increasing their access to education in *Botswana, Eritrea, South Africa, Tanzania, Indonesia, Pakistan* and *Occupied Palestinian Territory*. *Eritrea* noted that EC support for construction had only had effects in the second half of 2009, *Tanzania* noted the use of NSA initiatives that have helped increasing access for disadvantaged segments of the population to a limited extent and *Indonesia* noted the small volumes of aid to uprooted peoples as EC's contribution in that regard. Nevertheless, despite the indication of low extent, South Africa did mention that rural school facilities had been upgraded including ramps for the physically handicapped as well as the provision of nutrition centres but sadly only benefitting very few pupils.

The countries marking 'high' extent included *Nicaragua, Tunisia, India, Bangladesh, Uganda* and *Ghana*. Especially the EUD *India* highlighted that the issue of disadvantaged has both been tackled by means of targeted NGO support, out of which were later mainstreamed in SSA (e.g. work with Aga Khan Foundation as part of the "PESLE" programme).

From the answers it appears as if among the main means of improving access to education for disadvantaged segments of the population has been through specific projects that, possibly, have then been mainstreamed. **Overall, EUD answers indicate a rather mixed contribution of EC to improving access to education for disadvantaged.**

2.4.2.4 EC's contribution to improving the quality of education

The main route of responses here pertained to the EC improving quality only to a low extent (seven out of 18 responses). But ten out of 18 respondents were evenly divided between the high and medium extent categories (five EUD responses each).

The low extent responses on quality are for *Botswana, Ghana, Mozambique, South Africa, Indonesia, Pakistan* and *Occupied Palestinian Territory*. The situation in *Botswana* appeared to be that the EDF nine programme during the evaluation period helped the EUD to raise the concerns about quality and to make sure that indicators on quality were included in the EDF 10 monitoring. *Ghana* raised the interesting point that the lack of focus on quality was due to the MDG political bias on quantity. *Indonesia, Pakistan* and *Occupied Palestinian Territory* attributed the late start-up of support to a lack of impact on improving quality.

High impacts on improving quality with EC education aid were recorded by the EUDs *Uganda, Eritrea, Tajikistan, Argentina* and *Nicaragua*. *Eritrea* noted the focus on training, in-service training and upgrading of qualifications of primary and middle school teachers as having improved quality, *Uganda* noted the use of quality as a GBS indicator as a strong impetus to making improvements and *Nicaragua* noted the use of a quality indicator for SBS (PAPSE) especially for improving learning results on literacy and numeracy. *Argentina* remarked that although there is still no data available for the whole country, teacher training and the provision of ICT equipment for primary schools has contributed to increasing quality in 2,000 disadvantaged schools.

The mediums refer to *Tunisia, Vietnam, India, Bangladesh* and *Tanzania*, where *Tunisia* in particular remarked in the complex nature of secondary education in the country and that some actions are underway but results and impacts could not really be measured as yet. *Tanzania* noted the importance of SBS performance indicators related to improvements in quality, where only 43% of the variable tranche was paid due to limited progress on quality. The *India* EUD highlights the fact that secondary education issues are constantly on the agenda during Joint Review Missions.

Overall, it is striking that only five out of 18 EUDs indicate that EC has contributed to a high extent to increasing quality, and surprisingly among these countries are three that only benefitted of rather limited EC support during the evaluation period (*Argentina, Eritrea* and *Tajikistan*). On the other hand, for the vast majority of countries that have received quite substantial support impacts of EC support on increasing quality are considered rather limited. This may hint to the fact that in most cases quality was not the initial focus of EC support.

2.4.2.5 EC's contribution to improving learning achievements in education, especially literacy and numeracy

The EUD responses related mainly to the low extent option (six out of 18 respondents), whilst the second largest response group related to a medium extent (four out of 18 respondents).

The two high respondent EUDs were *Nicaragua* and *Uganda*, the latter indicating that the issue of learning achievements constituted an indicator in the PABS IV GBS.

On the other hand, according to the EUDs, EC contribution to improving learning achievements in education, especially literacy and numeracy, has been rated as low for *Botswana*, *Ghana*, *Tanzania*, *India* and *Pakistan*. *Botswana's* response appeared to indicate that little attention had been paid to this issue up until the end of the evaluation period but subsequent policy dialogue has meant that this issue will be a priority for future support. *Ghana* again pointed to the MDG bias on quantity rather than quality and *India* remarked on the innovative approaches which had been developed under the PESLE programme and later replicated.

Bangladesh, *Vietnam*, *Tunisia* and *Argentina* remarked on medium levels of improvements on learning achievements but none of these countries backed up their scorings with commentaries.

The EUD *South Africa* indicates that none of the projects supported during the period under evaluation focused on learner performance in literacy and numeracy, but emphasised that performance continued to deteriorate during the period, as evidenced by the results of national assessments as well as regional and international comparative assessments. No progress on this issue was observed in *Eritrea*, where the comments made pertain to the fact that no study had been undertaken to assess whether the project implemented on education had an impact on the learning achievements of pupils.

Overall, it appears clearly that improving learning achievements was not a major focus of EC support during the period under evaluation, and that thus outcomes in that regard can at best be characterized as intermingled.

2.4.2.6 EC's contribution to improving management of education service delivery

Most answers of EUD respondents relating to service delivery improvements score EC contribution as medium (seven out of 18 responses), while the high extent responses were the next largest group amounting to five out of 17 responses.

Among the high extent respondents are *Botswana*, *Eritrea*, *Nicaragua*, *Tajikistan* and *Uganda*:

- *Botswana* points out that for this issue the EUD has the ability to steer choices using TA support, studies and policy dialogue and feels that this is where changes can be made in the fastest way.
- *Eritrea* also remarked that cooperation with the EC has definitely benefited both the PMU and Ministry of Education, as well as national education institutions.
- *Uganda* pointed out that both project support and GBS had been employed to strengthen service delivery in both a centralized and decentralized manner.
- *Nicaragua* also elaborated on decentralization issues in this regard by saying that school autonomy and decentralisation were important for sector support between 2004 and 2007 (PAPSE) but that the new administration has rejected the notion of autonomous schools post in 2007, which was seen as an attempt to privatize education. However, the institutional support provided via GBS from 2007 onwards included actions on capacity building, planning and monitoring assessment to strengthen the education sector.

Under the mediums, *Ghana* pointed out that improving service delivery is difficult to address using GBS, whilst *India* highlighted the decentralization and village committee aspects are part of the governance aspects of the major SSA education support programme as well as a focus on the State Partnership Programme in Chhattisgarh where Education constitutes a large component. *Bangladesh*, *Tunisia*, *Vietnam* and *Argentina* were the other EUD respondents under the medium extent scoring.

The scoring "low" for Tanzania reflects that the SBS programme foresaw a TA component to the ministry to strengthen the policy and management capacity, a component, which, according to the EUD, was not implemented due to reluctance within the ministry to absorb such assistance. "Not at all" was scored by *South Africa* and the *Dominican Republic* where *South Africa* remarked that improving service delivery was not an objective of any of the projects funded during the period under evaluation.

Overall, the qualitative responses elicited by the questionnaire on EC's contribution to improving management of education service delivery were too varied to trace clear trends related e.g. to the role of the various aid modalities in strengthening service delivery. However, the rather mediocre scoring seems to indicate that impacts of EC support on improving service delivery have only been limited.

2.4.2.7 EC's contribution to improving transparency and accountability of education service delivery

5 out of 17 responses indicated a low impact of the EC's contributions to improving transparency and accountability of education service delivery, while 23.5% of responses were marked for both "medium" and "high" (each time four out of 17). This means that approximately 50% of the EUD respondents think that EC support has at least to a certain extent contributed to improving transparency and accountability while the other 50% rather think this was not the case.

Eritrea and *Pakistan* are among the low extent answers, both countries classified as fragile/failed in the definitions of the evaluation. *Bangladesh*, *Mozambique* and *Vietnam* are also included here, but unfortunately all these EUDs do not comment on their scorings.

The high scorings relate to *Nicaragua*, *Uganda* and *Ghana* which are all countries benefitting from either sector budget support and/or GBS. *Nicaragua* notes the use of a transparency and accountability-related indicator in the PAPSE.

Medium scorings were issued by *Botswana*, *Tanzania*, *India* and *Tunisia*, where *Botswana's* scoring has to be put into perspective given the fact that transparency and accountability in the system already seem to be high. However, the Education Public Expenditure Review (EPER) helped to identify some issues such as the very poor management of the tertiary grant/loan scheme. The EUD *Tanzania* indicated that the EC was instrumental in initiating a PETS exercise in the education sector when chairing the development partners group and following a lot of resistance the exercise was performed in 2008/9.

Overall, also for this subject the qualitative responses elicited by the questionnaire on EC's contribution to improving transparency and accountability of education service delivery were too varied to trace clear trends related e.g. to the role of the various aid modalities in strengthening transparency and accountability. However, the very mixed scoring seems to indicate that impacts of EC support on transparency and accountability issues related to improving service delivery have only been limited, possibly not yet materialised.

2.4.2.8 EC's contribution to improving "other items"

The other items were just pertaining to *Botswana* mentioning that the funding for education under EDF9 included a very wide range of indicators which allowed the EUD to streamline in the next funding phase under EDF10 and *Tajikistan* pointed to the improvements achieved in the budgetary process in the education sector (through support to MTEF).

2.4.3 What are the issues/factors that hampered further improvements related to overall education sector performance and outcomes in basic and secondary education between 2000 and 2007?

The survey suggested six issues that could be filled in related to issues/factors that hampered further improvements related to overall education sector performance and outcomes in basic and secondary education between 2000 and 2007. However, not all EUDs who had answered other questions provided six factors and it was difficult to group factors into regional patterns. This is an attempt to group together the trends which emerged from the 19 EUDs that replied to this set of questions.

For most of the EUDs that have replied to the questionnaire, the first issues that seemed to have hampered further improvements of sector performance and outcomes in basic and secondary education between 2000 and 2007 are clearly **governance issues** (with 13 issues cited by ten countries of the sample) and **sector management issues** (with 14 issues mentioned by 7 countries).

Further issues highlighted by the EUDs are **limited financial resources** (with six issues given by six countries), **low competency of teachers and curriculum issues** (with six issues given by three countries), **social and geographical conditions** (with six issues cited by five countries), **capacity of institutions to enrol possible entrants** (with five issues mentioned by four countries).

Only three issues regarding **access to data and documents** have been mentioned by two countries, while five of the issues cited were concerning **other country specific issues**.

2.4.3.1 Governance issues

For four of the EUDs in **ACP countries** that replied, governance issues are considered to have hampered further improvements in basic and secondary education. While poor leadership in the Ministry was noted in *Botswana*, “*limited capacity of Ministry of Education to manage resources, in particular: weak human resources management, limited decentralisation of decision-making, and poor financial management*” was highlighted for *Mozambique*. The changing governments and sector strategic planning in *Dominican Republic* and fragmented institutional setup in the education sector between five different ministries in *Tanzania* are other governance issues identified in this region.

Asian respondents also pointed towards governance issues, including:

- corruption (e.g. teachers occasionally hire lower-qualified and lower-paid staff to teach on their behalf) in *Bangladesh*;
- political instability (changes in the government) as limiting improvements to the sector (*Pakistan*);
- lack of coordinated and clear policies in the education sector, which is termed as a “*lack of good governance*” by the EUD *Pakistan*. The latter also mentioned the lack of attention paid by the Government to tackling the education sector in a comprehensive way by not including the private sector and madrassas in policies.

Meanwhile, the case of *India* is fairly unique due to the size of the country and the EUD noted the varying levels of development and different institutional state set-ups as posing a problem for improvements, which makes uniform progress difficult to achieve.

The **Latin American** respondents spoke about similar problems to those experienced in other regions; with, besides rotation in Ministries causing a lack of sustainability, poor management was also a problem with different government entities in charge for primary and secondary causing a loss of efficiency (*Nicaragua*) and the national coordination and leadership as well as the legal framework being a problem (*Argentina*). The EUD *Argentina* noted the lack of a political priority in education as being a hindrance.

In **MEDA-ENPI** region, *Tunisia* was the only country questioned mentioning governance issues and noted that decisions are still highly centralized.

2.4.3.2 Sector management issues

The EUDs *Botswana* and *Mozambique* are the two respondents from the **ACP region** identifying sector management issues as significantly limiting improvements in the education sector. The *Botswana* EUD drew attention to the fact that pre/primary level is neglected and that no sector programme or a sector performance framework exists in the country which limits success. *Mozambique* pointed out the limited capacity related to programme implementation, in particular in Districts and with regard to construction activities, as well as the fact that the model of secondary schooling is perceived as not being responsive to the country’s needs and to the labour market.

Poor management capacities were also mainly mentioned by **Asian** EUD respondents; with the EUD *Pakistan* mentioning poor sector management and the lack of capacity within the sector at all levels, and the EUD *Vietnam* speaking about a lack of results based management.

The rotating nature of the civil service and frequent changes in staff were hampering factors identified by both *Bangladesh* and *Pakistan* EUDs

Inefficient management in the education sector is also noted by the two EUDs in **Latin America**. In *Nicaragua*, education disarticulation (between basic and secondary education with technical level and secondary with higher education) appears to cause efficiency losses. The *Nicaraguan* EUD also mentioned the insufficient links between actions, results and the budget.

In the **MEDA-ENPI** region, *Tunisia* observed that the diversification of education streams remains low and that gateways between different sub sectors of education remain less attractive for students and parents, i.e. in vocational training.

2.4.3.3 Financial resources

For three of the EUDs in **ACP countries** that replied, limitations in financial resources was cited as an issue that seemed to have hampered further improvements of sector performance and outcomes. While *Ghana* and *Dominican Republic* indicated limited financial resources, and the latter further added to low government and societal prioritisation, *Botswana* pointed to an ineffective allocation of resources.

Limited financial resources were also considered a hindering factor in **Asia and Central Asia**, in particular for *Indonesia* where, according to the EUD, Government allocation to education has been low though increasing progressively, in *Bangladesh* where the reputation and the salary of teachers are considered as low and not in line with their responsibilities and in the EUD *Tajikistan* indicated that the low funding allocated by the GoT results in low salaries and, thus in brain drain.

2.4.3.4 Competency of teachers and curriculum issues

In the **ACP region**, the EUD *South Africa* was the only respondent observing numerous issues related to curriculum and competency of teachers. The EUD mentioned that the curriculum reforms were too ambitious and left teachers confused and uncertain of what to do. Furthermore, the EUD indicated that a large number of students have not had any pre-school preparation for school. The EUD also provided detailed comments on several issues affecting success; such as multiple local languages which caused problems in terms of not enough teachers existing to teach at the (pre-) primary level in the African languages as well as not being proficient enough in the teacher training language in order to pass the teacher training examinations.

In the **Asia region**, the EUD *Vietnam* noted the low quality of teaching and curriculum, and in the **MEDA-ENPI countries**, the EUD *Tunisia* highlighted similar issues with young, inexperienced teachers being recruited with poor quality teaching often being the result.

2.4.3.5 Social and geographical conditions (poverty, remote areas...)

In the **ACP region**, *South Africa* observed the fact that the roll-out of pre-primary preparation was not occurring as had been hoped and that social issues such as HIV/AIDS were hindering the success of education programmes in the country.

The **Asian** respondents point to the fact that parents who have no education will find it difficult (knowledge-wise and money-wise) to support their children at school (*Bangladesh*), but also that general poor development conditions of many remote rural areas, prevalence of poverty and social exclusion, labour migration, presence of opposition movements, etc. are factors that can hamper implementation and access to education to all (*India*). The widening gap between rural and urban schools (urban schools have full day schooling while most rural schools have half day schooling) has also been highlighted by the EUD in *Vietnam*. In *Tajikistan* also indicated that remote areas are not easily reachable as well as the lack of proper environment (sanitary, water electricity), which is not conducive to performance.

2.4.3.6 Capacity of institutions to enrol possible entrants - quality

In the **ACP region**, the EUDs *Tanzania* and *Mozambique* indicated that substantial increases in enrolments in primary education affected the quality of education. The EUD *Tanzania* elaborated on the quality problems associated with the substantial increase in primary and secondary enrolments, without the necessary increase in physical and human resources, leading to major challenges for quality of primary and secondary education. For the *Mozambique* EUD, rapid expansion of primary school access appeared to occur at the expenses of quality of education. *Tajikistan* also spoke about some issues one would associate more as being problems in ACP countries such as poor infrastructure.

In the **MEDA-ENPI region**, *Tunisia* observed high attendance level of students due to the demographic transition to be combined with the high enrolment rates in the basic education.

2.4.3.7 Data quality and access

For **Asia**, the EUD *Vietnam* pointed to the lack of quality and lack of reliable data, as well as the difficult access to draft documents of the government and indicated that when donors are consulted it is quite late (or even too late) in the process.

Similarly, the EUD *Nicaragua* highlighted poor data collection and analysis leading to poor monitoring.

2.4.4 For the period 2000 - 2007, what has been the added value of EC support to basic and secondary education in the country?

2.4.4.1 Basic education

According to the EUDs, regarding basic education, the main added value of the EC appeared to be mainly related to its role as a **catalyst for change in the sector as a result of policy dialogue** (quoted specifically by *Botswana*, *Ghana*, *Bangladesh* to certain extent, *India*, *Pakistan* and *Nicaragua*). Thus this was experienced as the added value for almost all regions. In a similar vein *Tajikistan* spoke about the enhanced accountability which the EC has assured.

The role of the EC in relation to **sector or general budget support discussions**, including its coordination role, is of course also noted as being of importance by several EUDs (GBS: *Ghana*, *Mozambique*, *Nicaragua*; SBS or the like: *India*, *Nicaragua*). The role of the EC in improving the status and importance of basic and primary education is also seen as a major success by several respondents (*Botswana*, *Uganda*, *Bangladesh*, *India*).

Other issues highlighted as being where the EC provides an added value is in relation to **improving sector management issues** such as on the importance of teacher training (*Argentina*) and on improving education management (*Vietnam* and *Argentina*).

2.4.4.2 Secondary education

Regarding secondary education, the role of the EC in **encouraging sector dialogue** is also raised as mainly the most important EC added value (*Nicaragua*, *Uganda* and *Pakistan*). However, another general message is that **the EC is not very active in the sub-sector of secondary education** (*Vietnam*, *India* and *South Africa*).

The EC's contribution in relation to furthering the TVET sub-sector (which is not part of the evaluation) is highlighted by two EUDs (*Botswana* and *Argentina*), whilst *Tunisia* highlights the added value of the EC in relation to the generalization of the use of IT in all schools. However, it is not clear whether this specifically only refers to secondary education.

A major success the EUD to *Bangladesh* highlights concerns the **significant role the EC has played in increasing the number of female teachers and increasing their qualifications in secondary schools**. This, according to the EUD, has encouraged more gender parity and a more favourable environment for girl's continuing their education.

In terms of **general budget support and sector budget support countries**, it is surprising to see that those countries receiving substantial SBS funds largely do not make substantial comments on the added value of the EC in this sub-sector (apart from the comments indicated above from *Bangladesh*, *Botswana*, *Pakistan* and *Tunisia*). This could perhaps indicate the limited focus on secondary education up until now. *Pakistan* is a special case as the EC provides SBS at provincial level where it has already been said to have a strong added value in terms of encouraging change via sector dialogue. For GBS countries, only the EUD to *Uganda* pointed out that the EC was the first PABS IV GBS partner to include a secondary education indicator in relation to the release of the variable tranche.

2.5 Programming of support to education

This section tries to explore possible changes in the role that education played in the programming process for the two last programming rounds, as well as shedding light on the perception of the quality of the preparation process of the CSPs.

The evaluation period covers the years 2000 to 2007. During this period, at least two CSPs and related NIPs have been formulated. EUD staff who answered the questionnaire might not have been

working in the EUD during the entire period, but were nonetheless asked to provide feedback on the earlier programming cycles, to the extent possible. Overall, the response elicited from the EUDs on the topic of programming needs to be viewed in light of the fact that only between 13 to 17 EUDs, out of the total 21 EUDs that replied to the survey, answered the CSP-related questions.

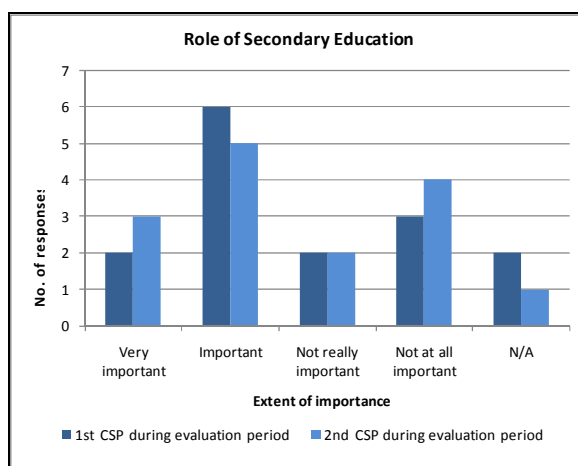
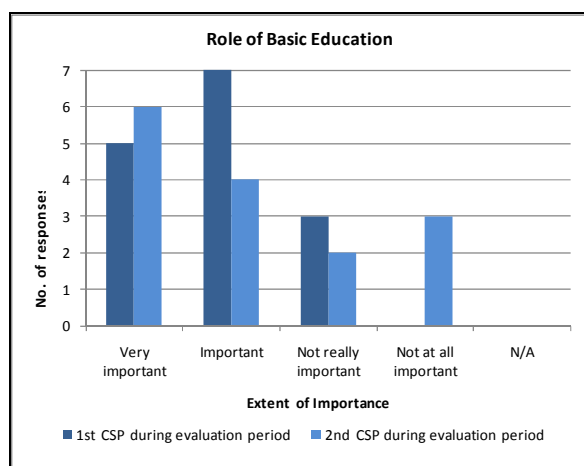
Furthermore, it should be kept in mind that there were no CSPs for certain countries (*Occupied Palestinian Territory, Russia, etc.*) for at least one of the programming periods, possibly accounting for the number of cases where questions were answered with 'n/a' (not applicable).

2.5.1 In your opinion, what role did basic education and secondary education play within the first and second CSP/NIP drafted during the evaluation period?

The following table shows the perception of EUD staff related to the role of basic and secondary education within the CSPs/NIPs drafted during the period under evaluation.

Table 23: Results of survey to EUDs: Rating of role of basic and secondary education within the CSPs/NIPs drafted during the period under evaluation

Scoring levels	1 st CSP during evaluation period		2 nd CSP during evaluation period	
	No. of responses	% cit.	No. of responses	%
Basic education				
Very important	5	33,3%	6	40,0%
Important	7	46,7%	4	26,7%
Not really important	3	20,0%	2	13,3%
Not at all important	0	0,0%	3	20,0%
N/A	0	0,0%	0	0,0%
Total	15	100,0%	15	100,0%
Secondary education				
Very important	2	13.3%	3	20.0%
Important	6	40.0%	5	33.3%
Not really important	2	13.3%	2	13.3%
Not at all important	3	20.0%	4	26.7%
N/A	2	13.3%	1	6.7%
Total	15	100.0%	15	100.0%



2.5.1.1 Basic education

The results of the survey reveal that the majority of responding EUDs considered basic education as playing an important or very important role in both CSP/NIP drafted during the period.

In the **first programming cycle**, twelve out of fifteen EUDs rated the role of basic education as very high. These were almost all EUDs that had to prepare and manage either GBS and/or forms of sector supports, e.g. *India, Bangladesh, Tunisia*, but also *Ghana* which only had GBS support.

In the **second programming cycle**, responses paint a slightly more diverse picture: Although the majority of EUDs (ten out of 15) still ranked the role of basic education as important or very important, one third of the EUDs considered the sector as not really important or not important at all. Here a certain shift can be observed, with basic education becoming more relevant and important for support to countries like *Indonesia, South Africa* and *Pakistan*, with larger support being prepared.

Overall, however, there appears to be a reduction of the importance of the role of basic education in the second round of CSP/NIPs. When looking at the individual qualitative responses, a second trend emerges: **Concerning the first CSP the number of EUDs ranking the sector as important, was higher than those ranking it as very important, while it was the inverse for the second CSP.** Appreciating both of these trends in combination, one may hypothesise that the survey results highlight a general change in programming – namely, focus on a more limited number of sectors of intervention. Such a shift has been advocated under the Paris Agenda and in light of the EU Consensus, and may thus have had a significant effect on the distribution of focal sectors, and in turn, some effect on the incidence where basic education is singled out as a priority.

2.5.1.2 Secondary education

In contrast to basic education, secondary education is clearly **considered less important than basic education by the EUDs.** For both programming cycles roughly one half of all respondents (8/15) ranked the sub-sector as important or very important, while the other half considered it as not really or not at all important, and in some cases it was considered as not relevant/applicable (N/A). Apparently EUDs do not perceive a decline in the importance of secondary education between the two rounds of CSP/NIPs. This is surprising, as, overall, secondary education is only of marginal importance in EC support, when looking at individual commitments to the sub-sector only (and not considering the fact that partly secondary education is included in SBS). Qualitative answers provided do not help identifying the reasons for a scoring as “considerable importance”, given the fact that in merely none of the countries secondary education seems to play a major role in education support.

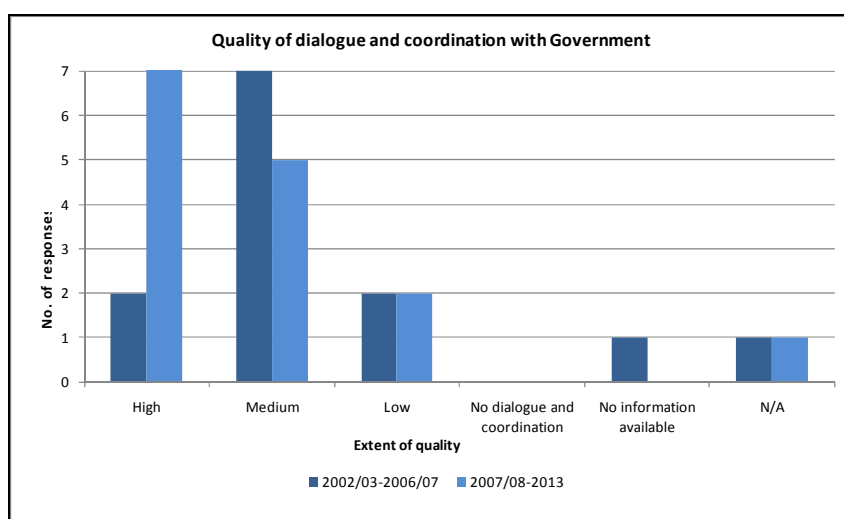
2.5.2 Quality of dialogue and co-ordination in the programming of support

2.5.2.1 Quality of dialogue and co-ordination with government

The quality of dialogue and co-ordination with the government in the preparation of the first CSP/NIPs was been rated as medium by about one half of all respondents (7/13). Two EUDs marked it as high, two as low, and two stated that there is no information available or that the question is not applicable to them.

Table 24: *Results of survey to EUDs: Rating of quality of dialogue and coordination with Government when drafting the CSPs/NIPs during the period under evaluation*

Scoring levels	2002/03-2006/07		2007/08-2013	
	No. of responses	% cit.	No. of answers	%
High	2	15.4%	8	50.0%
Medium	7	53.8%	5	31.3%
Low	2	15.4%	2	12.5%
No dialogue and coordination	0	0.0%	0	0.0%
No information available	1	7.7%	0	0.0%
N/A	1	7.7%	1	6.3%
Total	13	100.0%	16	100.0%



During the preparation of the second CSP/NIPs, the quality of dialogue and co-ordination was rated as high by exactly 50% of all respondents (8/16), as medium by another 31.3% (5/16), and as low by only 12.5% (2/ 16). Only one EUD mentioned that the question is not applicable to them.

While some qualitative responses also refer to the preparation of the first CSP, most of them pertain to the second. In light of the high turnover of EUD staff, this may not be surprising, but needs to be taken into account in the interpretation of results. Overall, the qualitative responses reveal a highly diversified situation. While in some countries like *Uganda*, collaboration is perceived as having “*always been harmonious and productive*,” in others, such as *Indonesia*, there was “*no dialogue and coordination*” in preparation of the second CSP, “*but consultations with Government after the draft was formulated*.”

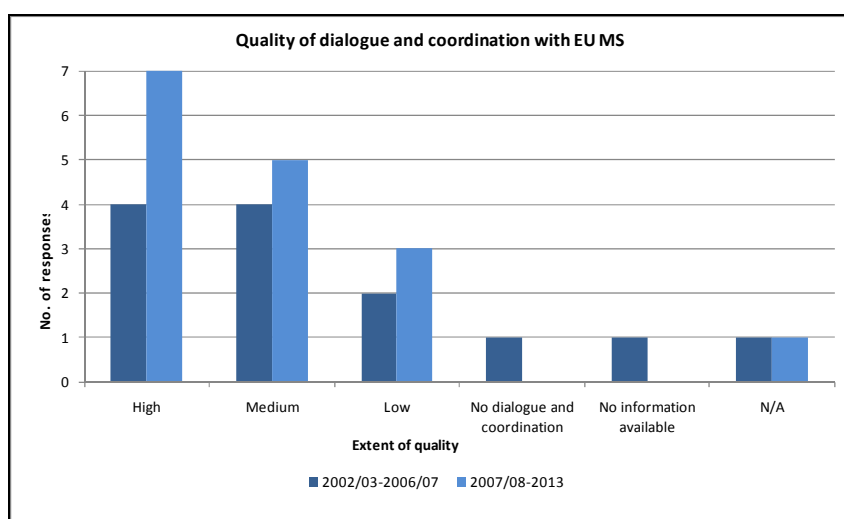
However, when comparing the sheer quantitative ratings related to both CSPs, it appears that the quality of dialogue and co-ordination with governments has significantly improved between the first and second programming cycles.

2.5.2.2 Quality of dialogue and co-ordination with EU Member States

The following table shows the perception of the EUDs that responded to survey related to the quality of dialogue and coordination with the EU MS.

Table 25: Results of survey to EUDs: Rating of quality of dialogue and coordination with EU MS when drafting the CSPs/NIPs during the period under evaluation

Scoring levels	2002/03-2006/07		2007/08-2013	
	No. of responses	% cit.	No. of responses	%
High	4	30.8%	7	43.8%
Medium	4	30.8%	5	31.3%
Low	2	15.4%	3	18.8%
No dialogue and coordination	1	7.7%	0	0.0%
No information available	1	7.7%	0	0.0%
N/A	1	7.7%	1	6.3%
Total	13	100.0%	16	100.0%

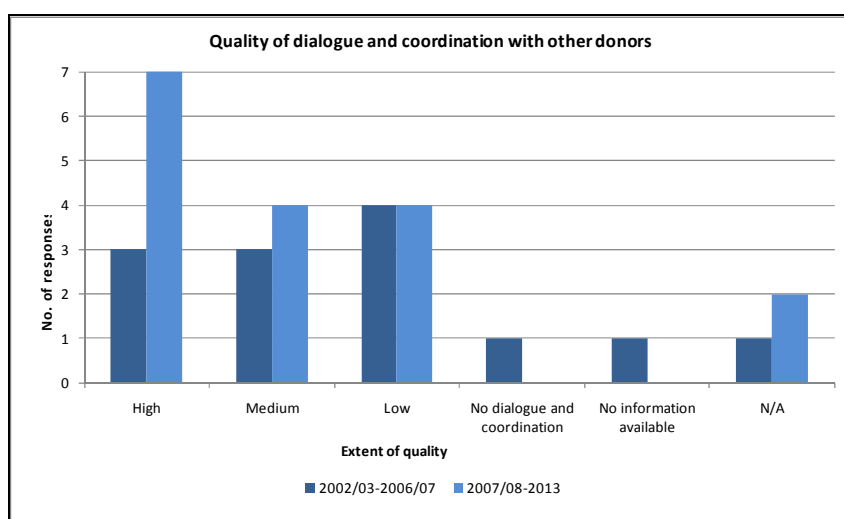


Based upon the survey responses, it appears that dialogue and co-ordination with Member States has significantly improved between the first and second rounds of CSPs. Qualitative comments also reveal that there have been or are, several different types of coordinating mechanisms in place, ranging from “ad hoc” dialogue regarding the first CSP to an Education-specific ‘Partners Forum’ for the second CSP (*South Africa*).

2.5.2.3 Quality of dialogue and co-ordination with other donors

Table 26: *Results of survey to EUDs: Rating of quality of dialogue and coordination with other donors when drafting the CSPs/NIPs during the period under evaluation*

Scoring levels	2002/03-2006/07		2007/08-2013	
	No. of responses	% cit.	No. of responses	%
High	3	23.1%	7	41.2%
Medium	3	23.1%	4	23.5%
Low	4	30.8%	4	23.5%
No dialogue and coordination	1	7.7%	0	0.0%
No information available	1	7.7%	0	0.0%
N/A	1	7.7%	2	11.8%
Total	13	100.0%	17	100.0%



During the first round of programming, the dialogue and co-ordination with other donors was perceived as rather mediocre by the majority of survey respondents. About 23% considered it medium, and 31% as low. Only three out of 13 EUDs indicated a high level of dialogue and co-ordination.

Concerning the second programming cycle, over 40% of all respondents considered a high level, while about one quarter considered a medium, and one quarter a low level of dialogue and co-ordination.

When contrasting the figures for the two rounds of CSPs, it seems evident, that co-ordination and dialogue of the EC with other donors has significantly improved over time. The qualitative comments provided on the question are few in number (7/17), yet two of them challenge the level of dialogue, noting that “such dialogue is limited to an annual meeting of donors”, and that “in reality, donor coordination is general but poor.”

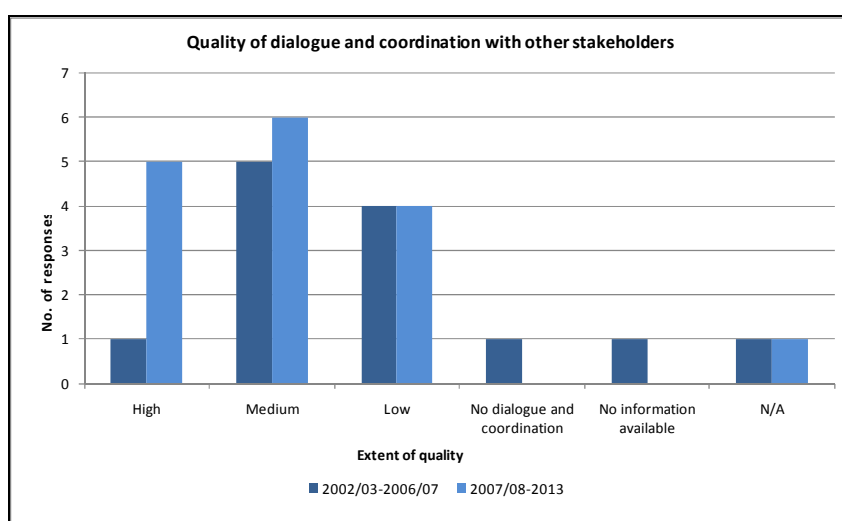
2.5.2.4 Quality of dialogue and co-ordination with FTI representative entity

Relating to both programming cycles, the survey reveals that dialogue and co-ordination with FTI representative entities has been nearly non-existent at EUD level. Concerning the first CSP, seven out of 12 EUDs pointed out that the question was not applicable to them. For the second CSP, the same applies to eight out of 14. This means that dialogue with an FTI representative entity was not relevant or possible in about two-thirds of all responding EUDs. In no case was dialogue and co-ordination marked as high, but over the whole period, those who did indicate that dialogue took place, four out of five indicated that its quality was low.

2.5.2.5 Quality of dialogue and co-ordination with other stakeholders

Table 27: *Results of survey to EUDs: Rating of quality of dialogue and coordination with other stakeholders when drafting the CSPs/NIPs during the period under evaluation*

Scoring levels	2002/03-2006/07		2007/08-2013	
	No. of responses	% cit.	No. of responses	%
High	1	7.7%	5	31.3%
Medium	5	38.5%	6	37.5%
Low	4	30.8%	4	25.0%
No dialogue and coordination	1	7.7%	0	0.0%
No information available	1	7.7%	0	0.0%
N/A	1	7.7%	1	6.3%
Total	13	100.0%	16	100.0%



During the first round of CSPs, most respondents rank the quality of dialogue and co-ordination with other stakeholders as either medium (38.5%) or low (30.8%). Respectively one EUD stated that it was high, or that there was no dialogue, no information available, and that the question was not applicable.

During the second round of CSPs, nearly 70% of all respondents referred to the quality of dialogue and co-ordination with other stakeholders as either medium (37%) or high (31.3%), while about one quarter ranked it as low. However, nobody indicated an absence of dialogue and co-ordination, although one EUD asserted that the question was not applicable.

When comparing the responses concerning both programming cycles, a clear trend emerges towards a higher quality of dialogue and co-ordination with other stakeholders over time. The qualitative comments accompanying the quantitative results repeatedly mention dialogue with NGOs and CSOs.

2.6 Policy dialogue, coordination, harmonization, alignment - issues related to General Budget Support

Out of the 20 EUDs that replied to the question on existence of GBS, nine confirmed their existence. This corresponds, in principle, to the evaluation team's findings from the CRIS database.

2.6.1 At a general level, how important is/was the General Budget Support supported by the EC regarding coordination, harmonization and alignment issues related to education?

Usually, a number of GBS indicators relate to education. This question aims at distilling the role GBS plays for education in order to improve coordination, harmonization and alignment at the sectoral level.

The GBS support was deemed important in terms of effect on **coordination** mechanisms by a majority of the EUDs surveyed. Indeed, various GBS platform in the countries have created a space for dialogue among donors and the partner countries' governments that facilitate the coordination among stakeholders. For instance, in *Vietnam*, the EC is co-chair with the Government of Vietnam of an education sector working group under the Poverty Reduction Support Credit (PRSC) into which the EC pledges funds as GBS support. In *Nicaragua*, the EC participates in regular meetings with other donors to discuss the Performance Assessment Matrix that follows up social trends, including education. Also the Ghana and Mozambique EUDs consider the GBS platform as being very important in relation to coordination on education related issues.

There is a variety of points of view among the EUDs surveyed as regards GBS and **harmonization issues** related to the education sector. However and perhaps surprisingly, the recourse of GBS had apparently no effects on harmonization in the *Dominican Republic* and only limited effects in *Vietnam*.

The results of the survey show that, in several countries, GBS is not considered as important regarding alignment issues for education. And, when a link between GBS and alignment related to education exists, the link does not necessarily appear to be direct or strong.

2.6.2 What role does and did EC play in preparing and monitoring the General Budget Support with regard to issues related to support to education?

Survey results show that most EUDs (five out of eight answering) consider their role in preparing and monitoring education issues in GBS support as at least considerable.

In those cases (2) where EUDs have scored their role as rather limited, in monitoring education related issues in the GBS, the EC relies on other donors, such as MS – a silent partnership agreement exists in *Ghana* for education with DfID, or issues of education are in the hands of MS that are directly involved in the pooled fund for support to education, as is the case in *Mozambique*, or the EC limits its monitoring activities to the advent of disbursement requests (*Dominican Republic*).

However, most EUDs surveyed consider that the EC plays a considerable or very important role in preparing and monitoring the GBS with regard to education issues, i.e. indicators related to education. This seems to be especially the case when the EC is involved in sector working groups linked to GBS where stakeholders actively and regularly interact on issues related to the education sector, as for instance in *Tanzania*, where the EC was a very active member of the education sector donor group (and held the chair in 2007) during the period under evaluation. This group, jointly with the government and CSO representatives, assesses the performance of the sector on an annual basis, similarly the same players agree on annual performance targets; or in *Vietnam*, where the EC is the lead donor among MS for education, and co-chair of the education sector working group.

It is important to note that the situation can also be the other way round: Instead of the GBS leading in determining the indicators, in the case of *Tanzania*, activities supported by the EC under the SBS contributed to improve monitoring GBS with regard to education related issues. This contribution

seems to originate from an initiative aimed at building the capacity to collect and the reliability of data in the education sector.

2.6.2.1 If education-related indicators are part of GBS indicators, what modalities (such as type of meetings, participants, frequency, etc.) have been established for education sector dialogue related to these indicators? How well are they functioning?

The sector dialogue related to GBS indicators is generally considered to function quite well by almost all EUDs surveyed and can take place in a variety of ways:

In the case of the *Dominican Republic*, very limited dialogue takes place; the information related to GBS indicators is directly collected through the NAO.

Yet, a dialogue related to GBS indicators occurs indeed in most cases, especially during the implementation of sector reviews such as in *Mozambique* where an annual and a mid-year sector review are carried out feeding the annual joint review of overall performance of the GBS and in its mid-year review. This education sector dialogue related to GBS seems to occur in a more systematic manner such as in *Uganda*, *Vietnam* and *Tanzania* where working groups meet regularly to discuss sector performance (every 2-3 months). While the education sector working group in *Vietnam* is co-chaired by GOV and EC, in *Tanzania* it is being chaired by the PS of the Ministry of Education and attended by all key players active in the education sector. Moreover, in the latter case, the annual sector review takes place in August/September culminating in an annual high level meeting (chaired by the Minister) and resulting in a joint Aide Memoire with assessment of sector performance, and in an agreement on the performance targets for the following years (three year rolling plan) that stipulates key milestones. The participation in the process is quite broad involving all key stakeholders of the sector during the quarterly education sector meetings. In *Uganda*, also the Education Sector Consultative Committee (the highest policy making organ of the MoE) also seem to work well.

In *Nicaragua*, GBS indicators are monitored through the GBS Group in two annual meetings, a system that seemed to have worked well until 2008. Their preparation involves subgroups meetings forming the basis for the government-donor dialogue. While only two indicators for primary education seem to exist, and are being monitored by the GBS, education sector monitoring at the sector level is based on a set of own indicators.

It is noteworthy that the distinction between technical meetings and meetings at policy level is pointed out in several answers. The participants are not necessarily the same in the two types of meeting.

2.6.2.2 If education-related indicators are part of GBS indicators, what importance do financing, accountability and capacity building measures related to education have in policy dialogue related to the GBS?

The following table provides an overview on EUDs' perception of the importance of financing, accountability and capacity building measures related to education in policy dialogue related to the GBS. Given the rather low number of answers it is difficult to derive common strands. However, and apart from the issue of accountability, EUDs attribute, in the majority of cases, at least considerable importance to all issues. Accountability issues seem less important.

Table 28: Results of survey to EUDs: Importance of financing, accountability and capacity building measures related to education in policy dialogue related to the GBS

	Not relevant		No importance		Limited importance		Considerable importance		Very high importance		Total	
	N°	%	N°	%	N°	%	N°	%	N°	%	N°	%
Financing issues	0	0.0%	1	11.1%	2	22.2%	4	44.4%	2	22.2%	9	100.0%
Accountability	0	0.0%	1	11.1%	3	33.3%	4	44.4%	1	11.1%	9	100.0%
Capacity building measures	0	0.0%	1	11.1%	2	22.2%	5	55.6%	1	11.1%	9	100.0%

The answers of the EUDs confirm the importance of financing, accountability and capacity building measures in the policy dialogue related to the GBS and the importance of these issues at education sector level. But the answers do not strongly show the importance that such measures specifically

related to education can have in policy dialogue related to the GBS, although some of the answers mention the fact that, in a general manner, sector policy dialogue feeds into GBS policy dialogue.

In other terms, it appears that the policy dialogue related to GBS seems to focus on very broad policy issues where sector specificities are not necessarily of high importance.

2.6.2.3 GBS usually has technical assistance and capacity building components. How is co-ordination between donors ensured in that regard?

When the education sector benefits from direct support (pool funding, etc.), usually no additional technical assistance or capacity building components is provided in the framework of the GBS (*Mozambique, Ghana, Uganda*).

In the few cases concerned by the question, the coordination is most of the time effective and usually takes place during GBS meetings and reviews.

2.6.3 Overall, what importance/weight would you attribute to EC in the context of policy dialogue on General Budget Support?

The following table provides an overview on EUDs' perception of the importance of the role plaid by the EC in the context of policy dialogue on GBS. EUDs attribute, in the majority of cases, at least considerable importance to the EC role.

Table 29: Results of survey to EUDs: How EUDs perceive EC's importance in the context of policy dialogue on GBS

Scoring levels	No. of responses	%
Not relevant	0	0.0%
No importance	1	11.1%
Limited importance	1	11.1%
Considerable importance	4	44.4%
Very high importance	3	33.3%
Total	9	100.0%

When looking at the qualitative aspects the following can be summarised:

- In several cases, the EC is a leading donor and, therefore, it naturally carries weight in the context of policy dialogue on GBS (the EC is the third largest GBS donor in *Mozambique*; it has a leading role related to GBS in *Nicaragua* and *Jamaica* and has a leading role regarding sector working groups in *Vietnam*).
- The role that the EC can play in the context of policy dialogue on GBS is not only related to its relative importance in the donor landscape but also to the panel of aid modalities used: The EC seems to be particularly active in policy dialogue on GBS when it only or mainly channels its aid through this modality, for instance in the cases of *Ghana, Jamaica, and Mozambique*, but also in *Tanzania*.
- On the other hand, in the case of the *Dominican Republic* only very limited policy dialogue on GBS seems to take place.

2.7 Coordination, harmonization, alignment - at the level of the education sector

2.7.1 What kind of co-ordination and consultative mechanisms related to support to education exist(ed) at the sector level in the country, and how would you characterize them?

The survey aimed at capturing the different types of co-ordination and consultative mechanisms related to support to education that exist(ed) at the sector level, and there at different levels, i.e. with different parties being involved:

- Between the EC and Governments,

- Among the donors themselves, without Government,
- Between the EC and the EU Member States,
- Between donors and Government,
- Trust Funds.

Results are complicated patterns of mechanisms, very country specific, and naturally related to the type of support the EC is giving towards the education sector.

2.7.1.1 Mechanisms between the EC and Governments

Regarding mechanisms between EC and Government, the case of **Bangladesh** (see the following box) seems to be the most comprehensive one, providing a **good snapshot of what coordination and consultation might involve and require**.

Box 2: Bangladesh: An example of what coordination with Governments might require

The **Bangladesh Development Forum** intends to be a high-level discussion forum between government and the development partners in Bangladesh on all major subjects of relevance to development. It is still at its starting phase with the Government being the organizer and chair and the EC participating with other donors.

The **Joint Commission** is a yearly bilateral forum at relatively high level on all issues related to EC development assistance to Bangladesh, providing an opportunity for both parties to express main concerns and appreciation. Also here the Government is the main organizer and chairing the forum.

The **Education Local Consultative Sub-Group** (ELCG) holds about twice-yearly meetings on education matters, with representatives from donors, government, NGOs, UN, etc.; and special meetings, as and when required, on skills development and non-formal primary education. According to the EUD, the quality, usefulness and number of meetings vary with the chairmanship rotating among development partners. It is perceived as a good tool to interact, but obviously mainly with other development partners, as Government representatives only seem to attend occasionally. EC staff usually participates and held vice-chairmanship during one year.

Project Steering Committee (PSC) on the TVET Reform project, which is co-chaired by government and EC representatives, is seen as a meeting at medium level, usually, according to the EUD, ensuring support from a wider group of government representatives. Government co-chairs, jointly with EC staff; and a considerable number of participants from various agencies and ministries are usually present.

Monthly **Project Monitoring and Coordination Committee** (PMCC) meetings take place on the TVET Reform project, i.e. seems to be a classical monitoring meeting, involving practical discussion at a relatively low level on implementation-specific issues and problems. It seems to be a very useful exercise to ensure involvement of and approval by major government stakeholders, with the Government chairing and many government participants from various agencies and the ministry concerned being present.

Advisory Board (AB) meeting of the non-formal primary education project, with several representatives from government, along with many other non-government participants, which is also characterized as very useful, with an active involvement of all stakeholders with frank discussions. EC holds chairmanship there.

Formal consultation of government take place at various levels during project design, by EC staff and/or consultants. Here the Government is asked to provide information on policy, strategy and plans. The quality and usefulness of such consultations seems to vary, but to usually provide good background information on government's positions.

Moreover, the EC requests the government to officially **approve certain documents** during project design and implementation, where approval often happens "in silence" in that the Government does not reply.

Meetings with government representatives, as and when required, on specific topics, between EC staff and direct counterparts in Government, usually upon request of EC staff.

The following table tries to capture the complex picture of coordination and consultative mechanisms between the EC and the Governments related to support to education that exist(ed) at the sector level in the desk study countries, and some of their characteristics, as perceived by EUDs.

Overall, EUDs are rather positive on the existing mechanisms, indicating that some of them can be well used for instance for pointing to deficiencies and to increasing alignment. EUDs perceive governments usually at least as active, perhaps not as active as one might wish, i.e. leading the processes. On the other hand, EUDs think they are also active players in these mechanisms, partly taking leading roles, e.g. in Botswana.

Table 30: Coordination and consultative mechanisms related to support to education: Between the EC and the Government

Name of mechanism	Major characteristics, e.g. regarding quality and usefulness, and trends over the past years	How would you characterize the role of the government in each of these groups, if applicable?	How would you characterize the role of the EC (Delegation) in each of these groups, if applicable?
High level discussion fora (Bangladesh, India, also South Africa)	Joint Commission meetings are an opportunity for both parties to express main concerns and appreciation at high level. But, in the case of <i>India</i> , the discussion seems to remain very general and consensual. In the case of South Africa, while such fora in the early 2000s mainly dealt with operational issues regarding project implementation now they increasingly deal with aid effectiveness issues and more strategic developmental issues, e.g. the involvement of civil society in the country's development. The <i>Bangladesh</i> Development Forum is too recent to draw significant conclusions.	Active. Leading role.	Active participation/partner.
Meetings specific to the sector policy support program (Botswana, Tunisia, Dominican Republic)	Increasing policy dialogue, good mechanism. Good mechanism to point out weaknesses in the education system and "guide" some reforms. Meetings are informal and irregular in the case of the Dominican Republic	Active. Good appropriation by the Government.	Guiding role (recommendations are well taken into considerations, as they are often formulated on the basis of studies or joint annual appraisals of the sector)
Technical Steering Committee meetings (bi-annual) (Eritrea)	Useful for addressing project related issues, until now very limited debate on sector strategy	Chaired by Minister of Education with NAO participating	Prominent, de facto suggesting agenda for TSC meeting, the EC being the only donor apart from UNICEF represented in the country with international sector specialists
Meetings specific to programmes/projects (Bangladesh) or regular management meetings (twice per month) (Eritrea)	Usually ensures support from a wider group of government representatives than meetings at higher level.	Active. Co-leading role. In the case of <i>Eritrea</i> meetings chaired by manager of Education Sector Development Plan PMU	Co-leading role.
Bilateral meeting: "programming meeting", "ENP committees", etc. (Occupied Palestinian Territory)	Contribute to align the interventions to the government's needs, especially the "programming meeting" between the EC and the Ministry of Planning.	Good (in "Occupied Palestinian Territory", the co-ordination between the different Ministries is cumbersome)	A mediation role between the ministries in the case of "Occupied Palestinian Territory"
No formal coordination/consultative mechanism (Argentina)	n/a	n/a	n/a

2.7.1.2 Mechanisms exclusively organized and attended by the donors alone

As for **mechanisms exclusively organized and attended by the donors alone**, the EUDs mentioned a few only, again at various levels:

- At the very general policy level, such as the Development Partner Forum in *Botswana* (revived in 2008) discussing general aid effectiveness issues, where the EC is active, having funded several Development Partner Fora meetings and the development of a donor database;
- At the sector level, for instance the sector donor group in the *Dominican Republic*, that meets less and less regularly as the government is more and more assuming a stronger coordinating role, and in which the EUD claims to have had a leading role;
- At the level of individual programmes as for PEDP II in *Bangladesh* with a view to exchanging opinion and expertise on certain issues and developing a common position towards the government (consortium meetings). Another example here is *Eritrea*, where WB implements the construction component of the ESDP through a Trust Fund Agreement. Here, discussions on sector strategies are informally taking place in the context of EC-WB cooperation on education sector project and trust fund issues. The EUD indicates that a close cooperation with the WB on Trust Fund related issues exists, but, as the WB is not represented with international education experts in the country on a permanent basis, the interaction is limited to periods where WB missions take place.

It should also be noted that, for a good number of years in *India* UNESCO held stewardship of what was called the "Education Donors Group". This group does no longer exist, as the number of donors in the sector and in India in general has declined. However, still regular exchange of information on each other's programmes seems to take place.

2.7.1.3 Mechanisms between the EC and the EU MS

When looking at **coordination mechanisms related to education between the EC and the EU MS**, very much depends upon how actively involved the MS are in the sector (e.g. in *Eritrea* they are not), and what kind of support EC is giving:

- In *Bangladesh*, formal consultations take place with the EU MS during the design stage, with less formal consultations at the earlier stages, providing comments for further improvements of the design.
- In *India*, EU Development Counsellors meet about six times a year, but education seems to be only occasionally on the agenda. Moreover, ad hoc meetings, e.g. on CSP review, are being held, with the EUD trying to facilitate consensus building.
- In *Botswana*, as no other MS than Germany is active in the education sector, ad hoc meetings are the option chosen for coordination, which is equally the case in *Burkina Faso* (technical and financing issues being at the core of discussion).
- In *Jamaica*, where GBS is the only modality with a reference to education, EU MS are kept informed, but active coordination only takes place with the UK. It should be noted that education issuers do not seem to be at the focus of coordination.
- In *South Africa*, an Education and Training Development Partners' Forum was established in 2007 and chaired by the Netherlands. Contrarily to other mechanisms it rather seems to be a forum mainly for exchange of information on who is doing what.
- In the *Occupied Palestinian Territory*, in 2009 the development of an EU strategy for all sectors was launched by the EC, including education, with the aim of coordinating and limiting the number of sector in which EC and MS are active. Moreover, once a week information and coordination exchange take place with MS, the government being invited for specific interventions / specific topics.
- In *Argentina*, no formal mechanism to coordinate support among donors exists; however, a kind of non-structured dialogue during programming, formulation and implementation takes place with the World Bank, IADB and UNICEF, among other donors.

2.7.1.4 Mechanisms between donors and government

As for **coordination and consultative mechanisms** related to support to education **between donors and government**, survey results shows again a rather heterogeneous picture, with varying degrees of EC leadership and role:

- Formal coordination mechanisms exist in the framework of GBS support, such as *Ghana* (MDBS group), or *Burkina Faso* (Cadre Partenariat) where all major stakeholders involved in education meet every two months (donors, NGOs Ministry of Education), chaired by the Government, and with a EUD trying to push.
- Ad hoc coordination prevails in *Botswana* with only few donors being involved, while the Social Sector Group existing in Eritrea seems to be meeting only on an irregular basis, thus being of only limited use, especially when thinking in strategic and sector dimensions.
- In *South Africa*, annual donor meeting is called upon by the national Department of Education. However, as this meeting seems to focusing on funding gaps for an ongoing financial year it is only of limited value for the EC, as such needs cannot be covered on ad hoc bases.
- As indicated, in *Bangladesh*, the Education Local Consultative Sub-Group (ELCG) holds about twice-yearly meetings on education matters, with representatives from donors, government, NGOs, UN, etc.; and special meetings, as and when required, on skills development and non-formal primary education. According to the EUD, the quality, usefulness and number of meetings vary with the chairmanship rotating among development partners. It is perceived as a good tool to interact, but obviously mainly with other development partners, as Government representatives only seem to attend occasionally. EC staff usually participates and held vice-chairmanship during one year.
- In *India*, currently the JRM (Joint Review Mission) is considered as "the" vector for donor coordination, with twice-yearly meetings to review progress of SSA, and bringing together education and financial experts from Gol and donors. The EUD characterizes these exercises as good with frank exchange of information and common drafting of the aide-mémoire, leadership being ensured by the Gol (preparation of reports and presentation in the framework of the JRMs), with active participation of the EC as a member of the core group.
- As for the *Occupied Palestinian Territory*, an Education Sector Working Group and Higher Education Thematic Group meets approximately six to eight times a year, with the Ministry of Education and Higher Education chairing it (plus and one donor and UNESCO co-chairing). According to the EUD government's role is strong in this group, and, given that education is not a focal sector EC's involvement is judged by the EUD as equal to that of the other donors.

It is to be noted that the only EUD that explicitly mentioned other mechanisms is *India*. There, the EUD indicates the existence of civil society events that serve for visibility purposes, and exchange of views in a participatory manner, where EC trends in support of education in India are communicated.

2.7.1.5 Mechanisms related to trust fund agreements

As for **coordination and consultative mechanisms** in cases of **trust fund agreements**, survey results mainly refer to *Eritrea* and *Pakistan*:

- As for *Eritrea*, the EUD sees all criteria that could be scored - coordination, complementarity, efficiency, effectiveness and impact - as rather weak, highlighting that delays in implementation had accumulated until June 2009, and had remained weakly addressed by WB. Only after a Rapid Results Approach applied as a desperate measure during 2009, first results in the component financed seem to have been achieved through a community approach to school construction.
- The situation is different for *Pakistan* where a number of such agreements have been made, especially in the framework of the Earthquake Rehabilitation Programme with WB, UNICEF, ADB, and UNDP. Here, EUD scored all criteria between acceptable and good, highlighting however a very slow start and familiarization with adequate construction models for the earthquake areas, lacking sufficient technical expertise during the first years.

Overall, no real trend can be derived from the two cases; they rather seem to indicate that the quality of implementation and outcomes of trust fund agreements is very much depending on individual settings.

2.8 Does the EC co-fund programmes in your country that are implemented by development banks, UN organisations or through FTI?

Only 12 EUDs provided an answer to the question of co-funding, four of them indicating the EC had co-financed programmes. Considering that the question was aiming at the issue of co-funding related to programmes that are then being implemented by the other organisation, and not at cases where, for instance, the WB and the EC are jointly financing education support or where the EC is co-funding an NGO project, analysis has to be limited to the following two countries:

- *Eritrea*, where a trust fund agreement exists with the World Bank related to the implementation of the construction component of the Education Sector Development Programme (ESDP). Here, quality of coordination is perceived as rather weak – which is confirmed from other sources.
- The picture is different for *Pakistan*, where, as part of the “Earthquake Emergency Assistance Project (Education) in the Earthquake-Affected districts of AJK, Pakistan” contracts were concluded with UNICEF and the Asian Development Bank (€ 30 million and € 10 million), solely related to post-earthquake reconstruction of school facilities. Despite the very slow start and familiarization with adequate construction models for the earthquake areas, and the lack of sufficient technical expertise during their first years, as expressed by the EUD, the EUD scores efficiency, effectiveness, impact rather good for cooperation with ADB, less favourable for efficiency and effectiveness of UNICEF support. Overall, coordination with the two bodies seems to have been working well.

The EUD to *Occupied Palestinian Territory* mentioned the programme "Quality Systems for Quality teachers" a programme which is putting in place the systems to implement the national teacher education strategy. While this has only been contracted in 2008 (with UNESCO), and therefore falls outside the scope of the evaluation, the EUD indicates that coordination with UNESCO is good and that the programme is highly complementary to other EC support. Moreover, efficiency and effectiveness so far are rated as good, given the short duration of the programme only.

2.9 Education for All - Fast Track Initiative

2.9.1 Is the Fast Track Initiative (FTI) relevant for your country? What kind of consultation mechanisms have been put in place between the ECD and FTI on sector support issues including SBS?

Out of the 20 EUDs replying to this question, eight indicated that FTI is relevant to their country: *Burkina Faso, Eritrea, Ghana, Mozambique, Uganda, Vietnam, Tajikistan and Nicaragua*. While the EUD to *Ghana* reports that there is no consultation mechanism in existence, the other EUDs report on the existence of various kinds of mechanisms:

- In *Burkina Faso*, World Bank and EUD are part of the same group of donors for education, which seems to meet several times a month, and also related to progress on FTI.
- In *Eritrea*, according to the EUD, an agreement exists between main implementers in education (WB, EC UNICEF) on the importance that FTI could play for Eritrea. Meetings among donors have taken place on this subject, and the MoE has been made aware of the opportunities that FTI poses, but the country has not gone yet through an FTI appraisal process. According to the EUD, since the end of 2009, discussions on FTI among WB, UNICEF and EC take place regularly at every occasion of a WB supervision mission, and in between, via email communication.
- In *Uganda*, the Education Sector Working Groups is used for discussing about FTI issues, while in *Vietnam* the same type of mechanism has been established in November 2009, but, to date no meeting has taken place.
- In *Tajikistan*, currently, there is no mechanism in place, but being discussed with the WB and the Ministry of Education, given the fact that GOT recently received a USD 13.5 million grant under the Catalytic Fund.
- As for *Nicaragua*, consultation is rather informal, through exchange with EFA-FTI, while, on the other hand, participation in education round tables seems to facilitate such contacts.

2.9.2 In your opinion, to what extent the FTI Catalytic Fund helped to improve country preparedness for EC sector support?

Only few perceptions of EUDs on the role of the FTI-CF in improving country preparedness for EC sector support could be gathered (6). Only one EUD, *Tajikistan*, is of the opinion that the FTI process has been very significantly helping the country to prepare for SBS, as a catalytic factor behind the move towards SPSP which is foreseen (after evaluation period), and which seems to have improved donor coordination and alignment. All other EUDs that answered the question, i.e. *Burkina Faso*, *Ghana*, *Nicaragua*, were of the opinion that the FTI was only helpful to a very limited extent, respectively not at all. This is quite understandable for all three of them, as in the first two countries EC support has been channelled into GBS (almost exclusively) since a number of years, while in the *Nicaragua* case the EC had already started its sector support when FTI became relevant. The other EUDs rather complained about the lack of relation, while it seems as if in *Burkina Faso* the funds were held on a "non-trackable" account that gave no guarantee that additional resources would be given to the Ministry of Education (*Burkina Faso*).

It should be noted that transparency and the sharing of financial information is a pre-condition for countries to participate in FTI appraisals. According to the EUD these seem to be missing in *Eritrea*.

2.9.3 If an FTI country appraisal has taken place, how do/did the Delegation share its results with EC HQ in Brussels?

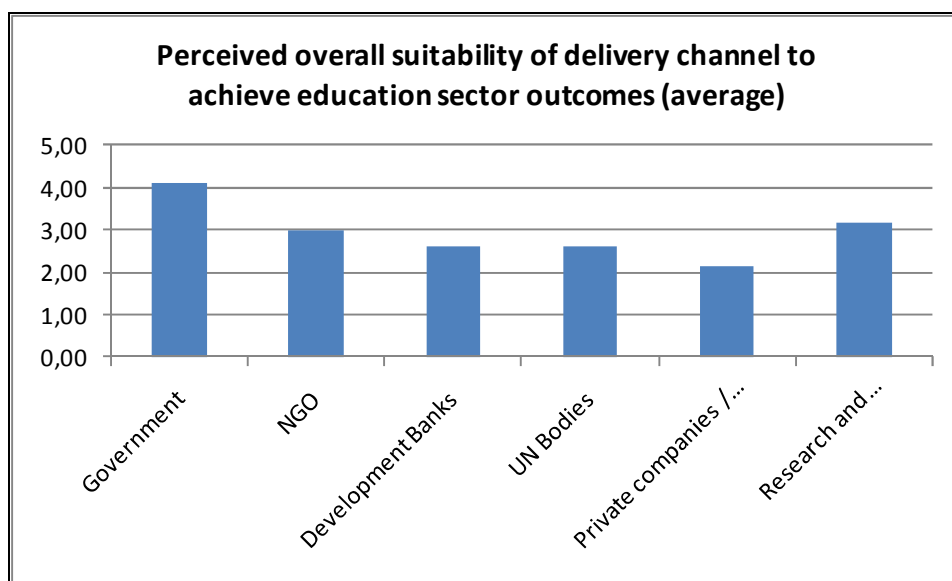
Only two EUDs, *Uganda* and *Nicaragua*, answered the question on how sharing of information between them and HQ on results of FTI country appraisals took place. However, the answers given did not indicate any mechanism for sharing information.

2.10 Aid modalities and channels

2.10.1 Overall suitability of the aid channels the EC uses (contracts) for achieving education sector outcomes in partner countries

The questionnaire survey revealed an overview of the general suitability of various aid channels, as perceived by responsible EUD staff. The channels under consideration were: the partner government, NGOs, Development Banks, UN Bodies, private companies, research and education institutions, as well as others that respondents named themselves. The following paragraphs summarise the responses related to each channel, providing quantitative as well as qualitative data.

Figure 22: Results of survey to EUDs: Perceived suitability of delivery channels to achieve education sector outcomes



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

Channel	Very high	High	Medium	Low	Very low	Weighted Average
Government	6	8	2	1	0	4,12
NGO	0	5	8	3	1	3,00
Development Banks	0	3	3	1	3	2,60
UN Bodies	0	1	5	3	1	2,60
Private companies / dev. agencies acting as such	0	0	1	5	0	2,17
Research and education institutions	1	4	2	4	0	3,18

Overall, respondents on average ranked the government as having the highest suitability to achieve education sector outcomes, with a 'high' score of just above 4. NGOs and Research and education institutions were perceived to have an average suitability of around three, i.e. medium. Development Banks and UN Bodies scored between two and three, and thus have suitability below medium, but above low. And Private companies and development agencies acting as such were perceived to only have low suitability for achieving education sector outcomes.

2.10.1.1 Government

The vast majority of all respondents who answered this question, indicated that they perceive the government to have a very high (6) or high (8) suitability as a channel to achieve education outcomes. Only two EUDs described the suitability as medium, and none as low or very low, albeit three respondents said that it was not applicable in their situation. The weighted average of all responses is 4.12 – which indicates an overall 'high' suitability of the channel 'government'.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
Government	6	8	2	1	0	4,12

When providing reasons for their positive judgment, EUDs frequently point out the essential role of the government in providing education services or in terms of the potential to create significant change (*Botswana, Burkina Faso, Jamaica, South Africa, Bangladesh, Pakistan, and Argentina*). Several respondents mentioned budget support as a modality in this context, and one EUD mentioned the possibility of policy leverage related to working directly with the government.

2.10.1.2 NGOs

In terms of distribution, the largest number of all responses (8) elicited on this channel (17) indicated a medium suitability for NGOs as an education sector channel. This is confirmed by the weighted average score, which is three, i.e. medium suitability. Five respondents gave NGOs a high score, and three a low score. Only one EUD remarked that the question was not applicable in their context.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
NGO	0	5	8	3	1	3,00

The 'medium' scoring of NGOs is reflected in the set of qualitative answers accompanying the quantitative judgements. While several EUDs indicated that NGOs had a limited role and chance to achieve impact at a large level, most respondents pointed out specific roles for NGOs that they perceived as important.

For example, two EUDs stated that NGOs have a complementing role to that of the government (*Botswana; Bangladesh*), in that they provide services outside the remit or provision of services by the government. A number of respondents mentioned specific tasks which they see NGOs as handling, including support to children in difficulties, pre-schooling, and training of teachers (*Botswana, Mozambique, India, Russia*). Three questionnaire answers pointed out that NGOs had a special role in terms of piloting projects/approaches (*Burkina Faso, Mozambique, India*). And another set of responses indicated that NGOs were suitable to address specific target groups, i.e. the most marginalised and those in distant locations or specific regions (*Bangladesh, Indonesia, Vietnam, Russia*). Two EUDs pointed out that NGOs have a special added value in terms of community relations, i.e. that they could improve the links between communities and schools and help to involve communities (*Mozambique, Tajikistan*). In *Eritrea*, the legal situation with regard to NGOs is such, that basically, "foreign NGOs have practically no licence to operate," and "local NGOs [...] cannot be considered as independent," so no use of this channel for the purposes of education has been made. And finally, the EUD to *Botswana* asserted that NGOs may also take on a monitoring role (*Botswana*), to "monitor the performance of the sector and the implementation of government reforms and ask Government to account for those."

2.10.1.3 Development Banks

Concerning Development Banks, the questionnaire revealed that half of the EUDs that answered this question did not find the option applicable in their context. The majority of the other half of the respondents felt that the banks were of high (3) or medium (3) suitability, while a few asserted that they had low (1) or even very low (2) suitability. In terms of weighted average, a 2.6 indicates an overall low to medium suitability.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
Development Banks	0	3	3	1	3	2,60

The qualitative responses elicited by the questionnaire on the suitability of Development Banks were too varied to trace clear trends. Nevertheless, the individual answers may hold true for other contexts as well. For example, in *South Africa*, it was stated that while the government “*may be open to receiving technical assistance from development banks, but it does not wish to take loans from such banks.*” In the context of *Pakistan*, it was asserted that “*the WB in particular has a lot of expertise and resources for education and working with the Government.*” This positive impression of working through the WB is not shared by the EUD staff in *Eritrea*, who asserted, that “*The Trust Fund Agreement with the WB on the implementation of the Construction Component reflects the very limited impact that the EC has when using WB to channel its funds.*” The respondent goes on to say that “*the two or three supervision missions that WB sends to monitor implementation are insufficient to adequately monitor the implementation of this component [...] and the shared mission Aide Memoires can not substitute for critical expert analysis.*” The EUD to *Vietnam* however, highlighted an added value of working in the education sector through co-financing with the WB, namely that such cooperation may result in a better flow of information, increased coordination and a more unified voice towards the government.

2.10.1.4 UN Bodies

As for UN agencies, again, nearly half of all those who answered this question said that it was not applicable. Of those who did rate UN bodies in terms of suitability as channels to achieve education sector outcomes, all except one, indicated that it was either medium (5), or low (3). In terms of weighted average, a 2.6 indicates an overall low to medium suitability.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
UN Bodies	0	1	5	3	1	2,60

The related qualitative answers again do not reveal many trends except the following: that UN bodies are particularly relevant when it comes to the provision of education services in crisis or (post-)conflict situations, such as in the *Occupied Palestinian Territory* or Northern Pakistan (NWFP after the IDP crisis). In *Bangladesh*, UNDP was applauded for its high availability and good relations with local people which it has in the Chittagong Hill Tracts; and in *Indonesia*, UNICEF was mentioned as a ‘good channel’, because “*it reaches both national and grass-root levels.*” Other respondents pointed out that in their country there were no education contracts with UN bodies, or that UN bodies were not as relevant as a channel for education service delivery.

2.10.1.5 Private companies

Nearly two-thirds of those who answered with regard to private companies indicated that the question was not applicable. Of the remaining third, the vast majority (five out of six) agreed that private companies had a low suitability, while one EUD indicated suitability of a medium level. In terms of weighted average, a 2.17 indicates an overall low suitability.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
Private companies / dev. agencies acting as such	0	0	1	5	0	2,17

Since so few respondents felt that private companies were an applicable education service delivery channel in their context, there are only a handful of qualitative comments on this channel elicited through the questionnaire. The EUD to the *Dominican Republic* stated that private companies or development agencies acting as such had provided TA with positive results in the past, but that they had sustainability concerns. In the context of *South Africa*, according to the questionnaire, private companies play a role in terms of providing materials and infrastructure, i.e. “*providing textbooks and other learning materials and assist with the maintenance and upgrading of school facilities.*” The EUD to *Pakistan* noted this channel was important because there was much knowledge and expertise in particular for capacity building within it.

2.10.1.6 Research and education institutions

EUD responses concerning research and educational institutions as channels for education aid delivery were more varied than those for other channels. A large part of the EUDs either felt that such institutions had a high suitability (4), and an equal part felt that they had a low suitability (4). One respondent gave them a very high score, and two a medium score. In terms of weighted average, a 3.18 indicates an overall medium suitability.

Channel	Very high	High	Medium	Low	Very low	Weighted Average
Research and education institutions	1	4	2	4	0	3,18

The detail and nature of qualitative responses for this channel was quite mixed, and no general trends can be observed, but a few highlights are worth citing. One EUD for example, pointed out that *“research institutions can provide and have provided valuable insights into the reasons for unsatisfactory performance, and education institutions have to train teachers and education managers.”* Another EUD asserted that building the capacity of research and education institutions was important to *“allow them to play a meaningful role in proposing/implementing reforms and monitoring the performance of the sector.”* (Botswana)

2.10.1.7 Others

Only one out of all EUDs who answered the questionnaire survey indicated a rating for ‘other’ channels of aid delivery suitable to achieve education sector outcomes in partner countries. However, the respondent did not indicate in the qualitative answer field what sort of channel he/she was referring to, nor provided any reasoning for the rating. Thus no conclusions can be drawn from the response.

2.10.2 Suitability of the aid channels the EC uses (contracts) for achieving education sector outcomes in partner countries by themes

After eliciting responses on the general perceived suitability of various aid channels, the survey went on to ask for the suitability of these same channels with regard to specific education sector outcomes, namely:

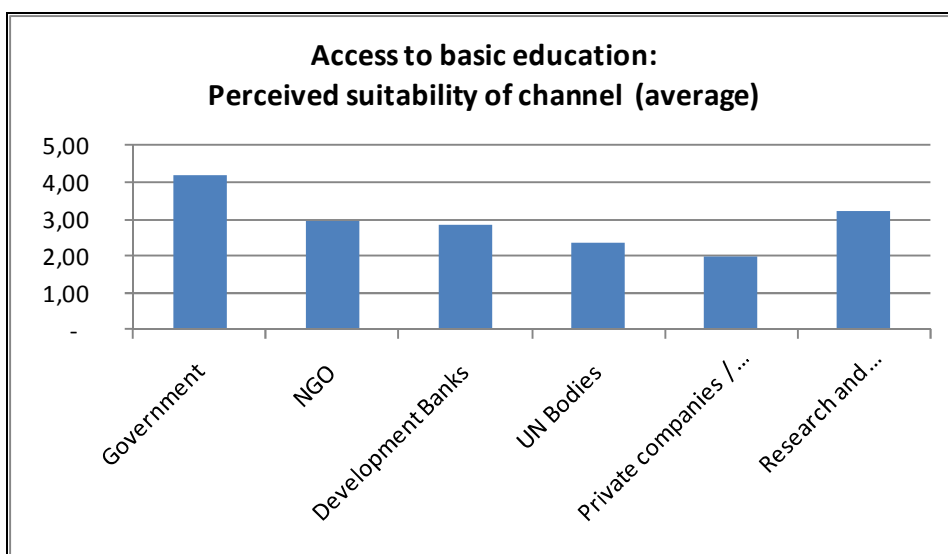
- Improving access to basic education;
- Improving transition to secondary education (both lower and upper);
- Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...);
- Improving the quality of education;
- Improving learning achievements in education;
- Improving management of education service delivery;
- Improving transparency and accountability of education service delivery; and
- Others (to be specified by the respondents).

The following paragraphs summarise the responses related to each channel, providing quantitative as well as qualitative data.

2.10.2.1 Access to basic education

In terms of the average score for each channel’s suitability with regard to the improvement of access to basic education, the results of the survey show that the government was perceived as being most suitable, with its average suitability being perceived as ‘high.’ According to survey respondents, the second most suitable channel were “research and education institutions”, followed closely by NGOs and Development Banks. All of these three had an average suitability ranking of about three, i.e. medium. UN bodies and private companies and development agencies acting as such had a lower average ranking, above and around 2, i.e. low suitability.

Figure 23: Results of survey to EUDs: Access to basic education - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

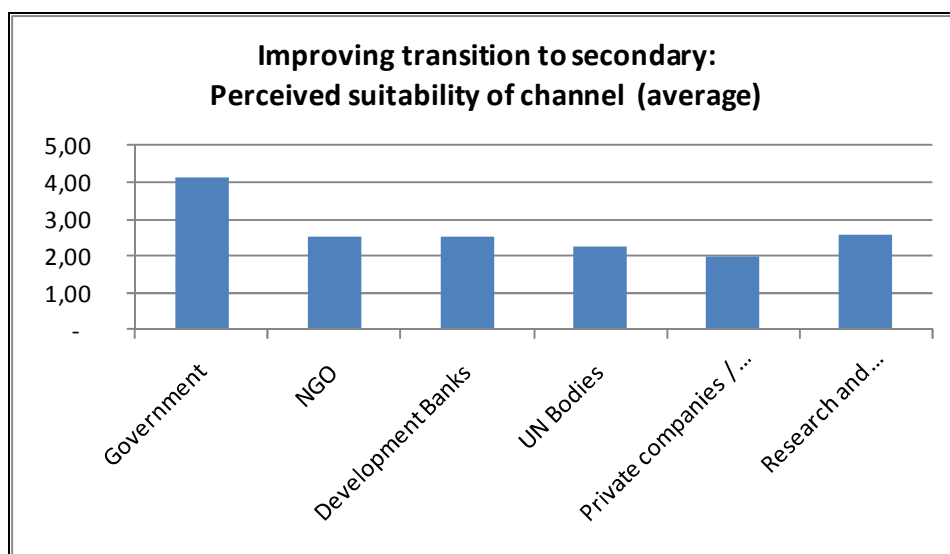
Channel	Very high	High	Medium	Low	Very low	Average
Government	7	7	2	1	0	4,18
NGO	0	4	7	3	1	2,93
Development Banks	1	0	3	1	1	2,83
UN Bodies	0	0	2	0	1	2,33
Private companies / dev. agencies acting as such	0	0	0	3	0	2,00
Research and education institutions	0	3	1	0	1	3,20

In terms of qualitative responses, there are no general trends that emerge. Nevertheless, a few statements are worth citing. Highlighting the high suitability of the government, respondents said that *“the government is the main actor and the main target for that objective;”* that the *“government at central and decentralised levels are best places to deliver on basic education;”* and that *“by and large in the social sectors the government is the main service provider.”* As regards the role of NGOs, responses truly vary, ranging from positive assessments of their suitability, such as *“NGOs have a great role to play, especially in rural areas,”* to rather negatively judged suitability: *“NGOs have no real role in the provision of formal education.”*

2.10.2.2 Improving transition to secondary

In terms of the average score for each channel's suitability with regard to the improvement of the transition to secondary education, again, the government receives the highest score. On average, the government was ranked as having a high suitability, while all other channels had suitability between just about two and three, i.e. low to medium. On the higher end of this spectrum were NGOs, Development Banks and Research and education institutions with scores around 2.5. And on the lower end were Private companies and DPs acting as such.

Figure 24: Results of survey to EUDs: Improving transition to secondary - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

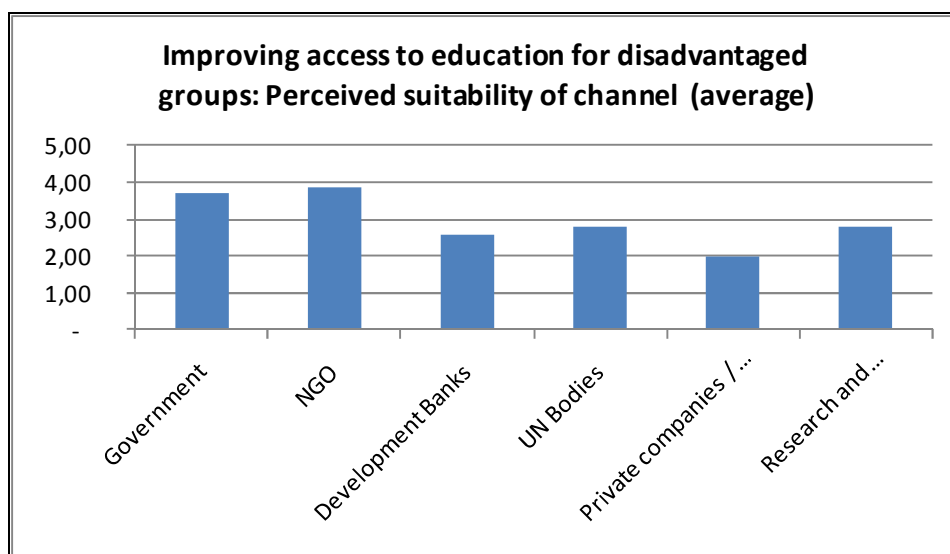
Channel	Very high	High	Medium	Low	Very low	Average
Government	5	7	1	1	0	4.14
NGO	0	1	5	4	1	2.55
Development Banks	0	0	4	1	1	2.50
UN Bodies	0	0	2	1	1	2.25
Private companies / dev. agencies acting as such	0	0	0	3	0	2.00
Research and education institutions	0	2	1	0	2	2.60

Unfortunately, respondents did not provide a lot of qualitative answers to justify their scorings for this education sector outcome. One respondent indicated that in fact this outcome was *“something that is probably not very well done by all the partners.”* And other statements repeat the arguments raised for improving access to basic education, i.e. that the government was the best placed to deliver on social services. An interesting statement by one EUD was that *“NGOs can assist with addressing social issues that prevent older children from remaining in school”* (South Africa).

2.10.2.3 Improving access to education for disadvantaged groups

In terms of the average score for each channel's suitability with regard to improving access to education for disadvantaged groups, **NGOs score highest, followed closely by the government.** Both of them are perceived to have an average suitability of just below 'high', while all other channels are scored below medium, the lowest being Private companies and development agencies acting as such.

Figure 25: Results of survey to EUDs: Improving access to education for disadvantaged groups - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

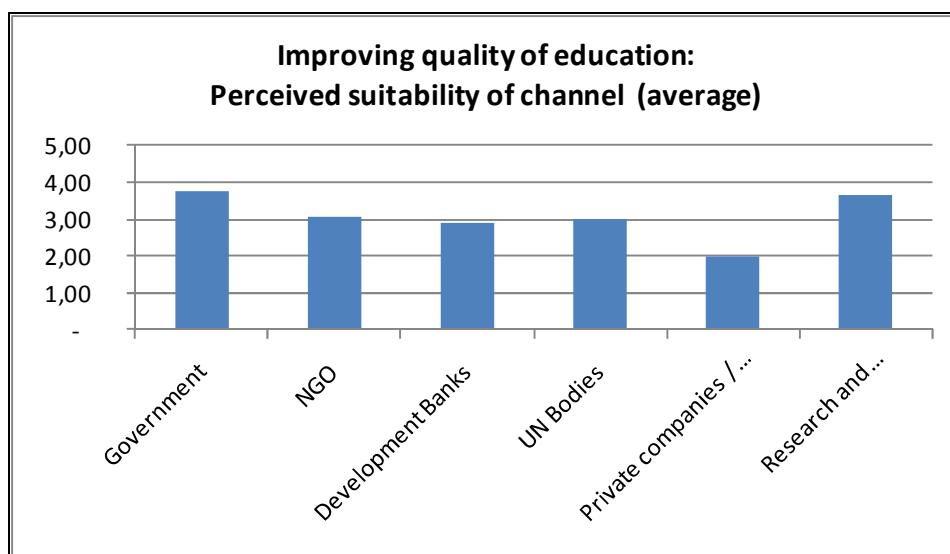
Channel	Very high	High	Medium	Low	Very low	Average
Government	4	4	5	0	1	3,71
NGO	4	5	4	1	0	3,86
Development Banks	0	1	4	0	2	2,57
UN Bodies	0	1	3	0	1	2,80
Private companies / dev. agencies acting as such	0	0	0	3	0	2,00
Research and education institutions	0	2	1	1	1	2,80

Again, the qualitative answers for this sector outcome are not very detailed. However, a few respondents clearly point out the high suitability of NGOs with statements such as “NGOs can play a very important role in complementing government services for disadvantaged groups,” and “NGOs are better positioned to help vulnerable people.” Such statements seem to capture the general trend of responses, most of which perceive the specific suitability of NGOs to lie in their specific ability to focus on particular people groups and their needs.

2.10.2.4 Improving quality of education

In terms of the average score for each channel’s suitability with regard to the improving the quality of education, both the government and the research and education institutions score highest, with scores above 3,5 but under 4, i.e. indicating quite a high suitability. NGOs, Development Banks and UN Bodies all are perceived to have a medium suitability on average, with Private companies and development agencies acting as such again have a low score.

Figure 26: Results of survey to EUDs: Improving quality of education - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

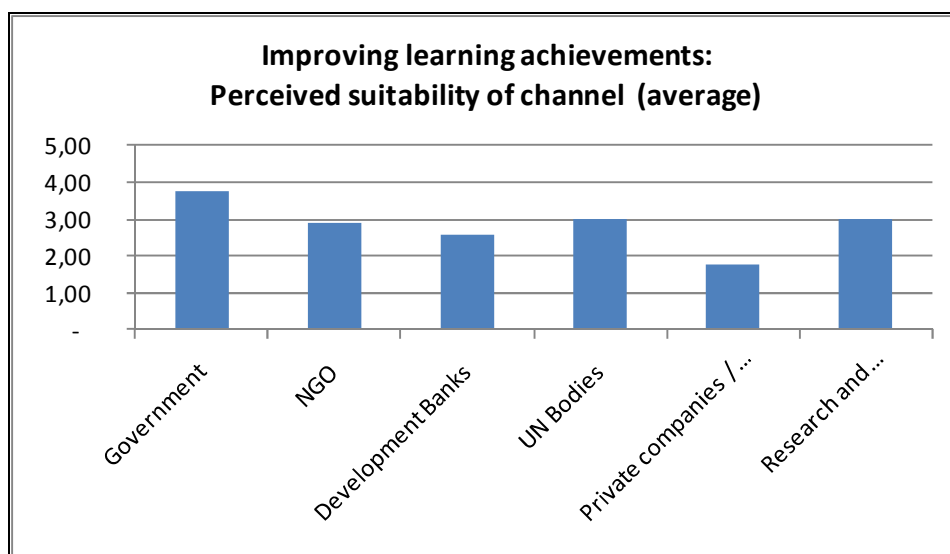
Channel	Very high	High	Medium	Low	Very low	Average
Government	6	4	2	4	0	3,75
NGO	0	4	7	3	0	3,07
Development Banks	0	3	3	0	2	2,88
UN Bodies	0	2	2	0	1	3,00
Private companies / dev. agencies acting as such	0	0	1	2	1	2,00
Research and education institutions	2	3	2	0	1	3,63

When providing qualitative responses in relation to their scoring for this sector outcome, respondents often referred to earlier statements made for other outcomes. One EUD stated that *“the improvement of the quality is a big challenge, as the technical services of the Ministry are often weak.”* (Burkina Faso) and another EUD relates the experience made with channelling funds through the WB, describing it as *“tedious as the payment schedules to the beneficiaries are very fragmented (five payments of 20%) but the outcome [being] very good.”* (Occupied Palestinian Territory).

2.10.2.5 Improving learning achievements

In terms of the average score for each channel’s suitability with regard to the improvement of learning achievement was highest again for the government, with a score of just below 4, i.e. high. NGOs, UN Bodies and Research and education institutions had a perceived average score of around three, i.e. medium. Development banks scored around 2.5, and Private companies and development agencies acting as such scored even below ‘low’.

Figure 27: Results of survey to EUDs: Improving learning achievements - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

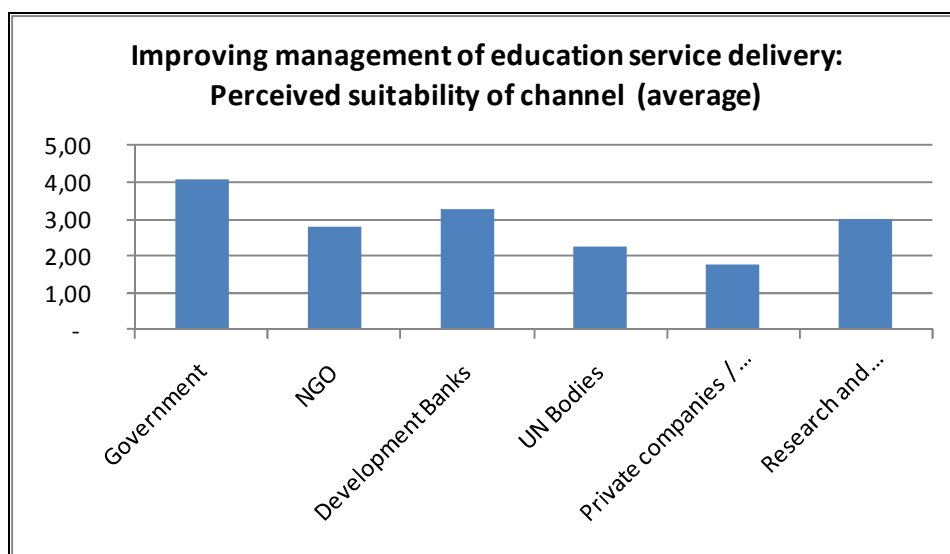
Channel	Very high	High	Medium	Low	Very low	Average
Government	5	5	2	2	1	3,73
NGO	0	2	7	3	0	2,92
Development Banks	0	1	4	0	2	2,57
UN Bodies	0	2	2	0	1	3,00
Private companies / dev. agencies acting as such	0	0	0	3	1	1,75
Research and education institutions	1	1	1	1	1	3,00

The few qualitative answers elicited, mostly refer to previous statements made for other outcomes researched.

2.10.2.6 Improving management of education service delivery

In terms of the average score for each channel's suitability with regard to improving the management of education service delivery, the government again received a high score, just above 4. Development Banks scored above medium, followed by Research and education institutions and NGOs. UN Bodies had a perceived suitability of just above 2, i.e. low, and private companies and development agencies acting as such even lower.

Figure 28: Results of survey to EUDs: Improving management of education service delivery - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

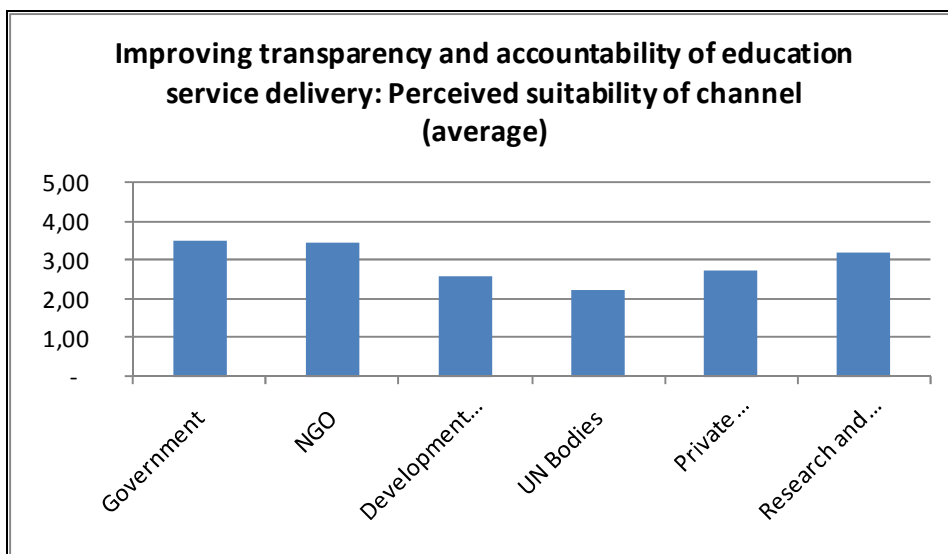
Channel	Very high	High	Medium	Low	Very low	Average
Government	6	5	3	1	0	4,07
NGO	1	2	4	5	1	2,77
Development Banks	1	2	3	0	1	3,29
UN Bodies	0	0	2	1	1	2,25
Private companies / dev. agencies acting as such	0	0	0	3	1	1,75
Research and education institutions	0	2	2	0	1	3,00

While many respondents just referred to previous statements made for other sector outcomes, a few did give insightful responses. One EUD responded by stating that there are reputable NGOs in the country that provide services with regard to the management of education service delivery, and one respondent wrote that while they might not have the main responsibility in regard to this outcome, “CSOs can support this and assist in the monitoring and support to less resourced districts.” (Uganda) And finally, one EUD spoke of its own experience, saying that “SBS should be complemented with Technical Assistance to achieve better results on this issue” (Nicaragua).

2.10.2.7 Improving transparency and accountability of education service delivery

In terms of the average score for each channel's suitability with regard to the improvement of transparency and accountability of education service delivery, three channels were scored fairly similarly, namely the government, NGOs, and Research and education institutions. All three scored above 3, but below 3.5 – indicating a bit more than ‘medium’ suitability on average. These three channels were followed (with decreasing scores) by Private companies and development agencies acting as such, Development Banks, and UN Bodies, all three scoring above two (i.e. low suitability). It is interesting to note that the scoring for Private companies and development agencies acting as such diverges significantly from the scoring these channels had received for other education sector outcomes, being higher.

Figure 29: Results of survey to EUDs: Improving transparency and accountability of education service delivery - perceived suitability of channels



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

Channel	Very high	High	Medium	Low	Very low	Average
Government	2	8	3	2	1	3,50
NGO	3	3	5	3	0	3,43
Development Banks	1	1	1	2	2	2,57
UN Bodies	0	1	1	1	2	2,20
Private companies / dev. agencies acting as such	1	0	0	3	0	2,75
Research and education institutions	1	1	3	0	1	3,17

Unfortunately, the qualitative responses do not provide any information on the perceived suitability of Private actors. However, they do point to the **role of NGOs in terms of ensuring transparency and accountability, as well as in awareness raising with regard to these issues**. Yet one EUD remarked that the inputs achieved through contracts (for T.A. and with NGOs), is “quantitatively limited” when compared to achievements of the “budget sector/Government programmes” as a whole.

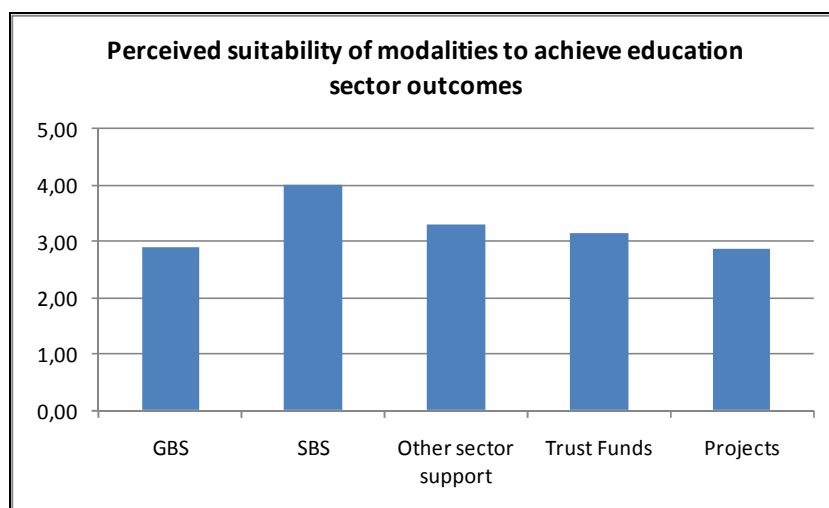
2.10.2.8 Other kinds of education services / improvements & other channels

The respondents did not provide any valuable feedback in these two last fields, except for one statement concerning the potential role that Parliament could also play, especially in transparency and accountability.

2.10.3 Overall suitability of the aid modalities the EC uses for achieving education sector outcomes in partner countries

The questionnaire survey revealed an overview of the general suitability of aid modalities the EC uses for achieving education sector outcomes in partner countries, as perceived by responsible EUD staff. The aid modalities under consideration were: GBS, SBS, Other sector support, trust funds, and projects. The following paragraphs summarise the responses related to each channel, providing quantitative as well as qualitative data.

Figure 30: Results of survey to EUDs: Perceived suitability of modalities to achieve education sector outcomes



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	2	4	3	1	2,91
SBS	5	6	0	1	1	4,00
Other sector support	1	4	3	1	1	3,30
Trust Funds	0	3	3	0	1	3,14
Projects	0	4	8	6	0	2,89

2.10.3.1 General Budget Support

In terms of the distribution of responses, the small table below illustrates that most of the EUDs which answered this question, scored the suitability of GBS as medium, a few as high and a few as low. This is reflected in the weighted average score, which is 2.91 indicating a suitability just below medium.

Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	2	4	3	1	2,91

The qualitative feedback on the reasons for this scoring are too mixed to identify trends, but are insightful nonetheless. One respondent felt that GBS was a good tool, but *“implied that the technical ministries have capacities to handle it,”* which apparently in the case of this country (in *Burkina Faso*) was not perceived to be the case. Another respondent remarked that in his/her country of posting, budget support was projectised and had a *“limited impact on the education sector”* (*Dominican Republic*). **Yet another EUD staff felt that the use of GBS would reduce the potential for sector specific dialogue, while the staff of another EUD stated that GBS would be enable one to directly affect the policy processes and dialogue.** The most detailed response came from the EUD in *Argentina*, which is worth citing in its entirety: *“Given the reduced amount of EC assistance vis a vis national and provincial education budgets, GBS would not contribute to policy focus. Additionally, given the structure of the National Budget Management System, the appropriations for specific actions are only possible through a project approach.”*

All these responses reveal that a broad array of perceptions on how suitable GBS is exist within EUDs. But despite the fact that opinions vary, nearly no respondent considered the suitability of GBS for education sector outcomes either very high, or very low.

2.10.3.2 Sector Budget Support

In terms of the distribution of scorings for SBS as an aid modality to achieve education sector outcomes, quite a clear picture presents itself. Eleven out of thirteen respondents who filled in a score, perceived the suitability of SBS to be either high (6) or very high (5). Only two respondents felt that it was low or very low, and nobody felt that it was ‘medium.’ The weighted average suitability is 4,0

which means that, on average, the EUDs felt that generally, SBS is highly suitable to achieve education sector outcomes.

Modality	Very high	High	Medium	Low	Very low	Weighted Average
SBS	5	6	0	1	1	4,00

The qualitative responses in relation to the suitability of budget support confirm the positive scoring. Many statements assert that **SBS provides a good basis for policy dialogue**. In this vein EUD's speak of *"optimal opportunities for sector dialogue"* and *"high participation at policy dialogue compared to the rather modest financial commitment."* One respondent pronounced that SBS was preferable to GBS in their country, since the MoE was *"not strong enough towards the MoF"* (Burkina Faso). Another EUD pointed out that in their experience; SBS is more workable at the provincial rather than federal level, since in their country, the provinces were responsible for implementation (Pakistan). And finally, one EUD staff (Tajikistan) responded by suggesting that as the EUD expands its support, ***"it may be advisable to use a mix of aid modalities such as SBS (leverage can be very high, thanks to the privileged relation and partnership built with the Ministry of Finance), TA (in areas needed by the MoE) and projects for specific interventions related to community mobilizations (teachers parents associations etc)."***

2.10.3.3 Other sector support

The scorings in relation to 'other sector support' are distributed with a majority of responses at around high or medium suitability (seven out of ten). This is medium to high suitability is confirmed by the weighted average of 3.3.

Modality	Very high	High	Medium	Low	Very low	Weighted Average
Other sector support	1	4	3	1	1	3,30

Since the terminology of 'other sector support' can refer to a variety of practical situations, qualitative responses point in a number of directions. The kind of 'other sector support' that are mentioned, include: complementary technical assistance to budget support programmes and capacity building initiatives, for example to conduct studies, expenditure reviews, assistance to develop plans/policies, etc., but also participation in different sector working groups, conference funding, and even scholarships for students and academic staff.

2.10.3.4 Financing Trust Funds

In terms of the distribution of scorings in relation to the suitability of trust funds as an aid modality for the achievements of education sector outcomes, most respondents either provided a high or medium score. The weighted average reflects this, with a score of 3.14 – which indicates a medium suitability of the aid modality.

Modality	Very high	High	Medium	Low	Very low	Weighted Average
Trust Funds	0	3	3	0	1	3,14

Unfortunately, there are very few qualitative responses concerning the suitability of trust funds. The EUD to Indonesia respondent remarked that the *"trust fund approach allows for coordination of donors compared to projects."* But another EUD (Occupied Palestinian Territory) was more detailed, speaking of their own experience, in which *"trust funds with the WB are not easy to manage and to monitor, but the outcomes of the project are excellent (thanks to a high level of expertise within the WB)"*.

2.10.3.5 Project support

In terms of the distribution of scorings in relation to the suitability of project support as an aid modality for the achievements of education sector outcomes, responses vary between a 'high' and 'low' scoring. The weighted average score is 2.89 - indicating an average of perceived suitability of a 'medium' level.

Modality	Very high	High	Medium	Low	Very low	Weighted Average
Projects	0	4	8	6	0	2,89

There is a broad range of qualitative responses on the project support modality, ranging from very positive, to rather negative judgements:

- On the positive side, projects are perceived as a good tool for improving specific technical aspects, for piloting, to bridge gaps where GBS "is deficient", for focusing on less advantages groups, and to promote research and innovation.

- On the more negative side, some EUDs expressed their views, asserting that impact may be very limited, sustainability was at risk, there was a risk of in terms of corruption issues, and a risk that projects remain isolated.

A few EUDs pointed to conditions which were necessary to make projects successful, including the needs for: close dialogue between all stakeholders, attention from the EUD to promote results at the higher level, full alignment to national priorities, and high ownership of national authorities.

2.10.3.6 Other

The EUDs did not respond with regard to this option in the questionnaire.

2.10.4 Suitability of the aid modalities the EC uses for achieving education sector outcomes in partner countries by themes

After eliciting responses on the general perceived suitability of various aid modalities, the survey went on to ask for perceptions on the suitability of these same modalities with regard to specific education sector outcomes, namely:

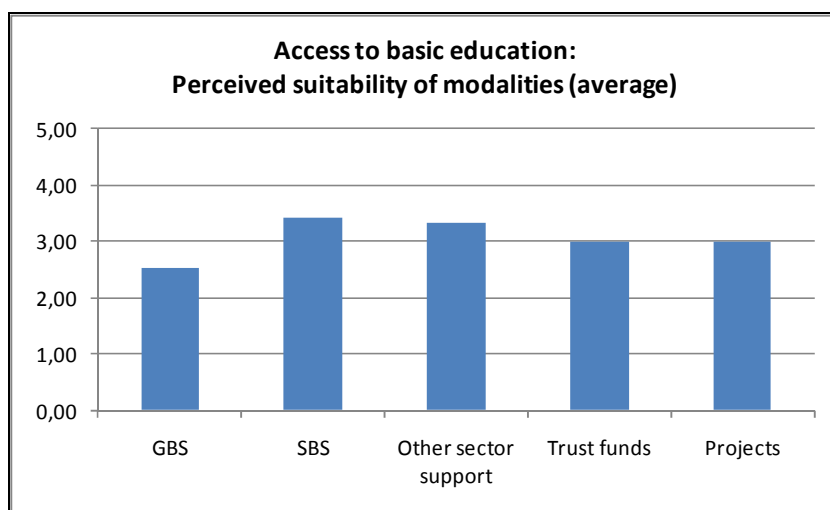
- Improving access to basic education;
- Improving transition to secondary education (both lower and upper);
- Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...);
- Improving the quality of education;
- Improving learning achievements in education;
- Improving management of education service delivery;
- Improving transparency and accountability of education service delivery; and
- Others (to be specified by the respondents).

The following paragraphs summarise the responses related to each aid modality, providing quantitative as well as qualitative data.

2.10.4.1 Access to basic education

In terms of the average score for each modality's suitability with regard to improving access to basic education, SBS scored highest, followed by other sector support. Next in terms of ranking are trust funds and projects. GBS has the lowest score, with a perceived suitability of around 2.5 – indicating a low-to-medium perceived suitability. Interestingly, the average scores for all modalities are below 4, which would indicate a rather high suitability.

Figure 31: Results of survey to EUDs: Access to basic education - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

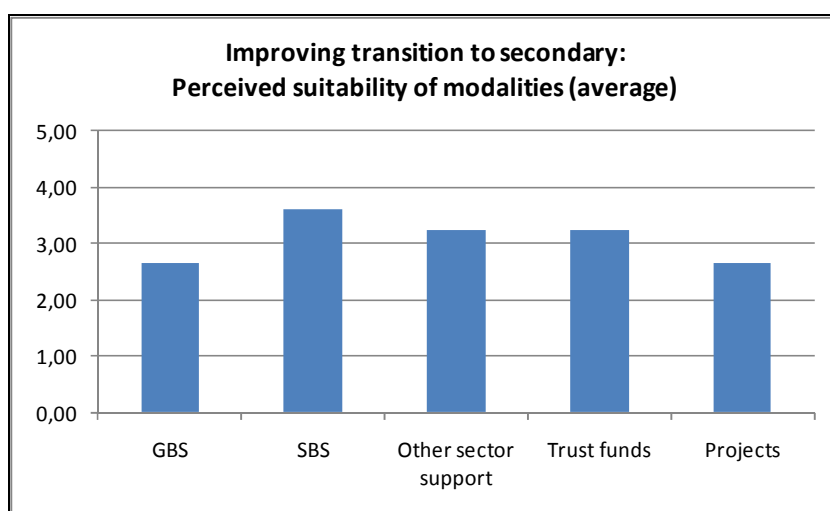
Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	1	3	4	2	2,55
SBS	3	5	3	1	2	3,43
Other sector support	0	2	4	0	0	3,33
Trust funds	0	2	2	0	1	3,00
Projects	1	2	9	2	1	3,00

Unfortunately, the qualitative responses with regard to this education sector outcome are not very comprehensive. One EUD remarked that “*projects are usually targeting marginalised groups*” and that “*in terms of numbers, they do well at local level and must be mainstreamed.*” (India) Another EUD (Nicaragua) confirmed the high scoring for SBS by asserting that “*SBS is the most appropriate instrument to support national priorities in education to date.*” Finally, one respondent stated that “*GBS is useful as indicators assist Government policies*”, but provides no further detail.

2.10.4.2 Improving transition to secondary

In terms of the average score for each modality’s suitability with regard to improving transition to secondary, SBS has the highest score (above 3.5). Other sector support and trust funds have a bit more than medium perceived suitability, while GBS and projects both rank lower, with scores just above 2,5 – indicating a low to medium suitability.

Figure 32: Results of survey to EUDs: Improving transition to secondary - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	0	4	3	1	2,67
SBS	2	6	4	0	1	3,62
Other sector support	0	1	3	0	0	3,25
Trust funds	0	1	3	0	0	3,25
Projects	0	1	6	5	0	2,67

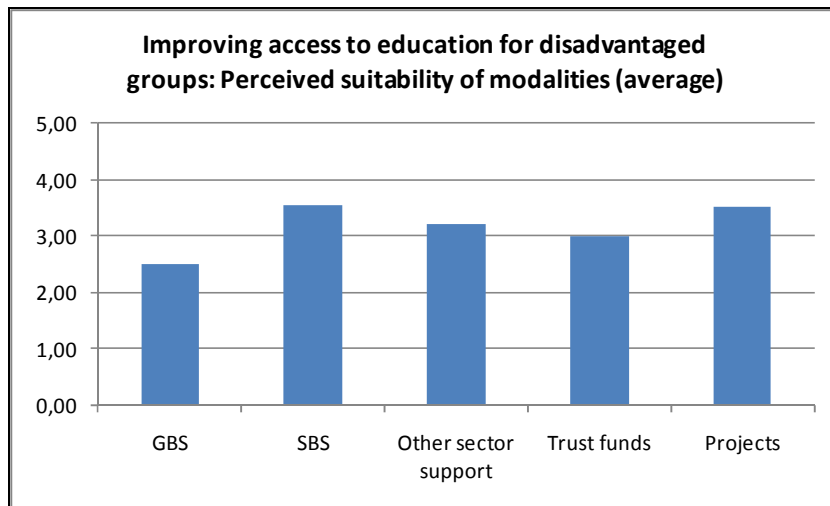
Unfortunately, the qualitative responses with regard to this education sector outcome are very limited. Most respondents simply referred to previous comments made.

2.10.4.3 Improving access to education for disadvantaged groups

In terms of the average score for each modality’s suitability with regard to improving access to education for disadvantaged groups, **SBS and projects have the highest scores**, with averages of around 3.5 – indicating a medium to high suitability. Other sector support received a scoring above,

and trust funds around a medium suitability. GBS again ranks lowest, with an average perceived suitability of around 2.5 – indicating a low to medium suitability.

Figure 33: Results of survey to EUDs: Improving access to education for disadvantaged groups - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

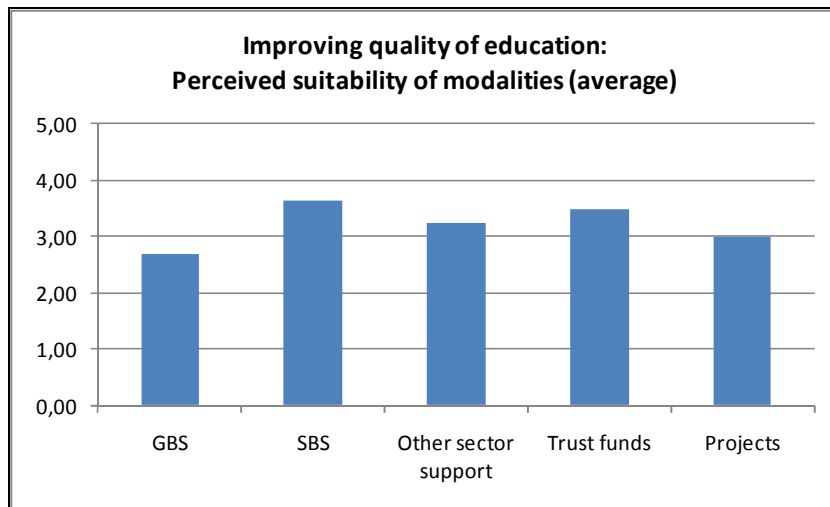
Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	0	2	1	4	1	2,50
SBS	1	6	3	0	1	3,55
Other sector support	0	1	4	0	0	3,20
Trust funds	0	1	2	1	0	3,00
Projects	2	6	5	2	0	3,53

Unfortunately, the qualitative responses with regard to this education sector outcome are not very comprehensive. One of the respondents pointed out that projects tend to fit into areas omitted by a specific large national flagship programme. Another EUD (*Nicaragua*) affirmed the suitability of NGO projects which apparently “*proved to be suitable and complementary.*”

2.10.4.4 Improving quality of education

In terms of the average score for each modality’s suitability with regard to improving the quality of education, SBS ranks highest with a score higher than 3,5, followed by trust funds, then other sector support, then projects, and then GBS with a score of above 2,5.

Figure 34: Results of survey to EUDs: Improving quality of education - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

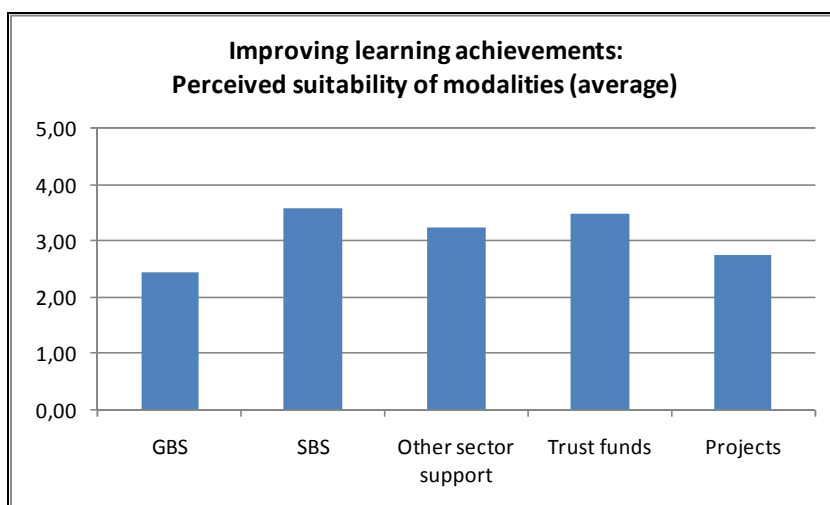
Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	1	3	4	1	2,70
SBS	2	7	4	0	1	3,64
Other sector support	0	1	3	0	0	3,25
Trust funds	0	2	2	0	0	3,50
Projects	0	5	4	3	1	3,00

Unfortunately, the qualitative responses with regard to this education sector outcome are not very comprehensive. Concerning projects, one EUD (*India*) stated that they “do well, but are geographically or number wise limited.” And yet another EUD (*Jamaica*) revealed that there was a budget support related indicator to encourage greater expenditure on the quality of education.

2.10.4.5 Improving learning achievements

In terms of the average score for each modality’s suitability with regard to improving learning achievements, again SBS ranks highest, but is closely followed by trust funds – both with an average score of around 3.5 indicating medium to high suitability. Other sector support also receives a relatively high scoring, clearly above medium suitability. Projects are perceived as nearly of a medium suitability, while GBS is ranked below 2.5 – indicating a low to medium suitability.

Figure 35: Results of survey to EUDs: Improving learning achievements - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

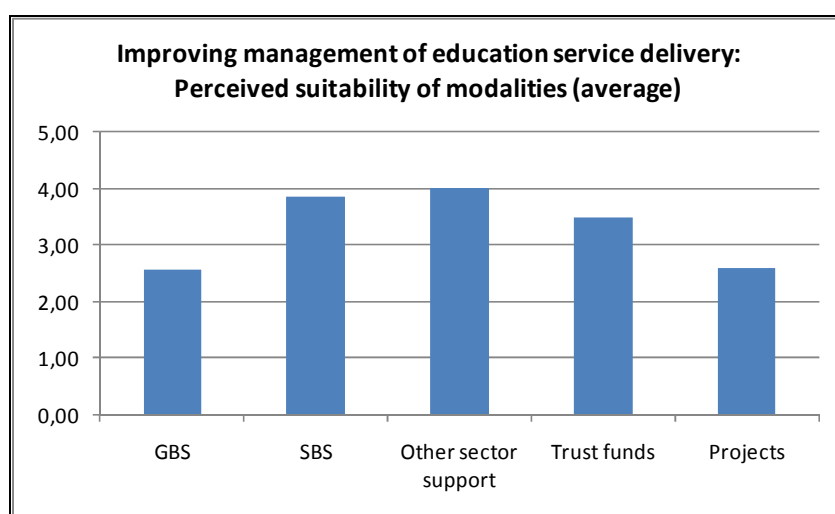
Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	0	2	5	1	2,44
SBS	3	4	3	1	1	3,58
Other sector support	0	1	3	0	0	3,25
Trust funds	0	2	2	0	0	3,50
Projects	0	3	4	4	1	2,75

Again, the qualitative responses with regard to this education sector outcome are not very comprehensive. Only one EUD (*India*) responded substantially in this regard, stating that in their country there were structural issues still to be addressed in their country's main drive towards the improvement of learning achievements. The same EUD also highlighted positive experiences with the project approach with one specific NGO, concerning a project for the enrichment of school level education.

2.10.4.6 Improving management of education service delivery

In terms of the average score for each modality's suitability with regard to improving the management of education service delivery, other sector support has the highest score with a clear 4, - i.e. high suitability. SBS also is perceived to have a rather high suitability, followed by trust funds with a 3.5. Both projects and GBS are scored at around 2.5 – indicating a low to medium suitability.

Figure 36: Results of survey to EUDs: Improving management of education service delivery - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

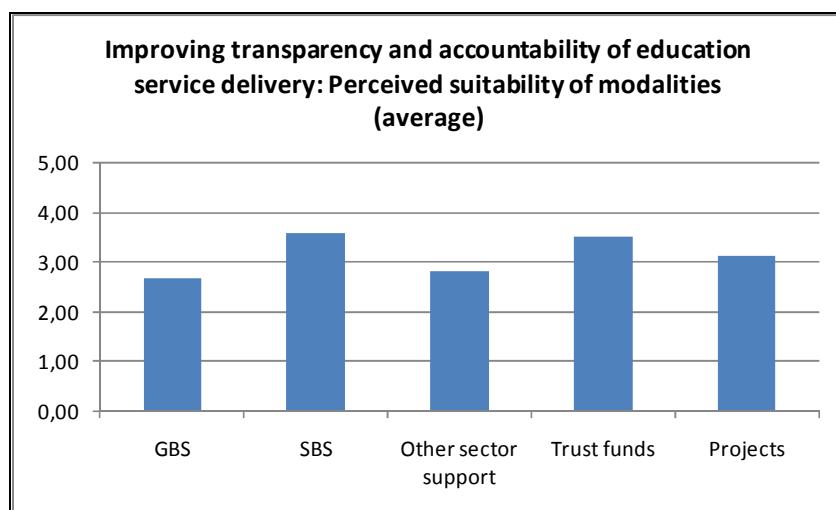
Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	0	4	2	2	2,56
SBS	3	7	2	0	1	3,85
Other sector support	1	1	1	0	0	4,00
Trust funds	0	2	2	0	0	3,50
Projects	0	3	2	3	2	2,60

The qualitative responses with regard to this education sector outcome are equally not very comprehensive. One EUD pointed out that in their country there were structural issues to be addressed in order to achieve this sector outcome, which could not really be addressed by projects.

2.10.4.7 Improving transparency and accountability of education service delivery

In terms of the average score for each modality's suitability with regard to improving the transparency and accountability of education service delivery, SBS and trust funds are perceived to have a medium to high suitability. Projects are ranked just above three – indicating a medium suitability, followed by other sector support, and finally, by GBS with a score above 2.5.

Figure 37: Results of survey to EUDs: Improving transparency and accountability of education service delivery - perceived suitability of modalities



Scale: 5 = Very high; 4 = High; 3 = Medium; 2 = Low; 1 = Very low

Modality	Very high	High	Medium	Low	Very low	Weighted Average
GBS	1	1	2	4	1	2,67
SBS	2	6	2	1	1	3,58
Other sector support	0	2	1	1	1	2,80
Trust funds	0	2	2	0	0	3,50
Projects	0	7	2	5	0	3,14

The qualitative responses with regard to this education sector outcome are not very comprehensive. Only the EUD to *India* provided a useful response, remarking that governance aspects were part of the large sector programmes (SSA or SPP) in their country. In this case, “*the momentum for changes is Government-led with relatively limited impact from projects (be it TA or NGOs).*”

2.10.4.8 Other kinds of education services / improvements

The respondents did not answer this question, or fill in the space for commenting in the survey.

2.10.4.9 Other remarks about aid modalities made by respondents

Respondents were given room in the questionnaire survey to provide further qualitative statements on any others issues they wanted to address with regard to the suitability of aid modalities. While the responses are not very comprehensive, there are some valuable comments nonetheless.

Several EUDs once again affirmed the **usefulness of SBS in the education sector in their country**. One respondent (*Dominican Republic*) reaffirmed earlier remarks made concerning the limited reach of projects, as well as the limited policy dialogue with regard to education in the case of GBS, which looks more at macro objectives and not the sectoral performances.

Another EUD (*Pakistan*) repeated concerns relating to PFM issues which were recommended to be addressed before further budget support was provided. A further EUD spoke of trust funds like the FTI, which may prove an effective way of channelling funds “due to its push towards enhanced harmonization, alignment to government policies and improved coordination.”

And finally, one respondent questioned the term 'other forms of support' used at some stage in the questionnaire, as well as the link between aid modality and outcomes. Regarding the latter, it was stated that the *"achievement of outcomes is not only dependent on the aid modality but also and perhaps mainly on the design, performance and management of the operation, whatever the modality (e.g. we have trust funds working well, so likely to achieve outcomes, others not working well, so unlikely to result in significant outcomes)."*

2.11 Appendix: EUD Survey Form



Thematic global evaluation of European Commission support in the education sector in partner countries (including basic and secondary education)



Survey to EU Delegations

The Commission Services have requested the Joint Evaluation Unit of the EuropeAid Co-operation Office to undertake an evaluation of the EC's support to the education sector in partner countries, including basic and secondary education. This evaluation has been entrusted to the EGEval II-led consortium in the framework of the contract EVA 2007/social LOT2. Particip GmbH is implementing the evaluation.

The purpose of the evaluation is to:

- * assess to what extent EC assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector;
- * assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and the partner Governments' priorities and activities as well as with international legal commitments in education.

The evaluation shall lead to conclusions based on objective, credible, reliable and valid findings and provide the EC with a set of operational and useful recommendations. All aspects of EC support to basic and secondary education in partner countries fall within the scope of this evaluation. Support to vocational training activities as well as co-operation in higher education are not covered. The evaluation covers aid implementation over the period 2000-2007. Although the evaluation period ends in 2007, we would like to invite you also providing your insights and facts on the period after 2007.

Currently, the evaluation is in its desk stage, where relevant documents are scrutinized, interviews being held in Brussels, and a number of other tools used in order to create the evidence-base needed for judging the success of EC support to basic and secondary education.

This survey to EU Delegations constitutes a major building block of research to strengthen the evidence-base of the evaluation. It aims at capturing your perceptions on a number of topics such as policy dialogue, co-ordination, alignment, harmonization, changes in sector performance and outcomes, and the usefulness of various aid modalities and channels. Your contribution would be highly appreciated. The survey is being implemented as a web-survey, which helps to rapidly answer the questions, as no formatting is involved. You can also print and download your filled-out questionnaire. Please click on the following icon to start downloading a printable version of the questionnaire:



As part of the desk study undertaken for the evaluation, we invite the EC Delegations to the following 23 countries to participate in this survey:

<i>ACP</i>	<i>ASIA</i>	<i>ENP - MEDA</i>	<i>ENP - TACIS</i>	<i>LATIN AMERICA</i>
BOTSWANA	BANGLADESH	TUNISIA	RUSSIA	ARGENTINA
BURKINA FASO	INDIA	WEST BANK AND GAZA STRIP	TAJIKISTAN	NICARAGUA
DOMINICAN REPUBLIC	INDONESIA			
ERITREA	PAKISTAN			
GHANA	VIETNAM			
JAMAICA				
MOZAMBIQUE				
NIGER				
SOMALIA (KENYA)				
SOUTH AFRICA				
TANZANIA				
UGANDA				

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The evaluation is based on a set of 9 evaluation questions (EQs) substantiated in Judgement Criteria (JCs) and assessed by sets of indicators. The desk phase will also help in identifying 8 countries among the above listed countries where country missions should be carried out to further investigate certain aspects of education support in depth, and to validate and clarify other findings related to these EQs.

A synthesis of the results will be sent to each selected EC Delegation via Email.

We would very much appreciate, if you could fill in the survey no later than January 20th, 2010.

We would like to thank you in advance for your cooperation.

The evaluation team

Technical note:

Where the expression "your country" or "the country" is mentioned, it refers to the country in which the EC Delegation you are working at is located, or for which your Delegation is responsible (i.e. for Kenya - Somalia).

Important : You are kindly asked not to close the survey window without saving first, either by clicking on "interrupt" button on any page, or "send" button on last page.

Your contact persons within Particip are:

Anika Johnsdorf - Phone: +49 761 79074-0, Fax: +49 761 79074-90, Anika.Johnsdorf@particip.de -for any questions related to technical issues

Dr. Georg Ladj (team leader) - Phone: +49 761 79074-0, Fax: +49 761 79074-90, Georg.Ladj@particip.de - for any questions related to the content

I. Administrative information

[Print](#)[Interrupt](#)

Your access key is

Use this code anytime to edit your filled-in questionnaire and print it.

Your EU Delegation is based in :

If Other Delegation, please specify

Name of the person who completed the questionnaire (or group of persons)

Position within the Delegation

E-Mail

Phone contact number

II. Internal resources for education support

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Within the Delegation, at anytime between 2000 and 2007, has there been at least one person specifically responsible for support and issues related to education sector, whether or not as part of the Social Sector?

- Yes
 No

If nobody is specifically in charge/responsible for education, how is your Delegation dealing with issues related to the education sector in general, and with basic and secondary education in particular?

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II. Internal resources for education support

If yes, how many Delegation professional staff have had responsibilities related to support to the education sector, such as managing projects, Sector Budget Support, leading policy dialogue on education, participating in working groups, during the past years (approximately)?

Year	Number of staff	To how many FTE (full-time equivalent) per year does this correspond to? (considering the % of the working time of each staff working on education sector related issues)
2001	<input type="text"/> <input type="text"/>	<input type="text"/>
2003	<input type="text"/> <input type="text"/>	<input type="text"/>
2005	<input type="text"/> <input type="text"/>	<input type="text"/>
2007	<input type="text"/> <input type="text"/>	<input type="text"/>

If yes, approximately which percentage of workload has been devoted to the following Individual sub-sectors of education ?
Although this may be difficult to ascertain in hindsight, we would appreciate it if you could provide at least some indications for the early periods between 2000 and 2008 .

	2001	2003	2005	Please select 2007 or 2008
Education sector as a whole	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>
Primary / basic education	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>
Secondary education	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>
TVET	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>
Higher education	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>
Other (please specify)	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>	<input type="text"/> <input type="text"/>

Other (please specify in text box below)

What have been the major trends in workload (e.g. regarding sub-sectors supported, shifts from project monitoring to policy dialogue)?

II. Internal resources for education support

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How has the Delegation developed its institutional capacity to deal with education sector related issues, specifically issues related to basic and secondary education in the period 2000-2007?

If you have any other remarks regarding this section, please indicate them here:

III. The importance of basic and secondary education in the country

In your opinion, how much importance does the National Government attribute to enhancing basic education?

We kindly ask you to use the years 2002 and 2007 for the first respectively the second column related to the years, if feasible for you. This would allow us comparing across countries. However, if you only have very limited information about the situation during these years, kindly change the pre-set years in the drop down menu to make them better match the information available to you .

	Please indicate first year of reference (e.g. 2003)	Please indicate second year of reference (e.g. 2007)
	<input type="text"/>	<input type="text"/>
In legal provisions and policy statements	<input type="text"/>	<input type="text"/>
In policy dialogue with EC and other development partners	<input type="text"/>	<input type="text"/>
In national budget allocation to basic education	<input type="text"/>	<input type="text"/>
Other, please specify	<input type="text"/>	<input type="text"/>

Other (please specify in text box below)

What major trends related to the importance of basic education for the National Government would you identify for the period mentioned?

b

III. The importance of basic and secondary education in the country

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In your opinion, how much importance does the Government attribute to enhancing secondary education?

We kindly ask you to use the years 2002 and 2007 for the first respectively the second column related to the years, if feasible for you. This would allow us comparing across countries. However, if you only have very limited information about the situation during these years, kindly change the pre-set years in the drop down menu to make them better match the information available to you .

	Please indicate first year of reference (e.g. 2003)	Please indicate second year of reference (e.g. 2007)
	<input type="text"/>	<input type="text"/>
In legal provisions and policy statements	<input type="text"/>	<input type="text"/>
In policy dialogue with EC and other development partners	<input type="text"/>	<input type="text"/>
In national budget allocation to secondary education	<input type="text"/>	<input type="text"/>
Other, please specify	<input type="text"/>	<input type="text"/>

Other (please specify in text box below)

What major trends related to the importance of secondary education for the National Government would you identify for the period mentioned?

If you have any other remarks regarding this section, please indicate them here:

IV. Some hard facts, mainly related to progress towards indicators of the Paris Declaration

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In the light of the Rome and Paris Declarations and the Accra High Level Forum, please indicate changes which occurred in EC support to education in your partner country between 2003 and 2007 related to the following indicators.

If you only have rough figures, or figures only for other years as indicated, please do not hesitate to provide only these, by indicating in the text field after the table the years for which you provide information.

	Please indicate first year of reference (e.g. 2003)	Please indicate second year of reference (e.g. 2007)	Comments, e.g. regarding reasons for trends, bottlenecks
Percentage of EC education aid that uses partner country procurement systems	<input type="text"/>	<input type="text"/>	<input type="text"/>
Percentage of EC aid to the education sector that is provided either as budget support or using programme-based approaches for supporting a PRSP or comparable objectives	<input type="text"/>	<input type="text"/>	<input type="text"/>
Number of EC-supported project implementation units running parallel to government institutions within the education sector	<input type="text"/>	<input type="text"/>	<input type="text"/>
Number of joint field missions regarding support to education (Government, EC and other development partners)	<input type="text"/>	<input type="text"/>	<input type="text"/>
Degree to which shared analytical work of support to education is taking place (Government, EC and other development partners)	<input type="text"/>	<input type="text"/>	<input type="text"/>
Percentage of EC aid disbursement to education released according to agreed schedules	<input type="text"/>	<input type="text"/>	<input type="text"/>
The Paris Declaration also indicates the need for "joint and harmonised education assistance strategies". How joint and harmonized would you assess education assistance strategies of the donor community in your country?	<input type="text"/>	You assessment is "N/A". Kindly indicate reasons for your assessment:	<input type="text"/>
If you have any other remarks regarding this section, please indicate them here:			
<input type="text"/>			

V. Changes in sector performance and outcomes

For the period 2000 - 2007, how would you, overall, rate the EC's contribution to improving education sector performance and outcomes in basic and secondary education in the country?

You assessment is "N/A". Kindly Indicate reasons for your rating

At a more specific level, and for the period 2000 - 2007, in your opinion, how well has EC support contributed to improving the following specific education sector outcomes ?

Tick N/A if you think the issue is not relevant to EC support in the country.

	Rating	Potential reasons
Improving access to basic education	<input type="text"/>	<input type="text"/>
Improving transition to secondary education (both lower and upper)	<input type="text"/>	<input type="text"/>
Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...)	<input type="text"/>	<input type="text"/>
Improving the quality of education	<input type="text"/>	<input type="text"/>
Improving learning achievements in education, especially literacy and numeracy	<input type="text"/>	<input type="text"/>
Improving management of education service delivery	<input type="text"/>	<input type="text"/>
Improving transparency and accountability of education service delivery	<input type="text"/>	<input type="text"/>
Other Item (please specify below)	<input type="text"/>	<input type="text"/>
Other (please specify in text box below)	<input type="text"/>	

V. Changes in sector performance and outcomes

What are the issues/factors that hampered further improvements related to overall education sector performance and outcomes in basic and secondary education between 2000 and 2007?

First issue /
factor

Second issue /
factor

Third issue /
factor

Fourth issue /
factor

Fifth issue /
factor

Sixth issue /
factor

For the period 2000 - 2007, what has been the added value of EC support to basic and secondary education in the country?

Community value added is defined here as the extent to which the development intervention adds benefits to what would have resulted from EU Member States' interventions only in the partner country. The criterion is closely related to the principle of subsidiarity and relates to the extra-benefit the activity/operation generates due to the fact that it was financed/implemented through the EC .

Regarding basic education:

Regarding secondary education:

If you have any other remarks regarding this section, please indicate them here:

VI. Programming of support to education

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The evaluation period covers the years 2000 to 2007. During this period, at least two CSPs and related NIPs have been formulated. Staff might not have been working in the Delegation during the entire period. However, we would appreciate also receiving your feedback on the earlier programming cycles, to the extent possible.

In your opinion, what role did basic education and secondary education play within the first and the second CSP/NIP drafted during the evaluation period?

Usually the periods will be 2002-2006/7 and 2007/08-2013. If, in your case, this is different, kindly indicate it in the comment box at the bottom of the table.

	First CSP during evaluation period, e.g. 2002-2006/7	Second CSP during evaluation period, e.g. 2007/08-2013	Comments related to your assessment
Basic education	<input type="text"/>	<input type="text"/>	<input type="text"/>
Secondary education	<input type="text"/>	<input type="text"/>	<input type="text"/>

In case the CSP periods are not 2002-2006/7 and 2007/08-2013, please indicate the CSP periods:

Related to the preparation of the aforementioned CSPs/NIPs, how would you rate the following?

	First CSP during evaluation period, e.g. 2002-2006/7	Second CSP during evaluation period, e.g. 2007/08-2013	Please indicate reasons for your assessment
Quality of dialogue and co-ordination with Government	<input type="text"/>	<input type="text"/>	<input type="text"/>
Quality of dialogue and co-ordination with EU Member States	<input type="text"/>	<input type="text"/>	<input type="text"/>
Quality of dialogue and co-ordination with other donors	<input type="text"/>	<input type="text"/>	<input type="text"/>
Quality of dialogue and co-ordination with FTI representative entity	<input type="text"/>	<input type="text"/>	<input type="text"/>
Quality of dialogue and co-ordination with other stakeholders	<input type="text"/>	<input type="text"/>	<input type="text"/>

In terms of procedures related to the NIPs, were the CSPs formally approved by national governments and co-signed by government and Community authorities and when?

First CSP during evaluation period:	<input type="text"/>	If yes, when was this NIP signed?	<input type="text"/>
Second CSP during evaluation period:	<input type="text"/>	If yes, when was this NIP signed?	<input type="text"/>

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VI. Programming of support to education

If you have any other remarks regarding this section, please indicate them here:

VII. Policy dialogue, coordination, harmonization, alignment - issues related to General Budget Support

Does or did a GBS to the country exist that has/had indicators related to education which the EC supported?

- A GBS exists/existed with indicators relating to education
- A GBS exists/existed, but had no indicators relating to education
- No GBS existed at all

At a general level, how important is/was the General Budget Support supported by the EC regarding coordination, harmonization and alignment issues related to education?

Coordination

Harmonization

Alignment

What role does and did EC play in preparing and monitoring the General Budget Support with regard to issues related to support to education?

Your assessment is "very important role". Kindly indicate reasons for your rating

If education-related indicators are part of GBS indicators, what modalities (such as type of meetings, participants, frequency, etc.) have been established for education sector dialogue related to these indicators?

How well are they functioning?

VII. Policy dialogue, coordination, harmonization, alignment - issues related to General Budget Support

[Print](#)[Interrupt](#)

If education-related indicators are part of GBS indicators, what importance do financing, accountability and capacity building measures related to education have in policy dialogue related to the GBS?

- 1) Financing issues
- 2) Accountability
- 3) Capacity building measures

Please give reasons for your assessments

GBS usually has technical assistance and capacity building components. How is co-ordination between donors ensured in that regard?

Overall, what importance/weight would you attribute to EC in the context of policy dialogue on General Budget Support?

You assessment is "Very high importance". Please indicate reasons for your assessment

If you have any other remarks regarding this section, please indicate them here:

VIII. Coordination, harmonization, alignment - at the level of the education sector

This section complements the above section on GBS issues. It deals with issues related to co-ordination, harmonization and alignment at the level of the education sector itself. So if also modalities that directly support basic and secondary education are being implemented in your partner country, kindly answer the questions in this section as well.

Is GBS the only aid modality in your country in support to basic and secondary education ?

Does the EC co-fund programmes in your country that are implemented by development banks, UN organisations or through FTI?

What kind of co-ordination and consultative mechanisms related to support to education exist(ed) at the sector level in the country, and how would you characterize them?

	Name of mechanism	Major characteristics, e.g. regarding quality and usefulness, and trends over the past years	How would you characterize the role of the government in each of these groups, if applicable?	How would you characterize the role of the EC (Delegation) in each of these groups, if applicable?
Between EC and Government	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Among the donors themselves only	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Between donors and Government	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Between the EC and the EU Member States	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Other	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Thank you for your answers. if you have already completed the questionnaire, please click on "interrupt" (top page) to save your answers. Otherwise, simply click on the "next button".

VIII. Coordination, harmonization, alignment - at the level of the education sector

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If yes, how would you qualify co-ordination between EC and these organisations, and complementarity of co-funded programmes with other support funded by the EC?

	Organisation	Please specify the intervention your rating refers to	Quality of co-ordination between EC and this organisation	Complementarity between co-funded programmes and other support funded by the EC	Comments
Specify organisation 1	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 2	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 3	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 4	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
FTI representative entity : please specify name	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Other : please specify name	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

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VIII. Coordination, harmonization, alignment - at the level of the education sector

If yes, how would you rate the implementation of the co-funded programmes regarding their efficiency, effectiveness and impact?

	Organisation	Please specify the intervention your rating refers to	Efficiency	Effectiveness	Impact	Comments
Specify organisation 1	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 2	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 3	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Specify organisation 4	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
FTI representative entity : please specify name	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
Other : please specify name	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

If you have any other remarks regarding this section, please indicate them here:

Thank you for your answers. If you have already completed the questionnaire, please click on "interrupt" (top page) to save your answers. Otherwise, simply click on the "next button".

IX. Education for All - Fast Track Initiative

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Is the Fast Track Initiative (FTI) relevant for your country?

If yes, what kind of consultation mechanisms have been put in place between ECD and FTI on sector support issues including SBS?

	Type of consultation mechanisms (please specify even if informal)	How regular are related meetings / initiatives?
Mechanisms 1	<input type="text"/>	<input type="text"/>
Mechanisms 2	<input type="text"/>	<input type="text"/>
Mechanisms 3	<input type="text"/>	<input type="text"/>

In your opinion, to what extent the FTI Catalytic Fund helped to improve country preparedness for EC sector support?

Please specify reasons for your assessment

If an FTI country appraisal has taken place, how do/did the Delegation share its results with EC HQ in Brussels?

- HQ participation in appraisal mission
- Aide mémoire from ECD to HQ
- Others, please specify below

Other (please specify in text box below)

If you have any other remarks regarding this section, please indicate them here:

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Interrupt

X. Aid modalities and channels

N.B.: The following two questions deal with aid channels that the EC uses (contracts) to implement its support. The first question asks for a general appreciation of these different channels, the second goes into more detail related to sector outcomes that might be expected from EC support.

Based on your in-country experience after the year 2000, how would you rank the suitability of the following aid channels that EC uses (contracts) for improving education sector performance and outcomes in your country?

	Ranking	Reasons for your assessment
Government	<input type="text"/>	<input type="text"/>
NGOs	<input type="text"/>	<input type="text"/>
Development Banks (e.g. Asian Development Bank, World Bank)	<input type="text"/>	<input type="text"/>
UN bodies	<input type="text"/>	<input type="text"/>
Private companies/ development agencies acting as such	<input type="text"/>	<input type="text"/>
Research and education institutions	<input type="text"/>	<input type="text"/>
Other, please specify below	<input type="text"/>	<input type="text"/>
Other (please specify in text box below)	<input type="text"/>	

X. Aid modalities and channels

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Interrupt

How would you rank the suitability of the following aid channels that EC uses (contracts) for achieving the education sector outcomes specified below in your country?

	Government	NGO	Development Banks (e.g. Asian Development Bank, World Bank)	UN Bodies	Private companies/ development agencies acting as such	Research and education institutions	Reasons for your assessment
Improving access to basic education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving transition to secondary education (both lower and upper)	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...)	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving the quality of education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving learning achievements in education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving management of education service delivery	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving transparency and accountability of education service delivery	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Other, please specify below:	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
If other item, please specify	<input type="text"/>						

X. Aid modalities and channels

[Print](#)
[Interrupt](#)

N.B.: The following two questions deal with aid modalities that the EC uses (contracts) to implement its support. The first question asks for a general appreciation of these different modalities, the second goes into more detail related to sector outcomes that might be expected from EC support .

Based on your in-country experience after the year 2000, how would you rank the suitability of the following aid modalities that EC uses (contracts) for improving education sector performance and outcomes in your country?

	Ranking	Reasons for your assessment
General Budget Support	<input type="text"/> ▼	
Sector Budget Support	<input type="text"/> ▼	
Other forms of support to the sector	<input type="text"/> ▼	
Financing of Trust Funds	<input type="text"/> ▼	
Project support	<input type="text"/> ▼	
Other, please specify below:	<input type="text"/> ▼	
Other (please specify in text box below)		
<input type="text"/>		

Print

Interrupt

X. Aid modalities and channels

Based on your in-country experience after the year 2000, how would you rank suitability of the following aid modalities that EC uses (contracts) for achieving the specified education sector outcomes in your country?

	General Budget Support	Sector Budget Support	Other forms of support to the sector	Financing of Trust Funds	Project support	Reasons for your assessment
Improving access to basic education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving transition to secondary education (both lower and upper)	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving access to education for disadvantaged segments of the population (e.g. girls, handicapped, rural...)	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving the quality of education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving learning achievements in education	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving management of education service delivery	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Improving transparency and accountability of education service delivery	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	
Other, please specify below:	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	

If other item, please specify:

If you have any other remarks regarding this section, please indicate them here:

XI. Final section

Please indicate any other remarks or questions in the following box

Please indicate if the process of filling the questionnaire in is terminated

- Survey not terminated yet
- Questionnaire fully completed, but a supervision/control is still to be processed
- Survey terminated for the Delegation

THANK YOU !

Do not close the window now. Please click on the "send" button to save your answers !

P.S.: To underline the information provided by you above, we would very much appreciate if you could mail us documents that are likely to be relevant for the purpose of the evaluation and would help enriching our evidence base, such as:

- * Evaluations of any support to the sector or of GBS - these are not (or only very rarely) available in the Brussels database
- * Reports on policy dialogue and co-ordination: e.g. Minutes of donor co-ordination and consultative meetings, minutes / reports of education sector consultative or working group meetings,
- * Education sector support documents, such as e.g. reports of joint appraisals of support to the education sector, Sector Budget Support monitoring reports
- * General Budget Support: Reports preparatory missions, monitoring reports (Aide-memoires for instance), documents related to the release of GBS flexible tranche

3 Annex 4: Analysis of the European Court of Auditors (ECA) reports on education and GBS in Africa (Niger, Liberia, Namibia, Tanzania, Uganda and Burkina Faso)

List of abbreviations

ABRP	Appui Budgétaire à la Réduction de la Pauvreté
ACC	Anti-Corruption Commission
AIDCO	EuropeAid Co-operation Office
AMRP	Autorité de régulation des marchés publics
BSMS	Budget Support for Macroeconomic Stabilisation
CF	Catalytic Fund
CGAB	<i>Cadre Général d'organisation des Appuis Budgétaires</i> (General framework of the organisation of budget support)
CONFEMEN	Conference of Ministers of Education of French-Speaking Countries
CSE	Country Strategy Evaluation
CSO	Civil Society Organisation
CSLP	<i>Cadre stratégique de lutte contre la pauvreté</i> (Strategic Framework for the Fight against Poverty)
CSP	Country Strategy Paper
CSRS	Civil Service Reform Strategy
CST	<i>Commission sectorielle et thématique</i> (Sectoral and Thematic Committees)
CWIQ	Core Welfare Indicators Questionnaire
DDRR	Disarmament, Demobilisation, Reinsertion and Reintegration
DEG	Donor Economist Group
DFID	Department for International Development
DG DEV	EC Directorate General on Development
DoL	Division of Labour
DP	Development Partner
EC	European Commission
ECA	European Court of Auditors
ECHO	European Commission's humanitarian aid department
ECSEL	EC Support to Education in Liberia
EDF	European Development Fund
Education DPG	Development Partner Group
EFA	Education for All Initiative (co-ordinated by UNESCO)
EFA-FTI	Education for All-Fast Track Initiative
EMIS	Education Management Information System
EPF	Education Pooled Fund
EQ	Evaluation Question
EQUIP	Education Quality Improvement through Pedagogy
ESDP	Education and Training Sector Development Programme
ESP	Education Sector Programme
ESPR	Education Sector Performance Report
ESPSP	Education Sector Policy Support Programme
ETSIP	Education and Training Sector Improvement Programme
EU	European Union
EUD	European Union Delegation
FAFPCA	<i>Fonds d'appui à la formation professionnelle continue et à l'apprentissage</i>
FINMAP	Financial Management and Accountability Programme
FMIS	Financial Management Information System
FTI	Fast Track Initiative
GAC	General Audit Commission
GBF	Government of Burkina Faso
GBS	General Budget Support
GDP	Gross Domestic Product

GEMAP	Governance and Economic Management Assistance Programme – Liberia
GER	Gross Enrolment Rate
GFTAM	Global Fund Tuberculosis, Aids & Malaria
GIR	Gross Intake Rate
GoL	Government of Liberia
GoN	Government of Niger
GoT	Government of Tanzania
GoU	Government of Uganda
GPI	Gender Parity Index
GRN	Government of the Republic of Namibia
HIPC	Heavily Indebted Poor Country
HIV	Human Immuno-deficiency Virus
HQ	Headquarters
IDP	Internally Displaced Person
IMF	International Monetary Fund
iQSG	Inter-service Quality Support Group
JAF	Joint Assessment Framework
JAS	Joint Assistant Strategy
JC	Judgement Criteria
JESR	Joint Education Sector Review
JHS	Junior High School
LGAs	Local Government Administrations
LPERP	Liberia Primary Education Recovery Programme
LRRD	Linking Relief, Rehabilitation and Development
MDG	Millennium Development Goals
MEBA	<i>Ministère de l'Éducation et de l'Enseignement de base</i> (Ministry of Basic Education) – Niger
MKUKUTA	National Strategy for Growth and Reduction of Poverty (Swahili acronym) – Tanzania
MoE	Ministry of Education
MoU	Memorandum of Understanding
MoEVT	Ministry of Education and Vocational Training
MS	Member State
MTEF	Medium-Term Expenditure Framework
MTR	Mid Term Review
NACSAP	National Anti-Corruption Strategy and Action Plan - Tanzania
NAO	National Authorising Officer
NDP	National Development Plan
NER	Net enrolment Ratio
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
NSA	Non-State Actors
NSGRP	National Strategy for Growth and Reduction of Poverty, see: MKUKUTA
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation & Development
OECD-DAC	The Development Assistance Committee of the Organisation for Economic Co-operation & Development
OLAF	European Anti-Fraud office
OVC	Orphans-Vulnerable Children
OVI	Objectively Verifiable Indicators
oQSG	office Quality Support Group (within EuropeAid)
PABS	Poverty Alleviation Budget Support
PAF	Performance Assessment Framework
PAP	Priority Action Plan
PASEB	<i>Programme d'appui au secteur de l'éducation de base</i> – Burkina Faso
PASEC	<i>Programme d'Analyse des Systèmes Educatifs des Pays CONFEMEN</i>
PCCB	Prevention and Combating Corruption Bureau
PCR	Primary Completion Rate

PDDE	<i>Plan décennal de développement de l'éducation</i>
PDDEB	<i>Plan Décennal de Développement de l'Education de Base</i>
PEAP	Poverty Eradication Action Plan – Uganda
PEDP	Primary Education Development Program
PEFA	Public Expenditure and Financial Accountability
PEM	Public Expenditure Management
PEMCOM	Public Expenditure Management Committee
PETS	Public Expenditure Tracking Surveys
PFM	Public Finance Management
PPARP	Programme Pluriannuel d'Appui à la Réduction de la Pauvreté
PPDA	Public Procurement and Disposal of Assets Authority
PRBS	Poverty Reduction Budget Support Programme
PRGF	Poverty Reduction and Growth Facility – Liberia
PRP	Poverty Reduction Programme
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PS	Permanent Secretary
QSG	Quality Support Group
RESEN	<i>Rapport d'état d'un système éducatif national (Country Status Report on a National Educational System)</i>
ROM	Results-Oriented Monitoring
SADC	Southern African Development Community
SACMEQ	Southern African Consortium for Monitoring Education Quality
SBS	Sector Budget Support
SDF	School Development Funds
SHS	Senior High School
SIDA	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SOUTEBA	<i>Programme d'appui au secteur de l'éducation de base – Niger</i>
SPSP	Sector Policy Support Programme
TA	Technical Assistance
TAPS	Technical and Administrative Provisions for Implementation
TEN-MET	Tanzanian Education Network – Mtando wa Elimu Tanzania
UBOS	Uganda Bureau of Statistics
UIS	UNESCO Institute for Statistics
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USD	United States Dollar
VET	Vocational Education and Training
WB	World Bank

3.1 Introduction

The purpose of the “Thematic global evaluation of European Commission support to the education sector in partner countries (Including basic and secondary education)” is to assess “to what extent the Commission assistance has been relevant, efficient, effective and sustainable in providing the expected impacts in the education sector. It should also assess the co-ordination and complementarity with other donors and actors, the coherence with the relevant EC policies and partner Governments' priorities and activities as well as with international legal commitments in education.”

This document analyses the preliminary findings of missions and desk studies of the European Court of Auditors (ECA) undertaken very recently in Africa. This analysis has been conducted within the framework of this global evaluation, given the fact that, due to a number of reasons, field visits had especially been reduced in this region. The analysis thus aims at cross-checking the evaluation's own evidence, at complementing it, at comparing between the countries, and at identifying trends and patterns that might emerge from the ECA reports. It covers all aspects / EQs of the present evaluation to which the audits provide relevant information. The results of the analysis will feed into the final report.

It is noted that the period of evaluation is from 2000 to 2007. However acquisition of quantitative and qualitative data from the ECA report also included data for the period 2008-2009. These additional elements will especially be helpful with a view to identify effects and (intermediate) impacts of EC support given that impacts of the 2000-07 programmes take longer to materialise than outputs and outcomes to become manifest.

A special emphasis has been put on the following issues:

- Trends in choice of education indicators (quantity versus quality) – check of Performance Assessment Frameworks;
- Appropriateness of selection of aid modality through assessing selection based on relevant guidelines, i.e. this relates to the identification and formulation stages – link to Programming Guidelines for GBS and SBS;
- Achievement of education sector outcomes, related to targets of education indicators measured by full or partial disbursement;
- Capacity development efforts and their results, e.g. related to education statistics, sector monitoring, Education Sector Plans, EMIS, FMIS - PFM;
- EC's role in education sector and broader policy dialogue – also check link to the policy matrix and involvement of DPs, banks, etc. in dialogue and GBS/SBS;
- Timeliness and quality of monitoring efforts, including actions in case of problems.

It should be noted that this report is based on the preliminary findings of the ECA, changes in the final reports, if any, cannot be considered, as the reports are not yet available.

3.1.1 Data collection tools and methods used (their limits and possible constraints)

The main source of information for this qualitative analysis was the ECA's Statements of Preliminary Findings of the desk studies and the field missions reports in *Burkina Faso*, *Liberia*, *Namibia*, *Niger* and *Tanzania*, for the Audit of EC Development Assistance for Education, as well as the Statement of preliminary findings related to the mission to *Uganda* for the Audit of the Commission's Management of General Budget Support.

During the extraction phase, the relevant information has been selected from the ECA reports, country by country, and the extracted text has been sorted out by indicators and Judgment Criteria in grids that had been created for each Evaluation Question. The structure of the grids has been used to analyse the ECA audits along the EQs, JCs and indicators and to compare between countries.

During the synthesis phase, we have analysed the available information by indicators, JCs and EQs, trying to identify trends between countries and focusing on the EC contribution.

It should be noted that the ECA audits presented some major limits themselves given the fact that most of the information contained in the reports did not always provide sufficient information regarding the indicators of the global evaluation.

3.1.2 Main characteristics of EC support the countries

EC support to the sample of ECA audits can be summarised as follows:

- In *Liberia*, the main EC interventions supporting the Education Sector are: i) the EC Support to Education in Liberia (ECSEL), which is a Project (2006 –2010) under the 9th EDF amounting € 12 million, and ii) the Budget Support for Macroeconomic Stabilisation (BSMS) (2009-2011), which is a General Budget Support of € 20.2 million under the 10th EDF.
- in *Niger*, the main EC interventions supporting the Education Sector are: i) the Poverty Reduction Support Programme (Programme pluriannuel d'appui à la réduction de la pauvreté) 2006-2008, which is a General Budget Support amounting € 91 million with an education component of € 12 million, and ii) the Poverty Reduction Support Programme 2009-2011 of € 93 million. Related to basic education, the EC support mainly covered the SOUTEBA programme amounting € 8.7 million.
- In *Burkina Faso* in the 1990s, EC support to education had focused on basic education and literacy (total € 27 million between 1991 and 1996). Burkina Faso has been one of the first countries to benefit from the budget support where education was considered as priority social sector (together with health). While the 8th EDF was based on a project approach in support of a sector program (PASEB), the 9th EDF took the form of sector budget support and the 10th EDF is based on a single overall GBS in the form of MDG contract that Burkina Faso was the first country to benefit. Moreover, in 2009, Burkina Faso was included to the EFA – FTI.
- In *Tanzania*, the main EC interventions supporting the Education Sector are: i) the Poverty Reduction Budget Support Programme 2006-2008 (PRBS03), which is a General Budget Support amounting € 101.8 million, ii) the Support to Education Sector Reform Programme, which is a Sector Budget Support (2006- 2010) of € 43.5 million and iii) the MDG contract 2009-2015 amounting € 305 million. Further projects targeting youth with disabilities and girls' education have also been supported by the EC.
- In *Namibia*, the Education Sector Programme (ESP) financing agreement was signed in September 2003 and covers the period from 2003/04 to 2008/09 with a total budget of € 24 million. A new 15-year plan, the Education and Training Sector Improvement Programme (ETSIP), has then been developed with technical support from the World Bank.
- *Uganda* has been receiving budget support from the EC since 1991 when the first of five 'Poverty Alleviation Budget Support' (PABS) programmes was launched. For the 9th EDF (PABS V) € 87 million (35% of the Country Strategy Paper (CSP)) was allocated to GBS and for the 10th EDF GBS € 175 million (40 % of the CSP) was allocated through the new 'MDG Contract' instrument. For both the 9th EDF and 10th EDF, GBS has been used in Uganda as a third main channel of EDF support in addition to the two selected focal sectors of transport (approximately 40% of allocations) and rural development (approximately 15% of allocations).

The following sections provide a comparative analysis of the findings Analysis of the European Court of Auditors (ECA) reports on education and GBS in Africa.

3.2 EQ1-relevance: To what extent is EC support aligned to education development objectives in national development plans, such as PRSPs, and ensured coherence between EC development co-operation policies on education and other EC policies affecting education?

3.2.1 JC11: Degree to which EC education interventions are relevant to and aligned with PRSP or similar national policy or strategy objectives

Summary of ECA findings related to JC11

From the ECA report it can be concluded that the situation in the countries and the needs of the beneficiaries have been taken into account during the drafting of the CSP or other EC strategies in support of education. This is valid for *Liberia*, *Namibia*, *Burkina Faso* and *Tanzania*.

For *Niger*, an alignment of EC support to national priorities can be seen only for the support given under the 9th EDF. As education support in the 10th EDF has been reduced, issues such as 'gender' and 'demographic growth' which are of increasing importance for *Niger*, have not been addressed, according to the ECA report. In the case of *Uganda*, the EC has aligned on the reform programme of *Uganda* (MKUKUTA) which, according to the ECA report, does not have not clear defined priorities. Also, the ECA report of *Uganda* raises some doubts that EC funds within the GBS are distributed

according on the needs of the country.

The ECA reports do not give a lot of information on I-112; only the *Tanzania* report states that EC's SBS contribution corresponds to 1.5% of the national budget for education.

No information was available for I-113.

3.2.1.1 I-111: Appropriate consideration of in-country situation and beneficiary requirements in EC response strategy

The ECA reports revealed that the in-country situation and the beneficiary requirements have been clearly taken into account in *Tanzania*, *Liberia* and *Burkina Faso*. This is stated only indirectly in the ECA report for *Namibia*. It seems that only for *Uganda* the priorities defined in the GBS, including those of education are not clearly defined and do not sufficiently reflect the in-country situation/needs. No information could be found in the ECA report of Niger.

- *Liberia*: As a post-conflict country (14 years of civil war that ended in the 2003 Accra Peace Accord and a first democratic elected government taking power in January 2006) Liberia is gradually reestablishing public sector institutions and services. From 2008 on the Liberia 2008 Poverty Reduction Strategy (PRS) (and before that an Interim Poverty Reduction Strategy) took into consideration the MDGs, including MDG2, which is included in one of four priority "pillars" – Infrastructure and Basic Services.

Even before the existing of the PRS, the Liberia Primary Education Recovery Programme (LPERP) started as a three year action programme (2007-2009) based on the priorities for Post-Conflict Education sector Recovery in Post-Conflict Liberia.

The LPERP served as the main strategic document for the GoL efforts to re-establish primary education from 2007-2009. According to the ECA report, the GoL did not have an endorsed comprehensive education sector plan until 2009.

The 2009 Education Sector Plan (ESP) builds on and expands the work completed under the LPERP. It has been appraised in 2010 by the DPs in the education sector and covers all subsectors; it will form the basis for the GoL's application to the FTI's Catalytic Fund.

EC's first support to the education sector in Liberia was through the ECSEL project (2006 – 2010)³⁴ even though the reasons for the support did not reflect completely the requirements set out in the programming guidelines (e.g. no ESP). The main reason for launching the support, according to the ECA report, is "the fact that the civil war during 1989-2003 left a large proportion of youth between ten and 25 years without or with only limited education. Many of these were child soldiers. A large proportion of the IDPs (in total some 850 000) were in effect left without any access to public schools". The ECSEL project was funded in recognition of the limitations of emergency programmes as well as the GoL's strategic outlook for the education sector and its MDG two aspirations. Taking into consideration the limited institutional capacity of the GoL and the EC's own capacity constraints the ECSEL was designed to be managed through long-term Technical Assistance (TA).

In parallel to the country's LPERP, which was established in 2007, was a three-years action plan and could be seen as the strategic document of the GoL from 2007-2009, the CSP/NIP (2008-2013) took into consideration the education sector activities within a single focal sector "Linking Relief to Rehabilitation and Development" (LRRD) with five sub focal sectors, one of which is education sector support. Thus, according to the ECA report "the Commission's choice of education as a sub focal sector did not reflect an assessment of its comparative advantage in the sector but a recognition of the emerging needs in a country recovering from a humanitarian crisis with only a few DPs to support it".

Furthermore, the CSP stated that the EC approach will remain flexible, while its main activities will focus on the ongoing ECSEL project, "which is deemed to embrace the organisational and institutional capacity aspects of the 'current education sector strategy (which was established in 2009)'".

The ECA report stated the EUD had sufficient relevant information about the education sector and duly reviewed it in preparation of the CSP/NIP 2008-2013.

- *Namibia*: Namibia has yet the status of an upper middle-income country, but has one of the most unequal societies in the world with a Gini coefficient of 0.74. Since socio-economic inequalities

³⁴ € 12 million Financing Agreement for ECSEL in October 2006.

closely correlate with a lack of access to and of quality of education for the poorest, it is, according to the ECA report, particularly important to address inequalities in a country like Namibia. Still, and compared to other African countries, Namibia spends an important portion of its public expenditure (25% of its budget in the years 2005-2007) for the education sector. But the government seems to have difficulties in controlling the expenditure in the sector leading to frequent budget overrun.

The 15 year strategic plan, the Education and Training Sector Improvement Programme (ETSIP), adopted by the government in 2006/2007 can be seen as the response to its overall "Vision 2030" government strategy as well as the national Development Plan (NDP), which focuses on the further developing a knowledge-based economy.

On the EC side, the CSP 2008-2013 for Namibia offers some insight into the challenges facing Namibia in the education sector, including the inefficiencies and lack of quality in public education expenditure as well as considerable regional and social disparities.

- *Niger*: Niger is one of the countries with the lowest school enrolment and literacy rates. The most urgent problems are the access to primary education, the huge inequality between urban and rural areas, the significant gender gap and a general poor quality of education (especially in secondary education).

Within the 9th EDF the EC supported the poverty reduction programme (PPARP) where education was a priority sector. In order to tackle the problems in secondary education the EC supported programme "soutien à la formation professionnelle" and the SOUTEBA programme (programme d'appui à l'Education de base). The latter has the aim to enhance quality and access to primary education.

In the 10th EDF this education sector component has been abolished. According to the ECA report neither the issue of demographic increase nor gender issues have been properly integrated into the EC support. This even though these issues are integrated in the PRP as strategic axes to reach MDG goals and these issues are recognised to have impacts on the performance of the intervention in the education sector.

- *Burkina Faso*: Like Niger, Burkina Faso is one of the countries with the lowest school enrolment and literacy rates. In this regard the EC support has been traditionally focused access to primary education and literacy, according to the ECA report. Burkina Faso has been one of the first countries to benefit of sector budget support for the education (started under the 8th EDF), which were considered as priority sectors in order to fight against poverty. Within the 10th EDF, SBS has been replaced by GBS.
- *Tanzania*: Tanzania is a low income country with an annual per capita income equivalent to USD 534 in 2008 (just under USD 1.5 per capita per day) and a population estimated at 41 million people. Poverty is substantial in rural areas where just under 75% of the population live. The government's focus has mainly been on the MDG-related enrolment in primary school and, according to ECA, is likely to be one of the reasons why the quality of education has been given a lower priority. Despite the GoT's efforts the performance of secondary school students in national examinations is still modest.

In response to the considerable needs the GoT has adopted an Education and Training Sector Development Programme (ESDP), which was updated in September 2007 to cover the period 2008-2017.

The ESDP is an essential part of the public sector reform agenda laid down in the MKUKUTA – the National Strategy for Growth and Reduction of Poverty (Swahili acronym), which has set specific operational targets for ensuring equitable access to quality education, and fit into the GoT's plan for achieving the educational goals stated in its Development Vision 2025.

The CSP 2008-2013 has been designed on a joint review of the state of play of the education sector of DPs. This analysis included a review of the relevant parts of the MKUKUTA³⁵ and all other resources available to the DP community. Further, local NSAs/CSOs were involved but did not provide significant input for the programming process, according to the ECA report. The Education and Training Sector Development Programme (ESDP) adopted by the government is an essential part of the public sector reform agenda laid down in the MKUKUTA.

The decision not to choose education as a focal sector contradicted the recommendations of the Commission's own education specialists and the independent evaluation of the country strategy evaluation of 2006. ("What is recommended in this respect is a continued concentration of funds

³⁵ This Swahili acronym is the name of the National Strategy for Growth and Reduction of Poverty of Tanzania.

in areas where EC's comparative advantages are well established: (1) road network, and (2) basic education." CSE Tanzania, p. vii)

- *Uganda*: The priorities for the education sector within the GBS programme under the 9th EDF are not very clearly defined according to the ECA report: "the financing proposal highlights the general issue of reduced quality in primary and post-primary education as a priority area to be addressed without explaining what is the specific objective of the GBS programme in this respect and how it will be achieved within the timeframe of the programme. It also states that attention will be paid to better targeting of public expenditure for secondary education to the poor without giving any specific EC objectives in this respect and how they will be achieved within the programme timeframe. Moreover, how far the EC contribution of financial resources to the GoU budget is intended to lead to an increase in the national education budget to address some of these priorities is unclear: the Financing Proposal merely refers to the Mid-Term Expenditure Framework (MTEF) budgetary ceilings for education and notes that there will need to be a strong emphasis on cost efficiency if priorities are to be met:"

Furthermore, although support to the health and education sectors were important objectives for the GBS programmes, no capacity building support to these sectors was foreseen. The lack of capacity building in health and education in earlier GBS programmes in Uganda was one of the criticisms of the Joint Evaluation of GBS (1994-2004). The 9th EDF Financing Proposal foresaw supplementary capacity building in the education and health sectors through the funding of studies, evaluations and reviews. However, this was limited to a specific study on HIV/AIDS spending in Uganda.

The 10th EDF put less emphasis on social sector targets of the MDG (2-6), but on the development of growth (MDG1). In its whole the "10th EDF CSP's National Indicative Programme Intervention Framework matrix on GBS contains somewhat more detail than for the 9th EDF but again was not further developed during the programme identification and formulation stage".

3.2.1.2 I-112: Percentage of EC aid to the education sector that is provided either as budget support or using programme-based approaches for supporting PRSP objectives

Also for this indicator no information can be yielded from the ECA reports.

3.2.1.3 I-113: Change in number of project implementation units running parallel to government institutions within the education sector

No information was available on this indicator in the ECA reports.

3.2.2 JC12: Degree to which EC education support is harmonised and transparent in supporting PRSP or similar national policy or strategy objectives

Summary of ECA findings related to JC12

Joint reviews are the most commonly quoted mean which ensures coherence between the national strategies and the EC support. These joint works do contribute to increased harmonization and alignment during the implementation of EC support or in regard to a future programme.

Moreover, a financial amendment, like in the case of Namibia's ESF, may lead to the alignment with the priorities of the national education programme (ETSIP) and eventually to the introduction of a new result framework and to a revision of most of the provisions in the existing agreement.

The ECA reports make clear that EC aligned on national strategies where existing. In these countries where no education sector plan existed, the EC contributed to the design of the strategy through policy dialogue, reviews, etc. in order to ensure the alignment to international commitments and beneficiaries' needs. This was the case in Tanzania, where the revision of the CSP and the national Education and Training Sector Development Programme (ESDP) were written during the same period. The EUD through Joint Reviews and participation in committees was able to influence substantially the GoT's implementation and revision of the ESDP.

The Joint Assistance Strategy of DP in Tanzania and the Joint Assessment Framework in Uganda are one of the first joint strategy worldwide and are likely to enhance the overall coherence in the country through a shared strategic approach between all donors and the government.

3.2.2.1 I-121: Degree to which joint (government and other development partners) field missions and shared analytical work take place related to education support

The information found in the ECA report on joint action can be resumed to DP-government joint reviews, mostly in the framework of budget support programmes. According to the ECA reports of *Namibia* and *Burkina Faso* these reviews have been able to ensure certain coherence between government's programme and the EC support. In *Liberia*, the ESP appraisal and revisions have been conducted in the aim to give input to the Catalytic Fund preparation.

Overall, however, the ECA reports are rather silent regarding the level of detail and the quality of analytical work and the number of field missions undertaken.

- *Namibia*: While, according to the ECA report, the current sector policy was initially developed with limited input from the EUD, subsequent joint appraisal of the GoN and the EUD ensured that the input from the EUD was considered. In addition to this, general assessments of the PFM system have been provided through the Joint Annual Reports.
- *Burkina Faso*: Also in Burkina Faso joint review missions are used in order to get a better harmonization and alignment between GBF's strategy and EC support. The EC supports the implementation of the primary education development plan (*Plan décennal de développement de l'éducation de base, PDDEB*), which foresees a precise calendar of coordination and discussion in order to ensure the *monitoring* of the action plan. The joint review missions and meetings with donors and the GBF are part of the PDDEB. Furthermore, the updating of the PPDEB follows a joint work plan ("*programme de travail conjoint concernant l'actualisation du PPDEB*") and takes into account the evaluation of the first phase of the PDDEB 2002-2005 as well as the orientations of EFA-FTI.
- *Tanzania*: In Tanzania annual joint sector review (JESR) take place and are attended by high level GoT officials, DPs and civil society organisations. As part of the review process, the trends in the allocations to education over time are assessed as well as the degree of improvement in the development process. The JESR which is only one discussion forum between the GoT and the DP has been made possible through intense policy dialogue. The conclusion of the ECA report is: "*The overall education policy dialogue structure for DPs and the government is now well established and demonstrates political leadership and ownership by the GoT.*"
- *Niger*: Since 2003 has the EUD supported the education sector development plan (Plan décennal de développement de l'éducation, PDDE) and has participated in the annual joint sector reviews. They look at the progress reports and assess the relevance, outcomes, effectiveness and impact and formulate recommendations.
- *Liberia*: In order to assist the GoL in its application for the catalytic fund support, the EUD together with other DPs have brought input in the form of a joint ESP appraisal (January 2010) and subsequent revisions. The FTI application was to be submitted in March 2010.

3.2.2.2 I-122: Joint and harmonised education assistance strategies

Concerning the design and implementation of a joint or harmonised education assistance strategy, the following points can be highlighted:

- *Namibia*: In 2009, the EUD was trying to enhance the dialogue with the GRN in the framework of the formulation of the new Education Sector Policy Support Programme. As a result of the dialogue the Education and Training Sector Improvement Programme (ETSIP) should find ways to be more in line with EFA and MDG2 goals and as well become more focused on equity issues and primary education. Yet, the current ETSIP focuses on secondary level access and completion with limited attention being paid to primary education.

According to the ECA report the ETSIP has been designed by the GRN and the World Bank without input of other DPs including the EUD. Due to a funding gap between the end of the 9th EDF and the effective start of the 10th EDF, a "rider" to the ESP financing agreement was introduced in August 2007. This amendment provided additional support which was aligned on ETSIP priorities. This led to the introduction of a new result framework and also to a revision of most of the provisions in the existing agreement. From 2010 on, the EC is re-directing its support to the pre-primary and primary education.

- *Tanzania*: Tanzania is the only reviewed country that mentioned a CSP/NIP (CSP 2008-2013) which is based on a Joint Assistance Strategy of DPs³⁶. In order to design the CSP the DPs have conducted a joint review of the state of play of the education sector which included a review of relevant parts of the MKUKUTA and all other resources available to the DP community as a whole.

It must be noted that the national Education and Training Sector Development Programme (ESDP) was updated during the same time period where the CSP was drafted. The ECA report highlights that the EUD through Joint Reviews and participation in committees was able to influence substantially the GoT's implementation and revision of the ESDP.

- *Uganda*: The EC has contributed with other budget support donors and the GoU to the *establishment* of a new Joint Assessment Framework (JAF) for the three years 2008-9, 2009-10, 2010-2011 which was signed at the time of the ECA mission in October 2009. Moreover, the EC has also taken steps to strengthen its capacity for dialogue on health and education in the context of the new MDG contract by recruiting a contract agent (expatriate economist) with expertise in these areas.

The specific objectives of the CSP NIP 2008-2013 are stated as being “*to contribute to the national policy and strategy's specific goals as laid out in the Joint Assessment Framework (JAF) Part II and III, with particular attention given to targets and policy actions related to the areas of Education, Health and Public Finance Management*”. This does not provide much clarity on the EC's specific objectives as delays in the preparation of the National Development Plan meant that the JAF was established in the absence of the former whereas it would have been preferable for the JAF to be derived from it.

3.2.3 JC13: The Commission has ensured the overall coherence of its education support

Summary of ECA findings related to JC13

The ECA reports do not provide much information on the coherence of EC's support to the education sector in the countries. The reports mostly pointed out the coexistence of different types of support or support directed to different types of actors as critical issues. Only in *Liberia* the support provided by ECHO (but no intervention was directed to the education sector) and on the other hand the ECSEL project for primary education seems to point out a careful balance between the two instruments.

Three country reports mentioned the support of NSA-projects in addition to sector support. Thus, the ECA report did not give information on the coherence between the different types of support.

3.2.3.1 I-131: The DGs dealing with education have an operational working relationship in designing education-related strategies and programmes

No information related to this indicator could be found in the ECA reports.

³⁶ See also the website of the Tanzania Development Partners Group (DPG), <http://www.tzdp.org.tz/external/home.html>, which sets out the principles of the Joint Assistance Strategy for Tanzania (JAST): The DPG in Tanzania support the Government's efforts to deliver on the goals and targets of the MKUKUTA and the MKUZA, using the JAST's guiding principles. “The JAST is the national medium-term framework for managing cooperation between the government of Tanzania and development partners at a country level. It is aimed at deepening the impact of the relationship between the government of Tanzania and its development partners by strengthening national ownership of the development process, and harmonising processes and procedures in ways that make aid more effective and simpler to manage. It aims to facilitate effective development partnership outcomes based on mutual trust and respect, frank and open dialogue and mutual accountability under a single partnership framework. The conceptual foundation of the JAST is guided by the accumulated experience and lessons learned from the Tanzania Assistance Strategy (TAS) which served as medium-term framework to deepen the national ownership and Government leadership of the development process. The founding principles of JAST are also in line with the principles of the Monetary Consensus on Financing for Development (2002), the Rome Declaration on Aid Harmonisation (2003), the Marrakech Memorandum Managing for Results (2204) and the Paris Declaration on Aid Effectiveness (2005). Given the high increase in new emerging development and global initiatives on aid effectiveness, the JAST highlights the need to for all aid assistance to be integrated into the Government budget and Exchequer system. The JAST also promotes the ‘division of labour’ in order to achieve optimal allocation of responsibilities and tasks both within the Government and Development Partners based on the comparative advantage. Since the official signing in December 2006, JAST process has attracted significant resources in support of various programmes and the impact has been felt across key sectors such as health, agriculture and education.”

3.2.3.2 I-132: Coherence between the EC political and development responses (e.g. conflict prevention strategies and in difficult partnerships)

No information related to this indicator could be found in the ECA reports.

3.2.3.3 I-133: Coherence between the different (financial) instruments available for promoting education

Only for one country analysed, the ECA reports only indicate elements related to the coherence of instruments:

- *Liberia*: In recognition of the limitations of emergency programmes³⁷ (no EC funded humanitarian activities aimed at the education sector) the EC concluded the € 12 million ECSEL support in October 2006. ECSEL was built on other EC-led emergency activities carried out in the framework on UNDP's Disarmament, Demobilisation, Reinsertion and Reintegration (DDRR) programme and ECHO's humanitarian aid operations. It was to provide "a bridge for widening the scope of emergency education to all children without exception".

3.2.3.4 I-134: Coherence of EC responses to the different actors in the education arena (central and local governments, parliaments, NSAs, others), at both national and regional levels

Only in three ECA reports Non-State-Actors were mentioned. In Tanzania and Burkina Faso the EC supports directly projects NSA-projects. However not much is said about coherence with the overall country programme.

- *Namibia*: As in practice Non-State Actors have not been involved in the policy dialogue around the design of the ETSIP, the 10th EDF foresee a specific component on social accountability to enhance NSAs' involvement in the Education sector.
- *Burkina Faso*: Contrarily to Namibia, Non-State-Actors in Burkina Faso have been involved in policy dialogue and the implementation of interventions directly financed by the government. According to the ECA report, NSAs a part of the "cadre de partenariat pour l'éducation". In Burkina. Through thematic budget lines, the EC finances NGO projects in the education sector, especially in the area of non-formal education. According to the ECA report this is a complementary source of information for EUD other than information provided from the government.
- *Tanzania*: Under the 9th EDF, in addition to the GBS, four education sector projects directly funded Non State Actors (NSA)/Non Governmental Organisations (NGO) through the co-financing budget line. However the ECA report doesn't include info on the coherence with the overall country programme.

3.3 EQ2-access: To what extent has EC support to education contributed to improving access to basic education?

3.3.1 JC21: All children access and complete a full course of primary schooling - (MDG two) and (EFA two)

MDG2: Ensuring that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

EFA 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education of good quality.

The European Consensus of 2005 placed strong emphasis on EU contributing to the achievement of the Millennium Development Goals (MDGs), including MDG two (Achieving universal primary education) and MDG three (Promote gender equality and empower women, for instance through the elimination of gender disparities in primary and secondary education). It further noted that the EC should aim to contribute to "Education for All" (EFA), stating that the priorities in education were quality education, vocational training and addressing inequalities.

³⁷ The EC earmarked considerable amounts, according to the ECHO web-site for humanitarian aid some € 96 million since 2003 between 2003-2008 and continues to provide humanitarian aid in Liberia, including food, sanitation and health services (mainly through ECHO).

Summary of ECA findings related to JC21

The comparison between the countries analysed shows a wide range of scores regarding the enrolment in primary school, with NERs in 2008 ranging from 49% in *Niger* to 97% in *Uganda*.

The Primary Completion Rates vary between the countries analysed, with a significant high score in *Namibia* where the share of children completing a full course of primary almost corresponds to more than the double compared to *Niger* and *Burkina Faso* in 2008 (38%). This share remains slightly above half of the children for *Tanzania*, *Uganda* and *Liberia*.

The enrolment and completion rates have in most countries analysed been selected as indicators in EC support to education at sector or GBS support level. The data shows mixed results as regards the performance compared to the targets set.

According to the ECA reports, the MDG2 will most likely not be achieved by 2015 in the countries analysed and for which data was available, including Namibia, in spite of the important amount of public expenditures in education. Apart from the information given at indicators level below, the following complementary information by country can be extracted from the ECA reports:

- The poverty in *Tanzania*, especially in rural areas, has a profound impact on the demand for public services, including schooling, the primary school part of which was made free and compulsory in 2002. The annual per capita income was indeed equivalent to USD 534 in 2008 (just under USD 1.5 per capita per day) for a population estimated at 41 million people. Concluding a review of the progress made towards the MDG targets, it is stated in the CSP 2008-2013 that Tanzania has already achieved MDG2, universal primary education. According to the ECA audit, this is not the case and the error was also highlighted by EuropeAid in the inter-service consultation on the CSP/NIP but was not corrected in the final version of the CSP. The CSP referred to a primary school enrolment rate of 91% in 2006. According to the ECA audit, the fulfillment of the MDG two "Achieve Universal Primary Education" is at risk in Tanzania.
- Despite the progress achieved, the MDGs and EFA goals are far to be reached in *Burkina Faso* considering the necessary financial, material and human resources. The Government of Burkina Faso (GBF) indicates that the target of successful universal enrolment with 100% children accessing primary education and a 100% completion rate could only be reached in 2020. Moreover, the ECA report indicates that indicators on access to primary education might have been overestimated. Indeed, the 2006 Census showed that the population has grown at a rate of 3.1% per year, and that the actual population in 2006 was at least exceeding 600,000 people compared to the forecasts (including 460,000 children of school age). It is also to be noted that the number of pupils in schools that are not official and recognised, including madrasas, is not known but estimated as important and might create another distortion affecting access indicators.
- Despite the fact that the Government of the Republic of *Namibia* (GRN) consistently spent close to a quarter of its total expenditure on education, education outcomes are modest. As regards MDG2, Namibia scores well when compared with most other African countries. However, overall indicators that are available show mixed results. Available indicators demonstrate decreasing trends in enrolment and survival rates since 2005. Although recent data suggest that access to primary education has improved in 2008, the reliability of the underlying data is questionable, as stated by ECA. The MDG targets for 2015 will be difficult for Namibia to reach. It should however be noted that this analysis does not always agree with the conclusions of the Mid-Term progress report on MDG for Namibia of September 2008. The reason is that the MDG report used figures from 2006 whereas this statement of preliminary findings uses figures from 2007 and 2008. The objectives of the Education Sector Programme (ESP), which started 2003, have been replaced by those of the Education and Training Sector Improvement Programme (ETSIP) in 2007. The ETSIP aims at strengthening the immediate supply of middle to high level skilled labour to meet labour market demands and supports overall national development goals. Therefore, the focus of ETSIP related to general education has been on secondary level access and completion with limited attention paid to primary education, to MDGs and EFA goals. In its formulation for the new Education Sector Policy Support Programme (ESPSP) under the 10th EDF (in the original timetable for the ESPSP, the financing proposal was supposed to be presented to the EDF Committee in September/October 2009), the EC is re-directing since 2009 its support to pre-primary and primary education in order to support the country in achieving the MDGs and EFA goals. As regards the specific impact of EC contribution, the ECA report indicates that it is difficult to assess the ESP's contribution to planned improvements in education outcomes after six years

of implementation due to its initial slow implementation, the subsequent change in the programme strategy and the shortcomings in the monitoring system. However, where data was available, the overall progress on education outcomes was assessed by the GRN and the EUD as mixed with poor performance in terms of quality and addressing inequalities. Available indicators demonstrate decreasing trends in enrolment and survival rates since 2005. The unusual improvement in the 2008 enrolment rate is questionable. Significant achievements in the reduction of gender disparities in the education have been achieved. Available indicators do not demonstrate improvements in the quality of the education during ESP implementation, while a lack of indicators does not allow for assessing improvements in addressing inequalities (e.g. social, ethnic or regional disparities). Furthermore, according to ECA, it is difficult to assess how the ESP support to ETSIP has contributed to the intended improvements in education in isolation because its support is aligned with the other donors' support and with the GRN priorities.

- In *Liberia*, poverty manifests itself in a poor access to education services including primary education. Considering the performance of Liberia on the EFA goals over time, the ECA report concludes that it is evident that Liberia is unlikely to reach the MDG2 by 2015. In its draft Mid-Term Review (MTR), the EC has reached a similar conclusion. The EC Support to Education in Liberia (ECSEL) contributes to MDG2 and covers six results areas. Activities financed by the project are deemed essential to improve both access and quality of primary education, including procurement of school materials, building of schools and teachers training. At the national level the Liberia 2008 Poverty Reduction Strategy (PRS) (and before that an Interim Poverty Reduction Strategy) takes into consideration the MDGs, including MDG2, which is included in one of four priority "pillars" – Infrastructure and Basic Services.
- *Niger* is one of the countries where schooling and literacy rates are the lowest in the world. However, the efforts of national authorities with the support of the development partners (including EC) contributed to improve access to primary education. Despite the progress achieved, the education MDGs and EFA goals are far to be achieved. The accelerated development and poverty reduction strategy has emphasized the difficulty for the GoN (Government of Niger) to ensure the objective of primary education for all by 2015. According to the "EFA Global Monitoring Report 2010", Niger is the last country over 128 in EFA Development Index (EDI) of 2007. The targets set by the 9th EDF for performance indicators in basic education have not been reached. The ECA report considers the education system in Niger inefficient while funding for the education sector is insufficient in view of the financial resources necessary to achieve the education MDG objectives.

It is noteworthy that three from the countries analysed, *Uganda*, *Burkina Faso* and *Tanzania*, have signed MDG contracts and thus show a commitment to monitoring and achieving the MDGs.

3.3.1.1 I-211: Apparent/Gross Intake Rate

Concerning the access to primary school, the available data from the ECA reports suggest that even if it has increased, the Gross Intake Rate (GIR) remains far from 100%. In Burkina Faso, the high increase to 85.7% in 2007 might have been biased by the underestimation of the population. In Niger, the GIR remains at a low level in 2007 (65%). The following information from the ECA reports gives more specific explanations:

- In *Burkina Faso*, the efforts of national authorities with the support of development partners (DP), including the EC, contributed to improve access to primary education. The GIR has almost doubled between 2001 and 2007 and increased from 46.9% to 85.7%. In 2008, it has fallen by 80%, partially due to the fact that statistics for 2008 are already based on the General Census of the population in 2006. The decennial plan for development of basic education (PDDEB³⁸) however plans to increase the GIR to 88% by 2010 and 100% by 2015. According to the ECA audit, these objectives seem unrealistic given the performance of 2008. Furthermore, they contradict the education policy letter, which plans a 100% access to primary education only in 2020. As regards the EC contribution in enrolment, the final evaluation report of PASEB states a positive evolution of the GIR in the intervention area of the programme during its duration (1999-2004). The report indicates that this evolution is above national average.
- In *Niger*, there are large discrepancies between rural and urban areas. In 2007, the GIR to primary school was respectively of 58% in rural and 98% urban areas. Knowing that 83% of the population lives in rural areas, this difference is even more significant. The GIR in the first year of school increased from 49.8% in 2001-2002 to 65% in 2006-2007.

³⁸ Plan décennal de développement de l'éducation de base

3.3.1.2 I-212: Net Enrolment Ratio in primary education & Gross Enrolment Ratio in primary education

According to UNESCO, the Gross Enrolment Ratio (GER) corresponds to the number of pupils enrolled in a given level of education regardless of age expressed as a percentage of the population in the theoretical age group for that level of education. The Net Enrolment Rate (NER) is the number of pupils in the theoretical age group who are enrolled expressed as a percentage of the same population.

The comparison between the countries analysed shows a wide range of scores regarding the enrolment in primary school, with NERs in 2008 ranging from 49% in *Niger* to 97% in *Uganda*.

- In *Niger*, GER has increased from 37% to 54% between 2001 and 2007, which is below the objective of 61% set by the first phase of the PDDE (2003-2007). The progress also remains slow in terms of disparities between urban and rural areas, where the GER rose from 41.7% to 57.1% between 2001-2002 and 2006-2007. According to UNESCO Institute for Statistics (UIS 2010), the NER in *Niger* increased from 26% to 49% between 1999 and 2008.

As regards the EC contribution to this increase, the ECA audit analyses the results of the "Education" component of PPARP (2006-2008) which supported the PDDE over the period as well as the sectoral reform targeting Education for All of quality. One of the objectives of the PPDE was the increase in the enrolment rate. Between 2003 and 2006, the performances regarding Primary GER (Indicator 3) remained below targets (e.g. 54% compared to the objective of 57% in 2008). The objectives of the first phase of PDDE (2003-2007) was to increase the GER in primary school (cycle de base) from 41.7 % in 2002 to 61 % in 2007 and the GER in rural area from 38 % in 2002 to 59 % in 2007. According to the ECA audit, the results are satisfactory in terms of access to basic education thanks to massive recruitment of contract agents. In 2005/2006, the global GER was 54% (with a target by 57%), while the GER in rural area was 52 % (with a target set at 54 %). The performance was weak concerning primary school with a GER increasing on average by 2% per year between 2004 and 2006. Moreover, disparities between regions are significant. In 2006, the gap between the region scoring the highest GER (58 %) and the one with the lowest (43 %) was 15 points, excepting Niamey. According to the ECA audit, the Souteba programme (Programme d'appui au secteur de l'éducation de base) had an impact on access level and the GER increased by 34% on average between 2004 and 2008 (compared to a target set at 30%). This trend is in line with national developments - the GER rose from 48% to 58% in rural area.

- In *Burkina Faso*, GER has risen from 45.1 to 72.5% within the period 2001-2007. It fell to 71% in 2008, which is below the objective of 74%, also mainly due to the fact that statistics for 2008 are already based on the General Census of the population in 2006. The PDDEB targets an increase of GER 75% by 2010 and 78% in 2015. According to the ECA report, these objectives seem ambitious, but realistic given the performance from 2008. The UIS statistics indicate an increase of the NER from 35% to 60% between 1999 and 2008.

As regards the EC contribution in enrolment, the final evaluation report of PASEB states a positive evolution of the GER in the intervention area of the programme during its duration (1999-2004). The report indicates that this evolution is in line with national developments.

- In *Liberia*, the data for the EFA goals and indicators from the EFA Global Monitoring Report 2010 suggest that while GER in primary has made a dramatic, positive jump from 41% in 1999 to 125% in 2007, the NER in primary has actually dropped in the same period (from 42% to 31%). However, according to ECA, a few of the observed changes in education outcomes can be attributed (even partially) to ECSEL, due to the considerable delays of the project. It is also to be noted that a national school census from 2006/2007 showed that only 15% of students in the first year of primary school were of the right age (6-7 years old), while half the students were 11-20 years old. The ECA's auditors noted some apparent discrepancies between data presented in the EFA Global Monitoring Report and data used in the EC's draft Mid-Term Review (MTR), for instance related to the NER in primary. The EC's data stem from UNDP's latest MDG progress report, the Ministry of Planning and Economic Affairs' "Liberia's Progress Towards the Millennium Development Goals, 2008", the 2004 MDG Report on Liberia and the World Development Indicators database. The data from these latter sources suggests that there has been a positive trend in NERs for primary school between 1989 and 2007. As mentioned above, the data in the EFA Global Monitoring Report 2010 suggests that there has been a negative trend in NERs for primary school between 1999 and 2007. Moreover, there are large discrepancies in the actual values presented for 2007, for instance for the NER in primary which is 31 % according to the Global Monitoring Report and 37,3 % in the most recent UNDP study, which has been used for in the draft MTR.

- In *Namibia*; according to the data of EMIS Education Statistics 2008 and UNESCO Institute for Statistics, a negative trend can be observed for MDG indicator 2.1, i.e. NER for primary school, and a negative, or at least neutral), trend for MDG indicator 2.2, i.e. proportion of pupils reaching last grade of primary in the period from 2005 to 2007.

As regards the EC contribution, the ECA report states that available indicators demonstrate decreasing trends in enrolment and survival rates during ESP implementation.

Although recent data suggest that access to primary education has improved in 2008 (where NER reaching 97.4% compared to 92.3% the previous year), the reliability of the underlying data is questionable. According to the ECA report, the data might be distorted by the use of projected population figures based on the last 2001 Population and Housing Census. This figure would have to be confirmed once the new Population Census is completed in 2011. However, this statistics vary slightly from the UIS data, according to which the NER increased from 88% in 1999 to 89% in 2008, while the GER slightly decreased from 116% to 112%.

- In *Tanzania*, the primary NER increased from 59% in 2000 to 97.3% in 2006-2007 and then decreased slightly to 95.9% in 2008. The high enrolment rates have to be seen in the context of increasing drop-out rates, which, in 2009, have nearly reached the level of 2003. For the Poverty Reduction Budget Support Programme 2006-2008 (PRBS03), the Net primary school enrolment rate indicator has decreased after 2006. It should be noted that a World Bank-commissioned study found a 20% difference in NERs when comparing household survey and administrative data. The development partners and the Government of Tanzania expect that a planned annual survey will help to improve the quality of the data. For UNESCO³⁹ the quality of data on secondary education is a major concern. The basis for the calculation of the enrolment rate (is data generated by the MoVET as the annual census is earlier than the “second selection” for Form five candidates (secondary school grade) and sometimes Formone(first grade in secondary school). The data reflects therefore secondary school capacity, or available school places, and not actual enrolment.
- According to UIS 2010, the GER in *Uganda* decreased from 126% to 120% between 1999 and 2008, with a NER of 97% in 2008, which is the highest rate compared to the other countries analysed.

As regards the EC support to *Uganda*, the 9th EDF GBS programme included indicators for education. Among them, Indicator E1 ‘Net Enrolment Ratio in primary education’ corresponds exactly to MDG Indicator 2.1. for monitoring MDG two ‘Achieve Universal Primary Education’ although progress on this indicator tends to reduce quality. The Net Enrolment Rate (E1) was foreseen to increase from the 2004 baseline of 88,7 % by 1,6 % to a target of 90,3 % in 2005 but then by only a further 0,3 % to a target of 90,6 % in 2006. In the absence of any explanation the targeted increase for 2006 seems low, particularly given that there was a two % increase from 2003 to 2004. For the first variable tranche, the audit noted concerning primary school enrolment an outcome of 95 % was recorded in 2004-5 compared with target of 90,3 %. This represents an increase of 6,3 percentage points on the baseline compared with the 1,6 percentage points targeted. The GoU did not make any observations on this result, either to explain the good performance or to comment on the data reliability. The Delegation also did not address these issues, merely noting that ‘the target was comfortably met’. Regarding the second tranche, the ECA noted concerning primary school enrolment, given that the target for 2004-5 had been so comfortably exceeded (95 % compared to 90,3 %) it might have been expected that the 2005-6 target would have been increased from 90,6 % which represented only a marginal increase from 2004-5. The target was not changed and in fact performance fell back from 95 % to 91,7 %. No reason for this reduced performance was given.

3.3.1.3 I-213: Primary Completion Rate (PCR)

The Primary Completion Rates vary between the countries analysed, with a significant high score in *Namibia* where the share of children completing a full course of primary almost corresponds to more than the double compared to *Niger* and *Burkina Faso* in 2008 (38%). This share remains slightly above half of the children for *Tanzania*, *Uganda* and *Liberia*.

- In *Niger*, even if access to education has improved, a significant proportion of children do not finish primary school. The primary completion rate increased from 25.6% to 41.7% between 2001-2002 and 2006-2007 but it still at the lowest level compared to the other countries analysed.

³⁹ “Assessing Education Data Quality in the Southern African Development Community (SADC): A. Synthesis of Seven Country Assessments, UNESCO Institute of Statistics (UIS), October 2009. The six other countries were Lesotho, Madagascar, Mozambique, South Africa, Swaziland, Zambia.

According to UIS statistics, the Gross Intake Rate to last grade of primary was 38% in 2008, meaning that 38% of children complete a full course of primary.

As regards the EC contribution, the PCR has been selected as one of the indicators (E6) of the "Education" component of PPARP (2006-2008). The performances remained far below targets with a PCR of 36% in 2005 compared to an objective of 50% in 2005 and a PCR of 40% in 2006 compared to an objective set at 43%.

- In *Burkina Faso*, the primary completion rate has significantly increased between 1997 and 2007 (from 28% to 42%), but it is still at a low level. According to UIS statistics, the Gross Intake Rate to last grade of primary was 38% in 2008, meaning that 38% of children complete a full course of primary. The PDDEB⁴⁰ is targeting an increase of the PCR to 51.3% by 2010 and to 70% by 2015. Based upon the performance of 2008, this goal seems unrealistic. It should be noted that in the framework of the PAP⁴¹-PRSP the objective for 2010 has been set at 51.7%, which is in line with the PDDEB. Regarding the EC support, the PCR was an indicator of the ABRP (Budget Support for Poverty reduction) 2005-2008 under the 9th EDF. Data shows that the performance is higher than objectives: the PCR increased from 32% in 2004 (compared to an objective set at 28.8%) to 36.4% in 2006 (compared to a target of 35%).
- In *Tanzania*, The PCR (Standard VII exam pass rate) increased from 22% in 2000 to 54.2% in 2006 and then decreased to 52.7% in 2007. The ratio between the number of students starting school with those passing Standard VII (cohort completing Standard VII) decreased from 70% in 2000 to 62.4% in 2008. According to ECA, this evolution has to be seen in the context of the implementation of the free primary school policy in 2002, which increased the number of students dramatically. The number of students increased by 12% per year from 2000-2003 and since then increased by some 4% per year.
- In *Uganda*, the UIS statistics indicate that 56% of children complete a full course of primary in 2008.

As regards the EC support to *Uganda*, the 9th EDF GBS programme included the 'Completion Rate P7' as an indicator for education. The Completion Rate (E2) indicator was targeted to rise by only one% to 63% in 2005 while there had been a 6% rise from 2003 to 2004. A larger increase of 4% is then targeted for 2006. Regarding the first variable tranche, the audit noted that 'Completion Rate – P7' the GoU reported a 63% completion rate which exactly met the target. The GoU acknowledged that the figure of 63% had been based on population projections going back to the 1991 census and that using the more recent 2002 census, which showed previous population figures were underestimated, the completion rate was much lower at just 51%. It nevertheless argued that as the target was also based on the 1991 census, the full payment should be made and the Commission accepted this approach. This case illustrates the fragility of performance indicators based on population projections. Concerning the second tranche, the audit states for E2 that a new target rate of 50% was introduced by the GoU and agreed to by the Delegation which was actually below the reported 51% achieved in 2004-5. Nevertheless the 2005-6 outcome was still below the new target at 48%. This result is in line with widespread concerns over the quality of primary education in Uganda since the establishment of Universal Primary Education. In this case the GoU provided only a very brief commentary on the reasons for not achieving the target. The EUD stated that this issue had been subject to substantial dialogue between it and other development partners and the GoU.

- In *Liberia*, completion rates in Grade six (final grade of primary school) are modest around 62%. According to UIS statistics, the Gross intake rate to last grade of primary was 58% in 2008, meaning that 58% of children complete a full course of primary.
- The UIS statistics indicate the highest primary completion rate in 2008 in *Namibia* with a proportion of 81% of children complete a full course of primary.

3.3.2 JC22: Gender parity in enrolment to primary, lower secondary and upper secondary education - (MDG three) and (EFA five)

MDG 3: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015 EFA 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.

⁴⁰ Plan décennal de développement de l'éducation de base

⁴¹ Priority Action Programme

Summary of ECA findings related to JC22

While gender parity in education is likely to be achieved in *Tanzania* and *Namibia*, the trends are not so clear for *Niger* and *Liberia*. Considering the GPI in primary education, the UIS data show that in 2008 it varied from 0.78 in *Niger* to 1.01 in *Uganda*. It increased constantly between 1999 and 2008 in all countries analysed, except in *Namibia*, where it fell from 1.03 to 0.99 within the period. As regards GER for girls in primary and secondary, there are also significant differences in between the countries analysed. In 2008, while the GER for girls in primary school was only slightly above 50% in *Niger*, it was 121% in *Uganda*. When Gender Parity indicators have been integrated into EC programming, the available data shows weak achievements compared to targets.

While gender parity in education is likely to be achieved in *Tanzania* and *Namibia*, the trends are not so clear for *Niger* and *Liberia*. Apart from the information given at indicators level below, the following extraction from the ECA reports can provide some complementary information:

- In *Tanzania*, equal access for girls and boys has almost been achieved according to the ECA report.

It should be noted that the EC contributed at an amount of € 0.88 million to the Project “Civil Society Action for Girls’ Education in Tanzania” with Camfed (2008 –2010). This small scale project might have an impact at local level. However, according to the ECA audit, no detailed analysis has been done since the project is only at the beginning of its second year of implementation.

The comparison between Expected and Achieved Results of the Support to Education Sector Reform Programme 2006-2010 (9th EDF) shows that the indicator for gender equity in primary, which was the Percentage of girls passing Primary School Leavers’ exam did not fulfill target in 2008/2009, with a performance of 45% compared to an objective of 65%.

- As regards the ESP contribution regarding MDG3 in *Namibia*, available indicators demonstrate significant achievements in the reduction of gender disparities in education. One interesting feature of *Namibia* is that gender parity has already been achieved in secondary education and is likely to be achieved in primary education. There are more girls in secondary education than boys, and girls tend to perform better than boys, with higher survival rates. Moreover, young women are generally more literate than young men (except in the Kavango region). According to the ECA report, males are currently the problem in terms of gender equity.
- In *Niger*, there are many institutional constraints to overcome in order to achieve equal opportunity for girls to go to school and receive an education of quality. According to the ECA report, in addition to the economic causes (the opportunity cost of girls’ work), girls’ under-enrolment is, however, mainly explained by **socio-cultural causes**, including:

- o the promotion of women's reproductive role and early marriage
- o strong inequalities in the division of labour and gender stereotypes at family level;
- o the bad perception that communities have of schools (uprooting, acculturation, etc.);
- o a *low* representation of women in decision-making bodies, because of their social status.

Some other **institutional factors** have also a negative impact on girls’ enrolment, such as:

- o the co-existence of several types of rights, with the preeminence of customary and Muslim laws on constitutional law, which as an effect **limits the effects of the** principle of equality in national legislation and international texts ratified by Niger,
 - o lack of structures in high school, e.g. boarding schools, for girls from rural areas,
 - o the low number, or even the absence of female teachers in rural areas,
 - o the weak knowledge of national capacity about the tools related to gender and in taking them into account in the policy formulation.
- For *Liberia*, the ECA report indicates a negative trend between 1999 and 2007 related to gender parity. It should however be noted that this contradicts a conclusion drawn in the Global Monitoring Report 2010⁴², where Liberia is presented as a country that has improved gender parity

⁴² Global Monitoring Report 2010, on page 66

but where participation has deteriorated between 1999 and 2007. The ECA audit noted that 'few of the observed changes in education outcomes can be attributed (even partially) to ECSEL'.

3.3.2.1 I-221: Ratio of girls to boys in primary and secondary education / Gender parity index (GPI)

The Gender Parity Index (GPI), which is calculated by dividing the female Gross Enrolment Ratio by the male Gross Enrolment Ratio for the given level of education, varies significantly within the sample of countries analysed. According to UN statistics⁴³, in 2008 the **GPI in primary education** varied between 0.78 in *Niger* and 1.01 in *Uganda*. It increased constantly between 1999 and 2008 in all countries analysed, except in *Namibia*, where it fell from 1.03 to 0.99 within the period. For the other countries, the GPI in primary education has increased within the period from 1999 to 2008, from 0.68 to 0.78 in *Niger*, from 0.7 to 0.87 in *Burkina Faso*, from 0.74 to 0.9 in *Liberia*, from 0.92 to 1.01 in *Uganda*. It should be noted that this data is not available for *Tanzania*.

In *Tanzania*, the Girl/boy ratio in secondary education was an indicator of Poverty Reduction Budget Support Programme 2006-2008 (PRBS03) (9th EDF). The data available for 2006/07 shows a performance (87.8%) below to the target (90%).

In *Liberia*, the Girls/boys enrolment ratio was amounting 88% in 2007/2008.

3.3.2.2 I-222: Gross Enrolment Ratio in primary and secondary education

There are significant differences in GER for girls in primary and secondary between the countries analysed. In 2008, while the GER for girls in primary school was only slightly above 50% in *Niger*, it was 121% in *Uganda*.

- In *Niger*, the GER for girls has been increasing from 33.3% to 51.1% between 2001/2002 and 2007/2008, compared to a global increase from 41.7% to 62.8% during the same period. However, the GER disparities between girls and boys are strong. In 2005/2006 the GER was 44% for girls against 63% for boys. A constant 19 point gender gap has been found over the entire period. The first phase of PDDE (2003-2007) targeted an increase of the proportion of girls enrolled in basic cycle one from 39.8% in 2002 to 43% in 2007 as well as the GER for girls from 33.3% in 2002 to 56% in 2007. In this first phase, only € 81,000 has actually been spent for the promotion of girls' enrolment, which represents only 7% of the planned budget. This situation shows the difficulty of introducing gender component into educational policies in *Niger*, both for the Government and DP. The resources initially planned for this component, even if they had been actually consumed, would certainly not have produced a significant impact, because they were insufficient to affect the various constraints to girls' access to education. According to UIS, the GER for girls in primary education increased from 24% to 51% between 1999 and 2008. The GER for girls in secondary education increased from 5% to 8% during the same period.

As regard the EC support, even if the Souteba project had a positive impact on the GER, the girls enrolment rate in the intervention area remained about 41 % between 2004-2005 and 2008-2009. The project targeted an increase of five % over this period (2004-2009). This performance is lower than national average.

- In *Burkina Faso*, according to the PDDEB data, the gaps between the GIR as well as the GER for girls compared to the global rates have respectively decreased from 6.6% in 2001 to 2.7% in 2008 for the GIR and from 6.5% in 2001 to 3.6% in 2008 for the GER. However, these gaps has respectively increased in the PDDEB's 20 priority provinces, from 11.7% in 2001 to 17.8% in 2008 for the GIR and from 15.2% in 2001 to 16.6% in 2008 for the GER. Disparities between boys and girls are more significant in terms of drop-out/completion rates of primary education than in the rate of access to primary education. This is particularly the case in rural areas where drop-out rates from primary education are significantly higher for girls than boys, although the primary completion rate for girls was only 12% in 2007. According to UIS, the GER for girls in primary education increased from 36% to 68% between 1999 and 2008. The GER for girls in secondary education increased from 7% to 16% during the same period. The final evaluation report of PASEB states that the girls' GER is far below national average.
- In *Liberia*, a negative trend for girls-to-boy GERs is noted from 85 % in 1999 to 83 % in 2007. As mentioned above, the data used by the EC suggests to the opposite that there has been a positive trend in the girls-to-boys ratios in primary from 2000-2006. According to UIS 2010 data, the GER for girls in primary education increased from 83% to 86% between 1999 and 2008. The GER for girls in secondary education increased from 26% to 27% during the same period.

⁴³ <http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=611>

- In *Namibia*, the UIS indicates that the GER for girls in primary education decreased from 117% to 112% between 1999 and 2008. The GER for girls in secondary education increased from 61% to 71% during the same period.
- In *Uganda*, according to UIS 2010 data, the GER for girls in primary education remained at 121% in 1999 and 2008, with a higher rate at 133% in 2002. As regards the GER for girls in secondary education, it increased from 8% to 23% between 1999 and 2008.
- In *Tanzania*, the NER to primary schools amounted respectively 97.6% for boys and 97.0% for girls in 2006-2007.

3.3.3 JC23: Primary schooling is compulsory and free of costs to all pupils

Summary of ECA findings related to JC23

In *Tanzania*, primary education was made free and compulsory in 2002. Even though free schooling has been guaranteed in *Liberia*, *Namibia* and *Niger*, the enrolment of a child still involves some expenditure, which sometimes can not be afforded by the families. For *Uganda* and *Burkina Faso*, it is not specified in the ECA reports whether or not primary school is compulsory and free.

3.3.3.1 I-231: Compulsory (and free) primary education enacted

The ECA reports only randomly mention the issue of compulsory and free primary education, indicating that for *Liberia* as well as in *Tanzania*, primary education was made free and compulsory in 2002, and that in *Niger*, school is free as well as in *Namibia*, where free schooling is guaranteed by the Constitution.

As for *Tanzania*, the ECA report indicates that the implementation of the free primary school policy in 2002 increased the number of students dramatically. The number of students increased by 12% per year from 2000-2003 and since then increased by some 4% per year. "As a result, "the primary completion rate (Standard VII exam pass rate) increased from 22 percent in 2000 to 54.2% in 2006 and then decreased to 52,7% in 2007. The ratio between the number of students starting school with those passing Standard VII (cohort completing Standard VII) decreased from 70% in 2000 to 62,4% in 2008.

3.3.3.2 I-232 School fees and other charges abolished

Even though free schooling has been guaranteed in *Liberia*, *Namibia* and *Niger*, the enrolment of a child still involves some expenditure, which sometimes can not be afforded by the families.

- In *Liberia*, despite the introduction of free and compulsory primary education the Core Welfare Indicators Questionnaire (CWIQ) data of 2007 suggested that parents are still paying considerable amounts of money for various fees and other "socially mandatory" expenses, including primary school fees (23,9 % of respondents) and uniforms (18,6 %). Considering that the CWIQ also covered private schools this is not surprising but reflect how socioeconomic disparities continue to have an impact on access to primary education in Liberia.
- As for *Namibia*, the ECA reports find policy contradictions within and between ETSIP and related government programmes. One of the examples mentioned is the fact that while free schooling is guaranteed by the Constitution, parents are required to contribute to the so-called School Development Funds (SDF), which covers small expenditure⁴⁴. The schools are financially dependent on the SDFs for such basic provisions as textbooks, materials, renovation, and even teachers, due to insufficient public funding. School maintenance (which is primarily the responsibility of the Ministry of Works) is also suffering from insufficient funding. In addition to this, students have to pay for uniforms and examinations. All this affects heavily the poor areas where the number of students whose parents cannot afford to contribute to the SDF is high. While these issues were not addressed in the financing agreement for the ESP under the 9th EDF, they have been raised in the course of the formulation process and in the financing proposal for the ESPSP under the 10th. Moreover the report highlights that, "Currently (i.e. in 2009), the EUD is trying to enhance its dialogue with the GRN in the framework of the ESPSP formulation under the 10th EDF by seeking ways for ETSIP to better align with EFA and MDG2 goals, and focusing more on equity issues and primary education. One of the main challenges for the Delegation is to convince the GRN to focus more on equity aspects (e.g. to provide true free schooling)."
- In *Niger*, schooling for children in rural areas represents an opportunity cost, and even though the school is said to be free, an enrolled child involves some expenditures. The enrolment of girls is

⁴⁴ In the schools visited by the audit team, the fee/contribution varied between 50 NAD in a primary school and 250 NAD in a secondary school.

particularly problematic, as they are constantly needed for housework and to take care of younger children.

3.3.4 JC24: Provisions to enhance access to education by disadvantaged groups

Summary of ECA findings related to JC24

In the countries analysed, even if improvements have been achieved regarding inequalities related to disadvantaged groups, partially with EC contribution, considerable inequities persist. The inclusion of disadvantaged and vulnerable groups has been included in the objectives of EC and other DPs programmes, as well as strategic plans and other policy documents. In *Tanzania*, crosscutting issues relevant for education such as exclusion of handicapped persons, orphans or vulnerable children are addressed explicitly in the analysis for the education sector presented in the CSP. In *Namibia*, policies such as the Orphans and Vulnerable policy, the revised Early Childhood Development Policy, the Textbook Policy, the Vocational Education Act, have been set up.

In the countries analysed, even if improvements have been achieved regarding inequalities towards disadvantaged groups, partially with the EC contribution, considerable inequities persist. Apart from the information given at indicators level below, the following extraction from the ECA reports can provide some complementary information:

- In *Tanzania*, the proportion of children with disabilities attending primary school (based on GER) slightly increased from 0.24% in 2006 to 0.29% in 2006-07 (0.33% for males and 0.24% for females). One of the Operational Targets of the National Strategy for Growth and Reduction of Poverty (NSGRP)/ MKUKUTA is the “increased proportion of orphans and other vulnerable children enrolled, attending and completing primary education from 2% in 2000 to 30% in 2010. Based on the sector strategies (ESDP, PEDP and Secondary Education Development Plan) as well as on the studies prepared to support the 2006 Education Sector Review, the “Increased equitable, pro-poor and pro vulnerable educational services” constitutes one of the expected results pursued by the Support to Education Sector Reform Programme 2006-2010 (9th EDF).

Concerning direct EC support to disadvantaged groups, the EC contributed an amount of € 0.75 million to the Project “Youth With Disabilities Community Programme” with Fida International (2005 –2011) and to the project “Promoting Access to Education for Deaf Blind and Multiply Disabled Children in Tanzania” with Sense International, with an amount of € 0.24 million. According to ECA, the project with Sense International supporting the access of deaf-blind children has largely achieved the planned results. For ECA, the low proportion of children with disabilities in primary schools demonstrates the particular need for such activities and the report insists that the results of this project might encourage the government to pay more attention to these groups at the national level.

With a view to estimating the impact of the Education SBS allocation on disadvantaged groups, the Poverty and Human Development Report 2009⁴⁵, as quoted by the ECA report, provides a mitigated picture by stating that “Poor rural children have benefited from the expansion of education, but the analysis of the Household Budget Survey data shows that the least poor continue to benefit disproportionately from government spending in education”.

- In *Namibia*, due to the current financing model under which schools depend on parental contributions to the School Development Funds (SDFs), shortcomings are greater in the poorest areas of the country. Besides the socio-economic disparities, considerable inequities persist between the majority of pupils in urban areas on one side, and Orphans-Vulnerable Children (OVCs) and children belonging to the San minority on the other side. Moreover, the difficulties in reaching the most disadvantaged children (orphans, vulnerable children San children, children living in remote areas), also with EC support through ESP implementation, have been underlined by the ECA report. Where regional statistics are available, they suggest that the provision of qualified teachers, textbooks and school facilities is most difficult in the poor areas.

3.3.4.1 I-241: Existence and implementation of inclusive education policies, strategies and financing modalities

The issue of addressing the needs of disadvantaged and vulnerable groups has been included in the objectives of EC and other DPs’ programmes, as well as in national strategic plans and other policy documents.

⁴⁵ Poverty and Human Development Report 2009, Research and Analysis Working Group, MKUKUTA Monitoring System, Ministry of Finance and Economic Affairs, United Republic of Tanzania, December 2009

- In *Tanzania*, these crosscutting issues are addressed explicitly in the analysis for the education sector presented in the CSP. In the Joint Programming Document which is an integral part of the CSP the DPs state their collective intention to support the integration of HIV/Aids into the school curriculum and find solutions to reduce the impact of HIV/AIDS on trained teacher (plus a number of other issues) through the development and implementation of a strategic plan.
- In *Namibia*, according to ECA, the main achievement of the ESP contribution is that most of the legal and institutional framework has been now set up to enable ETSIP activities to be implemented. Of importance are the Orphans and Vulnerable policy, the revised Early Childhood Development Policy, the Textbook Policy, the Vocational Education Act. These policies which present institutional and financial challenges have to be implemented. However, ECA indicates that the lack of indicators in does not allow them to assess the improvements from the ESP in addressing inequalities (e.g. social, ethnic or regional disparities). Available indicators are not sufficiently disaggregated to allow the assessment of progress in the access to education and of achievements of learners from low-income households and from disadvantaged groups. ECA concludes that a major flaw in the ETSIP monitoring and evaluation system is the fact that it lacks adequate information for a pro-poor policy and decision making. However, the need to develop disaggregated statistics to show access and achievement levels of learners from low-income households and disadvantaged groups is highlighted in ETSIP. The Education Monitoring Information System (EMIS) is currently being revisited to capture levels of disaggregation, notably in terms of Orphans and Vulnerable Children.

3.3.4.2 *I-242: Flexible schooling for special target groups (e.g. nomadic groups, remote area dwellers) and I-243: Existence of equivalency programmes for disadvantaged students in the formal and non-formal education sector*

The ECA reports do not give any specific information regarding the existence of flexible schooling of equivalency programmes for special target groups.

3.4 EQ3-secondary: To what extent has EC support to education contributed to improving transition to secondary level (both lower and upper)?

3.4.1.1 JC31: Internal Efficiency of the school cycle from Primary to Lower & Senior Secondary

Summary of ECA findings related to JC31

The ECA audits show that the enrolment rates in secondary schools vary a lot between the countries analysed and their comparison with the enrolments rates in primary schools underlines the need to improve the internal efficiency of the school cycle from Primary to Secondary.

Overall, there is only limited data in the ECA reports on changes in transition rates, and even where there is, it remains unsure what exactly the EC's contribution to such changes had been. The Transition Rate from Primary to Lower and Upper Secondary constitutes one of the performance targets of EC programmes in Tanzania. While it has been increasing between 2000 and 2006, it is decreasing since then. In Liberia, the transition rate to lower and upper secondary has been selected as one of the performance indicators for basic education. In *Burkina Faso*, the set of indicators of the ABRP 2005-2008 does not allow any monitoring regarding internal quality of the education system, in particular the transition to secondary. In *Namibia*, it is difficult to assess rather the EC support has been affecting the quality and efficiency of the education sector. When overall indicators are available, they show mixed results.

The ECA audits show that the enrolment rates in secondary schools vary a lot between different countries analysed. Furthermore, a comparison of secondary with the primary enrolment rates in the same countries underlines the need to improve the internal efficiency of the school cycle from Primary to Secondary. In terms of statistics, the following information could be extracted from the ECA reports, and is presented here, even if it is not always conclusive about the transition rate:

- In *Tanzania*, the Net Secondary Enrolment rates in Form 1-4 and in Form 5-6 respectively increased from 6% to 24.4% and from 0.4% to 1.4% between 2002 and 2007/08. In the opposite, the percentage of cohort completing secondary (Form 1-4) decreased from 91% in 2003 to 86.1% in 2007/2008, while the percentage of cohort completing secondary Form 5-6 rose from 90.1% to 98.9% between 2004 and 2007/2008.
- In *Liberia*, the GER in Junior High School (JHS-Grade 7-9), i.e. first three years of secondary, was 42% in 2007/2008, while it was 26% in Senior High School (SHS-Grade 10-12). The 2007 data

showed that the Net Enrolment Rate (NER) was 37,34 % in primary school and 15,2 % in secondary (Junior High School (JHS) - first three years of secondary).

- In *Burkina Faso*, the GER in secondary schools was 12% in 2007 which is above the objective set at 11.9% for 2009 and still below the target of 13.7% to be reached in 2010 according to the action priority programme of PRSP. The Priority Action plan of the Strategic Framework for the Fight against Poverty (PAP-CSLP) has been elaborated by the government of Burkina Faso in order to make the PRSP more operational.
- In *Namibia*, the survival rates to Grade five (first year of Upper Primary) and Grade eight (first year of Junior Secondary) have increased between 2005 and 2006 and then decreased in 2007.

3.4.1.2 I-311: Transition Rate from Primary to Lower Secondary, and Upper, where available

The Transition Rate from Primary to Lower and Upper Secondary constitutes one of the performance targets of EC and government programmes in *Tanzania* and *Liberia*. While it was increasing between 2000 and 2006, it has been decreasing since then. In *Burkina Faso* and *Namibia*, it is difficult to assess rather the EC support has been affecting the transition to secondary.

- In *Tanzania*, according to the ESPR (Education Sector Performance Report) 2008/2009, the transition/pass rate from Standard VII (Final year of primary school) to Form I (First year of secondary school) has been increasing between 2000 and 2006-07 from 21% to 67.5%. However it has been decreasing since 2006 and the MKUKUTA target of 60% for 2010 is at risk. In the framework of the MDG contract (10th EDF), the Transition Rate from Standard VII to Form I constitutes one of the performance targets for education for release of MDG-based tranche. The Transition Rate from Standard VII to Form I also constitutes one of the indicators used for the December 2008 disbursement in the framework of the Education component of Poverty Reduction Budget Support Programme 2006-2008 (PRBS03) (9th EDF). According to the figures provided in the latest payment file for PRBS03, the transition rate increased from 49.3% in 2005 to 60.3% in 2006/2007, compared to a target set at 54% for 2006. It is to be noted that this value is not identical as in JESR⁴⁶-09 where it is 67.5% as mentioned above.
- In *Liberia*, according to the data from the Education Sector Plan, the transition rates from Primary to JHS and from JSH to SHS were respectively 71% and 75% in 2007/2008. No data concerning the earlier years of the evaluation period was provided in the relevant ECA report.
- In *Burkina Faso*, 23 indicators in the Framework of the Budget Support for Poverty Reduction 2005-2008 (ABRP 2005-2008) concern basic education. According to the ECA audit, these indicators allow for a quantitative monitoring regarding access to primary education and reduction of gender disparities. Nevertheless they are insufficient to perform a monitoring of education quality, in particular regarding the transition to secondary education.
- In *Namibia*, as regards the EC contribution, the ESP⁴⁷ funded under the 9th EDF is supporting the strengthening of quality, effectiveness and efficiency of the general education and training system through the co-financing of ETSIP. In its first phase (2006-2011), the ETSIP is focused on delivering specific activities aimed at improving the mid-term performance of the education sector (e.g. through critical policy reforms) rather than on intended short-term outcomes. This factor, coupled with the fact that ETSIP has been implemented only for three years and the shortcomings in the ETSIP monitoring system, means that it is not possible to assess sustained improvements of the quality, equity and efficiency of the education sector which could be attributed to the programme yet. Where overall indicators are available, they continue to show mixed results.

⁴⁶ Joint Education Sector Review

⁴⁷ Education Sector Programme

3.4.2 JC32: Capacity of secondary institutions to accommodate potential enrolments and to meet expected rise in demand for enrolment (especially at lower secondary level)

Summary of ECA findings related to JC32

As regards budget allocations targeting a better access to secondary education, the analysed countries present various trends. In *Namibia*, the EC supported secondary level access and completion by adhering to ETSIP priorities. In *Uganda*, the 9th EDF GBS programme states for education that attention will be paid to better targeting of public expenditure for secondary education for the poor. However, the EC did not set any specific objectives and it is still unclear how far the EC contribution of financial resources to the GoU budget is intended to lead to an increase in the national education budget to address this priority. In *Burkina Faso*, the EFA-FTI constitutes the only programme focusing on Secondary Education. In *Tanzania*, the percentage of secondary students provided with scholarship increased significantly between 2003 and 2007/2008 but has been dramatically decreasing in 2008/2009. The budget share for secondary education has decreased between 2004 and 2008.

In the countries for which information is available in the ECA reports, it appears that the capacity of secondary institutions seems to be adapted to the demand and even often higher than in Primary schools, considering that the capacity of secondary institutions to enroll possible entrants can partially be measured by the ratio of pupils to teacher and the number of schools. The data shows that in *Liberia*, the pupil to teacher ratio in public and community schools is higher in secondary than in primary schools. In *Namibia*, the global number of schools and teachers increased at about the same rate as the number of students in secondary schools. The capacity of secondary institutions to enroll possible entrants therefore seems to be growing together with the demand. Namibia's Vision 2030 includes three objectives concerning access to and capacities in secondary education. In *Tanzania*, the total number of secondary school teachers increased between 2003 and 2007/2008 while the secondary qualified teacher to pupil ratio decreased. According to ESPR, teacher deficit in Secondary has been estimated up to 62,567 in 2008/2009.

3.4.2.1 I-321: Provisions and budget allocations made to allow for increased access to secondary education

While the EC supported the increase of budget allocations targeting a better access to secondary education in *Namibia* and *Uganda*, the budget share for secondary education has decreased between 2004 and 2008 in *Tanzania*, and according to the ECA report, the EFA-FTI constitutes the only programme focusing on Secondary Education in *Burkina Faso*.

- In *Namibia*, as mentioned above, the EC supported secondary level access and completion. The ETSIP priorities were indeed focused on strengthening the immediate supply of middle to high level skilled labour to meet labour market demands and support overall national development goals.
- In *Tanzania*, the percentage of secondary students provided with scholarships increased from 6% in 2003 to 42.2% in 2007/2008. However, it has been dramatically decreasing afterwards and fell to 11.9% in 2008/2009. The budget share for secondary education has decreased by nearly 4.5 percentage points between 2004 and 2008, where it was at 10.4%.

The Public Expenditure Tracking Survey (PETS) carried out in 2009 covered both primary and secondary school budgets. It highlighted that the main discrepancies between the budget allocated and the funds received by the schools were due to the fact that the budget was not fully executed; that councils spent the money themselves for the benefit of the schools (in kind contributions); on other education purposes or on entirely different sectors.

- In *Burkina Faso*, the ratio of unit costs per pupil to GDP per capita in upper secondary ("2ème cycle de l'enseignement secondaire") was 8% higher than the average in RESEN⁴⁸ countries in 2006, while it was 26% lower in the secondary ("premier cycle de l'enseignement secondaire"). According to the RESEN, the repetition and drop-out rates represent a high cost on public expenditures. While the government and the DP are neglecting secondary schooling, private funding is starting to look into it.

According to the ECA report, the EFA-FTI managed by the World Bank with the contribution of the Global Catalytic Fund constitutes the only programme focusing on Secondary Education.

⁴⁸ RESEN is a Country Status Report on a National Educational System ["Rapport d'état d'un système éducatif national"]

3.4.2.2 I-322: Capacity of secondary institutions to enrol possible entrants measured by e.g. no. of places in relation to Primary graduates

Considering that the capacity of secondary institutions to enroll possible entrants can partially be measured by the ratio of pupils to teacher and the number of schools, data shows various developments in the countries analysed:

- In *Liberia*, the teacher to pupil ratio in public and community schools is higher in secondary than in primary schools. In 2007/2008, it was 1/23.8 in JHS and 1/23.2 in SHS, compared to 1/48.7 from Grade 1-6⁴⁹.
- In *Namibia*, the global number of schools and teachers increased at about the same rate as the number of students in secondary schools. The capacity of secondary institutions to enroll possible entrants seems therefore to be growing together with the demand. According to the ECA audit, the number of students in secondary has increased by 1.1% between 2005 and 2008 (i.e. from 148,104 to 163,879) while the total number of students increased by 1.03% (from 555,096 to 577,290). The total number of both primary and secondary schools has globally increased by 1.1% since 2001 (from 1545 to 1661) and the total number of teachers has increased by 1.07% between 2005 and 2008 (from 19,304 to 20,830). According to the ECA audit, the overall sustainability of current government financed activities therefore seems to be ensured.

Namibia's Vision 2030, launched by the Namibian Government in June 2004, includes three objectives concerning access to and capacities in secondary education:

- o Expand access to secondary school for the target age group by 2006;
 - o By 2015, there should be at least one teacher for every 35 learners in primary and 30 learners in secondary schools. Government is working towards having 90% of the structures permanent by 2015 opposed to the current 84% permanent and 16% non-permanent;
 - o Minimum qualification required to be appointed as a teacher in Basic Education would be a Teacher's Diploma (for Primary Schools) and a Bachelor of Education Degree for Secondary Schools.
- In *Tanzania*, the total number of secondary school teachers increased from 16,399 to 32,835 between 2003 and 2007/08 while the secondary qualified teacher to pupil ratio decreased, from 1/33 to 1/50. According to ESPR⁵⁰, teacher deficit in Secondary has been estimated up to 62,567 in 2008/2009.

3.5 EQ4-quality: To what extent has EC support to education contributed to improving the quality of education?

3.5.1 JC41: Availability of strategies and resources to enhance quality of learning and teaching

Summary of ECA findings related to JC41

In most of the countries analysed, the quality of learning and teaching suffers from an inadequate of human and material resources, such as qualified teachers, learning materials, textbooks and school structures.

In *Niger*, *Namibia* and *Tanzania*, the government has elaborated strategies aiming at reinforcing the quality of education. In Niger, the PDDE elaborated by the Government, includes a quality component and constitutes a global framework for interventions of all DP in the education sector. In Tanzania, quality in primary and secondary education is included in the operational targets of the National Strategy for Growth and Reduction of Poverty. In Namibia, the ETSIP adopted by the government constitutes a 15 year strategic plan aiming at strengthening the quality of education. In those countries as well as in *Burkina Faso*, *Liberia* and *Uganda*, EC programmes are also supporting the improvement of the education quality at all levels. The Souteba programme (Niger) and the EQUIP project (Tanzania) have contributed to improve the quality of education in their area of interventions. While the global impact of PASEB (Burkina Faso) is assessed as positive, the available data shows mixed performance and few observed changes on education outcomes including quality can be attributed (even partially) to ECSEL (Liberia), due to the considerable delays of the project. The GBS PPARP (Niger) and the SBS « Support to the Education Sector Reform » (Tanzania) include targeted

⁴⁹ Primary school

⁵⁰ Education Sector Performance Report

indicators related to quality.

While in *Tanzania*, teacher's salaries have not been adjusted in the last years and government officials are paid "sitting allowances", amounting 74% of the standard monthly salary of a primary school teacher to attend seminars and meetings; the teachers salaries constitute 75% of the education budget in *Namibia*, crowding out other important expenditures and about 20% of the wage bill is lost to teacher absenteeism in *Uganda*.

In all countries analysed, the pupil-teacher ratio is still considered as modest, and often below objectives. In *Uganda*, it is difficult to assess the achievements towards targets because data can be inflated by some schools in order to be allocated more capitation funds. In *Niger* and *Burkina Faso*, the rapid growth of population resulted in a high increase in the number of pupils and that have put the pupil-teacher ratio at risk. Only little information regarding the pupil-classroom ratio is given by the ECA reports.

In most of the countries analysed, the quality of learning and teaching suffers from an inadequate provision of human and material resources, such as qualified teachers, textbooks and school structures. Apart from the information given at indicators level below, the following extraction from the ECA reports can provide some complementary information:

- The Government of *Liberia* faces considerable challenges when it comes to ensuring quality education at all levels, especially in terms of school structures: Every fifth primary school is still characterized as "make-shift" (as opposed to "solid" or "semi solid").
- In *Namibia*, Education quality remains a cause of concern with leaving and repetition rates standing steadily at high rates. Moreover, there are insufficient books to ensure a 1:1 learner-to-textbook ratio and generally a lack of other learning materials. The adequate provision of qualified teachers, textbooks and school facilities, which clearly affects the quality of the education, is off-track when compared to the targets set by Vision 2030 and the targets set by the MoE for the fiscal year 2007/2008. Also, there are still many "make-shift" structures for primary schools and where permanent structures are in place; they are sometimes without running water, sanitation and/or electricity. Schools are financially dependent on the School Development Funds for such basic provisions as textbooks, materials, renovation, and even teachers, due to insufficient public funding. School maintenance (which is primarily the responsibility of the Ministry of Works) is also suffering from insufficient funding.

3.5.1.1 I-411: Existence of strategies for improving quality of learning and teaching such as 'Whole school development'

In *Niger*, *Namibia* and *Tanzania*, the government has elaborated strategies aiming at reinforcing the quality of education. In those countries as well as in *Burkina Faso*, *Liberia* and *Uganda*, EC programmes are also supporting the improvement of the education quality at all levels. The following information per country could be distilled from the ECA reports:

- In *Niger*, the decennial plan of education development 2003-2013 (PDDE⁵¹) is a sectoral strategy elaborated and developed into an Action Plan by the Government. This programme includes pre-primary, primary, secondary and non-formal education and it is implemented through the funding of three components: Access, Quality and Institutional development. It represents a global framework for interventions of all partners in the sector. As a result, the PPARP⁵² (EC) contribution to the expected results of PDDE is complementary to the intervention of other DP in this sector.

The ECA report indicates that the indicators used for the 9th EDF are not sufficient to monitor the quality of education. In the PPARP (2006-2008), the only indicator related to internal efficiency is the Primary Completion rate, while the PDDE also selected the repetition rate, results to national exams and level in mathematics and French. The analysis of objectives and performances shows weaknesses in the quality of education. According to the ECA audit, this is due to insufficient financial resources allocated in the quality component (11.7% of expenditures), the inefficiency of human resources management and the lack of global view in terms of initial and continuous training of teachers.

The impact of the Souteba project in its intervention area is assessed by the ECA audit as overall positive. The Souteba project contributed to improve the quality of education in particular by providing textbooks, guides and tools and supporting the CAPED (Cellules d'animation pédagogiques) for the ENI (École nationale d'instituteurs) and also some directories of the MEN

⁵¹ Plan décennal de développement de l'éducation

⁵² Programme pluriannuel d'appui à la réduction de la pauvreté (2006-2008)

(Ministère de l'éducation nationale). According to the ECA audit, it also contributed to the introduction of new approaches in the training of teachers and continuous training as well as regards bilingual modalities in basic education.

- The Country Strategy Paper for the period 2008-2013 for *Namibia* offers some insight into the challenges facing the country in the education sector, including the inefficiencies and lack of quality in public education expenditure as well as considerable regional and social disparities. In the year 2006/2007 the GRN adopted a 15 year strategic plan, the Education and Training Sector Improvement Programme (ETSIP), in response to its overall "Vision 2030" government strategy and the national Development Plan (NDP), with the objective of further developing a knowledge-based economy.
- As regards the EC contribution in Namibia to the quality of education, the ECA audit concludes that available indicators do not demonstrate improvements in the quality of the education during ESP⁵³ implementation. The ESP's initial specific objectives have been superseded by those of the ETSIP programme, which aims at strengthening the quality, effectiveness and efficiency of the general education and training system. According to the ECA report, where data was available, the overall progress on education outcomes was assessed by the GRN and the Delegation as mixed with poor performance in terms of quality and addressing inequalities.
- In *Tanzania*, Primary and Secondary Achievement & Quality are part of the operational targets of the National Strategy for Growth and Reduction of Poverty (NSGRP)/ MKUKUTA. However, the quality of education has been given a lower priority, mainly given the fact that the government's focus has mainly been on the MDG-related enrolment in primary school. The performance of quality indicators shows the significant challenges facing the education sector in Tanzania. Several indicators indeed suggest that the quality of education in Tanzania is lacking. The primary school pupil/textbooks ratio of 1:3 for basic education was in 2008 still the same as agreed between the EC and the GoT in the CSP 2001-2007 of March 2002. Comparing the findings of the draft Public Expenditure Tracking Survey (PETS) of 2009 and the last PETS of 2004, the capitation grant for primary schools paid by the government per student per year, and which covers among other things the purchase of text books and maintenance of school buildings, has decreased. According to the most recent PETS of 2009, the capitation grant for primary schools is, at approximately USD 3,6, lower than the target amount referred to in the Country Strategy Paper for the 9th EDF (USD six per student per year by 2003) and the amount mentioned in the PEDP I programme document of 2002 (USD ten per pupil). Therefore there is a risk that the funds available to purchase and renew school books and buildings will also not be sufficient in the future.

As regards the EC contribution to improve the quality in education, the ECA report indicates that the project Education Quality Improvement through Pedagogy (EQUIP) with Oxfam GB (CRIS No 2005/095-398) addressed key issues related to the quality of education and ways to improve it.

Furthermore, the promotion of equity and quality basis education is one of the three main priorities of the Education SBS ("Support to Education Sector Reform") financed under the 9th EDF. The payment of variable tranches is linked to the fulfillment of indicators including quality. However, in December 2009, two quality related indicators were not fulfilled:

- o Reduction of cross-district disparities in pupils/teacher ratio in primary education (quality and spatial equity in primary);
 - o Pupils/textbook in primary schools (quality in primary);
- and two were only partly fulfilled (scored 0.5)
- o Pupils/ grade A or diploma teachers in primary education (quality in primary);
 - o Percent of students passing the Form four examination (CSEE) (quality in secondary).

According to the ECA audit, the Education SBS ("Support to Education Sector Reform") financed under the 9th EDF has not yet achieved the expected results and indicators do not show the planned improvements. Education quality remains an area of concern for the EC. An internal AIDCO note concludes that: "Performance is, however less encouraging [...] which can have serious implications on efficiency, equity and quality: e.g. the primary completion rate has declined to 65%, the pass rate for primary leaving exam has fallen to 54% and some districts have a pupil-teacher ratio as high as 74:1".

⁵³ Education Sector Programme

Due to the priority given to the MDGs, the GoT has been more focused on enrolment than on the improvement of education quality. The ECA report adds that NSAs/CSOs active in the sector to a great extent share the DPs' concern for education quality, although they put more emphasis on the problematic situation for teachers. They also highlight the problem of a possible, gradual devaluation of the pass criteria and the associated risk of diminishing education quality. For Poverty Reduction Budget Support Programme 2006-2008 (PRBS03), both enrolment and quality indicators have shown improvements since the start of the support (May 2006) but available indicators for the two years passed since then (2006 and 2007) suggest that the trend has reversed.

- In *Burkina Faso*, the EC programme PASEB⁵⁴ (2000-2005) has contributed to the improvement of quality through infrastructures and the providing of material and equipment. According to the ECA audit, it improved the material living conditions of teachers by providing them accommodations. However the project did not significantly improve the quality of learning for teachers and pupils, nor the quality of life of pupils at school. The available data show that its global impact is positive in the intervention area but limited. However, the sustainability of certain infrastructures (school canteens, literacy centers and teaching material) is at risk.

As regards the results of the Education and Capacity Building component budget support for Poverty Reduction 2005-2008, the analysis of indicators shows a performance below objectives. Even if achievements are visible for some indicators like provision of school books (which is still insufficient to ensure a 1:1 learner-to-textbook ratio), others are far below targets.

The numbers of Arithmetic and Reading books have significantly increased and the Pupil-Arithmetic books ratio was 0.91 in 2008 compared to 0.26 in 2001 while the Pupil-Reading books ratio increased from 0.49 in 2001 to 0.9 in 2008. According to the ECA, even if they are still under one book per pupil, the objective could be reached in 2010. According to the Program for the Analysis of Education Systems (PASEC) at the Conference of Ministers of Education from French-speaking countries (CONFEMEN)⁵⁵ analysis, the quality of learning has decreased while the number of teachable children has increased.

- As regards the EC contribution to improve the quality in education in *Liberia*, the ECA audit states that the considerable delays⁵⁶ in the ECSEL⁵⁷ project does not yet allow for a general assessment of the results achieved. The only result of the ECSEL is the "empirical" improvement in the school book-to-pupil ratio from 1:27 to 1:2, which was achieved between June 2008 and June 2009 and to which the ECSEL short term TA contributed. It should however be noted, that the large quantities of textbooks purchased have not yet been distributed to all schools and the "empirical" ratio therefore does not yet reflect the actual state of affairs in the class-rooms in most of Liberia's primary schools. As highlighted in a 2009 ROM⁵⁸ assessment, some limited progress was also made with contributions from ECSEL funded TA in the development of the Education Management Information System (EMIS).
- In *Uganda*, there are concerns over the quality of primary education since the establishment of Universal Primary Education. The 9th EDF Financing agreement of PEAP has highlighted the general issue of reduced quality in primary and post-primary education as a priority area to be addressed. However, it did not detail the specific objective of the GBS programme in this respect, and how it will be achieved within the timeframe of the programme.

3.5.1.2 I-412: Percentage of non-salary to salary budget allocation

While in *Tanzania* teachers' salaries have not been adjusted in the last years; the teachers' salaries constitute 75% of the education budget in *Namibia*, crowding out other important expenditures and about 20% of the wage bill is lost to teacher absenteeism in *Uganda*.

- In *Tanzania*, teachers' salaries have not been adjusted in recent years and teachers' work environment is challenged in numerous ways, including with respect to transportation and (the physical) collection of salaries. Furthermore, the Court's auditors assess that housing conditions for teachers are not yet adequate.

⁵⁴ Programme d'appui au secteur de l'éducation de base

⁵⁵ Les apprentissages scolaires au Burkina Faso: Les effets du contexte, les facteurs pour agir, Etude PASEC Burkina Faso, Ministère de l'Enseignement de Base et de l'Alphabétisation, CONFEMEN, September 2009

⁵⁶ These are largely caused by the delay in the deployment of a dedicated education project officer in the EUD and the long term TA.

⁵⁷ EC Support to Education in Liberia

⁵⁸ Results Oriented Monitoring

It should be noted that according to the EUD, government officials are paid “sitting allowances” when taking part in seminars or meetings. According to government rules a per diem of 80,000 TSh (€ 40) is paid per day. This is equal to 74% of the standard monthly salary of a primary school teacher (approximately 110,000 TSh equal to € 58). For meetings out of the country, the per diem is even higher. The per diems are either paid out of the education budget or under contracts with the EC or other contractors like UNESCO. According to the EUD, as part of the ESMIS contract with UNESCO an amount of € 437,089 is budgeted for this type of expenditure. This issue of proliferation of allowances was also raised at the meeting of the Annual National Policy Dialogue between the DPs and the GoT⁵⁹ in November 2009.

- In *Namibia*, teacher payroll expenditures account for more than 75% of the education budget, crowding out other recurrent expenditure, including purchasing of textbooks and materials, as well as renovation. The EC financed an Expenditure Issues Paper and an Education Expenditure Strategy to find ways to free money from the big payroll, which became part of the ETSIP financial strategy.

ETSIP has not, however, succeeded in reducing personnel and utility expenditures. Some proposed changes were adopted, such as to de-couple teachers’ salaries from qualifications or a funding formula to provide more resources to disadvantaged regions, schools and communities. However, many others, such as the proposed staffing norms which led to significant opposition from teachers were rejected. These proposed changes have been counteracted by a recent 12% pay increase for teacher and other civil servants, and systematic budget overrun of personal expenditures amounting to some 6.52% in education for fiscal year 2007/2008. ETSIP also plans to generate efficiency savings by increasing the learner- teacher ratio to 40 which directly contradicts the policy of learner-centred and inclusive education. Nevertheless, this target has not been reached. A recent EC funded study concludes that it is unlikely that efficiency savings can be generated in the way prescribed in ETSIP because they are based on unrealistic assumptions⁶⁰.

- In *Uganda*, the 2009 Joint Assessment⁶¹, concluded that for education, despite targets being met, problems identified in previous assessment still persist. A 2007 study revealed about 20% of the wage bill – almost Ush 55 billion [€ 24.55 million⁶²] – is lost to teacher absenteeism each year and that only 18.2% of teachers are teaching at any point in time. Low teacher attendance rates reflect poor school management, poor supervision by Government and insufficient support to teachers. In addition, problems arise from the inefficient distribution of resources across the sector such as the inefficient distribution of teachers within schools, within districts and between districts, the overemphasis of resources at upper primary and the political redirection of grants at district level.

3.5.1.3 I-413: Pupil-teacher ratio

In all countries analysed, the pupil-teacher ratio is still considered as modest, and often below objectives. In *Uganda*, it is difficult to assess the achievements towards targets because data can be inflated by some schools in order to be allocated more capitation funds. In *Niger* and *Burkina Faso*, the rapid growth of the population resulted in a high increase in the number of pupils and that have put the pupil-teacher ratio at risk.

- In *Liberia*, pupil-teacher ratios are quite modest at 1:49.
- In *Namibia*, as mentioned above, ETSIP targeted to increasing the learner- teacher ratio to 40 which has not been reached. This target differs from the target of 35 set in the GRN’s Vision 2030 and even directly contradicts the policy of learner-centred and inclusive education. The ECA report notes that in systems which succeed in implementing such an approach to education, the cut-off point for class size is 27-28.
- In *Tanzania*, the number of primary school teachers has increased by some 40 000 between the baseline year of 2003 and 2008/09 but this is still not sufficient to meet the demand. The Primary pupil-teacher ratio has increased from 46:1 in 2000 to 53:1 in 2006-2007. Some districts even

⁵⁹ Rapid Budget Analysis 2009

⁶⁰ Support to the Formulation of the Education Sector Policy Support Programme in Namibia – Final Report July 2009.

⁶¹ to which the Commission contributed with other budget support donors and the GoU within the new Joint Assessment Framework (JAF)

⁶² Employing a conversion rate from June 2007, based on the European Commission website: InforEuro: <http://ec.europa.eu/budget/inforeuro/index.cfm?Language=en>

have a pupil-teacher ratio as high as 74:1. According to the ESPR 2009⁶³, the teacher deficit was amounting to 30,405 for Primary and 62,567 for Secondary in 2008/2009.

- In *Uganda*, it has been noted in the 2009 meeting of the Education Sector Consultative Committee that some schools inflate pupil enrolment and teacher deployment so as to be allocated more capitation funds. According to the ECA audit, such a situation makes all the harder the objective measurement of whether targets are achieved and progress made in the sector. Unfortunately, the ECA report does not provide any actual figures.
- In *Niger*, the average number of pupils per teacher in public schools decreased slightly from 41 in 2001-2002 to 40 in 2006-2007. The ECA report indicated that the high population growth rate resulted in an increase of the total number of children of primary school age from 2.3 millions in 2005 to 2.9 millions in 2015, which requires the creation of at least 15.000 new classes and the recruitment of as many teachers over the period.
- In *Burkina Faso*, as regards the results of the Education and Capacity Building component of the Budget Support for Poverty Reduction 2005-2008⁶⁴, the analysis of indicators shows a performance below objectives for the pupil-chair and pupil-teacher ratios. According to the ECA report, the under-performance concerning these indicators is mainly due to the rapid growth in the number of pupils, which was much higher than planned. The pupil-teacher ratio decreases with difficulty and even increased to 54 in 2007 and 53 in 2008, compared to 52 in 2004. The target set by the Priority Action plan of the Strategic Framework for the Fight against Poverty (PAP-CSLP) is 52 in 2010 and seems realistic according to the ECA.

3.5.1.4 I-414: Pupil-classroom ratio

The ECA reports give only little information regarding the pupil-classroom ratio.

- In *Tanzania*, the ratio between primary school pupils and class rooms had improved in 2007 (1:77) compared to 2006 (1:92). However, in 2008 (1:109), it was again significantly above the level of 2006. As regards the EC contribution, the "Support to Primary Education Development Plan (PEDP)" programme financed under the 8th EDF, which supported primary education, showed considerable achievements in terms of new class rooms built (80% of PEDP targets).
- In *Niger*, the Souteba project contributed to improve the quality of education including by the construction of classrooms in the area of intervention (120 classrooms planned in total).

3.5.2 JC42: Quality related efficiency measures

Summary of ECA findings related to JC42

Very little information is to be found in the ECA reports regarding the efficiency trends and measures. The data provided by the ECA report show mixed performance regarding the trend of the drop-out rates in the analysed countries. The repetition rates have been decreasing in *Tanzania* and *Niger*, while it is still at a very high level in *Burkina Faso*.

3.5.2.1 I-421: Decreasing drop out rates

The data provided by the ECA report show mixed performance regarding the trend of the drop-out rates in the analysed countries:

- In *Namibia*, school leaving rates after grade five and eight decreased between 2006 and 2007, respectively from 6.5% to 4% and from 10.4% to 6.7%, and increased between 2007 and 2008, respectively from 4% to 5.2% and from 6.7% to 9.5%.
- In *Tanzania*, the primary drop-out rate decreased slightly between 2003 and 2006-2007, from 3.80% to 3.20%.
- In *Burkina Faso*, according to the RESEN⁶⁵, the amounts spent on the results of repetition and drop-out represent 31% of the resources allocated to the education sector and constitute a waste of public spending. The repetition is higher in the last year of each cycle, in particular at the end of primary school, which leads affected children to drop their studies.

⁶³ p. 79 and p. 76

⁶⁴ « Appui budgétaire pour la réduction de la pauvreté »

⁶⁵ RESEN is a Country Status Report on a National Educational System [« Rapport d'État d'un système éducatif national »]

3.5.2.2 I-422: Decreasing % repeaters among primary pupils

According to the data cited in the ECA reports, the repetition rates have been decreasing in *Tanzania* and *Niger*, while it is still at a very high level in *Burkina Faso*.

- In *Tanzania*, the Primary repetition rate was 5.30% in 2003 and decreased to 4.40% in 2006-2007.
- In *Niger*, the repetition rate in Primary education⁶⁶ decreased from 13% in 2001-2002 to 4.9% in 2006-2007.
- In *Namibia*, the repetition rates at those grades were 23.9% and 25.3% in 2008.
- In *Burkina Faso*, the repetition rate remains at a very high level. One of the objectives of the Letter of Policy Education [*Lettre de Politique Educative*] of Burkina Faso from July 2008 is to reduce the repetition rate in primary school from 12% to 8% in 2015.

3.5.3 JC43: Qualifications and competencies of teachers and school leaders enhanced

Summary of ECA findings related to JC43

Generally speaking, the ECA reports recognise the need for more or better teacher training. In *Tanzania* and *Namibia*, there is still a lack in qualified teachers. In *Liberia* and *Niger*, the EC supports initial and continuous teacher's training respectively through the ECSEL and the Souteba programme.

There is very little information provided by the ECA reports on teacher accreditation and upgrading.

In *Tanzania* and *Namibia*, there is still a lack in sufficiently qualified teachers. In *Liberia* and *Niger*, the EC supports initial and continuous teacher's training respectively through the ECSEL and the Souteba programme. Nowhere in the ECA reports under consideration, is a significant measured enhancement in teacher and school leader quality mentioned. Apart from the information given at indicators level below, the following extraction from the ECA reports can provide some complementary information:

- In *Tanzania*, there are not sufficient qualified teachers available to meet the demand. The NSAs/CSOs active in the sector also share the perception that enrolment rates were increased during the last decade at the expense of education quality. There is still a lack of qualified teachers and the quality of teachers is deteriorating due to the recruitment of under-qualified teachers (all primary school teachers became secondary school teachers), very limited tutoring at schools and short, condensed programmes to train teachers.

As regards the EC contribution, the "Support to Primary Education Development Plan (PEDP)" programme financed under the 8th EDF, which supported primary education, showed considerable achievements in terms of new teachers trained and recruited (77% of PEDP targets).

- In *Namibia*, despite recent improvements, 28.9% of the teachers in primary school and 9.9% of the teachers in secondary are still under qualified, i.e. with less than three years of tertiary education, of which 8.8% of those working in primary, and 2.6% of those working in secondary, have completed less than 12 years of schooling. According to the ECA report, the adequate provision of qualified teachers, which clearly affects the quality of the education, is off-track when compared to the targets set by Vision 2030 and the targets set by the MoE for the fiscal year 2007/2008.
- In *Liberia*, the ECA report noted that an estimated 60% of the teachers in primary and 42% of the teachers in JHS are characterized in the 2007 school census as "untrained". In terms of the GoL's allocations, some 2% of total public spending on education in the financial year 2007/2008 was spent on teachers' training. The Recruitment and training of qualified teachers constitutes one of the seven strategic objectives of the Government of Liberia in education for the 3-year lifetime of the Liberia 2008 Poverty Reduction Strategy (PRS).

The EC funded ECSEL (2006-2010) covers six results areas and project funded activities deemed essential to improve both access and quality of primary education, including teachers training among others. Largely due to the limited institutional capacity of the GoL and the EC's own capacity constraints, the ECSEL was designed to be managed through long-term Technical Assistance (TA). "Primary school teachers trained and continuously professionally upgraded (at least 30% women) on the basis of generic teacher competencies" constitutes one of the results of the ECSEL. As of 1st March 2010, only one of the planned activities, Teacher- Training Planned and Undertaken (5.2), had been implemented through the following sub-activities:

⁶⁶ "Cycle de base 1"

- o The development of a status report providing an overview of teacher supply and demand on a national basis (still on-going in September 2010);
- o The contribution to a scoping exercise to ascertain potential teacher-training modalities, suitable teacher-training providers and funding sources;
- o The assistance in evaluating the suitability of potential teacher-training providers;
- o The provision of significant resources for in- service teacher-training.

However, the implementation of the other activities planned, i.e. Policy and strategy developed for teacher-training (5.1) and Quality Assurance Improved (5.3) required ECSEL extension to be implemented. Under the activity 5.1., the sub-activities planned are mainly focused on teacher-training, including:

- o The development of a draft medium-term national teacher-training policy and strategy, with particular reference to female teachers;
 - o The development of options for the structuring of teacher-training to meet national needs;
 - o The development of a trainee teacher recruitment and selection policy, with special emphasis on women and people with disabilities;
 - o The development of structures for ongoing continuing professional development of teachers, particularly female teachers;
 - o The development of a sustainable strategy for the adequate financing of teacher- training and teachers.
- In *Niger*, in the framework of the Souteba programme⁶⁷ 2005-2009, the duration of the initial training of teachers (“*élèves-maîtres*”) has been increased from one to two years and a new Competency-based Approach (“*approche par les compétences - APC*”) has replaced the Modular approach in order to achieve a more results-oriented training of teachers. Thematic documents have been created in order to test the Initial Training Plan in the National School for Teachers (“*ENI - Écoles nationales d’Instituteurs*”). The Souteba programme resulted in better conditions for the teachers through the rehabilitation and construction of National School for Teachers. As regards continuous training of teachers, a set of proposals for educational practices have been developed. Its implementation should bring new developments in global view and behavior, instead of bringing technical changes. However according to the ECA audit, these innovative approaches will take time to bring behavioral changes and the viability of the impact of the continuous training is questionable.

3.5.3.1 I-431: Percentage of primary school teachers who are certified to teach according to national standards (teacher accreditation)

There is very little information provided by the ECA reports on teacher accreditation.

In *Tanzania*, there are not sufficient qualified teachers available to meet the demand. The Primary qualified teacher (grade A + above) to pupil ratio increased from 1:106 in 2003 to 1:73 in 2006-2007.

3.5.3.2 I-432: School, cluster based or district-based in-service teacher upgrading institutionalized

In *Liberia*, as mentioned above, “Primary school teachers trained and continuously professionally upgraded (at least 30% women) on the basis of generic teacher competencies” constitutes one of the results of the ECSEL, even if it is not clear if this is planned to happen at the school-, cluster- or district-levels. There is no information on teacher upgrading for the other countries analysed.

3.5.3.3 I-433: Training of school leaders on managerial skills in place and implemented

No information is provided by the ECA reports regarding the training of school leaders on managerial skills.

⁶⁷ “Programme d’appui au secteur de l’éducation de base”

3.5.4 JC44: Provisions made to ensure minimum quality education for children in difficult circumstances and ethnic minorities

Summary of ECA findings related to JC44

Only very little information is provided by the ECA reports on the provisions made to ensure minimum quality education for children in difficult situations and ethnic minorities.

However the ECA audit for Namibia stated on a general note, that there are some difficulties in reaching the most disadvantaged children. Furthermore, available indicators are not sufficiently disaggregated for this country to allow the assessment of progress in the access to education and of achievements of learners from low-income households and from disadvantaged groups. The Education Monitoring Information System (EMIS) is currently being revisited to capture levels of desegregation, notably in terms of Orphans and Vulnerable Children.

Niger is the only country where provisions have been made for consideration of different mother tongue languages within a country through the EC funded Souteba programme that has introduced new approaches regarding bilingual education.

Apart from the information given at indicators level below, the following extraction from the ECA audit in Namibia can provide some complementary information.

The ECA report noted that, on a general level, there are some difficulties in *Namibia* in reaching the most disadvantaged children (orphans, vulnerable children San children, children living in remote areas). Furthermore, regional statistics when available suggest that the provision of qualified teachers, textbooks and school facilities is most difficult in the poor areas.

The report also noted that available indicators are not sufficiently disaggregated to allow the assessment of progress in the access to education and of achievements of learners from low-income households and from disadvantaged groups. According to the ECA auditors, this is a major flaw in the ETSIP monitoring and evaluation system as it lacks adequate information for a pro-poor policy and decision making. The need to develop disaggregated statistics to show access and achievement levels of learners from low-income households and disadvantaged groups, is highlighted in ETSIP. The Education Monitoring Information System (EMIS) is currently being revisited to capture levels of disaggregation, notably in terms of Orphans and Vulnerable Children.

3.5.4.1 I-441: Upgrading of school buildings and construction of additional classrooms in remote areas and I-442: Incentive schemes for teachers in remote and disadvantaged areas operational

No information is provided by the ECA reports regarding these indicators.

3.5.4.2 I-443: Provision made for consideration of different mother tongue languages within a country

Niger is the only country where provisions have been made for consideration of different mother tongue languages within a country. Even if *Niger* is a multicultural country with ten different national languages, the education system remains traditionally in French language.

The Souteba programme aims at providing access to an adapted education to disadvantaged children in rural area, in particular by providing a bilingual education and practical extracurricular activities. Teachers have been trained in order to be able to teach in four different national languages. Textbooks have been created and published for pupils as well as guidelines for the teachers in four different national languages. An evaluation of the bilingual education provided by Souteba has shown that the results of pupils who benefited from this bilingual education have improved but results are still mixed. This study indicates that the support from Souteba has been largely wasted in the dysfunctional education system of Niger. One of the strategic axes of the second phase of PDDE (2008-2010) is to diversify the offer in primary education by developing the bilingual education.

3.6 EQ5-skills: To what extent has EC support to education contributed to enhancing basic education skills, especially literacy and numeracy?

3.6.1 JC51: Literacy and numeracy enhanced

Summary of ECA findings related to JC51

The performances regarding literacy and numeracy rates differ a lot between the countries analysed, with for example an adult literacy rate of 28.7% (*Burkina Faso*) and 72.3% (*Tanzania*) in 2007. In most of these countries, the both youth and adult literacy are among the key objectives of the government and the EC support, but results are not always matching targets.

The ECA audits only give little information regarding surveys on literacy, numeracy and life skills. It should however be noted that, according to ECA, the officialisation of the use of national languages in primary education seems to be the most appropriate way to improve the quality of learning (literacy and numeracy) of pupils in *Niger*, and that the quality of educational learning is insufficient in *Burkina Faso*.

The governments of *Tanzania* and *Burkina Faso* have set objectives regarding the Primary School-grade passing and school leaving examination results. While the MKUKUTA objective has not been met in *Tanzania*, it is not specified whether the objective has been met in *Burkina Faso*.

3.6.1.1 I-511: Literacy and numeracy rates

The performances regarding literacy and numeracy rates differ a lot between the countries analysed. In most of these countries, the literacy constitutes one of the key objectives of the government and the EC support, but results are not always matching targets. The following information per country could be distilled from the ECA reports:

- In *Burkina Faso*, the achievements observed between 1997 and 2007 in terms of literacy are quite modest. The literacy rate of adults over 15 years old increased from 18.4% in 1997 to 28.7% in 2007.

In the framework of the Education component of the Budget Support for Poverty Reduction (ABRP 2005-2008) funded under the 9th EDF, significant progresses have been achieved regarding literacy. However the literacy rate of only 28.7% in 2007 is far from the objective set at 39.1% in 2008. Even if a large gap between urban and rural areas remains, the literacy rate in rural zone has doubled during the last decade (from 10.8% to 19.5%) and according to the ECA report, it is predictable that the gap with the urban area will decrease, thanks to the widespread access to primary education in rural zone.

- In *Uganda*, the 'Competency and Literacy Levels in P6' has been selected as one of the education indicators for the 9th EDF GBS programme. Concerning the first variable tranche, the target was very comfortably achieved for the Competency Level for Literacy and Numeracy indicator (E3), 31.5% being reported against a target of 25%. Neither the GoU nor the EC commented on how this high level of performance was achieved. Regarding the second tranche, the outcome showed a very marginal improvement from 31.5% to 32% while no target was set for 2005-2006.
- In *Niger*, the number of literate adults constitutes one of the indicators of the government education plan PDDE. The data available indicates that this number has almost trebled between 2001/2002 and 2008/2009 with an increase from 10,917 to 30,485 adults.
- In *Tanzania*, the adult literacy rate was 72.3% in 2007 according to UNESCO data, which is the most recent figure available in the ECA report. The universal literacy constitutes one of the objectives defined by the government. The Tanzania Development Vision 2025⁶⁸ targets a high quality livelihood for all Tanzanians through the eradication of illiteracy among others. Universal literacy among women and men is also one of the operational targets of National Strategy for Growth and Reduction of Poverty (NSGRP)/ MKUKUTA.
- In *Liberia*, positive development in youth and adult literacy rates has been noted between 1999 and 2007 and youth literacy rate was at 73.1 % in 2007/2008, which is considered as relatively low by the ECA report.
- *Namibia's* youth (15-24 years) literacy rate (93%) is largely at par with other countries in the region, including South Africa (95.4%) and Botswana (94.1%)

Universal literacy constitutes one of the objectives of Namibia's Vision 2030:

⁶⁸ according to information provided on the home-page of the Ministry of Education and Vocational Training

- o The literacy education rates for adults which was 80% in 2001, is expected to increase to 90% in 2015 and ultimately 100% by the year 2030.
- o Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

3.6.1.2 I-512: Results from surveys on literacy, numeracy and life skills

The ECA audits only give little information regarding surveys on literacy, numeracy and life skills. Nevertheless, the following information on Niger and Burkina Faso could be extracted from the reports:

- In *Niger*, the ECA noted that the officialisation of the use of national languages in primary education seems to be the most appropriate way to improve the quality of learning of pupils, in particular in terms of basic skills (literacy and numeracy) from the beginning of the learning cycle.
- In *Burkina Faso*, the auditors noted the importance of analysing the qualitative aspects of literacy. According to the RESEN in Burkina Faso, the literacy probability for an adult between 22 and 44 years old that have been to school during six years was only 45% in 2007, whereas the average was 68% in Africa. The ECA report concludes that this indicates the lack of quality of educational learning.

3.6.1.3 I-513: Primary School-grade passing and school leaving examination results

The governments of *Tanzania* and *Burkina Faso* have set objectives regarding the Primary School-grade passing and school leaving examination results:

- In *Tanzania*, the Standard VII exam pass rate, i.e. the pass rate for primary leaving exam initially increased from the baseline value 22% in 2000 to 54.2% in 2006/2007. However this pass rate decreased to 52.7% in 2007/2008 and remains below the target set at 60% by the MKUKUTA.

The ECA audit noted that the overall improvement of pass rates in primary school may have to be seen in the light of a possible, gradual lowering of the pass criteria towards putting greater emphasis on Kiswahili and less on English and Mathematics.

- In *Burkina Faso*, the Letter on Education Policy [*“Lettre de Politique Educative”*] of Burkina Faso from July 2008 has defined as one of the targets for basic education an increase from 60% to 100% of the proportion of pupils in CM2 (i.e. last year of primary school) passing the CEP exam in 2015. It is not specified whether this objective has been met or not.

3.6.2 JC52: Improved core learning achievements

Summary of ECA findings related to JC52

In *Tanzania*, *Niger* and *Namibia*, the pass rates for final examinations in mathematics, sciences and in the main language at Lower/Upper Secondary and at School Leaving Examination levels are part of the objectives of the government and the EC support, but results have only reached and even exceeded targets in *Namibia*.

There is only little information given in the ECA reports regarding surveys on mathematics and science. Nevertheless, the low competence of learners and teachers, especially in mathematics and English has been underlined in *Namibia* while the quality of learning has been assessed to have decreased with the raise in the number of teachable children in *Burkina Faso*.

3.6.2.1 I-521: Pass rate for final examinations in mathematics, sciences and in the main language at Lower/Upper Secondary at School Leaving Examination level

In some of the countries analysed, the pass rates for final examinations in mathematics, sciences and in the main language at Lower/Upper Secondary and at School Leaving Examination levels are part of the objectives of the government and the EC support, but results have only reached targets in *Namibia*. The following information per country could be highlighted from the ECA audits:

- In *Tanzania*, despite the GoT's efforts the performance of secondary school students in national examinations is still modest as the low performance of pupils in sciences, mathematics and languages indicate. After an initial increase from the baseline value 25.8% in 2000 to 35.7% in 2006/2007, the Division 1-III in Form four examinations pass rate has decreased to 26.7% in 2007/2008, which is far below the target set at 70% by the MKUKUTA.
- In *Niger*, the percentages of pupils in CM2 (i.e. last year of primary school) that have reached the expected threshold levels in mathematics and French have both decreased between 2001/2002 and 2007/2008, respectively from 33% to 28.2% and from 31% and 27,6%.

The results at national exams and the learning levels in mathematics and French are part of the internal efficiency indicators of the PPARP (2006-2008). The percentage of pupils that have reached the expected level in French and Mathematics has constantly decreased since the beginning of the EC funded PPARP programme.

- In *Namibia*, the ETSIP contains two key performance indicators related to core learning achievements in mathematics, science and English.

The percentages of learners achieving D or better in mathematics, science and English in grade 12 are targeted to increase respectively from 32.7%, 38.4% and 31.1% to 54.7%, 59.3% and 52.1% in 2011. The percentages have risen between 2006 and 2008 and were in 2008 above the targets set except for English.

The percentages of learners achieving D or better in mathematics, science and English in grade ten are targeted to increase respectively from 36.2%, 38.3% and 45.4% to 54.7%, 58.6% and 62.9% in 2011. The percentages have risen between 2006 and 2008 and were far above the targets set in 2008.

3.6.2.2 I-522: Results from surveys on mathematics and science

There is only little information given in the ECA reports regarding surveys on mathematics and science. Nevertheless, the following information on Namibia and Burkina Faso could be noted from the reports:

- In *Namibia*, the SACMEQ's studies⁶⁹ have shown generally low competence of learners and teachers, especially in mathematics and English, with many students leaving school without the minimum educational skills.
- In *Burkina Faso*, the PASEC study published in 2009 on the educational learning in 2007 has analysed the real learning level of pupils in 5th year of Primary school and their knowledge in French and mathematics. The objective of the test was to obtain the proportion of pupils that achieve at least 40% of good answers to a set of questions (percentage considered as a minimal threshold of knowledge). In a previous PASEC study of 1997, this proportion was 60%, whereas it was only 34.8% in 2007. The ECA report concludes that, even if a direct comparison cannot be done, the quality of learning appears to have decreased while the number of teachable children increased.

3.7 EQ6-delivery: To what extent has EC support to education helped in improving education system service delivery and resourcing?

3.7.1 JC61: Sound pro-poor sector policy framework in place

Summary of ECA findings related to JC61

Although not always being explicit, the ECA reports show that the National Strategy for Growth and Reduction of Poverty of Tanzania has set specific operational targets for ensuring equitable access to quality education and the Liberia 2008 Poverty Reduction Strategy (PRS) takes into consideration MDG2 that is related to education. When existing these pro-poor strategies and measures are however not budgeted.

The European Court of Auditors (ECA) reports analysed only provides little specific information on this Judgment Criterion and related indicators.

3.7.1.1 I-611: PRSP or comparable documents incorporate and budget pro-poor education strategies and measures

- Although not always being explicit about whether or not PRSP or comparable documents incorporate and budget pro-poor education strategies and measures the ECA audits clearly indicate for two countries that such strategies and measures exist: The Education and Training Sector Development Programme in *Tanzania* reflects the GoT's priorities and is a response to the needs of the sector. It is considered as an essential part of the public sector reform agenda laid down in the MKUKUTA – the National Strategy for Growth and Reduction of Poverty, which have set specific operational targets for ensuring equitable access to quality education, and fit into the GoT's plan for achieving the educational goals stated in its Development Vision 2025.

⁶⁹ SACMEQ stands for Southern and Eastern Africa Consortium for Monitoring Education Quality. It is a network of fifteen ministries with a coordination centre in Harare providing monitoring and evaluation of the quality of their basic education systems.

- The *Liberia* 2008 Poverty Reduction Strategy (PRS) (and before that an Interim Poverty Reduction Strategy) takes into consideration the MDGs, including MDG2, which is included in one of four priority “pillars” – Infrastructure and Basic Services. Even if the PRSP includes a pro poor strategy as one of its pillars, it does not incorporate it into its budget. The PRS states the following as the seven strategic objectives of the Government of Liberia in education for the 3-year lifetime of the document: i) Strengthen the curriculum, ii) Improve access to quality, safe, and hygienic schools, iii) Recruit and train qualified teachers, iv) Improve learning achievement and school completion rates, v) Strengthen the quality and accessibility of skills and vocational training, vi) Improve the quality and standard of tertiary education while carrying out a limited and phased expansion and decentralization, vii) Strengthen the overall governance, management, and financial basis of the system.

3.7.1.2 I-612: Existence of a costed medium term strategic plan complementing education sector policy and I-613: Schemes to deploy teachers from places with over supply to locations with teacher shortages (teacher rationalization and deployment)

No information is provided by the ECA reports regarding these indicators.

3.7.2 JC62: Resource allocations in line with education sector requirements

Summary of ECA findings related to JC62

As this is frequently the case in Sub-Saharan Africa, the ECA reports found that the share of education expenditure in total government expenditure remains below the FTI benchmark of 20 % for all countries analysed, except *Namibia*. As regards the shares of Gross Domestic Product (GDP) allocated to education, *Namibia* is also the only country for which data is available which has reached the target of 6%. In terms of allocations to the different sub-sectors of education, *Tanzania* is the only country analysed with available data, which has reached the FTI target of 50% share of budget allocated to primary education. The existence of an Education Medium Term Expenditure Framework (MTEF) is mentioned for most of the countries analysed. However, the ECA reports do not mention how the EC support is making them operational.

3.7.2.1 I-621: Appropriate budgetary resources allocated to the education sector (evolution of share of GDP allocated to education, and of share of education in public budget between 2000 and 2007)

As this is frequently the case in Sub-Saharan Africa, the ECA reports found that the share of education expenditure in total government expenditure remains below the FTI benchmark of 20 % for all countries analysed, except *Namibia*:

- The Government of *Liberia* (GoL) spends the lowest share of total government expenditure on education in comparison with the other countries for which data was available to ECA (i.e. all countries analysed except Uganda). Even if the total government expenditure for education has increased from USD 7.3 million in 2004/2005 to USD 23.3 million in 2007/2008, which reflected a general increase in total government expenditure, the share of education in public budget remained around 10-12 % between 2004/2005 and 2007/2008. It is to be noted that during the financial year 2006/2007 the funds provided by the EC constituted some 2% of the total government and all Development Partners (DPs) resources that went into the education sector. According to a 2008 education donor survey⁷⁰, the EC contributed with the equivalent of USD one million (or some EUR 757,800) to the sector between 2004/2005 and 2007/2008 (in the financial year 2006/2007).
- As for *Niger*, *Burkina Faso* and *Tanzania* figures for government expenditure on education are closer to the FTI benchmark than those for Liberia: According to the ECA report, in 2009, the Government of *Niger* spent 19 % of its total government expenditure for education (18% in 2006, see World Bank Edstats⁷¹). During the 9th and 10th EDF, Niger has benefited from a GBS in which education was integrated as a priority sector (together with health). The EU also supported implementation of vocational training and basic education (SOUTEBA). The Niger has been included in 2003 to the Fast Track - EFA initiative (EFA - FTI).
 - o In *Burkina Faso*, the share of education expenditure in total government expenditure increased from 15.9% in 2001 to 18% in 2006.

⁷⁰ Public Expenditure Management and Financial Accountability Review (PEMFAR) 2008, Liberia, Poverty Reduction Economic Management Sector Unit (PREM 4) Africa Region Report No. 43282-LR, June 2009

⁷¹ No figures available for 2000-2005.

- o In those two countries, according to ECA, most of the investments in the education sector have been used to improve access rather than quality. One of the main reasons for this is certainly the high population growth of 3.1% per year, i.e. the fact that access demands are considerable and have been prioritized, albeit possibly not explicitly. In Niger, 49.6 % of the population was under 15 years old in 2009. As a potential effect of population growth on education, the estimated total number of children to educate in the primary cycle would increase from 2.3 million in 2005 to 2.9 million in 2015, which would require the creation of at least 15,000 classes and recruitment of as many teachers over the period. According to the ECA report, the low level of indicators related to the quality of education, such as completion rate, gender gap, repetition rate, results at national exams and level in mathematics and French, can be explained by the inadequate financial resources invested in the quality component of the budget (11.7% of spending), ineffective management of human resources and the absence of a clear planning regarding teacher's training. Financing efforts in the education sector have been absorbed by the population growth that was higher than expected (3.1% according to estimations of 2006 compared with 2.4% in 1996),. According to the ECA report, the actual population in 2006 was at least exceeding 600,000 people than forecasted (including 460,000 children of school age) and the quality of learning has decreased while the number of children enrolled rose.
- The Government of *Tanzania* (GoT) which is highly dependent on external aid also allocates around 18-19% of its total annual expenditure budget to education. In the recent years, the education sector's share of the total government budget has remained rather stable neutral, varying between 18.8% in financial year 2006/2007 and 18.3% in 2009/2010.
- Contrarily to these countries, between 2005 and 2007 the Government of the Republic of *Namibia* (GRN) spent around a quarter of its total annual expenditure on education. This proportion is considerable even when compared with other governments in the region, such as the governments of Botswana and South Africa, where respectively 21% and 17.4% of total expenditure went to education in 2007. However, in Namibia the proportion of the budget that goes to education has gradually decreased over the last years, from 26.5% in 2005/2006 to 23.7% in 2007/2008. The ECA reports do not indicate reasons for this tendency. Overall, the contribution of donors to the education budget is rather minimal for Namibia. In particular, the EC's actual contribution to the education sector budget support constituted 0.8% of the total government expenditure on education in the financial year 2007/08.

As for the shares of Gross Domestic Product (GDP) allocated to education, *Burkina Faso* and *Tanzania* also remain below the EFA target of 6%, but has been reached by Namibia (6.5% in 2008, according to UNESCO Institute for Statistics)). This indicator does not appear specifically for the other countries in the ECA reports.

- In *Burkina Faso*, this proportion has slightly increased from 2.46 % to 2.84 % between 2001 and 2006 but remains far from the average of other countries in Sub-Saharan Africa (4%) and from the target of 6% set by the UNESCO. However, the share of public expenditures in education on GDP per capita amounted to 4.3% in 2006 and represented one of the highest after Ghana. With a school life expectancy of 4.2 years, the financial resources in the education sector have been largely wasted in Burkina Faso, according to the RESEN⁷². This can be explained by the expensive costs of primary education in the country, which are 50% higher than the average of all RESEN countries, and with the drop out and repeater rates which consume around 31% of the resources allocated in the education sector. It is also to be noted that 50% of the public resources in education goes to the most educated, whereas in French and English speaking African countries it was respectively 44 % and 33 % on average. The main EC interventions audited by ECA are: i) the Poverty Reduction Budget Support Programme 2005-2008, which is a General Budget Support amounting EUR 192.4 million, and ii) the MDG contract 2009-2014 amounting EUR 320.1 million with an education component of EUR 28.8 million.
- In *Tanzania*, the share of GDP allocated to education also remained under the 6% target, even if it has increased from 5.3% and 5.8% between 2006/2007 and 2008/2009.
- As mentioned above, the *GRN* is strongly committed to support education and is the only country analysed by ECA which has reached the target set by the UNESCO, with a share of more than 6% of GDP spent in the education sector. Overall sustainability of current government finance^d

⁷² RESEN is a Country Status Report on a National Educational System [« Rapport d'État d'un système éducatif national »]

activities seems to be ensured. The number of students is not increasing dramatically (555,096 in 2005 with 148,104 in secondary and 577,290 in 2008 with 163,879 in secondary) and the number of schools has increased since 2001 only by 1.1 % (from 1,545 to 1,661). The number of teachers has increased from 19,304 in 2005 to 20,830 in 2008. As regards the EC support to the education sector, it has been implemented through specific large scale projects under the 7th and the 8th EDFs. Considering the limitations with such an approach, including concerns over sustainability and the GRN's efforts in developing a sector strategy, the EC decided to move towards SBS.

In terms of allocations to the different sub-sectors of education, the following can be distilled from the ECA reports:

- *Tanzania* is the only country analysed and for which data in the ECA reports was available, which has reached the FTI target regarding the 50% share of budget allocated to primary education. However, as shown by the Education Sector Performance Report (ESPR) 2008/2009, budget allocations for primary education in 2008 are 13% lower than in 2004. Moreover, in 2008 the budget share for secondary education had dropped from 14.9% in 2004 to only 10.4%. On the other hand, the budget for university education has doubled since 2004. With its 26.3% share of the total education budget in 2008 the share for university education has reached about 50% of the level of primary education budget. The government's focus has mainly been on the MDG-related enrolment in primary school and, according to ECA, is likely to be one of the reasons why the quality of education has been given a lower priority.
- In *Liberia*, some 29% of total public spending on education in the financial year 2007/2008 was spent on primary education, which is a considerably lower share than the 50 % benchmark recommended by FTI. The EC concluded the € 12 million financing agreement for ECSEL in October 2006 covering six result areas. Activities financed are deemed essential to improve both access and quality of primary education, including procurement of school materials, building of schools and teachers training. The ECA report further indicates that, largely due to the limited institutional capacity of the GoL and the EC's own capacity constraints, ECSEL was designed to be managed through long-term Technical Assistance (TA).
- In *Niger*, the budget affected to basic education has increased from 18.6 % in 1991 to 20.9 % in 2007. Nevertheless this trend has been reversed and this share fell to 18.8 % in 2008 and 19% in 2009.
- In *Uganda*, the 9th EDF Financing agreement of PEAP highlights the general issue of reduced quality in primary and post-primary education as a priority area to be addressed. It also states that attention will be paid to better targeting of public expenditure for secondary education to the poor. It does not state clearly how far the EC contribution of financial resources to the GoU budget is intended to lead to an increase in the national education budget to address some of these priorities (i.e. the general issue of reduced quality in primary and post-primary education and of better targeting of public expenditure for secondary education to the poor). According to EAC, the Financing agreement merely refers to the Medium-Term Expenditure Framework (MTEF) budgetary ceilings for education and notes that there will need to be a strong emphasis on cost efficiency if priorities are to be met.

It is finally to be noted, that Uganda, Burkina Faso and Tanzania have signed MDG contracts.

3.7.2.2 I-622: Education MTEF or the like operational

No explicit information is provided by the ECA reports regarding the operability of the MTEFs in the countries studied. However, the existence of an Education Medium Term Expenditure Framework (MTEF) is mentioned for *Namibia*, *Uganda*, *Burkina Faso*, *Tanzania* and its creation has been planned in *Niger*.

3.7.3 JC63: Evidence of linkages between education sector reform and broader national reforms; decentralisation, civil service reform and public finance management reform

Summary of ECA findings related to JC63

In Liberia, a comprehensive Civil Service Reform Strategy (CSRS) launched in 2008 is under implementation. Reforms have been carried out in recent years in the Financial Management Systems in most of the countries analysed by ECA. In Namibia, the PFM system is deemed to be robust while it is still weak in the other countries considered by ECA

3.7.3.1 I-631: Decentralisation caters for education sector requirements

None of the ECA reports provides specific information on this indicator.

3.7.3.2 I-632: Civil service reforms enables increase in teacher salaries or, awaiting such reforms, incentive payments are granted for teachers in hardship posts

In Liberia, a comprehensive Civil Service Reform Strategy (CSRS) launched in 2008 is under implementation. The other ECA reports do not provide any specific information regarding this indicator for the other countries.

3.7.3.3 I-633: Financial Management System operational

Reforms have been carried out in recent years in the Financial Management Systems in most of the countries analysed by ECA.

- For *Namibia*, the PFM system is deemed to be robust and current practices seem to ensure that the Ministry of Education benefits directly from EC's SBS PFM systems in the other countries are judged by ECA as being still weak: In *Namibia*, several subsequent assessments and audits, including reports by the Office of the Auditor General, have verified the robustness of the Public Expenditure Management (PEM)/Public Financial Management (PFM) system in general and of the education sector in particular. The GRN's current practice of earmarking the funds from the ESP budget support for the Ministry of Education ensures that EC's focal sector education benefits directly from the support.
- In *Uganda*, the Annual PFM Reports from 2009 produced by the EUD observed that the Financial Management and Accountability Programme (FINMAP) had not adequately addressed key PFM priorities and that its impact had therefore been limited.
- According to the ECA report, the available information suggests that PFM reform in *Liberia* is still at an early stage and has not yet been formalised nor had any tangible effects on the MoE. The 2008 PEMFAR (Public Expenditure Management and Public Accountability Review), concluded that the overall PFM system was weak and a 2009 ROM report on the MoE stated that: "Little progress is expected in the reform of the MoE or in public finance management".
- Reforms are currently being implemented in the PFM systems in *Niger* and *Burkina Faso*. In *Burkina Faso*, the PEFA (Public Expenditure and Financial Accountability) assessment concluded that some weaknesses were remaining in the PFM. It should however be noted that PEFA is a general assessment and does not include any specific remarks on the education sector. In *Niger*, the PIMAP programme (Programme intégré de modernisation de l'administration publique) adopted in 2007 constitutes a global framework towards 2015. An audit on public procurement (2003- 2004) has been realised with financial support from the EC.
- Concerning the general state of PFM in *Tanzania*, the report on a 2006 joint pilot audit by ECA and the National Audit Offices of Finland and the UK pointed to a number of weaknesses in the GoT's financial processes, including errors identified by the Controller & Auditor (CAG) General of Tanzania. It was estimated that these weaknesses amount to 7% of GoT spending. The audit was carried out in June 2006 within the framework of the group for Harmonisation in Overseas Audit Procedures (HOAP), which comprises the external auditors of organisations which provide official aid. While the National Audit Offices of Finland and the UK, on the basis of a joint audit, concluded that "*against the background of a developing country within acknowledged weaknesses [...] there was sufficient evidence to support the financial discharge of PRBS grants made in 2004-05 in their respective donors' accounts*", the ECA involvement in the pilot audit was not intended to produce an audit opinion and it did not draw similar conclusions. The risk of official corruption was highlighted several times in the report.

3.7.4 JC64: Increased capacity for addressing education reform and management issues

Summary of ECA findings related to JC64

In most of the countries analysed, the EC support to education contains capacity building and institutional support to the national ministries and trainings for local staff. However, most of the time the capacity building programmes planned have not been implemented (in Liberia, Burkina Faso and Tanzania), mostly due to delays and tendering problems.

The best results seem to have been achieved in Uganda, where the ECA report concludes that the EC's procurement capacity support building project has made a useful contribution to improving procurement practices. As well as helping the PPDA develop procurement guidelines and documentation for local authorities, it has also provided training and equipment to the local authorities themselves.

On the other end, In *Liberia*, the restructuring of the MoE originally foreseen within the framework of the EC Support to Education in Liberia (ECSEL) is deemed to be too sensitive for any progress to be made. In Burkina Faso, the institutional support to the Ministry of Basic Education that had been planned has not been implemented because of the great number and complexity of eligible actions and number of delays.

In Tanzania, an institution building component has been introduced to complement the Education Sector Reform Programme 2006-20010 (9th EDF) divided in three axes: (i) supporting the development of an effective Education Sector Management Information System, (ii) supporting the development of education NGOs capacity, and (iii) providing major education actors with specific expertise in planning and budgetary process at central and local level. However, the technical assistance provided to support planning, monitoring, the budgeting process and financial management in the education sector was, according to ECA not realised due to tendering problems and the ministry's reluctance to ask for technical assistance.

In Namibia, the Institutional and Capacity Building Support Facility created to strengthen the insufficient institutional capacity and lack of qualified staff in the MoE, has not been used strategically to create capacity in the MoE but it has mainly focused on the procurement of TA on an "ad hoc" basis. As a consequence TA (consultants) leaves with the "capacity" once the contracts are finished. Furthermore, the procurement of TA was subject to delays and/or faced lack of funds and MoE capacity developments efforts are affected by high staff turnover, which has slowed down implementation.

3.7.4.1 I-641: Increased competencies for performance measurement of education in a timely manner, at relevant levels (e.g. at national statistical service and of central and sub-national planning unit staff on Education Management Information Systems - EMIS)

In most of the countries analysed, the EC support to education contains capacity building and institutional support to the national ministries and trainings for local staff. However, the results appear to be mitigated, according to ECA. This is underpinned by the following ECA findings:

- In *Liberia*, the restructuring of the MoE originally foreseen within the framework of the EC Support to Education in Liberia (ECSEL) is deemed to be too sensitive for any progress to be made. Still, some activities have been completed, including the terms of reference for a Mandate and Functions Review.
- In *Namibia*, according to the ECA report, the insufficient institutional capacity and lack of qualified staff in the MoE were identified as issues to be tackled and accordingly the ESP set up an Institutional and Capacity Building Support Facility. This facility is devolved to the MoE which can manage it and contract Technical Assistance (TA) under its own procedures. Nevertheless, according to various sources used by the ECA report, this facility has not been used strategically to create capacity in the MoE but it has mainly focused on the procurement of TA on an "ad hoc" basis. As a consequence TA (consultants) leaves with the "capacity" once the contracts are finished. Procurement of TA was subject to delays and/or faced lack of funds, which meant that some key studies were not carried out or carried out later than originally foreseen. In addition, MoE capacity developments efforts are affected by high staff turnover and the transfer of key ministerial staff members which has slowed down implementation.
- In *Burkina Faso*, the education system is considered as inefficient by the ECA audit. Even if it has been announced since 2005, there is still no plan for the capacity building in budgetary management and procurement for the Ministry of Basic Education (Ministère de l'Éducation et de l'Enseignement de base - MEBA). Moreover, the institutional support to education foreseen in the framework of the 9th EDF has not been implemented. The eligible actions of the multiannual plan for MEBA capacity building funded by the EUD have not been implemented because of their great number and complexity. The proposed actions of the study requested by the GBF (Government of Burkina Faso) to ensure consistency with the decentralisation of the MEBA, have not been implemented neither. According to ECA, this can mainly be explained by the introduction, in January 2009, of a technical committee responsible for developing a unique and multiannual plan for the capacity building of the MEBA. This plan had been announced in June 2005 is still under preparation. Considering the delay in the identification studies and the low ownership of the results of these studies by the MEBA, ECA concludes that it was not possible to commit the allocated amounts before the deadline and therefore, no institutional support to education could be provided within the framework of the 2005-2008 Poverty Reduction Budget Support (ABRP).
- In *Tanzania*, an institution building component has been introduced to complement the Education Sector Reform Programme 2006-20010 (9th EDF). This institutional support is divided in three

axes: (i) supporting the development of an effective Education Sector Management Information System, (ii) supporting the development of education NGOs capacity, and (iii) providing major education actors with specific expertise in planning and budgetary process at central and local level. Furthermore, the EC is supporting the strengthening of the monitoring systems within the education sector. The European Commission contributes € 1.5 million to the improvement of the Education Sector Management Information System (ESMIS) through this grant agreement with UNESCO. A small contract with a Civil Society Network supports an umbrella organisation (TEN-MET) for the NSAs/CSOs active in the education sector. The technical assistance provided to support planning, monitoring, the budgeting process and financial management in the education sector was, according to ECA not realised due to tendering problems and the ministry's reluctance to ask for technical assistance.

- In *Uganda*, under the 9th EDF the GBS programme Financing Agreement foresaw capacity building support in the area of procurement. Specifically, funding was foreseen to strengthen the capacity of the Public Procurement and Disposal of Assets Authority (PPDA) and local authorities to comply with the new 2003 Procurement Law which became applicable for local authorities from 2006. The project "Procurement: Support to PPDA" (€ 936,035 contracted) was intended to provide training and equipment to assist local governments to establish independent procurement units and to assist the PPDA to develop procurement standards and guidelines and introduce information systems for monitoring compliance. Given that public procurement, particularly at local level, is generally a high risk area, according to ECA, this was a relevant and timely intervention to include in the GBS programme. The funding from the 9th EDF GBS programme of the contract 'Technical Assistance to Government Planning, Monitoring and Evaluation Functions' (cost: € two million) is also considered by ECA as very relevant to the GoU's and EC's prioritisation of value-for-money issues through its objective of strengthening the link between PEAP objectives, outputs and outcomes and the allocation of budget resources. Moreover, the EC has also financed from the 9th EDF GBS programme a district statistical capacity building programme (Statistics: Support to UBOS amounting € 1.67 million). This focus on district level is seen by ECA as particularly relevant given the fact that the Uganda Bureau of Statistics (UBOS) at national level is relatively well-developed whereas capacity at local government level is often insufficient to meet the requirements of the decentralisation process which took place in the mid-90s. The 9th EDF GBS programme also foresaw supplementary capacity building in the education and health sectors through the funding of studies, evaluations and reviews. Under the 10th EDF the Commission is to provide € three million to a basket- fund for financing technical assistance to support the implementation of the GoU's Financial Management and Accountability Programme (FINMAP), its national PFM reform programme (2006/7-2010/11).

The ECA report concludes that the EC's procurement capacity support building project has made a useful contribution to improving procurement practices. As well as helping the PPDA develop procurement guidelines and documentation for local authorities, it has also provided training and equipment to the local authorities themselves.

3.7.4.2 I-642: Training on policy analysis for national and sub/national staff

None of the ECA reports provides specific information on this indicator.

3.8 EQ7-transparency: To what extent has EC support to education helped strengthening transparency and accountability of the management of education service delivery?

3.8.1 JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level

Summary of ECA findings related to JC71: Strengthened and operational institutional and procedural framework in the education sector related to transparency and accountability issues at national and sub-national level

Although the ECA reports do not focus heavily on the institutional and procedural frameworks in the education sector on the partner government's side, they do include some relevant information in this regard where there is a clear interface between these frameworks and EC support to the education sector.

Generally speaking, all the countries under scrutiny in this analysis struggle with issues related to

corruption to some extent, increasing the importance of transparency and accountability. The governments of these countries have apparently all made efforts to address related problems, but to rather varying degrees and with varying commitment.

In terms of the roles and responsibilities defined between government stakeholders involved on issues of accountability and transparency the information level in the ECA reports is too limited to allow for any conclusive judgment.

As five out of the six ECA reports analysed contain a sufficient level of relevant information, it appears that generally speaking, there are controlling systems (such as audits) in place at the macro-level, but that control systems at the lower level within the education sector appear weak, or are simply not mentioned. Furthermore, while existing efforts and structures are discussed, little evidence is presented on specific recent improvements.

In terms of the availability of annual reports of education sector budgets and expenditures, the only information retrieved from the ECA reports was for *Namibia*, where there are "Summary Report(s) of the Auditor-General on the Accounts of the GRN" which are published each year. But it remains unclear what level of detail regarding expenditures is included, and with what delay these reports are published. For the other countries, while budgets are sometimes mentioned in terms of figures, it is not made evident with which detail and frequency such budgets are reported and the extent to which this information is publically available.

With regard to procurement systems, two reports (*Liberia*, *Uganda*) reveal that capacity building is ongoing to improve these, while one report (*Burkina Faso*) mentioned a heightened risk in public procurement in the education sector. However, no information is available on the actual improvements that may or may not have taken place in terms of enhancing accountability and transparency through improved procurement systems, and thus lower incidences of mis-procurement in the education system.

The only information on teacher absenteeism contained in the ECA reports is on figures from one specific point in time. In other words, there is no presentation of any improvements that have taken place. Instead, the problem of teacher absenteeism, 'ghost teachers' and the associated financial losses are discussed for *Burkina Faso*, *Tanzania* and *Uganda*.

Considering all the information gleaned from the ECA reports on the operational institutional and procedural framework in the education sector with regard to accountability and transparency, two general findings emerge:

- The countries under consideration appear to be making efforts to improve on the status quo by various measures;
- There either are no substantial improvements mentioned in the ECA reports, or no such improvements actually have been witnessed.

Apart from the information provided below on the specific indicators for this judgment criterion, the ECA reports include other contextual and relevant information, as summarised in the following lines.

All of the countries analysed struggle with issues related to corruption, and in some cases, the ECA reports point this out clearly. In the case of *Liberia*, for example, the report highlights the existence of 'rampant corruption', citing an identification fiche for budget support. The ranking of these countries, according to the 2009 Corruption Perception Index, is: Liberia - 97, Tanzania - 126, Burkina Faso - 79, Namibia - 56, Uganda - 130. This only affirms the importance of accountability and transparency issues at the institutional level. Liberia is recognised by the ECA report to be struggling with transparency and accountability, but efforts are being made by the government, and cited GAC reports are deemed to be generally independent and robust and have uncovered fundamental governance problems in the MoE, including on the lack of internal control and the occurrence of ghost employees.

One of the aims of the Liberia 2008 PRS for education is to strengthen the overall governance, management, and financial basis of the system. And one of the priorities in the recent Education Sector Plan (February 2010) is 'Monitoring for Quality Improvement and Accountability.' As regards support to PFM reforms, the ECA report states that the EC contribution to IMF Technical assistance will allow for a more transparent, efficient and effective management of public resources.

The EC went ahead in employing the general budget support modality under the 10th EDF despite the fact that Liberia did not meet all the eligibility criteria for budget support, since a comprehensive sector policy was not yet established and fiscal/financial management was deemed inadequate. Implementation (TAPS) and the other information provided with the financing proposal for the BSMS did not contain any explicit risk mitigation measures but implicitly made reference to the need to continue the support to the General Audit Commission (GAC) as a fiduciary/PFM safeguard. The ECA report asserts that the

Commission decision on the BSMS adopted in December 2009 did not primarily reflect a concern for the effectiveness of the assistance provided to the social sectors, but broader political and developmental concerns.

The ECA report for *Namibia* points out that the GRN is committed to the fight against official corruption, but that the prior does not appear to strongly affect the education sector. None of the cases reported by the Anti-Corruption Commission (ACC) suggest that there are significant or systemic corruption practices in the education sector. This is also confirmed by investigations by the Ministry of Education's internal audit unit and reports by the Office of the Namibian Auditor General. The PFM system is deemed to be robust and current practices ensure that the Ministry of Education benefits directly from the budget support.

After the start of ESP, several subsequent assessments and audits, including reports by the Office of the Auditor General have verified the robustness of the Public Expenditure Management (PEM)/Public Financial Management (PFM) system in general and of the education sector in particular. In addition to this, general assessments of the PFM system have been provided through the Joint Annual Reports. The GRN's current practice of earmarking the funds from the ESP budget support for the Ministry of Education ensures that the focal sector benefits directly from the support.

Furthermore, the Education and Training Sector Improvement Programme (ETSIP), which was adopted by the GRN in 2006/2007, includes one strategic objective on issues of transparency and accountability, namely to 'improve management accountability and system efficiency.' But the report provides no information on the results (thus far) in relation to this objective.

The ECA report for *Burkina Faso* highlights the findings of a 2007 diagnostic PEFA report, the results of which substantially supported the analysis of the ongoing PFM reforms. The diagnostic report reveals that Burkina Faso is a forerunner among the francophone African countries, even if certain weaknesses in PFM persist. Unfortunately, the PEFA remains at a general level and does not provide specific remarks on the education sector. However, one of the conclusions of the PEFA 2007 is that (at least up until 2007) no procedure existed to stop the possibility of salaries being allocated to 'ghost' employees. This seems to be particularly relevant in the education sector.

The ECA report for *Tanzania* cites several previous studies relevant to the subject matter, pointing to a number of weaknesses in the GoT's financial processes, including errors identified by the Controller & Auditor (CAG) General of Tanzania amounting to 7% of GoT spending. In the EC SBS Financing Proposal of 2006, the 2006 PEFA assessment(s) was the basis for the EC's assessment of the state of the PFM and subsequently the credibility and relevance of the PFM reform programme. The ECA's audit team therefore took note of the fact that an assessment of the impact of the PEFA framework commissioned by the PEFA secretariat found that there was limited government engagement in the PEFA assessment process; that the PEFA framework was seen as a DP exercise and that until 2007 the GoT was "hardly aware" of the exercise. Moreover, the lack of government ownership of the PFM Reform Programme was later highlighted in the CSP as the main reason for the lack of progress. This fundamentally questions the credibility of the PFM reform and, according to ECA, may have had a negative impact on the effectiveness of the Education SBS during its implementation 2006 to 2010. The PETS 2009, covering both primary and secondary education highlighted the problem of "leakage" but with a different definition than the one used in the PETS 2004, which was never endorsed by the GoT.

The ECA report *Uganda* pays special attention to the issue of fiduciary risk. It points out that while the 9th EDF Financing Proposal does not include an assessment of fiduciary risk, it does foresee a number of specific short-term safeguard measures which could reduce fiduciary risk:

- A specific provision to allow for the possibility of organising an independent audit of expenditure made under the programme. However, as the amount foreseen for this purpose was only up to € 100,000, this measure could have little impact on addressing areas of fiduciary risk.
- The possibility was also foreseen of carrying out 'a compliance test' as part of the assessment of progress in the implementation of PFM reforms. No further details of what was envisaged in terms of compliance testing were given.
- In addition, it foresaw the use of technical assistance funds (€ 500,000) to finance reviews and expenditure tracking studies as well as monitoring and evaluation activities in the health and education sectors.

The Poverty Reduction Strategy Credits managed by the World Bank and supported by other GBS donors such as Germany, have also included as conditions prior actions to be taken to improve public finance management and hence reduce fiduciary risk. These include the introduction of anti-corruption legislation, procurement-related measures, several actions leading to the independence of the Auditor General's Office and various measures to strengthen financial and budgetary reporting. However, by their

nature these actions and the capacity building measures foreseen can generally only start to have a significant impact on reducing fiduciary risk in the medium term. Moreover, according to the ECA report, the EC did not demonstrate how it would address specific risks.

For the 10th EDF no such specific short-term safeguards were foreseen. In its April 2008 annual PFM performance report, prepared at the time of the finalisation of the MDG Contract, the EUD concluded that 'the current quality of the national PFM system and its prospective ameliorations provide sufficient fiduciary guarantees to provide direct budget support'. However, it is unclear what timeframe would be necessary for the 'prospective ameliorations' to take effect in terms of improved PFM outcomes and hence sufficient fiduciary guarantees being achieved. As for the 9th EDF, according to ECA, there was no link made between specific risks and policy actions and capacity building measures that would address them.

Despite the conclusion of the 2008 Annual PFM report concerning the sufficiency of fiduciary guarantees, in its January 2009 EAMR the EUD proposed a major new initiative to provide a strong and urgent response to the risk of corruption: "In view of the coming general elections in 2011, and given the rising cases of corruption, the Delegation envisages to devote up to a maximum of ten million euro (10% of budget support programmes) to reinforce control bodies in Uganda. This will represent a new activity not initially envisaged in the current budget support programme." This proposal was being considered by the EC at the time of the audit mission in the context of the 10th EDF mid-term review.

According to the ECA report, the EUD has also established closer links with OLAF to better address corruption issues. In addition, at the time of the ECA mission (October 2009) it was in the process of appointing a new contract agent to specifically work on accountability and corruption issues and to improve the coordination between the governance and economic sections of the EUD on this matter. Until this time corruption had been largely treated as a governance issue by the EUD which led to it giving corruption less attention from a PFM perspective.

The EC has also been one of the leading donors in putting corruption higher up both the political and operational agenda, as stated by ECA. Thus corruption is now being addressed in the context political dialogue with the President of Uganda, according to the Cotonou Agreement Article 8. The donor working group on anti-corruption which came to be considered by donors not sufficiently effective has been merged with the PFM donor working group. Donors are also working together to examine the implementation of recently developed OECD best practices on corruption aimed at organising ex-ante a graduated response to deteriorating trends in corruption.

3.8.1.1 I-711: Roles and responsibilities defined between government stakeholders involved on issues of accountability and transparency

Unfortunately, the ECA reports under scrutiny for this analysis did not provide much information on the specific division of roles and responsibilities with regard to the various government stakeholders involved. Only the reports for *Liberia and Tanzania* contained relevant statements.

- *Liberia*: As for Liberia, the ECA report pointed out that an Anti-Corruption Commission, Governance Reform Commission and a General Audit Commission (GAC) had been established by the government in 2008, 2005 and 2005 respectively.
- *Namibia*: Rather than clearly presenting the distribution of roles and responsibilities, the report points out that the MoE had five general performance targets, which also had an impact on the government's priorities and activities in the education sector. However, no further specification as to this 'impact' is made.
- *Tanzania*: Generally speaking, the management of both primary and secondary education has been decentralised and is now the responsibility of the Local Government Administrations (LGAs), which report to the Prime Minister Office – Regional Administration and Local Government (PMO-RALG). There is a National Anti-Corruption Strategy and Action Plan (NACSAP) in place with a phase II set out for the period 2008-2011. Also, in accordance with existing anti-corruption legislation a Prevention and Combating Corruption Bureau (PCCB) has been established and resourced. While the PCCB provides publicly available statistics about ongoing court cases concerning official corruption (including the cases linked to the EPA fraud), there are no up-to-date reports or other information available about corrupt practices in general, or linked to specific sectors (education included). Also, there are no regular, publicly available reports on the progress made in implementing the NACSAP.

Given the limited information on this indicator, neither general trend(s) can be identified at the level of this indicator based on the ECA reports alone nor can any contribution of EC be identified to observed changes.

3.8.1.2 I-712: Improved control systems in place and operational

The ECA reports include varying degrees of information on control systems within the countries and the education sector.

- Liberia*: The GoL aimed to tackle official corruption in general through a number of initiatives, including the Governance and Economic Management Assistance Programme (GEMAP) since 2005 and the IMF funded Poverty Reduction and Growth Facility (PRGF) since 2008. Also, a draft PFM law has been submitted to the legislature for approval and anticorruption legislation has been enacted, followed by the establishment of an Anti-corruption Commission. A 2009 audit by the GAC of the Ministry of Education (for HIPC 2006-07) was highly critical of the Ministry and its management. The report highlights basic governance problems, including a lack of effective internal controls and documentation for payments, irregularities in payroll (including the occurrence of “ghost” employees), and limitations to the auditors’ access to information, which lead the Auditor General to issue a disclaimer of opinion. Taking all this into consideration, Liberia appears to have developed some institutions with the mandate of controlling accountability and transparency. And while the GAC audit does well, by identifying key concerns and raising them publically, it also reveals that ‘internal controls and documentation’ within the MoE are not sufficiently strong. *Namibia*: While the ECA report for Namibia does not clearly speak of control mechanisms in relation to accountability and transparency, it does discuss the general information / monitoring systems in place and points out weaknesses which surely have an effect in terms of accountability and transparency. For example, it is highlighted that progress reports provided by the Ministry of Education do not provide the information needed to monitor education outcomes and review meetings are still focussed on progress for prior actions and processes. Also, according to ECA, the different results frameworks for ETSIP and the ESP financing agreement do not allow for a strategic analysis of the education sector progress and the Ministry’s reporting on ETSIP is not aligned with the ESP framework. It was also found that the EMIS, which serves as a basis for GRN’s reporting, has in itself some shortcomings. Quality assurance reviews of the progress reports, annual implementation support missions and procurement audits, foreseen in the ETSIP financing agreement, have not been carried out.
- Burkina Faso*: The ECA report for Burkina Faso does not discuss existent control systems per se, but it does present the findings of an external audit in relation to the implementation of the PDDEB in 2007, which check the financial controls in place. The related report noted many irregularities and included a large set of 132 recommendations concerning issues which needed to be addressed. *Tanzania*: While the PCCB provides publicly available statistics about ongoing court cases concerning official corruption (including the cases linked to the EPA *fraud*), there are no up-to-date reports or other information available about corrupt practices in general, or linked to specific sectors (education included). Also, there are no regular, publicly available reports on the progress made in implementing the NACSAP.
- Uganda*: The ECA report for Uganda points out that for its part, the GoU has increasingly come to recognise that unsatisfactory performance in recent years in service delivery, particularly in health and education, can be linked to fiduciary as well as efficiency issues. As a result, it and the donors have agreed to include a number of indicators aimed at addressing fiduciary issues in the new Joint Assessment Framework (JAF)⁷³. These include the number of unqualified audit opinions given by the Office of the Auditor General and action taken to follow up grand corruption cases. Under the 10th EDF the EC is set to provide three million euro to a basket-fund for financing technical assistance to support the implementation of the GoU’s Financial Management and Accountability Programme (FINMAP), its national PFM reform programme (2006/7-2010/11). As such the Commission’s support represents a relevant response to developing PFM capacity and the implementation mechanism allows a more coordinated donor approach than was the case under the 9th EDF. Nevertheless, donors are concerned that the GoU has been funding FINMAP activities without sufficient prioritisation of key areas. It is unclear from the documentation how the amount of Commission funding to be allocated for this purpose was decided upon. The three million euro represents a rather small percentage (1,7 %) compared with the 175 million euro in financial transfers foreseen. As for the 9th EDF programme, it is not clear that the Commission assessed what is the optimal balance between financial transfers and capacity building to maximise the benefits of the GBS programme.

⁷³ The Joint Assessment Framework (JAF) was created by the GoU for the three years 2008-9, 2009-10, 2010-2011 and was signed at the time of the ECA mission in October 2009. The overarching objective of the JAF is ‘improved value for money in service delivery through removal of barriers in Public Finance Management and Public Sector Management systems while reinforcing compliance with regulations and avoidance of leakages

- *Niger*: there are significant risks of corruption within the education sector. An audit of the common donor's Fund from June 2006, in the framework of PDDE financing, concluded that there are number of dysfunctioning in the management of the DP Funds related to PDDE. The principal result was that € six millions had disappeared from the State accounts. An investigation has been carried out, which lead to the impeachment of two former ministers of Education who will be judged by the High Court of Justice. The sector support from DP has been suspended as soon as they learned about this case, and the UE blocked the disbursement of its GBS. Budget supports have started again after reimbursement of the misappropriated funds by the Government of Niger. However, no deep institutional reform has been conducted at the level of the ministry. Number of irregularities and failures in public procurement are mentioned to be the cause of this misappropriation of funds. In July 2006, the Government of Niger has created a Authority to control Public Procurement ("*Autorité de régulation des marchés publics- AMRP*") and a Directorate-General of Public Procurement Control. In 2007, the AMRP has been carrying out an evaluation that has been controlled by international auditors. This audit confirms that significant progress has been achieved in the implementation of reforms of Public Procurements since 2006. A Public Expenditure Tracking Survey (PETS) has been conducted by the World Bank for Education and Health in 2008. This survey highlights the lack of systematic saving of information, the fact that a budget increase does not always result in an increase in expenditures and that some deficiencies have been detected in the provision of school furniture. As five out of the six ECA reports analysed contain a sufficient level of relevant information, it appears that generally speaking, there are controlling systems (such as audits) in place at the macro-level, but that control systems at the lower level within the education sector appear weak, or are simply not mentioned. Furthermore, while existing efforts and structures are discussed, little evidence is presented on specific recent improvements.

3.8.1.3 I-713: Education sector budgets including last years budget release and expenditures published for national level and sub-national levels (Forecast budgets of year n available by December 31 of year n-1, and executed budget available by December 31 of year n+1)

Unfortunately, the ECA reports do not provide much information in relation to this indicator.

- As for *Namibia*, it appears evident from the documentation discussed in the ECA report, that there are "Summary Report(s) of the Auditor-General on the Accounts of the GRN for the Financial Year(s) Ended 31 March 2006, 2007, 2008," indicating that education sector budgets are published each year." But it remains unclear what level of detail regarding expenditures is included, and with what delay these reports are published.

3.8.1.4 I-714: Procurement system enhances accountability and transparency and thus lower incidences of mis-procurement in the education system

The ECA reports do not provide much information on procurement systems, and even less in relation to procurement and accountability or transparency.

- As for *Liberia*, the only statement concerning procurement, is that "development of capacity of procurement to achieve mandated functions" is ongoing in the ECSEL.
- Concerning *Burkina Faso*, the report pointed out that two WB evaluations highlighted certain heightened risks related to PFM and public procurement in the education sector, but the report did not further discuss these.
- In the case of *Uganda*, a capacity building project ("Procurement: Support to PPDA," 2006-2008) and the selection of two indicators in the 9th EDF Financing Proposal linked to implementing the provisions of the new 2003 Procurement Act can be considered to contribute to reducing fiduciary risk. Thus capacity building support was provided to the Public Procurement and Disposals Authority (PPDA) and the procurement sections of local authorities and indicators were chosen on the setting up of the Contract Committees and Procurement Disposal Units, two key structures for implementing the Procurement Act, and the transparent display of tender and contract information. As well as helping the PPDA develop procurement guidelines and documentation for local authorities it has also provided training and equipment to the local authorities themselves. In addition, it supported the PPDA in carrying out procurement compliance checks on 120 procurement entities, approximately half the total number of such bodies. The PPDA is now continuing this exercise itself, planning to carry out 36 such checks per annum.

3.8.1.5 I-715: Reduction in teacher absenteeism

Again, the ECA reports do not include a lot of information on this Indicator.

- In *Burkina Faso*, two studies reported that 14.1% of total teaching hours are covered by substitute teachers or are not covered by teachers, i.e. not held at all.
- Concerning *Tanzania*, the ECA report states that the only available indicator of likely corruption in the education sector is the occurrence of ghost-teachers shown by the PETS of 2009, which suggests that there is an opportunity for rent seeking by officials from different authorities willing to collude to ensure the release of funds to non-existing teachers. The PETS 2009 shows that 13% of the teachers on the official payroll of a primary school were not actually working at the school. This represents an estimated loss equivalent of USD 4.6 per student or USD 37.8 million in total for mainland Tanzania. For secondary schools the average proportion of absent teachers in the sample was also some 13%.
- In *Uganda*, a 2007 study revealed that about 20% of the wage bill – almost Ush 55 billion (€ 24.55 million⁷⁴) – is lost to teacher absenteeism each year and that only 18.2 % of teachers are teaching at any point in time. Low teacher attendance rates reflect poor school management, poor supervision by Government and insufficient support to teachers. In addition, problems arise from the inefficient distribution of resources across the sector such as the inefficient distribution of teachers within schools, within districts and between districts, the overemphasis of resources at upper primary and the political redirection of grants at district level.

3.8.2 JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes

Summary of ECA findings related to JC72: Strengthened role and involvement of non state actors, civil society and local government in education sector management processes

At a general level, the ECA reports seem to suggest that in *Burkina Faso* and *Uganda*, a vibrant civil society and NSAs participate in the education sector to a significant extent. In the other countries, the involvement appears to be less significant, even though, in most cases, the EC is supporting it through some funding or the inclusion of related activities/indicators in its various kinds of support to education.

While the report for *Liberia* mentions 'improved targeting of decentralised needs' in terms of education, the ECA reports do not include any information on whether and how school management is dealt with in specific legislation related to decentralisation.

Furthermore, no information is available on the share of the education budget that is managed at decentralised levels.

In terms of the representation of school stakeholders in school management and monitoring, the ECA reports show that efforts exist on the government side, illustrated in the creation of for a such as a "Board of Governors, Parents-Teachers Association" (*Liberia*), and mandatory school committees (*Tanzania*). However, in the case of Liberia, community involvement apparently remains low, and in the other countries, no further information is presented that would suggest high levels of community involvement in school management and monitoring.

All in all, the findings on this judgement criterion based on the ECA reports are very limited and where available, mixed, which does not allow for any general trends to be identified with sufficient degrees of evidence.

Apart from the information provided below on the specific indicators for this judgment criterion, the ECA reports include other relevant information, as summarised in the following lines.

Although no further details are provided, the ECA report for *Liberia* points out that the EUD participates in and monitoring of dialogue between the national authorities and other stakeholders with regard to the education sector – indicating that other stakeholders are involved in consultations in the sector at a relatively high level.

While the ECA report points out that four forums are established to maintain policy dialogue with the Ministry of Education (i) ECSEL steering committee chaired by the MoE; ii) Education Pool Fund (EPF) Steering committee chaired by the MoE; iii) Education Sector Steering committee chaired by the MoE,

⁷⁴ Employing a conversion rate from June 2007, based on the European Commission website: InforEuro: <http://ec.europa.eu/budget/inforeuro/index.cfm?Language=en>

and iv) the Education Donors meetings), it is not clear to what extent NSAs, civil society and local government are included in these fora.

In terms of programming, the ECA report reveals that one of the Objectively Verifiable Indicators (OVI) for the ECSEL project is "Comprehensive education sector policy developed reflecting cross-sectoral input from a wide range of stakeholders, including Non-State Actors." However, no information is provided on actual data related to this indicator.

The ECA report for *Namibia* speaks of "limited involvement of Non-State Actors." Although national regulations allow full participation of Non-State Actors (NSAs) in policy dialogue, the involvement of NSAs in ETSIP has been limited in practice. It was also noted, that there had been limited involvement of NSAs in the implementation of ESP. However, according to the report, the 10th EDF programme foresees a specific component on social accountability to enhance NSAs' involvement in the Education sector.

According to the ECA report for *Burkina Faso*, NSAs are heavily involved in policy dialogue as well as in the implementation of government-financed activities. For example, they are part of the partnership for education (Cadre de partenariat pour l'éducation), and are involved in the field of literacy. Furthermore, some NSAs are financed through thematic budget lines for projects in the field of education (especially non formal education), which allows them to collect education-related data from other sources than the GBF.

The ECA report for *Tanzania* mentions that the EC supports CSO engagement through a small contract with a Civil Society Network supporting the NSAs/CSOs active in the education sector.

According to the relevant ECA report, *Uganda* has quite a well-developed civil society and the EC has regular contact with Non-State Actors (NSAs), for example through its General Budget thematic programme for NSAs which is subject to regular monitoring visits by the EUD. However, neither analysis carried out by civil society on poverty and budgetary issues nor information gathered at grass roots level during project monitoring visits is systematically collected and used by the EUD as an input to its monitoring of GBS-related issues. And the ECA report does not mention the extent to which the NSAs are involved in the education sector at large.

3.8.2.1 I-721: Issues of school management dealt with within decentralisation act

There is no information on this indicator contained in the ECA reports.

3.8.2.2 I-722: Share of education budget managed at the decentralised level

There is nearly no information on this indicator contained in the ECA reports.

- While there is no explicit mention of the share of the education budget managed at the decentralised level in the ECA report for *Liberia*, there is reference to one related goal of the ECSEL project, namely to "Support the development of policy to create/ strengthen of decentralised education sector PFM and initial capacity building of decentralized actors." According to the report, this was planned for the ECSEL, but will require ECSEL extension to actually be implemented. Moreover, there is one Objectively Verifiable Indicator (OVI) related to education sector management and decentralisation in the ECSEL project's programming, namely, that "Education Planning is linked to strategic goals, annual and medium-term budgeting and improved targeting of decentralised needs."

3.8.2.3 I-723: School stakeholders represented in school management and monitoring

There is only very little information on this indicator contained in the ECA reports.

- As for *Liberia*, the ECA report mentions a study by the EC⁷⁵, which noted that while the 2001 Education law required the establishment of a Board of Governors, Parents-Teachers Association and a School Management Committee, these provisions had largely still not been implemented by 2007. The study also found that the system put in place to manage the School Block Grant in support of poor children's access to primary education has "limited transparency and is usually kept and utilised with limited community consultation, by school principles." In light of this reality, one of the aims of the ECSEL project is to "solicit participation from community structures for educational delivery." This was planned, and according to the ECA report, is apparently "ongoing as a cross-cutting activity."

⁷⁵ Study on Governance Challenges for Education in Fragile Situations – Liberia Country Study, September 2009

- In *Tanzania*, the ECA report highlights that at the local level, mandatory school committees have been established to reinforce governance and accountability. But the report goes no further in elaborating on the actual functioning, or on the results of these committees, nor on EC contribution.

3.8.2.4 I-724: Existence of public scrutiny mechanisms

As pertains to the existence of public scrutiny mechanisms, the ECA reports do not deliver a lot of information.

In *Uganda*, the EC supported NSAs through the General Budget Line Non State Actor Programme in 2007 and, to a lesser extent, 2008 which focused on strengthening the capacity of civil society to hold local government responsible for its use of financial resources (so-called 'downward accountability'). But unfortunately, the ECA report does not provide further detail on the results of these actions in terms of increasing the watchdog role of civil society in Uganda

As other parts of the ECA report reveal, several Public Expenditure Tracking Surveys (PETS) have been carried out in *Tanzania*, including one in 2004 and another in 2009. In 2004 a Public Expenditure Tracking Survey (PETS) on the PEDP programme was carried out, but the results were not accepted or endorsed by the government. The main reason was a difference of opinion as to the definition of "leakage". The survey compared budget allocations of schools with the actually amounts received. The difference was classified as leakage and amounted therefore to 48 percent. The information from the PETS did not really lead to institutional reforms. No major changes were made. A critical report by the former EC education programme manager which pointed out the deficiencies of the school grant system was censored by the government and an NGO was banned from visiting schools from 2005 to 2008 since it had been critical of the GoT. The PETS carried out in 2009 covered not only primary but also secondary school budgets. It found that the main discrepancies between the budget allocated and the funds received by the schools were due to the fact that the budget was not fully executed; that councils spent the money themselves for the benefit of the schools (in kind contributions); on other education purposes or on entirely different sectors. The EC supported the role of civil society in Tanzania through a small contract with a Civil Society Network which supports the NSAs/CSOs active in the education sector. But it is not clear if these CSOs primarily work in the education sector themselves, or take on a watchdog role.

3.8.3 JC73: Strengthened staff competencies related to accountability issues

Summary of ECA findings related to JC73: Strengthened staff competencies related to accountability issues

The ECA reports provide very little information in relation to the indicators linked to this judgment criterion.

Discussions of the outcomes of education sector support usually centre on enrolment rates and other MDG-related indicators. There is no direct mention of any increased and strengthened accountancy and bookkeeping competencies within the education sector.

Several ECA reports include reference to joint studies and reviews, but the information is too thin to pronounce a strong judgement on the frequency and level of information regarding the education sector in these. However, for both *Liberia* and *Namibia*, it is clear that joint DP appraisals of the education sector policy were done.

The ECA reports also remain rather unclear regarding the extent to which there has been an establishment and monitoring of Annual Work Plans and Budgets linked to education sector plans and education MTEF. In the case of *Liberia*, the establishments of such budgets is clearly foreseen, but it is not clear to what extent it has been implemented yet. And in the case of *Niger*, there appears to be an institutionalised monitoring system concerning basic education, but it is not clear if this is related to annual work plans and budgets, and those in turn to an education MTEF.

Once again, the findings on this judgement criterion based on the ECA reports are very limited and where available, present a mixed picture, which does not allow for any general trends to be identified with sufficient degrees of evidence.

While this judgment criterion certainly is crucial in terms of measuring the ability of the government to deliver accountable and transparent education sector services, the ECA reports, which predominantly focus on EC programming, do not provide a lot of information with regard to it.

3.8.3.1 I-731: Increased and strengthened accountancy and bookkeeping competencies at different levels

There is nearly no information on this indicator contained in the ECA reports.

- As for *Namibia*, the relevant report mentions a “lack of analytical capacity” at the Ministry of Education (MoE), which apparently prevents a systematic use of the available data to better ensure needs-based planning and budgeting. In addition, MoE capacity development efforts are reported to be affected by high staff turnover and the transfer of key ministerial staff members which has slowed down implementation.

3.8.3.2 I-732: Joint sector reviews including budget reviews periodically taking place

The ECA reports do not provide much information on this indicator.

- In *Liberia*, it is pointed out that the ESP 2010-2020 was subject to a joint DP appraisal in January 2010. The ECA report also mentions that the EUD has participated actively and provided comments to the ESP, drawing attention to relevant omissions, for instance on the streamlining of HIV/Aids issues. However, there is no mention of joint sector or budget reviews in the report.
- As for *Namibia*, the ECA report makes clear that the EUD provided comments on the draft ESP, and that a joint ESP appraisal report was produced at some later stage. Yet it is not clear if this report really was the result of a comprehensive joint process, or if it included substantial joint analysis of budget issues. However, according to the ECA report there are general assessments of the PFM system in the form of Joint Annual Reports.

It is therefore not evident from the reports if sufficient capacity would exist to implement such joint sector reviews in the countries analysed by ECA.

3.8.3.3 I-733: Establishment and monitoring of Annual Work Plans and Budgets linked to education sector plans and education MTEF (if existing) by Ministry of Education

Again, there is very little information on this indicator contained in the ECA reports.

- In *Liberia*, the OVIs of the ECSEL project include one which is relevant to this indicator, namely that “Education Planning is linked to strategic goals, annual and medium-term budgeting and improved targeting of decentralised needs.” And one of the activities of the ECSEL project that apparently is ‘ongoing’, is the “Strengthening of education sector planning and budgeting functions and procedures to incorporate demand-side annual and medium-term recurrent and capital investment planning against sector budgets.” And two further activities are linked with the above, i.e. support to the MoE in the elaboration of a medium term policy, and a contribution to the development of medium term strategic plans to include the formal and non formal systems. While all of these activities are apparently ‘ongoing’, there is no further information on related outputs and outcomes achieved.
- The ECA report for *Niger* points out that the area of basic education is the most advanced in terms of monitoring and evaluation in the country. Together with the operational strategy that has been in place in this regard since 2003 in the framework of the FTI, this sub sector of PDDE (“Programme décennal de l’éducation” from the Government 2003-2013) is based on a list of precise indicators and outputs on which data are available, and regularly evaluated jointly by the MoE and DPs. Since Primary Education is considered as a priority at national (Poverty Reduction Strategy) and international (MDG-EFA), the Education component is focused on basic education. The indicators from the performance matrix of the PDDE constitute a framework for the support of donors in the education sector. However, the ECA report does not make clear if these M&E activities are linked to a specific sector plan or MTEF, nor does it provide information on secondary education in this regard.

In Niger, in the framework of Budget Support for Poverty Reduction 2006-2008 - Education Component, for the payment of the variable tranche in 2006 the Education indicator E1 has been overridden for scheduling reasons and replaced by an operational action plan, linked to MTEF and detailing the activities and measures to be taken over the 2005-2006 school year, validated by the MoE and the DP during the joint review in September 2005.

3.8.4 JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries

Summary of ECA findings related to JC74: Degree to which EC support for education is promoting mutual accountability and predictability with partner countries

Although the ECA reports do not provide a lot of information on the actual percentage of EC aid disbursement to education released according to agreed schedules in annual or multi-year frameworks, in two cases, ample discussion of budget releases in their relation to accountability and predictability exists.

In the case of *Namibia*, the ECA report asserts that the model of variable tranche releases based on measurable outcome indicators was generally appropriate in terms of accountability, but that in the implementation, it led to complications and delays. In the case of *Uganda*, the authors of the reports argue that the system of variable tranches reduced predictability of funding under the 9th EDF, but that this was justified in light of the need for accountability as well as predictability. Interestingly, in both countries, one of the reasons for delays in payments lay in a late submission of payment requests by the respective government.

Under the 10th EDF, both *Burkina Faso* as well as *Uganda* are MDG contract countries. This means that funds are provided on a more predictable basis over the whole of the programming cycle, to the benefit of the partner country in terms of budgetary planning.

In terms of alignment with the partner country's fiscal cycle, only the ECA report for Uganda clearly presented the situation, revealing how under the 10th EDF, such an alignment is assured and predictability over the cycle of the three year MTEF is increased.

Despite the valuable findings on a few countries relating to indicators for this judgment criterion, there is not sufficient evidence to point out any overarching trends based on ECA reports alone.

3.8.4.1 I-741: Percentage of EC aid disbursement to education released according to agreed schedules in annual or multi-year frameworks

While information on this indicator is not available for all countries, there plenty of relevant information can be summarised from the Namibia and Uganda ECA reports.

- In *Namibia*, after the adoption of ETSIP, donors, including the EC, and GRN signed a Memorandum of Understanding (MoU), aligning their aid and priorities to ETSIP following the Paris Declaration principles and establishing detailed joint procedures for disbursement and monitoring. The DPs aimed at increasing accountability through a rider to the ETSIP, which introduced another element in the disbursement mechanism, namely the possibility of partial disbursements based on achievement levels to trigger payments (100% if at least 80% of prior actions met, 50% if less than 80% but more than 50% of prior actions met, 0% if less than 50% met). The ECA report judges that this might be an appropriate system when results are assessed through agreed, quantifiable performance indicators but is more challenging to apply when the assessment of prior actions is based on judgment and therefore open to interpretation.

The ECA report recounts the process of the release of the 4th tranche to illustrate the above points: EC HQs decided to pay 50% of the tranche contrary to the opinion of the EUD and the GRN. The reason was the different interpretation of the achievement of one out of the 20 prior actions. The assessment of the fulfilment of the 5th tranche conditions has also proved difficult with delays of more than nine months from the submission of the request for the release of funds. Prior to the adoption of the rider, the lack of sufficient progress in implementation of the programme had also led to a partial release of only 50% of the 3rd tranche with the agreement of EC HQs, EUD and SIDA who also contributes to the budget support operation. Furthermore, the delay incurred by the GRN in presenting the request meant that SIDA could not pay its contribution. As SIDA could not roll its contribution over to the following fiscal year, the GRN lost this € 3.2 million contribution.

- In *Burkina Faso*, the EC engaged itself through and MDG contract. According the ECA report, the vision of the EUD and that expressed in the headquarter-produced guidelines differ significantly on several points. The EUD wanted to maintain a mode of variable tranche releases, since this significantly altered the dynamics of policy dialogue.
- In *Uganda*, the ECA report points to the fact that the predictability of the 9th EDF programme was a priori reduced by the fact that up to 50% of the programme was to be channelled through variable tranches where disbursement depended on the achievement of targets set for specific performance indicators. According the ECA, this reflects the EC's fully justified concern to ensure

performance as well as predictability. However, according to the ECA findings, the programme identification and formulation documents do not explain how the EC decided that the allocation of 50% of funds to a fixed tranche and 50% of the funds to a variable tranche was the most appropriate way to meet its predictability and performance objectives in Uganda.

While the fixed tranches were all paid (1st tranche: € 15 million, 2nd and 3rd tranches € 14.25 million each), for the first variable tranche only 81% (€ 17,795 million) was disbursed and for the second tranche just 68 % (€ 14.83 million). This represented a shortfall of approximately 12.5 % of the total programme resources. According to the data presented in the ECA report, payments were made much later than the schedule set out in the Financing Agreement. However, the reason for this is primarily delays in the submission of payment requests by the GoU. This reflects both the GoU's strong macroeconomic position with regard to reserves, which made it less urgent to obtain disbursements, and its weak staff capacity for preparing the analytical documentation necessary to support disbursement requests. To the extent that delays have occurred on the EC side in assessing and processing payment requests, this has been primarily due to EC concerns over PFM performance, notably in the wake of the GFTAM corruption scandal and persistent problems with the level of domestic arrears. Moreover, the lack of clear criteria on what constituted satisfactory progress on PFM made it more difficult for the EUD and Headquarters to arrive at a clear position on whether Uganda was meeting this eligibility criterion. Payment was also held back another two months following the arrest of the main opposition leader at the time of the 2006 elections.

Uganda is one of only eight countries receiving GBS under the 10th EDF in the form of an MDG Contract. The ECA report points out that the MDG Contract approach represents an important effort by the EC to improve the predictability of its GBS by committing the funding for the six year period of the CSP. In addition, the predictability of funding under the 10th EDF compared with the 9th EDF is also in principle increased because the fixed tranches are increased from 50% to 70% of the programme. However, according to the ECA findings, the significance of the MDG Contract in potentially improving the predictability of GBS should not be overstated for the following reasons:

- o the CSP, while not proving such a binding commitment as for MDG Contracts, nevertheless sets out an indicative allocation for GBS for the same six year period;
- o in Uganda the real risk of political governance issues in the build up to the 2011 elections poses a potential threat to the country's eligibility notwithstanding the existence of an MDG Contract;
- o as available data shows, the predictability of funding is relatively high in Year one of the MDG Contract when 100% of the funding is to be disbursed through a fixed tranche. It then becomes a little less so in Years two and three when the annual performance tranche becomes applicable (11.5% of annual funding) and much less so for Years 4-6 when the MDG-based tranche also becomes applicable and 48.4% of funds are then foreseen to be disbursed through the variable tranche mechanism. In effect, from Year four the country is again in a position similar to the 9th EDF with a three year time horizon and approximately 50% of funding being channelled through variable tranches.

3.8.4.2 I-742: Alignment of EC programming and financial cycle to partner country's fiscal cycle

Unfortunately, only one of the ECA reports clearly points to an alignment of EC programming with the partner country's fiscal cycle.

- The ECA report for *Uganda* states that the EC provides projections of future GBS disbursements over the three year MTEF period. Estimates are sent in October-November and then revised twice in the period leading up to the finalisation of the annual budget. This ensures that the financial resources from the EC's GBS programmes are fully taken into account in the GoU budget preparation process. Furthermore, the ECA report points out that the schedule of disbursements under the 10th EDF is set up to try to ensure that funds arrive in Uganda during the first quarter of the financial year to facilitate management of the funds by the GoU. This represents an improvement over the 9th EDF where planned disbursements were not specifically planned for the first quarter.

3.9 EQ8-3Cs: To what extent and how has the EC contributed to improving co-ordination, complementarity and synergies with Member States and other donors in the education sector, in line with the Paris Declaration?

3.9.1 JC81: Donor co-ordination mechanisms are in place or being set up with the EC providing value added

Summary of ECA findings related to JC81

Only little indications are given in the ECA report to what extent the EC programming documents make references to other donor policies. In *Tanzania* the donors' policies have been taken into account through the Joint Assistance Strategy, in *Niger* collaboration between the EUD to a EU Member State (MS) has occurred for a project dealing with capacity building in vocational training organisations (FAFPCA).

More information could be found in the ECA reports related to coordination instances and mechanisms during the implementation of support.

The most quoted mean of coordination in the education sector in the report are **sector working groups**. The EUD in *Tanzania*, *Liberia*, *Niger* and *Uganda* are member of one or more working group gathering DPs (and the government). It can be highlighted that the EUD has held the chair of the DP Working Group on the Education Sector in *Tanzania* (2005-2006). Rather little detail could be found in relation to the detailed EC role in coordination instances e.g. in Education Sector Working Group, except in the Tanzania report.

Another mean of coordination are **joint reviews**, that have been used in *Tanzania*, *Niger*, *Burkina Faso* and in *Namibia*.

A recurrent issue in the ECA report is the role of the EUD officer in charge of education. This officer is mentioned in the reports of *Tanzania*, *Liberia* and *Uganda* and is seen as having widely contributed to the dialogue with DPs and the government. The ECA reports highlight that the absence of the officer for a certain period in the *Tanzania* and *Liberia* has implied withdrawal of the EUD in education coordination meetings.

It is also worth mentioning the use of joint performance matrix' using education sector related indicators. These matrixes are quoted in the report of *Niger* and *Uganda* (the Joint Assessment Framework, see 822).

For *Namibia*, the ECA report mentioned the "aide memoire" between the DPs and the government related to the tranche disbursement. As the final decisions of disbursement are taken in headquarters, previous donor coordination in the country can be affected by differing headquarters decision, according to the ECA report.

3.9.1.1 I-811: EC programming and programme documents refer to other donors' policies, particularly that of Member States'

The following information could be found in the ECA report on whether EC programming and programme documents refer to other donors' policies, particularly that of MS':

- *Tanzania*: The situation is particular in Tanzania, as the EC support is part of the joint assistance strategy (JAS) between donors in Tanzania. This joint programming exercise aimed at reducing transaction costs which occurs due to the pursuit of different individual DP strategies. The CSP aligns on the JAS and thus reflects all the planned DP support and commitment's to Tanzania, even if this means that the EC had to accept that its programming guidelines could not be strictly applied. According to the ECA report, the joint nature of the analysis supporting the JAS and hence the CSP has facilitated a high degree of coordination and harmonisation between the DP.
- *Niger*: In July 2009 a support has been created to increase the offer in trainings for organisation dealing with the vocational training, such as the federation of craftsmen of Niger and hence build capacities, the "Fonds d'appui à la formation professionnelle continue et à l'apprentissage" (FAFPCA). The interest in this sector is increasing and the EUD explored the possibility, within the framework of the 10th EDF, to delegate the coordination to a Member State. Bilateral discussion concluded to give a € 22.9 million programme to the Government of Luxembourg for the period 2009-2015.

3.9.1.2 I-812: Level of co-ordination and consultation (e.g. for education sector or in relation to education conditions for budget support, Member States consultations, or on TA and

capacity building), and I-813: EC is or has been Chair of mechanisms such as Education Sector Working Groups

The following information could be found in the ECA reports. For countries:

- **Co-ordination and consultative frameworks for education in countries with both SBS and GBS with education related indicators**

- *Tanzania:* In the framework of the Joint Assistance Strategy, the level of coordination during the implementation of the support is quite high. The ECA report even concludes that the donor coordination is qualified as ‘tight’.

The **annual joint sector reviews (JESR)** take place and are attended by high level GoT officials, DPs and civil society organisations. As part of the review process, the trends in the allocations to education over time are assessed as well as the degree of improvement in the development process. The JESR which is only one discussion forum between the GoT and the DP has been made possible through intense policy dialogue. This is especially true for the education sector.

During the 3-4 year period leading up to the adoption of the updated national Education and Training Sector Development Programme (ESDP) 2008-2017 (and the CSP 2008-2013), the EUD was an active and influential member of the education DP community. **The EUD has held the chair of the DP Working Group on the Education Sector (Education DPG)** in 2007. The EUD was part of the ‘Education Troika’ involving the EUD, the GoT and other DPs in sector dialogue. The ECA report comes to the conclusion that during the chairmanship of the Education DPG, the EUD’s education programme officer had more influence on the GoT’s education policy, than the EUD would have had if the EC had just been one of the DPs supporting education through the Education SBS.

It is important to note **the role that the education officer** of the EUD had. According to the ECA report, it was through the activities of EUD education programme officer within the Education DPG and her interactions with GoT officials through the PEDP, the Joint Education Sector Reviews (JESR) and an ESPD committee, that it was able to influence the GoT’s implementation and revisions of the ESDPs (including the most recent update of September 2007 for the period 2008-2013).

Nevertheless, it must be highlighted that since the former education programme officer left in September 2008 the EUD had however not taken part in the meetings of the Education DPG which is considered to be the main vehicle for education policy dialogue with the GoT.

- *Uganda (SBS completed):* The EUD participated regularly in **the Education Donors Group** which meets monthly and generally attended by 8-15 donor agency staff. The **local agent** in the economic and social affairs section has traditionally represented the EUD. Since her arrival in mid-2008, an expatriate contract agent has also participated in the meetings. Based on the minutes available, the EC’s contribution has been quite limited but it has increased in 2009 mainly because of its involvement in the work on health and education indicators for the Joint Assessment Framework (JAF).

Furthermore, the local agent for education has also attended the higher **level Education Sector Consultative Committee**, a joint GoU – donor group, which meets every 2-3 months with typically approximately 40 people attending. According to the ECA report, the minutes available shows that the EUD had had little input into this forum, partly reflecting the fact that education is not a focal sector for the EC as well as the large number of persons present at these meetings. Hence, in comparison to the health sector, the EUD has been more committed to the education dialogue.

The EC support to Uganda is provided through GBS since 1991.

In order to cope with the requirement of the Paris Declaration on harmonisation and alignment which requires donors to first define common positions and then speak with one voice through a lead donor, the EUD participates in policy/technical donor working groups with the donors and in similar working group with the GoU.

Furthermore, the EUD participates in the PFM donor group. The group has committed itself to meet on a regular monthly basis but no formal terms of reference have been established. There are 6-7 active members and the EUD appears to play quite a prominent role among them. From April 2005 to April 2006 this PFM group was chaired by the EUD. However, according to the ECA audit, it is difficult fully assess the EUD’s participation in the group because only the minutes of 12 meetings could be identified for the period 2005 up to August 2009. The EUD is represented by a contract agent who is an economist but has built up knowledge of PFM issues through working on PFM over a number of years in Uganda.

The EUD also participates through the same contract agent in the donor- GoU Public Expenditure Management Committee (PEMCOM). This body meets quarterly and is chaired by the Permanent Secretary of the Ministry of Finance and is normally attended by about 40 persons, of whom approximately half are from the donor side. PEMCOM also serves as the steering committee of FINMAP. According to the ECA audit, comprehensive minutes are kept. Furthermore, the quality of the dialogue during the meetings has been satisfactory although better preparation of the meetings would have allowed discussions to focus more on strategic issues. There has also been a lack of in-depth PFM expertise on the donor side which risks undermining their credibility in the eyes of the GoU and which can also hinder progress on PFM. It was a special mission by PFM specialists from World Bank headquarters in July 2008 which led to a major breakthrough in dealing with the PFM reform process in Uganda. The EUD participant in the PFM forum has also regularly attended the monthly meetings of the Donor Economist Group (DEG) which in particular plays an important role in engaging with the GoU on budgetary matters. The EUD has actively contributed to the Group without assuming a leading role.

- **Co-ordination and consultative frameworks for education in countries with GBS with education related indicators**
- *Niger*: Niger has signed the Declaration of Paris, but until March 2010, no coordination framework has been implemented. The ECA rapport admits that there have been important improvements in different sectors, including in primary education.

When it comes to coordination, meetings are held almost every month under the chair of the UNDP and the World Bank. These meetings aim at aligning little by little the programme and the financial instrument on the priorities of the revised PRSP. **Annual joint review missions** (GoN and DPs) are held in the framework of the sectoral review of the Education Plan (PDDE⁷⁶).

The primary education sub-sector is the sector in the country with the best monitoring and evaluation situation. Since 2003 in the framework of the FTI this subsector has a precise list of indicators to monitor the results together with the MoE and the donors. Furthermore, the Education Plan (PDDE) is being monitored by the **indicators of the performance matrix which has been agreed between the GoN and the DPs** actively involved in the education sector in Niger.

- *Burkina Faso*: The EUD is member of different coordination instances between the GBF and the DP. These coordination mechanisms give room to debate at all levels (global but also sector level), according to the ECA report.

The EUD participate in the general framework of the organisation of budget support (“cadre général d’organisation des appuis budgétaires” (CGAB). This framework structures the relation between the DPs and the GBF for the implementation of its PRSP(CSLP⁷⁷). The CGAB is made of six sector and thematic committee and one is specifically on education issues. The DPs are observers in this committee.

Since 2002 the EUD is one of 13 DPs which support the implementation of the national Education Plan (PDDEB⁷⁸), in close coordination with the other DPs. In order to monitor the implementation of the annual action plans of the PDDEB, there is a tight calendar of coordination and discussion meetings. To this end, the EUD participates in the **joint review missions** (for which there is a “aide-memoire conjoint” and in the meetings of DP and GBF which take place once in a trimester and in the **technical working groups**, in particular the one on the issue of governance. Furthermore there are coordination mechanism and regular **meetings of DPs working on education issues**.

Furthermore the sector support under the 9th EDF has been integrated in the dialogue, coordination and review mechanisms existing for the PPDEB. In 2010, nine DPs are supporting the implementation of the PRSP (CSLP)⁷⁹.

- **Countries where SBS or other forms of sector support prevail or are being launched**
- *Namibia*: According to the ECA report there have been contradictions between the financing agreement and the MoU **regarding disbursement conditions which affected also the coordination between donors**. In accordance with the **review mechanisms**, GRN and donors

⁷⁶ “Plan décennal de développement de l’éducation”

⁷⁷ “Cadre stratégique de lutte contre la pauvreté”

⁷⁸ “Plan décennal de développement de l’éducation de base”

⁷⁹ The African Development Bank, the World Bank, the EC, Germany, Denmark, France, the Netherlands, Sweden and Switzerland.

assessed and agreed on the achievement of prior actions during the recurrent review meetings. Subsequently, an "aide memoire", signed by the GRN and the EUD was issued and served as a basis for the GRN to ask for next disbursement and for donors to pay. The ECA report highlights, that this procedure, aiming at strengthening alignment and harmonisation of donors' procedures, is at odds with the fact that the **final decision on disbursements is taken in HQs**. In the case of Namibia for the fourth tranche EC HQs decided to release only 50%, whereas Spain paid its full contribution on the basis of the agreement in the "aide memoire", thereby **undermining the credibility of the EC's cooperation**, according to the ECA report.

- **Other (mainly individual projects):**
- *Liberia (individual projects and GBS from 2009 on):* Regular **Education Donors Meetings**, organized by UNICEF, allow DPs to share information about each other's activities in the sector (e.g. the elaboration of a donor matrix). According to the ECA report the DPs have made a coordinated effort to assist the GoL in its application for Catalytic Fund support, for instance through the joint ESP appraisal and subsequent revisions in which the EUD took active part by providing substantial comments to the ESP and the appraisal report.

The **absence of a EC officer/agent** responsible for the support to the social and cultural sector in the EUD between August 2007 and September 2008 was noted. Only from September 2008 and following a general improvement in the staffing situation the EUD has again been a fully active partner in the DP community and taken part in key activities such as the appraisal of the ESP. The EUD is attending the Education Donor Meetings.

3.9.2 **JC82: Complementarity between the interventions of the EC, the EU Member States and other donor agencies active in the education sector**

Summary of ECA findings related to JC82

In five of the six reports, it can be read that intervention financed through EC support is in complementarity with the policies of other donors. A particular close collaboration at the design and programming phase with Member States can be seen in *Tanzania* (in the framework of the JAS) and in *Namibia* with Swedish SIDA.

At the stage of the CSP formulation the ECA analysis identifies coordination procedure for *Tanzania* and *Namibia*. In *Burkina Faso*, the different financing modalities and focal sectors (SBS/GBS for the EC and a pool funding for other donors) induce coordination problems.

At the programming stage, the information in the ECA report differs. For *Tanzania*, it is clear that a discussion and coordination on focal sectors and on the education sector level, cross-cutting issues related education has taken place. In *Liberia* the ECA reports states the coordination process between donors for the programming of the ECSEL project. For *Namibia*, the ECA reports speaks of complementarity to characterise the EU support to the education sector and the support of other donors, especially in the framework of the "Fond Commun d'Appui au PDDE", to which the EC does not contribute. No education specific information could be found for *Uganda*, but the ECA audit shows the considerable inputs of the EUD into the dialogue which led to the establishment of the new Joint Assessment Framework (JAF) through its insistence on the importance of results indicators.

The ECA report on Namibia reveals interesting information: donor coordination has increased but lost gradually significance. This is, according to the ECA report, due to the phasing out of support of many donors.

No information was available in the ECA report concerning the degree to which the EC has established trust fund agreements with UN organisations, Development Banks and bilateral organisations.

3.9.2.1 **I-821: EC/EUD strategic planning documents identify gaps, discuss means of filling them, and identify action to minimise overlaps**

As regards the identification and filling of gaps and actions to minimise overlaps in EC/EUD strategic planning documents, the ECA report do not specifically detail even though the question is indirectly tackled due to the existence of JAS, JAR, and other joint programming which imply coordination at strategic level (cf. I822).

3.9.2.2 **I-822: Extent to which the EC programming process related to education is co-ordinated with other (EU) donors**

At the stage of planning interventions, *Tanzania*, *Liberia*, *Uganda*, *Niger* and *Namibia* show some coordinated programming processes. While in *Tanzania* the JAS oblige to align focal sectors and crosscutting issues, in *Uganda* the EUD contributed to the Joint Assessment Strategy by insisting on the

importance of results indicators. In *Niger* the SBS of the EC is complementary to other DPs' support, especially with the support in the framework of the "Fond Commun d'Appui au PDDE".

In *Namibia*, the EC closely collaborated with Swedish SIDA to prepare the financing agreement for the Medium Term Expenditure Framework 2003-2007 and to develop a sector coordination mechanism in the framework of the design of new strategic plans. Furthermore, the ECA audit in Namibia states that donor coordination has improved but lost significance due to the phasing out of support. The following information could be extracted from the ECA reports:

- *Tanzania*: In Tanzania EC support is provided through the JAS. Hence the planning and design of the CSP is the result of a compromise between DPs.

As a result of the JAS, the CSP 2008-2013 does not include education as focal sector, albeit the recommendation of the CSE evaluation. Two of the main reasons⁸⁰ were, according to the ECA report, the agreement reached in the Division of Labour agreement between the locally represented DPs and the explicit wish of certain EU Member States DPs. The CSP indicates the following: *"The need to ensure better mainstreaming of environment in aid cooperation and secondly for a more structured approach to monitoring poverty impacts within the PRBS architecture, and strengthening of the public financial management reform process. (...) The Division of Labour (DoL) discussions conducted as part of the JAS have also informed the choices made in this response"*⁸¹.

According to the ECA analysis, the DoL exercise had no consequence for most of the donors, while for the EC, it meant withdrawing as an active donor from six out of 16 sectors. Since the adoption of the CSP 2008-2013, the Netherlands and Finland have withdrawn as active donors from the education sector, leaving the sector with only two active EU Member State donors (UK and Sweden). At the same time, the DoL exercise consolidated the continued engagement of 14 donors, including eight EU Member States, as providers of GBS.

The joint nature of the assistance strategy and programming has facilitated alignment and harmonisation among DPs beginning at the planning phase of the support. Crosscutting issues relevant for education such as exclusion of handicapped, orphan and vulnerable children and gender are addressed explicitly in the analysis for the education sector presented in the CSP. In the Joint Programming Document, which is an integral part of the CSP, the DPs state their collective intention to support the integration of HIV/Aids into the school curriculum and find solutions to reduce the impact of HIV/AIDS on trained teacher (plus a number of other issues) through the development and implementation of a strategic plan.

- *Liberia*: According to the ECA report, *"it is evident from the background information provided in the CSP 2008-2013 that the Delegation was an active DP and that it duly considered the activities of other DPs in the preparation of the adoption of the CSP in December 2007"*. Discussions with the GoL and the DPs on the sector priorities were carried out in the inception phase of ECSEL (March – April 2009) and in the first ECSEL steering committee meeting (June 2009).
- *Uganda*: The ECA report reveals that the EUD has made considerable inputs into the dialogue which led to the establishment of the new Joint Assessment Framework (JAF) in October 2009. At a roundtable meeting held during the ECA audit mission with other budget support donors, the latter commended the EUD for the contribution it had made to the dialogue on setting up the JAF through its insistence on the importance of results indicators. However, in the absence of minutes of meetings and other documentation such as 'back-to-the-office' reports and file notes, the ECA report could not provide a clear assessment of the EC's efficiency and effectiveness in the process.

Not specifically focused on the education sector, the ECA report states that the basket funds for financial technical assistance for the national PFM reform programme, to which the EC participates, is a mechanism that allows a more coordinated donor approach than it has been the case under the 9th EDF.

- *Niger*: On the level of the education sector, principles of coordination have been put into place which allows a high level of coordination between the Ministry of Education and the DPs, according to the ECA report. In June 2003, a partnership framework ('cadre partenarial') has been established between the MoE and the DPs and lays down the basis of the collaboration and

⁸⁰ Another reason was the restriction imposed by the principle of concentration which recommended to have only two focal sectors.

⁸¹ CSP 2008-2013, p. 60.

the implementation of the partnership. Indeed, the education sector is the sector with most of DPs and in which the World Bank has a confirmed leading role since 2008.

Furthermore the ECA report states that the sector support for education of the EUD is in complementarity with the support of the other DP in the sector. Especially it is coordinated with the sector support in the framework of the “Fond Commun d’Appui au PDDE” (which is also beneficiary of the FTI funds).

But the ECA report states also that for the design of the CSP 2008-2013, no formal process has existed in order to implement the Paris Declaration. Hence, there has been since then an informal and continuous process to align the Poverty Reduction Strategy, the sector policies and the national budget.

- *Namibia*: During the formulation of the CSP 2002-2007, education was identified as a focal sector. Convinced by the potentially greater and more sustainable benefits for the education sector, the EC initiated and commissioned a scoping study that eventually **provided a framework for joint donor support to the sector**. Finally, the EC’s main donor partner in the sector, SIDA, also opted for sector budget support.

However, in the course of implementing the ESP financing agreement, the GRN reached the conclusion that the existing strategies failed to take a comprehensive view of the sector and was unlikely to ensure that the Vision 2030 objectives could be met. On this background the two ministries responsible developed a new 15-year plan, the ETSIP⁸² with technical support from the World Bank.

The ETSIP, which was launched by the government during the implementation of the original financing agreement on ESP, was the product of a complete review of the sector carried out by the GRN with the technical support of the World Bank (WB). While having closely followed these developments, the EC (DG Development) communicated to the WB in July 2004 its concern that new policies and strategies were being developed without sufficient coordination with the rest of the donor community in Namibia. While the WB did agree to sign a Memorandum of Understanding (MoU) with the other donors in the sector, it continued to play a special role as the GRN’s closest advisor in the design of ETSIP. The minutes and the invitation to the ETSIP pledging conferences organised by the GRN in March 2005 and April 2006, imply that the ETSIP programme was presented to the donor community as a “fait accompli”, with the role of budget support donors largely reduced to that of co-financiers. The EC was however given the opportunity to provide its input through a “joint appraisal” carried out in October 2006.

The EC and Swedish SIDA has cooperated very closely during the **preparation of the financing agreement for the Medium Term Expenditure Framework 2003-2007 and a sector coordination mechanism in the framework of the design of new strategic plans** of the Ministry of Higher Education, Training and Employment Creation and the Ministry of Basic Education, Sports and Culture. As mentioned before, this process was finally dropped in order to develop a new 15-year plan, the Education and Training Sector Improvement Programme (ETSIP). Its formulation process was mainly supported by the World Bank.

According to the ECA report *“Donor coordination has improved but gradually lost significance”*. The reasons are the following: EC’s coordination with the WB did not work efficiently during the formulation of ETSIP. This is in part due to the fact that the WB does not have a country office which may have contributed to limited cooperation between the WB and the EUD. Even when technical teams were in mission to Namibia, the WB did not always participate in the donor’s coordination meetings, nor did it share its terms of reference for missions or the results from them. After the adoption of ETSIP, donors, including the EUD, and GRN signed a Memorandum of Understanding (MoU) aligning their aid and priorities to ETSIP following the Paris Declaration principles, and establishing detailed joint procedures for disbursement and monitoring. This was an important step forward towards closer donor and GRN coordination. However, the MoU conflicted with some essential dispositions of the EC’s ESP financing agreement. According to the ESP financing agreement and the MoU, the WB had to take the technical leadership of the programme. While the WB eventually signed the MoU, it did not take the technical leadership as it subsequently withdrew from ETSIP. As a consequence some essential monitoring provisions have never been implemented.

Furthermore, the statement that donor coordination has lost significance is supported by the fact that many donors are phasing out their support. This has been the case for SIDA which originally

⁸² Education and Training Sector Improvement Programme

entered in partnership with the EC for the financing of the ESP or for Netherlands which had envisaged similar partnership which never materialised. Today, only the EC and Spain are currently providing sector budget support to GRN, while other donors, including the US government through its Millennium Challenge Account, provide traditional project support.

- *Burkina Faso*: According to the ECA report, the reason to choose a sector support modality for the education sector (under the 9th EDF), was related to will to be in line with the principles of the Paris Declaration Hence, the other donors provide their support through a basket funding mechanism. The EC is in this point not harmonized with the support of other donor. Although the sector support provided by the EDF has been integrated in the coordination mechanisms existing between donors and the government, other DPs regret that the EC does not support the pool funding “Fonds commun de soutien au développement de l’enseignement de base (CAST-FSDEB)”. According to the ECA report, the non-alignment of financing modalities will have consequences on the management of the sector support. Furthermore, the EC does not support non-formal education as it is also not included in the FTI-EFA initiative.

The different support modalities and sector covered causes problems of harmonisation, according to the ECA report.

In the framework of the 10th EDF, the SBS education is abolished to gives way to a GBS. According to the ECA analysis, there are several reasons to maintain the sector support, one being the engagement of other DPs to provide in the future sector support to the country.⁸³

3.9.2.3 I-823: Degree to which the EC has established trust fund agreements with UN organisations, Development Banks and bilateral organisations

No information could be yield from the ECA report concerning the degree to which the EC has established trust fund agreements with UN organisations, Development Banks and bilateral organisations.

3.9.3 JC83: Level of synergy between EC-supported trust funds and banks and EC support at country level

Summary of ECA findings related to JC83

Even though the ECA report states that the EC support in Niger is complementary to the education support of the other DPs, the multitude of donors and financing mechanism seems to show a lack of coordination which results in a limited problem solving capacity.

3.9.3.1 I-831: Co-funding FTI and trust fund arrangements with development banks is complementary with other interventions funded by the EC

The following information could be found in the ECA reports on whether Co-funding FTI and trust fund arrangements with development banks is complementary with other interventions funded by the EC:

- *Niger*: According to the ECA report the support to primary education is characterised by an important number of DPs (15) and a diversity of financial instruments through which the sector is supported (e.g. GBS, SBS, pool funding like for the “Fond Commun d’Appui au PDDE” and projects). This means a heavy workload for the MoE. Despite rationalisation efforts, the dialogue between the MoE and the DP and the dialogue between DP and DP only focalise on specific financial problems or actions. But the ECA report states also that the support to the education sector of the EC is fully in complementarity with the support of other DPs in the sector and especially with the SBS received in the framework of the Fond Commun d’Appui au PDDE, which is also funded by the FTI.)

3.9.3.2 I-832: FTI’ and development banks’ programmes co-funded by EC in the education sector are co-ordinated with other interventions funded by the EC (at country, or at regional level)

No information could be found in the ECA reports on whether FTI’ and development banks’ programmes co-funded by EC in the education sector are co-ordinated with other interventions funded by the EC.

⁸³ Other reasons are: the persistence of an important deficit in the financing of primary education (even with the FTI-EFA contract and the difficulties of Burkina Faso to reach MDG education objectives.

3.10 EQ9-modal: To what extent have the various aid modalities and funding channels and their combinations, in particular GBS/SBS/SSP/projects, been appropriate and contributed to improving access to, equity and policy-based resource allocation in education?

3.10.1 JC91: Improved analytical thoroughness in the selection and implementation process of aid modalities and channels (e.g. discussion of alternatives)

Summary of ECA findings related to JC91

While the choice of aid modality in *Tanzania*, *Liberia* und *Namibia* have been applied according to programming guidelines and the Cotonou Agreement criteria, *Burkina Faso* and *Niger* benefit from an exceptional financial mechanism, that has not been justified by any comprehensive evaluation or any assessment of PFM in the education sector, although there are significant risks in both countries. The EC support to *Uganda* has been provided through GBS modality under the 9th and the 10th EDF. Under the 10th EDF, *Uganda*, *Burkina Faso* and *Tanzania* are the only countries analysed that have signed an 'MDG Contract'.

In *Tanzania*, the choice of SBS as aid modality was made largely in accordance with the programming guidelines and the fulfillment of the Cotonou criteria for Budget Support, although the credibility of the PFM reform during the period that the Education SBS has been under implementation could be questioned. The EC's decision to sign an MDG-Contract was to a great extent driven by policy preferences for the budget support modality and the disbursement performance of previous GBS programmes in Tanzania.

In *Liberia*, the decision not to apply an SBS modality for the implementation of ECSEL in 2006 was based on an analysis in accordance with the programming guidelines, which established that Liberia did not meet all the eligibility criteria for budget support, since a comprehensive sector policy was not yet established and fiscal/financial management was deemed inadequate. The EC decision on the BSMS adopted in 2009 did not primarily reflect a concern for the effectiveness of the assistance provided to the social sectors but broader political and developmental concerns. The assessment of GoL's eligibility was unusually fast-tracked, giving insufficient time to duly complete a financing agreement (with pertinent performance indicators for education). The application of GBS required an ad hoc review of the CSP which was undertaken with reference to article 5(2) of the Cotonou Agreement. As there was no emergency or acute humanitarian crisis in Liberia at the time, it is not evident that the application of article 5(2) was pertinent in this case. The submission of the amendment of the CSP and the BSMS decision to the EDF committee triggered negative reactions from some Member States.

In *Namibia*, the sector budget support modality for the ESP was found to have been applied in accordance with programming guidelines and the Cotonou Agreement criteria. The government's PFM system is deemed to be robust and current practices ensure that the Ministry of Education benefits directly from the budget support.

In *Burkina Faso* and *Niger*, the inclusion of a sector support to education in the mid-term review of the 9th EDF was not the result of a request from the Governments and / or analysis of the EUD. It has mainly been motivated by the existence of EFA-FTI funding and political commitment. The EC did not conduct any comprehensive assessment of whether the choice of sector support was appropriate nor on management of public finances in the sector. The decision, not to longer use the sectoral support and the potential benefits of general budget support compared to sector support for education have not been justified in the documents of the 10th EDF programming.

In *Uganda* for the 9th EDF GBS programme (2004/2005 – 2006/2007), € 87 million was committed for financial transfers which represented approximately 35% of Uganda's original CSP allocation. However, no explanation was given of how the amount allocated related to country needs and the expected risks and rewards of the GBS intervention. For the 10th EDF GBS programme to be implemented through the MDG Contract instrument covering six years, € 175 million was committed, which represented 40% of the CSP allocation, but the 2008-2013 CSP does not explain how the amount of the GBS resources was decided upon.

No information is explicitly provided by the ECA reports regarding the selection of channels and the percentage of EC education aid that uses partner country procurement systems.

3.10.1.1 I-911: Selection of aid modalities explicitly discussed and analysed in the formulation and negotiation of CSP/ education sector support

According to the ECA audits, the choice of aid modality in *Tanzania*, *Liberia* und *Namibia* have been applied according to programming guidelines and the Cotonou Agreement criteria.

In *Burkina Faso* and *Niger*, the EC has chosen an exceptional aid modality. The financial mechanism adopted is a sector allocations within the general budget support, that Burkina Faso and Niger are the only countries to benefit from.

The long tradition of budget support to *Uganda* provided by DP, including the EC, reflects the country's strong economic growth and macroeconomic stability since the early 1990s.

Under the 10th EDF, *Uganda*, *Burkina Faso* and *Tanzania* are the only countries analysed that are part of the few countries selected by the EC to receive GBS through the new 'MDG Contract' instrument. As highlighted by the ECA audits, the MDG Contract approach represents an important effort by the EC to improve the predictability of its GBS by committing the funding for the six year period of the Country Strategy Paper.

In *Tanzania*, the CE based its choice of aid modality for the SBS under the 9th EDF, on a comprehensive independent evaluation of the support to the education sector under the 8th EDF and quality reviews at the identification and formulation stages. The EC's analysis of the education policy and the effectiveness of the previous education programme through basket funding supported the move to the SBS modality.

While the EC's GBS interventions all have had performance indicators for education, these interventions were not initiated in response to needs in the education sector. Therefore, the GBS modality used for PRBS03 was applied with reference to the relevant guidelines for GBS and not the programming guidelines for education. Moreover, GBS is not mentioned as a possible sector aid modality in the programming guidelines for education.

The decision to apply the SBS modality under the 9th EDF was supported by analyses aimed at demonstrating that the three Cotonou criteria for budget support had been fulfilled on the basis of a dynamic interpretation. For Public Expenditure Management (PEM)/Public Financial Management (PFM) the EC considers that the overall eligibility conditions as set out in the Cotonou Agreement are met insofar as the recipient country shows commitment to implement the necessary reforms for improving its public finance management, as agreed with the donors. In accordance with its own guidelines, the EC could therefore conclude that GoT was eligible for budget support as it deemed that the GoT at the time had in place (or under implementation) a credible and relevant programme to improve PFM.

The allocations to macro-economic support approved with the adoption of the CSP/NIP 2008-2013 was to a great extent the result of the political priority being given to increase aid disbursements and the accompanying promotion of budget support as the preferred aid modality. Moreover, in the CSP the EC specifically emphasised the disbursement record of the GBS/PRBS framework, where it was stated that 14 DPs had supported this with almost € 500 million in 2006. On this basis the EC committed an indicative amount of € 305 million for GBS in the NIP and later went on to develop the proposal for the six year MDG-Contract. With the MDG-Contract now signed the EUD is in to the process of disbursing 55% of its entire 10th EDF allocation through a single contract.

During the year that passed between the departure of the former education programme officer and the announcement of the ECA's mission the EC did not have in place staff with clear instructions on how to manage the move from a combined education SBS and GBS approach to a pure GBS (MDG- Contract) approach, while honouring the CSP commitment to pay close attention to the quality of the sector dialogue. Following the signing of the Memorandum of Understanding (MoU) with DFID, the monitoring of the sector dialogue is now delegated to DFID. The programming guidelines for education and the guidelines for GBSs and MDG- Contracts do not provide detailed guidance on how to maintain policy dialogue in the social sector for which there are performance indicators.

In *Liberia*, the decision not to apply an SBS modality for the implementation of ECSEL in 2006 was based on an analysis in accordance with the programming guidelines, which established that Liberia did not meet all the eligibility criteria for budget support, since a comprehensive sector policy was not yet established and fiscal/financial management was deemed inadequate. The option for the EC to contribute through the Education Pooled Fund (EPF), which was already under discussion among the other DPs (mainly UNICEF and The Netherlands) and established in March 2007, was only briefly considered in the "Background Report" of July 2005, which was prepared to support the formulation of the ECSEL. Considering the analysis provided in this report pooled funding seem initially to have been rejected on the

basis of the assumption that contributing to this would automatically mean releasing funds into the GoL's sector budget (Ministry of Education) and hence be subject to the same fiduciary risks as would have been the case with SBS.

Reacting to the constraints of the ECSEL project and the concerns expressed by the MoE and other DPs, the EC announced in February 2009 its intention to channel funds into the EPF. However, it was not deemed possible to successfully complete the necessary ex ante, "5 pillar audit" of the EPF and get approval for the subsequent amendment of the financing conditions before the expiration of the D+3 deadline (20 October 2009). The EUD therefore had to announce in April 2009 that it was unable to support the EPF.

The EC's decision on Budget Support for Macroeconomic Stability (BSMS) from December 2009 was not primarily motivated by a concern for the effectiveness of assistance to the social sectors (including education) but broader political and developmental concerns, including the EC's wish to support the President's reform efforts. The GoL's eligibility and the financial allocation for budget support were decided on in an unusually fast-tracked manner on the basis of a report on a four day mission to Monrovia in February 2009 by three headquarters staff. The mission acknowledged that a PFM reform strategy was not yet in place (although it was expected that such strategy would be developed) and that a PFM Act was still to be passed. It also concluded that while the only available in-depth assessment of the PFM system, the 2008 Public Expenditure Management and Financial Accountability Review (PEMFAR), concluded that the overall PFM system was weak, this was to be considered outdated due to the "dynamism in the PFM process in Liberia". This conclusion is in contrast to the finding of a September 2009 ROM report on the MoE, which states that: "Little progress is expected in the reform of the MoE or in public finance management". The Technical and Administrative Provisions for Implementation (TAPS) and the other information provided with the financing proposal for the BSMS did not contain any explicit risk mitigation measures but implicitly made reference to the need to continue the support to the General Audit Commission (GAC) as a fiduciary/PFM safeguard.

While the available information suggests that PFM reform is still at an early stage and has not yet been formalised nor had any tangible effects the MoE, the approach applied by the EC in this case, however, largely reflects the approach described in the EC's recently developed guidelines on budget support in fragile situations.

The fact that a Financing Agreement was still not completed more than two months after the EC decision, is one of the consequence of the fast- tracked preparations of the BSMS (from CSP amendment to EC decision in ten months), which did not allow for a comprehensive identification and formulation phase (including due consideration of relevant performance indicators for education). The EUD's discussions on the indicators have to date not involved the MoE, which has so far limited the scope for substantial discussions on policy and the chances of selecting the most pertinent indicators. This however reflects a decision taken by the GoL.

The use of GBS (the BSMS) required an ad hoc review of the CSP, which was undertaken with reference to article 5(2) of the Annex IV of the Cotonou Agreement. This article states that in "exceptional circumstances" referred to in the Cotonou Agreement's provisions on "humanitarian emergency assistance", an ad hoc review can be carried out on the demand of either party. As Commissioner Michel's letter to President Johnson Sirleaf of 20 February 2009 shows, the reason why the EC was willing to consider providing budget support was not an emergency or an acute humanitarian crisis but the EC's assessment of the GoL's improved performance with regard to macroeconomic stability and PFM reform. Therefore it is not evident that the application of article 5(2) was pertinent in this case.

Finally, the Court's auditors noted, that while the EDF committee approved the ad hoc review and the subsequent amendment of the CSP, the request triggered negative reactions from a number of Member States. This was most evident in the case of Germany, which made its approval conditional on more explicit risk mitigating and adequate accompanying measures. It also complained that the EC's approach to budget support in fragile situations had not been subject to consultations with the Member States. As a result of the request from Member States the EC provided the EDF committee with a document on "Risk assessment and mitigating measures".

According to the ECA audit, HQ staff helped ensure the consideration of policy commitments on education in the CSP 2008-2013, covering the 10th EDF, for instance through the iQSG (Inter-service Quality Support Group) review in July 2007. It is noteworthy that already at the review meeting HQ staff expressed some concern that the level of ambition with the number of sub-sectors targeted could endanger the strategy's implementation if the EUD would not be able to increase its human resources in the months to come. Comments from both the thematic and the geographical units of AIDCO in connection with first QSG for ECSEL, funded from the 9th EDF, suggested that the analytical basis for determining the size of the financial allocation for the project (€ 12 million) was weak. The most relevant

and critical issues were raised by HQ staff in connection with the iQSG review meeting on 16 July 2007. As documented in the minutes of the meeting, the review included a systematic check of details relating to the diagnostics, the strategy, the NIP and the formal content of the document. Among the issues raised were the particular problems related to former child soldiers, donor coordination and the design of performance indicators (including the need for SMART indicators).

In **Namibia**, the sector budget support modality has been applied in accordance with programming guidelines and the Cotonou Agreement criteria. Education was identified as a focal sector in the CSP 2002-2007. Convinced by the potentially greater and more sustainable benefits for the education sector, the EC initiated and commissioned a scoping study that eventually provided a framework for joint donor support to the sector. GRN's eligibility for budget support was assessed partly on the basis of the scoping study and an assessment mission by HQ staff. The study presented alternative funding modalities (including project funding) and hence informed the EC's decision to apply the sector budget support modality. The application of the sector budget support aid modality in the ESP under the 9th EDF was found to be made in accordance with the programming guidelines and the criteria in the Cotonou Agreement's article 61.214. Finally, it should be added that the EC's main donor partner in the sector, SIDA, also opted for sector budget support.

In **Niger and Burkina Faso**, the EC has chosen sector support as aid modality. The financial mechanism adopted consisted of a sector budget support to education integrated into the general budget support in the form of three annual tranches of respectively € 7 million for Niger and € five million for Burkina Faso. The exceptional nature of this mechanism should be emphasised, as Burkina Faso and Niger are the only countries that have benefited from it yet.

As this sector support was linked to general budget support, the assessment of eligibility criteria for sector support has been based on, *mutatis mutandis*, those for general budget support. Therefore, the EC did not carry out any comprehensive evaluation to ensure that the choice of sector support was appropriate in those countries. According to the guidelines on support to sector programmes⁸⁴, the EC has not made any assessment of PFM in the education sector, although there are significant risks in both countries.

- In *Burkina Faso*, the sector budget support, amounting to € 15 million, covered the years 2006-2008 while the amount was calculated at the first request made by the GBF (Government of Burkina Faso) at EFA-FTI in 2002 to cover the deficit financing of the basic education sector for the years 2004 and 2005.
- In *Niger*, the analysis of the implementation of reforms related to public finance management is based on the results of PEMFAR adopted in 2005. A Public Expenditure and Financial Accountability (PEFA) exercise was conducted at the end of 2008, but has never been officially validated by the Ministry of Finance. These reviews were made in the process of public finance reform initiated by the Government of Niger. The PEMFAR has a global scope and does include any specific remarks on the education sector. The achievement of a comprehensive MTEF was one of the priorities resulting from PEMFAR, the action plan exists since 2005 but the terms of reference are not finalised yet. The EUD had proposed to provide short term technical assistance in order to advise, on a participatory basis, on a rationalisation of the budget preparation process. However this plan has not been retained.

In those two countries, under the 10th EDF, the sector approach to education has been abandoned in favor of General Budget Support⁸⁵. Although there are good reasons for maintaining the sector approach (e.g. the ultimate commitment of the DP to provide sector budget support, the persistence of a large financing gap for basic education despite the EFA-FTI contract and the difficulty of reaching the MDG Education Targets etc.), the reasons for this abandonment have not been explained in the Country Strategy Paper 2007-2013 or in any documents that have served as basis for it.

The potential benefits of GBS compared to the sector support for education have not been explicitly clarified neither. In addition, the guidelines for education programming in the CSP state that where the EC provides GBS, it can draw on its experience in this area to move towards sector budget support.

- In *Burkina Faso*, the choice of budget support in form of an MDG contract follows a different logic than a sector approach, but it is not in contradiction with it. The analysis of the implementation of

⁸⁴ From July 2007

⁸⁵ with an "Education" budget within the variable tranches of € 15 million, which is less than half of the budget of the previous programme in Niger

reforms related to public finance management developed under the MDG contract is particularly based on the results of the diagnostic PEFA established in early 2007. This diagnose was made in the process of fiscal reform initiated by the GBF. It shows that Burkina Faso is spearheading the francophone African countries although some weaknesses remain in the management of public finances. PEFA has a general scope and gives few remarks specific to the education sector.

As the mid-term review of the 10th EDF was delayed, it has not been reviewed by the audit team. The external evaluation of the EPT sector support under the 9th EDF to be conducted after the intervention (Q3 2008) has still not been implemented and therefore could not contribute to any debate on education in the context of this review.

The ECA report noted that sector support has been integrated into the mechanisms for consultation between the DP and the GBF. In accordance with the principles of ownership and alignment of development assistance, the EC has chosen a sector budget support although not aligned with the support of other DP (common basket). The lack of harmonisation has been a problem. In addition, the sector support does not cover non formal education.

- *Niger* has introduced in the PRS (Poverty Reduction Strategy) (2008-2012) a new strategic focus for achieving the MDGs on the control of population growth, as well as the objectives and strategies of the "National Policy on Gender" of October 2007. However, the CSP (2008-2013) does not mention these issues, neither in the diagnosis of the country nor in the selected response strategy. Despite the acknowledged impact of these policies in the overall development and education in particular, no intervention in these areas has been provided. The CSP only indicates the efforts in this context during the analysis of the PRS Niger indicating that they "have not so far led to tangible results."

The long tradition of budget support to **Uganda** provided by DP, including the EC, reflects the country's strong economic growth and macroeconomic stability since the early 1990s. The PEAP came to be used by the World Bank as a model for other countries to draw up poverty reduction strategy papers and Uganda became the first country to benefit from the Heavily Indebted Poor Country Initiative (HIPC). Poverty levels fell from 56% in 1992 to 31% in 2006. Nevertheless, there has been increasing concern over political governance, serious levels of corruption, and limited progress towards the MDGs with major issues in the efficiency and effectiveness of service delivery.

Uganda has been receiving budget support from the EC since 1991 when the first of five 'Poverty Alleviation Budget Support' (PABS) programmes was launched. These programmes continued up until the 10th EDF when Uganda was one of the countries selected by the EC to receive GBS through the new 'MDG Contract' instrument. For the 9th EDF (PABS V) € 87 million (35% of the Country Strategy Paper (CSP)) was allocated to GBS and for the 10th EDF GBS € 175 million (40% of the CSP). For both the 9th EDF and 10th EDF, General Budget Support has been used in Uganda as a third main channel of EDF support in addition to the two selected focal sectors of transport (approximately 40% of allocations) and rural development (approximately 15% of allocations).

As regards the 9th EDF GBS programme (2004/2005 – 2006/2007), € 87 million was committed for financial transfers which represented approximately 35% of Uganda's original CSP allocation. The only explanation found for how the amount of 9th EDF resources to be channeled through GBS was determined is in Annex 1 of the 2002-2006 CSP which states that: "given the positive impact of the EC contribution to macroeconomic support, future participation of this nature would be in line with the current contribution of about € 24.5 million per year." The view that previous GBS had a positive impact could also have been a reason to increase rather than just maintain allocations. No explanation was given of how the amount allocated related to country needs and the expected risks and rewards of the GBS intervention.

For the 10th EDF GBS programme, to be implemented through the MDG Contract instrument covering six years, € 175 million was committed out of a CSP allocation of € 439 million (40%). The 2008-2013 CSP does not explain how the amount of the GBS resources was decided upon. Although the CSP refers to the EC's strategy to increase the level of GBS support, the annual allocations for the MDG Contract remained at approximately the same level as for the PABS V programme (€ 30 million per annum).

Uganda is one of the few countries receiving GBS under the 10th EDF in the form of an MDG Contract. The MDG Contract approach represents an important effort by the EC to improve the predictability of its GBS by committing the funding for the six year period of the Country Strategy Paper. In addition, the predictability of funding under the 10th EDF compared with the 9th EDF is also in principle increased because the fixed tranches are increased from 50% to 70% of the programme.

However, the significance of the MDG Contract in potentially improving the predictability of GBS should not be overstated for the following reasons:

- the Country Strategy Paper, while not proving such a binding commitment as for MDG Contracts, nevertheless sets out an indicative allocation for GBS for the same six year period;
- in Uganda the real risk of political governance issues in the build up to the 2011 elections poses a potential threat to the country's eligibility notwithstanding the existence of an MDG Contract;
- the predictability of funding is relatively high in Year one of the MDG Contract when 100% of the funding is to be disbursed through a fixed tranche. It then becomes a little less so in Years two and three when the annual performance tranche becomes applicable (11.5% of annual funding) and much less so for Years 4-6 when the MDG-based tranche also becomes applicable and 48.4% of funds are then foreseen to be disbursed through the variable tranche mechanism. In effect, from Year four the country is again in a position similar to the 9th EDF with a three year time horizon and approximately 50% of funding being channeled through variable tranches.

On the other hand, as underlined in the Identification Fiche, when the 40% of the CSP allocated to GBS is combined with the 12.5% allocated to Sector Budget Support, the EC achieves the Paris Declaration target of putting more than 50% of its assistance through country systems. The policy of increasing the proportion of assistance going through country systems is therefore one element explaining the amount of the allocation.

The Action Fiche sheds no light on how the amount of GBS was determined. However, the following factors were identified during the audit:

- in the oQSG2 meeting, the EUD stated that the amount had been decided upon based on the assumption that the amount should be at the same level as past programmes;
- in the same meeting AIDCO C1 expressed the view that not enough funding had been programmed in the CSP for GBS;
- in its written reply to a question by the audit mission team on this subject, the EUD noted that the amount allocated was also influenced by:
 - o a needs assessment taking into account on the one hand projected large increase in demand for public services due to high population growth and on the other hand expected increased revenues from new oil resources, private capital inflows and overall economic growth;
 - o a conservative approach based on the EC's concerns about how far value for money was being achieved from budgetary expenditure in the social sectors. At the same time the percentage increased from the 9th to the 10th EDF because of the EC's overall policy of increasing the proportion of funding going through budget support;
 - o the level of other donor funding.

3.10.1.2 I-912: Selection of channels explicitly discussed and analysed in the formulation and negotiation of CSP and reflected upon by government / EUD

3.10.1.3 I-913: Percentage of EC education aid that uses partner country procurement systems

No information is provided by the ECA reports regarding these indicators.

3.10.2 JC92: Contribution of EC GBS and SBS to policy based resource allocations and pro-poor objectives in the education sector

Summary of ECA findings related to JC92

In *Uganda*, the 9th EDF GBS programme contains four education indicators which correspond to priority areas for the EC and are directly linked to MDGs, except E4.

In *Niger* and in *Burkina Faso*, the cooperation strategy of the EU fits into the Poverty Reduction Strategies of the countries, mainly via Budget Support. Budget support is monitored by the implementation of a matrix of performance indicators. The indicators used for the 9th EDF constitute a good basis for the monitoring of the basic education sector in terms of access but are inadequate for the monitoring the quality of education and reduction of disparities. Under the 10th EDF, the number of indicators is insufficient to ensure disbursement linked to progress in the sector, which should be compensated that through dialogue on the basis of indicators from sector plans. Nevertheless, the EC has no specific guidelines regarding the scope of sectoral dialogue in General Budget Support.

The ECA reports are explicitly analysing the EUD's participation in education policy dialogue in *Tanzania*, *Liberia*, *Uganda*, *Namibia* and *Burkina Faso*. However the reports do not give further information on whether this dialogue incorporates financing, accountability and capacity development measures.

There is only little information provided by the ECA reports on the contribution of the EC GBS and SBS to policy based resource allocations and pro-poor objectives in the education sector.

However, the ECA audit noted that in *Uganda*, despite the poverty reduction objective and the inequalities in Uganda between different regions, between urban and rural areas and between social groups, the health and education indicators are general and do not focus on poorer regions, rural areas or social groups. The education indicators did, however, include gender desegregation.

3.10.2.1 I-921: The release of both fixed and flexible tranches of General Budget Support has been linked to education development targets

In *Uganda*, the 9th EDF GBS programme contains four education indicators which are generally relevant, according to the ECA audit. While E1, E2 and E3 correspond to priority areas for the EC, E4 is not directly linked to MDGs.

In *Niger* and in *Burkina Faso*, the cooperation strategy of the EU fits into the Poverty Reduction Strategies of the countries, mainly via Budget Support. Budget support is monitored by the implementation of a matrix of performance indicators. While these indicators appear sufficient for a quantitative monitoring of the sector in terms of access and reduction of gender disparities, they are insufficient to monitor the quality of education and the reduction of regional and social disparities.

In *Uganda*, the € 87 million programme was divided 50%-50% between fixed and variable tranches and € 1.975 million was to be paid for the achievement of the annual target set for each of the eleven performance indicators. There is no analysis in the financing documentation of how far this amount would be likely to have an incentive effect on the national authorities and no analysis of how the payment amount for each target compared with the increased budgetary resources needed to achieve that target. It is open to question how far there was an incentive effect for the health and education ministries since there was no direct link between the variable tranche disbursements and the budget allocations of these ministries. As the EC GBS programme operated separately from the main PRSC budget support programme led by the World Bank and to which the other budget support donors associated themselves, no other donor funds were directly linked to the achievement of the indicator targets, which would have increased their incentive effect for the Government.

As regards Education Sector Indicators, the 9th EDF GBS programme contains an annex on performance indicators which for the four education indicators briefly explains the purpose of the indicator, the reliability of the data, how the data is to be verified, what is the public access to the data, the importance of the indicator in terms of domestic accountability and how the evaluation of whether targets have been met will be carried out. It does not adequately explain the link between indicators and the national education policy and assess how far and how quickly the indicators are responsive to policy changes.

According to the ECA audit, the indicators selected for education are generally relevant. Two of the indicators, E2 "Completion Rate P7" and E3 – "Competency and Literacy Levels in P6" address quality issues which are highlighted in the Financing Proposal as being very problematic in Uganda and are areas which the EC wishes to prioritise. Indicator E1 "Net Enrolment Ratio in primary education"

corresponds exactly to MDG Indicator 2.1. for monitoring MDG two “Achieve Universal Primary Education” although progress on this indicator tends to reduce quality.

The ECA report assessed the final education indicator, E4 – “Gross Secondary Enrolment Ratio” as more problematic in terms of its relevance. It is not directly linked to the MDGs and is also a general quantitative indicator whereas the Financing Proposal prioritises the quality of provision and better targeting of public expenditure for secondary education to the poor. Unlike the other three education indicators it was not classified by the GoU as a “critical undertaking” which meant that it was not properly monitored by the Ministry of Education.

The Financing Proposal understated the weaknesses in the reliability of the data for indicator E1. In fact primary schools have a major incentive to inflate their enrolment rates since the number of enrolments determines the size of each school’s capitation grant. That this continues to be an issue was noted in a 2009 meeting of the Education Sector Consultative Committee: “Records management at school and district level is still poor. There are instances where schools inflate pupil enrolment and teacher deployment so as to be allocated more capitation funds, which makes all the harder the objective measurement of whether targets are achieved and progress made in the sector.

For the education targets, only the figures for the one year (2003) before the baseline year (2004) are given in the Financing Agreement. This means it is difficult to assess the incentive nature of the targets agreed in terms of past trends. Moreover, no explanation is given for the targets set and in most cases the targets set raise questions:

- the Net Enrolment Rate (E1) was foreseen to increase from the 2004 baseline of 88.7% by 1.6% to a target of 90.3% in 2005 but then by only a further 0.3% to a target of 90.6% in 2006. In the absence of any explanation the targeted increase for 2006 seems low, particularly given that there was a 2% increase from 2003 to 2004;
- the Completion Rate (E2) indicator was targeted to rise by only 1% to 63% in 2005 while there had been a 6% rise from 2003 to 2004. A larger increase of 4% is then targeted for 2006;
- the Competency Level for Literacy and Numeracy indicator (E3) showed a very large but unexplained increase from a 2005 target of 25% to a projection of 75% in 2007. No target is given for 2006 and no baseline given for 2004.

In **Niger** and in **Burkina Faso**, the cooperation strategy of the EU fits into the Poverty Reduction Strategies of the countries (SDRP⁸⁶ in Niger and PRSP⁸⁷ in Burkina Faso), mainly via budget support, which represents 60% of total aid in Burkina Faso.

Budget support is monitored by the implementation of a performance indicators matrix reflecting the execution of respectively the SDRP and the PRSP. These indicators, including those related to education, are respectively based on the matrix of indicators of the PDDE (in Niger) and the priority action programme of the PRSP⁸⁸ (in Burkina Faso).

The ECA reports state that the indicators used for the 9th EDF constitute a good basis for the monitoring of the basic education sector in terms of access but are inadequate for the monitoring the quality of education (e.g. transition to secondary, repetition, quality of learning) and reduction of regional and social disparities. Under the 10th EDF, the numbers of indicators are insufficient to ensure disbursement linked to progress in the sector. The EC intends to compensate that through dialogue on the basis of indicators from the sector plan PDDE (Niger) and PDDEB (Burkina Faso). Nevertheless, the EC has no specific guidelines regarding the scope of sectoral dialogue in General Budget Support.

- In **Niger**, in the multiannual support programme to Poverty Reduction 2006-2008 (PPARP 2006-2008), eight indicators were selected to estimate the volume of variable tranches of the global “education component” and of the additional sector tranche “education”. Apart from the indicators related to it within the variable tranches, the overall performance of the education sector is a specific condition of disbursement. In the education sector, it is globally monitored by the “Tranche fixe modulable Education”.

In the PPARP 2009-2011 the sectoral tranche “Education” was removed and the number of “Education indicators” reduced to five. The emphasis has been given to the regular and thorough dialogue on basic education which must be based on the indicators of the performance matrix

⁸⁶ Accelerated Development and Poverty Reduction Strategy

⁸⁷ Poverty Reduction Strategy Paper [CSLP]

⁸⁸ PAP-CSLP

from the decennial Development Plan for Education (PDDE) and agreed between the GDN and the DP that are active in the education sector.

Nevertheless, the EC has no specific guidelines on the scope of sectoral dialogue in the context of general budget support. As the level of budget execution of the MoE remains a concern of this programme, an indicator on the budget execution rate in the sector of education has been introduced.

The payment of variable tranches of the PPARP (2006-2008) « Education » component is linked to the eight following indicators:

- o E1: Budget execution rate in the field of education,
 - o E2: Number of students per chair-desk (“table-bancs”) in rural areas,
 - o E3: Gross primary enrollment rate,
 - o E4: Gross primary enrollment rate for girls,
 - o E5: Gross primary enrollment rate in rural areas,
 - o E6: Primary Completion Rate,
 - o E7: Reform of curricula,
 - o E8: Student assessment.
- In *Burkina Faso*, in the budget support for poverty reduction 2005-2008 (ABRP 2005-2008), 23 indicators are related to basic education, including six for estimating the volume of variable tranches of the PRSP-Education component and 7 to estimate the volume of variable tranches of sector support. The ten remaining indicators are selected to monitor the evolution in the sector.

According to the ECA report, the indicators for education are problematic the objectives are not always clearly defined. As the level of implementation of the budget of the Ministry for Basic Education (MEBA) remains a continuous concern, indicators for budget execution rate of the education sector are included in budget support programs. However, the budget execution rate indicator is limited given the difficulty in obtaining data.

In the framework of budget support for poverty reduction (ABRP) 2005-2008 of the 9th EDF, the following targets related to basic education have been set in the Education Component - PRSP and the EFA sectoral tranches:

- o better access, both physically and financially, to quality education services, especially for girls,
- o improving the financing of the education sector,
- o improving PDDEB, including its steering mechanisms,
- o institutional strengthening of MEBA.

As regards the MDG Contract - Budget Support for Growth and Poverty Reduction (2009 - 2014), the Education Indicators come from the performance matrix and the disbursement of the general framework for budget support for the implementation of the PRSP (CGAB89-CSLP) 2008-2010. The targets could be revised to take into account the results from the Census of Population and Housing (RGPH) 2006 published in 2008. A mid-term evaluation should also analyse the issue of regional disparities (with special emphasis on the priority provinces) and gender.

The EUD has developed its MDG contract even though the guidelines for these contracts were not finalised by the HQ at that time. Thus, the vision of EUD and HQ vary significantly on two issues particularly relevant concerning support to basic education.

The first disagreement concerns the principle of the MDG contract of a financing by fixed tranches during the first three years in order to better ensure the predictability of aid. Variability is only introduced from the 3rd year onwards and is based on the performance indicators on health and education. The EUD was in favor of keeping the annual performance tranche on a variable basis from the first year onwards, which was refused by HQ based on the harmonisation of MDG contracts. The EUD is concerned that the abandonment of a variable installment mode at the beginning of the project would “make the political dialogue much more difficult, as the

⁸⁹ Cadre général d'organisation des appuis budgétaires

argumentation is not based on the expected results throughout the project but on the mid-term review after three years. Much more time would have to be invested in this dialogue.

The second dispute concerns the removal of the component « institutional support » of the MDG contract, which was seen by the EUD as a good instrument to support political dialogue despite the few results of this component under the 9th EDF.

3.10.2.2 I-922: The release of fixed and variable tranches of SBS has been linked to education development targets and policy triggers

In Tanzania and Namibia, the release of tranches of Education SBS has been linked to education indicators. The following information could be highlighted in the ECA reports:

- In **Tanzania**, the annual education sector performance reports and the matrix of the sector budget support programme contain an adequate mixture of indicators and the information available is up to date. The payment of variable tranches of the “Support to Education Sector Reform” Programme 2006-2010 (9th EDF) is linked to the fulfillment of indicators in five key sector areas: access, equity, quality and management and finance. Of the two variable tranches paid from the Education SBS in December 2008 and December 2009, respectively 52.5% (out of € six million available) and 37.5% (out of € ten million available) was paid.
- In **Namibia**, the 2007 rider to the ESP financing agreement introduced a new disbursement mechanism which the possibility of partial disbursements based on achievement levels to trigger payments (100% if at least 80% of prior actions met, 50% if less than 80% but more than 50% of prior actions met, 0% if less than 50% met). According to the ECA report, this might be an appropriate system when results are assessed through agreed, quantifiable performance indicators but is more challenging to apply when the assessment of prior actions is based on judgment and therefore open to interpretation.

The CSP comprises a comprehensive list of performance indicators, including some 40 indicators pertaining to several sub-sectors of the education sector. A particular focus on MDG two has been ensured during the identification and formulation phases of the 10th EDF, with the financing proposal for the new Education Sector Policy Support Programme (ESPSP).

3.10.2.3 I-923: Policy dialogue is incorporating financing, accountability and capacity development measures in the education sector

The ECA reports are explicitly analysing the EUD’s participation in education policy dialogue in *Tanzania*, *Liberia*, *Uganda*, *Namibia* and *Burkina Faso*. However the reports do not give further information on whether this dialogue incorporates financing, accountability and capacity development measures.

In **Tanzania**, the overall education policy dialogue structure for DPs and the government is well established and demonstrates political leadership and ownership by the GoT. In 2009 the Troika met the Permanent Secretary (PS) of the MoEVT⁹⁰ twice, which was not the case in previous years. Joint annual sector reviews take place and are attended by high level GoT officials, DPs and CSOs and feed into the JESR⁹¹ process.

However, the EUD actively maintained an education policy dialogue with the GoT only during the first half of the implementation period for the Education SBS. According to the programming guidelines on education, EC support should focus on a limited number of priorities based on the country’s most urgent needs, and these priorities should determine the focus of the policy dialogue. This dialogue is considered essential in the preparatory phase but also during the implementation phase to assist the beneficiary government in properly carrying out the planned policies, measures and reforms.

During the 2007 chairmanship of the Education DPG, the EUD’s education programme officer had more influence on the GoT’s education policy, thanks to this position, than she would have had if the EC was just one of the DPs supporting education through the Education SBS. Until her departure she was part of the Education Troika and still involved in dialogue with the GoT and other DPs. After the departure of the education programme officer, the EUD did not take part in the regular Education DPG meetings or the annual JESRs but maintained informal contacts with the DFID representative.

⁹⁰ Ministry of Education and Vocational Training

⁹¹ Joint Education Sector Review

The MoU with DFID signed in October 2009 is not in line with the guidelines for SBS (July 2007), which states that “policy dialogue cannot be contracted out”. The EC is however of the opinion that the sub delegation of dialogue to DFID would be sufficient and in line with its policy. The SBS guidelines make no reference to the “EU Code of Conduct on complementarity and Division of Labour (DoL) in Development policy” of May 2007 or the possibility of sub delegating dialogue to EU Member State DPs.

Until September 2008, the policy dialogue focused on education indicators and outcomes. According to the former education programme officer, the sector dialogue remained at technical level and discussions were process- oriented. The discussions concerned sector-related issues such as sector reviews, performance reports and more generally monitoring and sector Performance Assessment Framework (PAF) and the design of a sector strategy. Education challenges were addressed more at a thematic working group level. It was more difficult to implement corrective actions since a top- down approach would have been necessary but simply was not possible due to insufficient ability or willingness at political level.

Representatives of education sector NSAs/CSOs interviewed during the mission complained that consultations with government were often announced just one day before meetings were to take place, which made it very difficult to prepare properly.

It should be noted that one of the ongoing activity of the MDG contract (10th EDF) will be policy dialogue with GoT around the underlying principles of the GBS Partnership Framework Memorandum, domestic accountability, the PAF, the implementation of the PFM Reform Programme and the main objectives/outputs of the MKUKUTA and its successor programme.

In **Liberia**, there was a one year gap in the EC’s presence in the education sector on the ground from August 2007, which was only partially compensated by back-stopping missions from EC headquarters. Since the arrival of the Contract Agent in September 2008, the EUD has taken part in a joint DP coordinated dialogue with GoL, currently revolving around the completion of the ESP.

Four forums are established to maintain policy dialogue with the Ministry of Education:

- ECSEL steering committee chaired by the MoE;
- Education Pool Fund (EPF) Steering committee chaired by the MoE;
- Education Sector Steering committee chaired by the MoE, and
- the Education Donors meetings.

Since September 2008, the EUD has been active in all of them.

Discussions with the GoL and the DPs on the sector priorities were carried out in the inception phase of ECSEL (March – April 2009) and in the first ECSEL steering committee meeting (June 2009).

In **Uganda**, in the education sector, the EUD has regularly participated in the Education Donors Group which meets monthly and generally attended by 8-15 donor agency staff. The local agent in the economic and social affairs section has traditionally represented the EUD. Since her arrival in mid-2008 an expatriate contract agent has also participated in the meetings. Based on the minutes available, the EC’s contribution has been quite limited but it has increased in 2009 mainly because of its involvement in the work on health and education indicators for the JAF.

The local agent for education has also normally attended the higher level Education Sector Consultative Committee, a joint GoU – donor group, which meets every 2-3 months with typically approximately 40 people attending. From the minutes available the EUD has had little input into this forum, partly reflecting the fact that education is not a focal sector for the EC as well as the large number of persons present at these meetings.

The main feedback on GBS contained in 2007 Joint Annual Review is that ‘The GBS operation has continued to provide a credible platform for a constructive dialogue between the EUD and the Government services, as well as with other Development Partners active in this field’. This overstates the contribution of GBS to promoting dialogue because, while a significant channel, it is by no means the only one: in particular there is the Article 8 Dialogue, the Local Development Partners Group framework for all donors, and the leading role played by the EC in the sectoral dialogue in its two focal sectors. The ECA report noted that the EUD has not made full use of the opportunities for dialogue presented by GBS, largely because of limited staff resources.

In **Namibia**, the policy dialogue has not yet reached its full potential. Policy dialogue between GRN and the EUD takes place through existing instruments laid down by the GRN and the donors active in the education sector, such as the technical and annual reviews and bi-monthly meetings. In practice, the policy dialogue between GRN and the EUD has been closely tied to the review process. The delays and rather erratic review process, as well as its focus on specific prior actions, have not been conducive to a more strategic sector policy dialogue. The problems related to the release of annual tranches and the lack of an effective monitoring system has also limited the quality of the policy dialogue.

The EUD is trying to enhance its dialogue with the GRN in the framework of the ESPSP formulation under the 10th EDF by seeking ways for ETSIP to better align with EFA and MDG2 goals, and focussing more on equity issues and primary education. One of the main challenges for the EUD is to convince the GRN to focus more on equity aspects (e.g. to provide true free schooling).

In **Burkina Faso**, the EUD is a member of various coordination authorities between the GBF and the DP facilitating discussion at all levels (global and sectoral). Thus, the EUD is involved in the general framework for budget support (CGAB), which structures the relations between the DP and the GBF in the implementation of the PRSP.

There are six sectoral and thematic committees (CST) - among which one is specifically focused on education- in the CGAB, in which the DPs are observers. Since 2002, the EUD is one of the 13 DP supporting, in consultation, the implementation of the PDDEB. This framework provides a clear timetable for consultations and discussions to monitor the implementation of annual action plans of the PDDEB. In this capacity, the EUD participates in reviews (common monitoring missions) and meetings between DP and GBF (quarterly meetings and technical meetings, particularly the thematic steering group) as well as in the coordination mechanisms / regular meetings of the education DP.

Non State Actors are also strongly involved in political dialogue (they are part of the partnership framework for Education) as well as in the implementation of activities funded by the government; in particular in the field of literacy.

3.10.3 JC93: Increased efficiency of EC aid delivery

Summary of ECA findings related to JC93

As stated in EQ6 under I-622, the existence of an Education Medium Term Expenditure Framework (MTEF) is mentioned for *Namibia, Uganda, Burkina Faso, Tanzania* and its creation has been planned in *Niger*. However, no explicit information is provided by the ECA reports on whether or not the EC support contributed to make these MTEF operational.

No explicit information is provided in the ECA audits on the disbursement and expenditure rates by aid modality and channel.

The level of compliance by beneficiaries of GBS and SBS with regard to policy triggers and indicators varies a lot between the countries analysed.

In *Burkina Faso*, the assessment of payment request for the sector tranches for EFA has been delayed. According to the EUD, one of the reasons were the contradictory instruction on the demonstration of additionally from DG DEV and DG AIDCO.

In *Namibia*, the ESP payments were delayed due to the nature of the disbursement conditions and insufficient progress on implementing the programme and that there are potential contradictions between the financing agreement and the MoU regarding the disbursement conditions.

In *Tanzania*, the Government was typically slow to submit payment requests with the necessary information to show that payment conditions had been met to the EUD. For the Education SBS, eight out of the ten indicators did not achieve their target for 2008/2009, which demonstrated a negative trend in comparison with 2007/2008.

In *Uganda*, as regards Education Sector Indicators, for the first variable tranche, all four education indicators were considered by both the GoU and the EC to have been met. Regarding the second tranche, for only one education indicator (E1) was the amount paid in full, in one case nothing was paid because of underperformance (E2) and for the other two indicators half of the amount was paid because of problems with the setting of targets.

In *Niger*, for the PPARP (2006-2008) the disbursement of tranches for 2007 has been considerably delayed. In 2007, 38% of the variable tranche was paid while the fixed tranche has not been paid because HQs did not consider the progress achieved as sufficient, contrary to the EUD.

3.10.3.1 I-931: Education MTEF or the like operational

As stated in EQ6 under I-622, the existence of an Education Medium Term Expenditure Framework (MTEF) is mentioned for *Namibia*, *Uganda*, *Burkina Faso*, *Tanzania* and its creation has been planned in *Niger*.

- It should be noted that in **Tanzania**, the EC's GBS and SBS are recorded as revenue in the GoT budget. However, as it is not targeted budget support, neither are recorded in the Medium Term Expenditure Framework (MTEF) but are budgeted alongside with GoT's own resources and other GBS contributions.
- The ECA audit also noted that in **Uganda**, the EC provides projections of future GBS disbursements over the three year MTEF period. Estimates are sent in October-November and then revised twice in the period leading up to the finalisation of the annual budget. This ensures that the financial resources from the EC's GBS programmes are fully taken into account in the GOU budget preparation process.
- In **Namibia**, the ESP framework was set out in the strategic plans of two ministries, the Ministry of Higher Education, Training and Employment Creation (MHETEC) and the Ministry of Basic Education, Sports and Culture (MBESC), a Medium Term Expenditure Framework (MTEF) for the implementation period (2003-2007) and sector coordination mechanisms.

However, no explicit information is provided by the ECA reports on whether or not the EC support contributed to make these MTEF operational.

3.10.3.2 I-932: Disbursement and expenditure rates by aid modality and channel

No explicit information is provided in the ECA audits on the disbursement and expenditure rates by aid modality and channel.

3.10.3.3 I-933: Adequate compliance levels by beneficiaries of GBS and SBS with regard to policy triggers and indicators

According to the ECA reports, payment requests have been delayed in *Tanzania*, while payments have been delayed in *Burkina Faso*, *Niger* and *Namibia*.

In *Tanzania*, the results regarding the achievement of target are deteriorating while the progresses achieved are not considered as sufficient by HQs in *Niger*. In *Uganda*, as regards Education Sector Indicators, the progress achieved for the first variable tranche were meeting targets, whereas there were more mitigated for the second tranche.

In **Burkina Faso**, the assessment of payment request for the sector tranches for EFA has been delayed. According to the EUD, one of the reasons were the contradictory instruction on the demonstration of additionality from DG DEV and DG AIDCO.

In **Namibia**, the ESP payments were delayed due to the nature of the disbursement conditions and insufficient progress on implementing the programme. The assessment of whether or not the prior actions have been carried out has proven difficult in practice and led to disputes between the EUD, HQs and the GRN. The new disbursement mechanism which set conditions for partial releases of funds appears not to be appropriate for the ESP financing agreement. As an example, for the release of the 4th tranche, HQs decided to pay 50% of the tranche contrary to the opinion of the EUD and the GRN. The reason was the different interpretation of the achievement of one out of the 20 prior actions. The assessment of the fulfillment of the 5th tranche conditions has also proved difficult with delays of more than nine months from the submission of the request for the release of funds.

Prior to the adoption of the rider, the lack of sufficient progress in implementation of the programme had also led to a partial release of only 50% of the 3rd tranche with the agreement of HQs, EUD and SIDA. Furthermore, the delay incurred by the GRN in presenting the request meant that SIDA could not pay its contribution. As SIDA could not roll its contribution over to the following fiscal year, the GRN lost this € 3.2 million contribution.

Furthermore, there are potential contradictions between the financing agreement and the MoU regarding disbursement conditions. In accordance with the review mechanisms, GRN and donors assess and agree on the achievement of prior actions during the recurrent review meetings. Subsequently, an "aide memoire", signed by the GRN and the EUD is issued and serves as a basis for the GRN to ask for next disbursement and for donors to pay. This procedure, aiming at strengthening alignment and harmonisation of donors' procedures, is at odds with the fact that the final decision on disbursements is

taken in HQs. Whereas for the 4th tranche EC HQs decided to release only 50%, Spain paid its full contribution on the basis of the agreement in the “aide memoire”, thereby undermining the credibility of the EC’s cooperation.

In **Tanzania**, the Government was typically slow to submit payment requests with the necessary information to show that payment conditions had been met to the EUD. The delays were mainly due to the change from the basket funding mechanism to the SBS, the suspension due to the EPA case and administrative delays at DG AIDCO. There was a 3-year delay between the last payment for the basket fund and the first payment for the SBS programme, while payments from GBS programmes continued in the meantime.

According to the ECA report, eight out of the ten indicators of the Education SBS⁹² did not achieve their target for 2008/2009. The number of indicator targets not achieved or partly achieved increased from six to eight between 2007/2008 and 2008/2009, demonstrating a negative trend. The draft Mid Term Review (MTR) came to the conclusion that “SBS is mostly off track, i.e. only a minority of SBS indicators have been globally achieved, many of which are behind schedule, and only in a minority of cases are adequate measures taken when (threatening to go) off track” (Equals “C” rating”).

AIDCO.C approved in December 2009 an amount of € 3.75 million with regard to the variable tranche since the following indicators were either not or only partly fulfilled. The indicators that were partly fulfilled and scored 0.5 were:

- Pupils/ grade A or diploma teachers in primary education (quality in primary)
- Gross enrolment ratio in secondary - Form five to Form 6- (access in secondary education)
- Percent of students passing the Form four examination (CSEE) (quality in secondary)

The following indicators were not fulfilled:

- Reduction of cross-district disparities in pupils/teacher ratio in primary education (quality and spatial equity in primary)
- Pupils/textbook in primary schools (quality in primary)
- Percent of girls passing Primary School Leavers’ exam (gender equity in primary)
- Public expenditure on education as a percentage of total expenditure (Financing)
- % of LGAs awarded clean audits by the National Audit Office (Decentralisation and accountability).

According to the ECA report, the comparison between the fulfillment of the indicators for the last flexible tranche and the previous shows that number of targets achieved decreased from five to three, the number of targets partly achieved increased by one and the targets not achieved increased from four to 5. This shows that the results are not improving.

In **Uganda**, as regards Education Sector Indicators, for the first variable tranche, all four education indicators were considered by both the GoU and the EC to have been met, in three of the four cases with much larger margins than would normally be expected. The EUD did not seek policy/operational explanations from the GoU concerning this, nor did it question the reliability of the statistics. It did, however, propose to address issues relating to baseline data and related targets in sector dialogue and to discuss capacity building to support the Education Management Information System (EMIS). The audit noted the following points:

- for E1 concerning primary school enrolment an outcome of 95% was recorded in 2004-5 compared with target of 90.3%. This represents an increase of 6.3 percentage points on the baseline compared with the 1.6 percentage points targeted. The GoU did not make any observations on this result, either to explain the good performance or to comment on the data reliability. The EUD also did not address these issues, merely noting that ‘the target was comfortably met’;
- for E2 – “Completion Rate – P7” the GoU reported a 63% completion rate which exactly met the target. The GoU acknowledged that the figure of 63% had been based on population projections going back to the 1991 census and that using the more recent 2002 census, which showed previous population figures were underestimated, the completion rate was much lower at just 51%. It nevertheless argued that as the target was also based on the 1991 census, the full

⁹² sector support programme “Support to Education Sector Reform”

payment should be made and the EC accepted this approach. This case illustrates the fragility of performance indicators based on population projections;

- for E3 – “Competency in Numeracy and Literacy” the target was very comfortably achieved, 31.5% being reported against a target of 25%, an increase of 10,5 percentage points compared to the four percentage point target. Again, neither the GoU nor the EC commented on how this high level of performance was achieved;
- for E4 concerning secondary school enrolment, only half of the schools reported data. According to the GoU the data returned showed an enrolment rate of 23% and that, if extrapolated to the non-reporting schools, would mean an enrolment rate of 40% compared with a target of 23% and a baseline of 22%. The EUD concluded that the target ‘seems to have been unrealistically low’ but had to pay the full amount given that the target had been achieved.

Regarding the second tranche, for only one education indicator (E1) was the amount paid in full, in one case nothing was paid because of underperformance (E2) and for the other two indicators half of the amount was paid because of problems with the setting of targets. In fact there were issues in relation to each target:

- for E1 concerning primary school enrolment, given that the target for 2004-2005 had been so comfortably exceeded (95% compared to 90.3%) it might have been expected that the 2005-2006 target would have been increased from 90.6% which represented only a marginal increase from 2004-2005. The target was not changed and in fact performance fell back from 95% to 91.7%. No reason for this reduced performance was given;
- for E2, “Completion Rate – P7” a new target rate of 50% was introduced by the GoU and agreed to by the EUD which was actually below the reported 51% achieved in 2004-2005. Nevertheless the 2005-2006 outcome was still below the new target at 48%. This result is in line with widespread concerns over the quality of primary education in Uganda since the establishment of Universal Primary Education. In this case the GoU provided only a very brief commentary on the reasons for not achieving the target. The EUD stated that this issue had been subject to substantial dialogue between it and other development partners and the GoU.
- for E3, “Competency in Literacy and Numeracy”, no target was set for 2005-2006. The outcome showed a very marginal improvement from 31.5% to 32%. Despite the absence of a target and no explanation for this, the GoU and the EUD proposed full disbursement for this indicator. The EC headquarters decided on half the amount being paid, reasoning that there was “positive progress” on the one hand while pointing out on the other hand that without a target it could not be said that it had been achieved.
- for E4 on secondary school enrolment, the reported level was 22% compared with the target of 25% and the estimated level of the previous year of 40%. Nevertheless the EUD proposed along with the GoU to pay the amount in full while the EC headquarters again decided to pay half the amount on the basis that there was “some progress over the baseline” of 18% in 2003-2004.

In **Niger**, as stated above, the payment of variable tranches of the PPARP (2006-2008) « Education » component has been linked to eight indicators. Apart from the indicator E1, no performance indicator has reached the expected objective. As a result, the fixed tranche "Education" in 2007 has not been paid and only 37% (€ 12.12 million) of the maximum amount of the education component (€ 33 million) was finally disbursed under this programme. For the payment of the variable tranche in 2006, the education indicator E1 has been cancelled out for scheduling reasons and replaced by an operational action plan linked to the MTEF and detailing the activities and measures to be taken during the 2005-2006 school year validated by the MoE and the DP during the joint review in September 2005. For the payment of the variable tranche in 2007, the target (i.e. the rate of execution of 2005 budget of MoE stated on 30/06/2006 is higher or equal to the average execution rate of total national budget) was considered to be met, as the execution rate of the MoE was 89.8 % compared to 74.86 % at the level of the state.

As regards variable tranches, the performance is evaluated on the basis of a documented note showing the results obtained regarding indicators and measures, that includes comments explaining why a result was not obtained and the measures taken to reverse the trend. The performance in the education sector is also monitored in a comprehensive manner at the level of the fixed tranche “Education”. This evaluation is based on a joint assessment made by the Government and the DP during sector reviews.

For the PPARP (2006-2008) the disbursement of tranches for 2007 has been considerably delayed (payment in May 2008) given the difficulty of establishing objective judgments on the basis of the "Education" review and given the complexity of the situation of this sector. In 2007, 38% of the variable

tranche was paid while the fixed tranche has not been paid because HQs did not consider the progress achieved as sufficient, contrary to the EUD. To avoid this situation in the future, AIDCO considered imperative that following each review, the EUD and other donors adopt a clearer position towards the government by contributing to the conclusion (positive or negative) of this review.

3.10.4 JC94: EC's contribution to the FTI provides added value to EC support at country level

Summary of ECA findings related to JC94

Only little information is provided by the ECA reports on whether the EC contribution to the FTI provides added value to EC support at country level. While *Burkina Faso* and *Niger* are benefitting from the EFA-FTI, the funding request has not been successful for *Liberia*.

In *Niger* and *Burkina Faso*, during the mid-term review of the 9th EDF Country Strategy (CSP 2001-2007), the EC and the NAO have decided in 2004 to give a fundamental place to accelerating universal primary education through a non focal sector "Education for all" programme with a budget of € 15 million for the period 2006-2008. This decision was taken based on a resolution of the Council to include in the mid-term review of the 9th EDF the new commitments in education including the support to the EFA-FTI initiative. The Commission had decided that this support could be provided directly to countries which had made an application for funding under this initiative (including those two countries).

While *Liberia* was endorsed as a partner by the FTI in 2007, its application for support from the CF was rejected, partly due to shortcomings, such as lack of capacity to effectively plan and manage the sub-sector and fiduciary risk, in the sub-sector programme transmitted with the application submitted on the basis of the LPERP. It was expected to submit a new application in March 2010 based on the ESP with a decision by FTI on CF financial support expected in May 2010.

The Education for All – Fast-track Initiative (FTI) is a global partnership between donor and developing countries to speed the progress towards the MDG of universal primary education by 2015. All lower-income countries which show serious commitment to achieve universal primary completion can receive support from F.T.I. While *Burkina Faso* and *Niger* are benefitting from the EFA-FTI, the funding request has not been successful for *Liberia*.

- In 2009, *Burkina Faso* has been admitted to the Education for All – Fast Track Initiative (EFA-FTI) for a total of USD 102 million to implement in the context of a sector budget support over the period 2009-2011 managed by the World Bank (WB). An initial grant of USD 22 million had been paid late June 2009. The EFA-FTI initiative is primarily funded by a Catalytic Fund to which the EC has been involved so far with an amount of € 85 million.
- *Niger* has been introduced in 2003 to the EFA-FTI for a total of USD 16 million to be implemented through a sector budget support managed by the World Bank (WB). An amount of USD eight million has been disbursed between 2005 and 2008 under Phase I of PDDE. The remaining USD eight million should finance, in 2010, the activities of the PDDE from 2009-2010. The EFA-FTI is funded primarily by a Catalytic Fund to which the EC participated so far with € 85 million.
- The *Liberia* Primary Education Recovery Programme (LPERP) met the requirements for admission to the EFA FTI Partnership. However, the funding request to the Catalytic Fund (CF) Committee in May 2007 was not successful. The Education Sector Plan (ESP) builds on and expands the work completed under the LPERP. The ESP has recently been appraised by the DPs in the education sector and covers all subsectors and will be the basis for the GoL's application to the FTI's Catalytic Fund and any future sector wide interventions. The ESP sets priorities, identifies funding gaps and provides different scenarios for the sector.

Regular Education Donors Meetings, organized by UNICEF, allow DPs to share information about each other's activities in the sector (e.g. the elaboration of a donor matrix). Recently the DPs have made a coordinated effort to assist the GoL in its application for CF support, for instance through the joint ESP appraisal and subsequent revisions. The GoL's new FTI application was supposed to be submitted in March 2010.

3.10.4.1 I-941: FTI improves partner country preparedness for EC sector support including SBS

In *Niger* and *Burkina Faso*, during the mid-term review of the 9th EDF Country Strategy (CSP 2001-2007), the EC and the NAO have decided in 2004 to give a fundamental place to accelerating universal primary education through a non focal sector "Education for all" programme with a budget of € 15 million for the period 2006-2008. This decision was taken based on a resolution of the Council to include in the mid-term review of the 9th EDF the new commitments in education including the support to the EFA-FTI

initiative. The EC had decided that this support could be provided directly to countries which had made an application for funding under this initiative (including those two countries).

Burkina Faso was beneficiary of the PDDEB until 2008 in the sector of basic education (primary education and literacy). With the implementation of the educational reform and the EPT-FTI contract, Burkina benefits since 2008 from a second phase of PDDEB including pre-primary and secondary educations. The support corresponding to the sectoral tranche for education EFA included a set of measures particularly to enable the GBF to adapt the goals of PDDEB to the EFA-FTI goals, which should materialise in a second phase of PPDEB, and to improve the steering of PDDEB.

The PDDEB Phase II was adopted with delay in October 2007. It includes the technical and financial scenario of education reform as well as the financial cost and the funding gap (amounting € 141.5 million, which contributed to justify the aid request to the EFA-FTI initiative).

3.10.4.2 I-942: Level of regular consultations between EUD staff and FTI on sector support issues including SBS

3.10.4.3 I-943: EUD consults EC HQ on results of FTI country appraisal undertaken

No information is provided by the ECA reports regarding these indicators.

3.10.5 JC95: EC support to development banks provides added value to EC support to education at country level

Summary of ECA findings related to JC95

No information is provided by the ECA reports regarding the EC support to development banks provides added value to EC support to education at country level.

3.10.5.1 I-951: Level of regular consultations between EUD staff and Development Banks/UN bodies on co-operation and co-ordination (general and programme-specific, if relevant)

No information is provided by the ECA reports regarding the level of regular consultations between EUD staff and Development Banks/UN bodies on co-operation and co-ordination.

3.11 Conclusions

The findings from the ECA reports have been synthesised around the following issues of special interest:

3.11.1 Trends in choice of education indicators (quantity versus quality)

As regards quantity indicators, in most countries analysed enrolment and completion rates have been selected as indicators in EC support to education at sector or general budget support level. The Transition Rate from Primary to Lower and Upper Secondary constitutes one of the performance targets of EC programmes in *Tanzania*. In *Liberia*, the transition rate to lower and upper secondary has been selected as one of the performance indicators for basic education. In *Uganda*, the 9th EDF GBS programme contains four education indicators which correspond to priority areas for the EC and are directly linked to MDGs, except E4 – “Gross Secondary Enrolment Ratio”. In *Burkina Faso*, 23 indicators in the Framework of the Budget Support for Poverty Reduction (ABRP 2005-2008) concern basic education. According to the ECA audit, these indicators allow for a quantitative monitoring regarding access to primary education and reduction of gender disparities. Nevertheless, they are insufficient to perform a monitoring of education quality, in particular regarding the transition to secondary education. In *Namibia*, it is difficult to assess to what extent the EC support has been affecting the quality and efficiency of the education sector. The data, when available, shows mixed results as regards the performance compared to the targets set.

In most countries analysed, the quality of learning and teaching suffers from an inadequate of human and material resources, such as qualified teachers, learning materials, textbooks and school structures. In *Niger*, *Namibia* and *Tanzania*, the government has elaborated strategies aiming at reinforcing the quality of education. In *Niger*, the PDDE elaborated by the Government, includes a quality component and constitutes a global framework for interventions of all DP in the education sector. In *Tanzania*, quality in primary and secondary education is included in the operational targets of the National Strategy for Growth and Reduction of Poverty. In *Namibia*, the ETSIP adopted by the government constitutes a 15 year strategic plan aiming at strengthening the quality of education. In those countries, as well as in *Burkina Faso*, *Liberia* and *Uganda*, EC programmes are also supporting the improvement of education quality at

all levels. The Souteba programme (Niger) and the EQUIP project (Tanzania) have contributed to improve the quality of education in their area of interventions. While the global impact of PASEB (*Burkina Faso*) is assessed as positive, the available data shows mixed performance and few observed changes on education outcomes including quality can be attributed (even partially) to ECSEL (Liberia), due to the considerable delays of the project. The GBS PPARP (*Niger*) and the SBS “Support to the Education Sector Reform” (*Tanzania*) include targeted indicators related to quality.

It is worth mentioning the use of joint performance matrix’ using education sector related indicators. These matrixes are quoted in the report of *Niger* and *Uganda* (the Joint Assessment Framework, see I-822).

3.11.2 Appropriateness of selection of aid modality through assessing selection based on relevant guidelines

According to the ECA reports, the situation in *Liberia*, *Namibia*, *Burkina Faso* and *Tanzania* have been taken into account during the drafting of the CSPs or other EC strategies in support of education. For *Niger*, an alignment of EC support to national priorities can be seen only for the support given under the 9th EDF. As education support in the 10th EDF has been reduced, issues such as “gender” and “demographic growth” which are of increasing importance for Niger, have not been addressed, according to the ECA report. In the case of *Uganda*, the EC has aligned on the reform programme of *Uganda* (MKUKUTA) which, according to the ECA report, does not have clearly defined priorities. Also, the ECA report of *Uganda* raises some doubts that EC funds within the GBS are distributed according on the needs of the country.

While the choice of aid modality in *Tanzania*, *Liberia* und *Namibia* has been made according to programming guidelines and the Cotonou Agreement criteria, *Burkina Faso* and *Niger* benefit from an exceptional financing mechanism⁹³, that has not been justified by any comprehensive evaluation or any assessment of PFM in the education sector, although there are significant risks in both countries. The EC support to *Uganda* has been provided through GBS modality under the 9th and the 10th EDF. Under the 10th EDF, *Uganda*, *Burkina Faso* and *Tanzania* are the only countries analysed that have signed an ‘MDG Contract’.

In *Tanzania*, the choice of SBS as aid modality was made largely in accordance with the programming guidelines and the fulfillment of the Cotonou criteria for Budget Support, although the credibility of the PFM reform during the implementation period of the Education SBS could be questioned. The EC’s decision to sign an MDG-Contract was to a great extent driven by policy preferences for the budget support modality and the disbursement performance of previous GBS programmes in *Tanzania*.

In *Liberia*, the decision not to apply an SBS modality for the implementation of ECSEL in 2006 was based on an analysis in accordance with the programming guidelines, which established that *Liberia* did not meet all the eligibility criteria for budget support, since a comprehensive sector policy was not yet established and fiscal/financial management was deemed inadequate. According to ECA, the EC decision on the BSMS adopted in 2009 did not primarily reflect a concern for the effectiveness of the assistance provided to the social sectors but broader political and developmental concerns. The assessment of GoL’s eligibility was unusually fast-tracked, giving insufficient time to duly complete a financing agreement (with pertinent performance indicators for education). The application of GBS required an ad hoc review of the CSP which was undertaken with reference to article 5(2) of the Cotonou Agreement. As there was no emergency or acute humanitarian crisis in *Liberia* at the time, it is, according to ECA, not evident that the application of article 5(2) was pertinent in this case. The submission of the amendment of the CSP and the BSMS decision to the EDF committee triggered negative reactions from some Member States.

In *Namibia*, the sector budget support modality for the ESP was found to have been applied in accordance with programming guidelines for Support to Sector Programmes of July 2007⁹⁴ and the criteria in the Cotonou Agreement’s article 61.2⁹⁵. The government’s PFM system is deemed to be robust and current practices ensure that the Ministry of Education benefits directly from the budget support.

⁹³ The financial mechanism adopted is a sector allocation within the general budget support, that *Burkina Faso* and *Niger* are the only countries to benefit from.

⁹⁴ Support to Sector Programmes – Covering the three financing modalities: Sector Budget Support, Pool Funding and EC project procedures, Short Version, July 2007, European Commission.

⁹⁵ (a) Public expenditure management is sufficiently transparent, accountable and effective; (b) well defined macroeconomic or sectoral policies established by the country itself and agreed to by its main donors are in place; and (c) public procurement is open and transparent.

In *Burkina Faso* and *Niger*, the inclusion of a education sector allocation in the mid-term review of the 9th EDF was not the result of a request from the Governments and / or analysis of the EUD. It has mainly been motivated by the existence of EFA-FTI funding and political commitment. The EC did not conduct any comprehensive assessment of whether the choice of sector support was appropriate nor on management of public finances in the sector. The decision to no longer use the sectoral support and the potential benefits of general budget support compared to sector support for education has not been justified in the documents of the 10th EDF programming.

In *Uganda* for the 9th EDF GBS programme (2004/2005 – 2006/2007), € 87 million was committed for financial transfers which represented approximately 35% of Uganda's original CSP allocation. However, no explanation was given of how the amount allocated related to country needs and the expected risks and rewards of the GBS intervention. For the 10th EDF GBS programme to be implemented through the MDG Contract instrument covering six years, € 175 million was committed, which represented 40% of the CSP allocation, but the 2008-2013 CSP does not explain how the amount of the GBS resources was decided upon.

It is noteworthy that three of the countries analysed, i.e. *Uganda*, *Burkina Faso* and *Tanzania*, have signed MDG contracts and thus show a commitment to monitoring and achieving the MDGs.

3.11.3 Achievement of education sector outcomes, related to targets of education indicators measured by full or partial disbursement

The level of compliance by beneficiaries of GBS and SBS with regard to policy triggers and indicators varies a lot between the countries analysed.

- In *Tanzania*, the Government was typically slow to submit payment requests with the necessary information to show that payment conditions had been met to the EUD. For the Education SBS, eight out of the ten indicators did not achieve their target for 2008/2009, which demonstrated a negative trend in comparison with 2007/2008.
- In *Uganda*, as regards Education Sector Indicators, for the first variable tranche, all four education indicators were considered by both the GoU and the EC to have been met. Regarding the second tranche, for only one education indicator (E1) was the amount paid in full, in one case nothing was paid because of underperformance (E2) and for the other two indicators half of the amount was paid because of problems with the setting of targets.
- In *Niger*, for the PPARP (2006-2008) the disbursement of tranches for 2007 has been considerably delayed. In 2007, 38% of the variable tranche was paid while the fixed tranche has not been paid because HQs did not consider the progress achieved as sufficient, contrary to the EUD.

Although the ECA reports do not provide a lot of information on the actual percentage of EC aid disbursement to education released according to agreed schedules in annual or multi-year frameworks, in two cases, ample discussion of budget releases in their relation to accountability and predictability exists.

- In the case of *Namibia*, the ECA report asserts that the model of variable tranche releases based on measurable outcome indicators was generally appropriate in terms of accountability, but that in the implementation, it lead to complications and delays.
- In the case of *Uganda*, the authors of the reports argue that the system of variable tranches reduced predictability of funding under the 9th EDF, but that this was justified in light of the need for accountability as well as predictability. Interestingly, in both countries, one of the reasons for delays in payments lay in a late submission of payment requests by the respective government.

Under the 10th EDF, *Uganda*, *Burkina Faso* and *Tanzania* are MDG contract countries. This means that funds are provided on a more predictable basis over the whole of the programming cycle, to the benefit of the partner country in terms of budgetary planning.

In terms of alignment with the partner country's fiscal cycle, only the ECA report for *Uganda* clearly presented the situation, revealing how under the 10th EDF, such an alignment is assured and predictability over the cycle of the three year MTEF is increased.

Despite the valuable findings on a few countries relating to indicators for this judgment criterion, there is not sufficient evidence to point out any overarching trends based on ECA reports alone.

3.11.4 Capacity development efforts and their results, e.g. related to education statistics, sector monitoring, Education Sector Plans, EMIS, FMIS - PFM

In most countries analysed, the EC support to education contains capacity building and institutional support to the national ministries and trainings for local staff. However, most of the time the capacity building programmes planned have not been implemented (in *Liberia*, *Burkina Faso* and *Tanzania*), mostly due to delays and tendering problems.

The best results seem to have been achieved in *Uganda*, where the ECA report concludes that the EC's procurement capacity support building project has made a useful contribution to improving procurement practices. As well as helping the PPDA develop procurement guidelines and documentation for local authorities, it has also provided training and equipment to the local authorities themselves.

On the other end, in *Liberia*, the restructuring of the MoE originally foreseen within the framework of the EC Support to Education in Liberia (ECSEL) is deemed to be too sensitive for any progress to be made. In *Burkina Faso*, the institutional support to the Ministry of Basic Education that had been planned has not been implemented because of the great number and complexity of eligible actions and number of delays.

In *Tanzania*, an institution building component has been introduced to complement the Education Sector Reform Programme 2006-2010 (9th EDF) divided in three axes: (i) supporting the development of an effective Education Sector Management Information System, (ii) supporting the development of education NGOs capacity, and (iii) providing major education actors with specific expertise in planning and budgetary process at central and local level. However, the technical assistance provided to support planning, monitoring, the budgeting process and financial management in the education sector was, according to ECA not realised due to tendering problems and the ministry's reluctance to ask for technical assistance.

In *Namibia*, the Institutional and Capacity Building Support Facility created to strengthen the insufficient institutional capacity and lack of qualified staff in the MoE has not been used strategically to create capacity in the MoE but it has mainly focused on the procurement of TA on an "ad hoc" basis. As a consequence TA (consultants) leaves with the "capacity" once the contracts are finished. Furthermore, the procurement of TA was subject to delays and/or faced lack of funds and MoE capacity developments efforts are affected by high staff turnover, which has slowed down implementation.

The existence of an Education Medium Term Expenditure Framework (MTEF) is mentioned for *Namibia*, *Uganda*, *Burkina Faso*, *Tanzania* and its creation has been planned in *Niger*. However, no explicit information is provided by the ECA reports on whether or not the EC support contributed to make these MTEF operational.

3.11.5 EC's role in education sector and broader policy dialogue

The ECA reports are explicitly analysing the EUD's participation in education policy dialogue in *Tanzania*, *Liberia*, *Uganda*, *Namibia* and *Burkina Faso*.

In *Tanzania*, the overall education policy dialogue structure for DPs and the government is well established and demonstrates political leadership and ownership by the GoT. In 2009, the Troika⁹⁶ met the Permanent Secretary (PS) of the MoEVT twice, which was not the case in previous years. Joint annual sector reviews take place and are attended by high level GoT officials, DPs and CSOs and feed into the JESR process.

However, the EUD actively maintained an education policy dialogue with the GoT only during the first half of the implementation period for the Education SBS. According to the programming guidelines on education, EC support should focus on a limited number of priorities based on the country's most urgent needs, and these priorities should determine the focus of the policy dialogue. This dialogue is considered essential in the preparatory phase but also during the implementation phase to assist the beneficiary government in properly carrying out the planned policies, measures and reforms.

During the 2007 chairmanship of the Education DPG, the EUD's education programme officer had more influence on the GoT's education policy, thanks to this position, than she would have had if the EC was just one of the DPs supporting education through the Education SBS. Until her departure she was part of the Education Troika and still involved in dialogue with the GoT and other DPs. After the departure of the education programme officer, the EUD did not take part in the regular Education DPG meetings or the annual JESRs but maintained informal contacts with the DFID representative.

⁹⁶ The outgoing, incoming and current chair of the Education DPG

According to ECA, the MoU with DFID signed in October 2009 is not in line with the guidelines for SBS (July 2007), which states that “policy dialogue cannot be contracted out”. The EC is however of the opinion that the sub-delegation of dialogue to DFID would be sufficient and in line with its policy. The SBS guidelines make no reference to the “EU Code of Conduct on complementarity and Division of Labour (DoL) in Development policy “of May 2007 or the possibility of sub delegating dialogue to EU Member State DPs.

Until September 2008, the policy dialogue focused on education indicators and outcomes. According to the former education programme officer, the sector dialogue remained at technical level and discussions were process- oriented. The discussions concerned sector-related issues such as sector reviews, performance reports and more generally monitoring and sector Performance Assessment Framework (PAF) and the design of a sector strategy. Education challenges were addressed more at a thematic working group level. It was more difficult to implement corrective actions since a top- down approach would have been necessary but simply was not possible due to insufficient ability or willingness at political level.

Representatives of education sector NSAs/CSOs interviewed during the audit mission complained that consultations with government were often announced just one day before meetings were to take place, which made it very difficult to prepare properly.

In this context, it should be noted that one of the ongoing activities of the MDG contract (10th EDF) will be policy dialogue with GoT around the underlying principles of the GBS Partnership Framework Memorandum, domestic accountability, the PAF, the implementation of the PFM Reform Programme and the main objectives/outputs of the MKUKUTA and its successor programme.

In *Liberia*, there was a one year gap in the EC’s presence in the education sector on the ground from August 2007, which was only partially compensated by back-stopping missions from EC headquarters. Since the arrival of the Contract Agent in September 2008, the EUD has taken part in a joint DP coordinated dialogue with GoL, currently revolving around the completion of the ESP. Since September 2008, the EUD has been active in four forums established to maintain policy dialogue with the Ministry of Education. Discussions with the GoL and the DPs on the sector priorities were carried out in the inception phase of ECSEL (March – April 2009) and in the first ECSEL steering committee meeting (June 2009).

In *Uganda*, in the education sector, the EUD has regularly participated in the Education Donors Group which meets monthly and generally attended by 8-15 donor agency staff. The local agent in the economic and social affairs section has traditionally represented the EUD. Since her arrival in mid-2008 an expatriate contract agent has also participated in the meetings. Based on the minutes available, according to the ECA report, the EC’s contribution has been quite limited but it has increased in 2009 mainly because of its involvement in the work on health and education indicators for the JAF. The local agent for education has also normally attended the higher level Education Sector Consultative Committee, a joint GoU – donor group, which meets every 2-3 months with typically approximately 40 people attending. From the minutes available to ECA, the EUD has had little input into this forum, partly reflecting the fact that education is not a focal sector for the EC as well as the large number of persons present at these meetings. The main feedback on GBS contained in 2007 Joint Annual Review is that *“the GBS operation has continued to provide a credible platform for a constructive dialogue between the EUD and the Government services, as well as with other Development Partners active in this field”*. According to the ECA report, this overstates the contribution of GBS to promoting dialogue because, while a significant channel, it is by no means the only one: in particular there is the Article 8 Dialogue, the Local Development Partners Group framework for all donors, and the leading role played by the EC in the sectoral dialogue in its two focal sectors. The ECA report noted that the EUD has not made full use of the opportunities for dialogue presented by GBS, largely because of limited staff resources.

In *Namibia*, the policy dialogue has not yet reached its full potential. Policy dialogue between GRN and the EUD takes place through existing instruments laid down by the GRN and the donors active in the education sector, such as the technical and annual reviews and bi-monthly meetings. In practice, the policy dialogue between GRN and the EUD has been closely tied to the review process. The delays and rather erratic review process, as well as its focus on specific prior actions, have not been conducive to a more strategic sector policy dialogue. The problems related to the release of annual tranches and the lack of an effective monitoring system has also limited the quality of the policy dialogue.

The EUD is trying to enhance its dialogue with the GRN in the framework of the ESPSP formulation under the 10th EDF by seeking ways for ETSIP to better align with EFA and MDG2 goals, and focusing more on equity issues and primary education. One of the main challenges for the EUD is to convince the GRN to focus more on equity aspects (e.g. to provide true free schooling).

In *Burkina Faso*, the EUD is a member of various coordination authorities between the GBF and the DP facilitating discussion at all levels (global and sectoral). Thus, the EUD is involved in the general

framework for budget support (CGAB), which structures the relations between the DP and the GBF in the implementation of the PRSP. There are six sectoral and thematic committees (CST) - among which one is specifically focused on education- in the CGAB, in which the DPs are observers. Since 2002, the EUD is one of the 13 DP supporting, in consultation, the implementation of the PDDEB. This framework provides a clear timetable for consultations and discussions to monitor the implementation of annual action plans of the PDDEB. In this capacity, the EUD participates in reviews (common monitoring missions) and meetings between DP and GBF (quarterly meetings and technical meetings, particularly the thematic steering group) as well as in the coordination mechanisms / regular meetings of the education DP.

Non State Actors are also strongly involved in political dialogue (they are part of the partnership framework for Education) as well as in the implementation of activities funded by the government; in particular in the field of literacy.

3.11.6 Timeliness and quality of monitoring efforts, including actions in case of problems

The effectiveness of the EUD management and monitoring has been assessed by the ECA audits in Tanzania, Niger, Namibia, Liberia and Burkina Faso:

- In *Tanzania*, outcome indicators are assessed by the DPs in the Education DPG and through annual sector performance reviews. The EUD did not take part in this process for 2008 and 2009.

Up to September 2008 the EUD actively monitored education outcomes. As the chair person of the Education DPG and as a member of its troika, the Delegation had significant influence on the education sector through the participation of the former education programme officer. Until the signature of the MoU with DFID in October 2009 limited work was done by the Delegation in this respect.

Until September 2008 the EUD actively tested the reliability of the statistics and indicators. The results of a contract with UNESCO to improve the ESMIS system were only partly used after the departure of the education programme officer, as a substantive follow-up of the project was no longer possible. A contract agent recently recruited by the Delegation to carry out poverty monitoring is now responsible for the monitoring of the project.

In the past, the EUD took direct action when education outcomes were deemed not to be on track. This was mainly possible because the former education programme officer was an active and leading member of the Education DPG.

- In *Namibia*, the progress reports provided by the Ministry of Education to ECA did not provide the information needed to monitor education outcomes and review meetings are still focused on progress for prior actions and processes. Also, the different results frameworks for ETSIP and the ESP financing agreement do not allow for a strategic analysis of the education sector progress and the Ministry's reporting on ETSIP is not aligned with the ESP framework. It was also found by ECA that the EMIS, which serves as a basis for GRN's reporting, has in itself some shortcomings. Quality assurance reviews of the progress reports, annual implementation support missions and procurement audits, foreseen in the financing agreement, have not been carried out. The EUD provided support to improve the performance of the National Institute for Statistics and education statistics are considered by the EEP and other TFP as good. However, the EEP has no further information about the reliability of data used.
- In *Liberia*, the EUD had timely and relevant information available to measure outputs and monitor outcomes, including quarterly reports and the June 2009 report containing the situation analysis and the ECSEL inception report. It has mainly monitored education outcomes through the coordinated efforts of the DPs in the education sector where UNICEF is currently the lead DP, while focusing its own efforts on the operational aspects of ECSEL. The Delegation has not applied any methods to test the reliability of official education statistics.

Between August 2007 and September 2008, the EUD did not have an officer dedicated to monitor the ongoing ECSEL project. Since then a full time CA has been assigned to the task. Support from HQ (AIDCO's thematic unit) was regular and included missions until the end of 2008, while there was a lapse in the support in 2009. The ROM mission in September 2009 provided a clear assessment of the state of implementation of ECSEL, but it was carried out too late to function as a corrective, early warning mechanism.

Due to the lack of staff the EUD was unable to follow-up on the many pending tasks related to ECSEL between August 2007 and September 2008, which was the main reason for the project's delay. Despite interventions from the highest management level, the Commission was unable to

respond to the staff needs in time to keep the project on track. Both a dedicated Delegation CA and the long term TA are now in place to ensure the day-to-day management of ESCEL. The EUD conducts its policy dialogue through active participation in three different DP/GoL forums and has contributed through discussions in the inception phase for ECSEL and in the appraisal of the ESP.

- In *Niger*, the EUD has information to measure the achievements and track results. However, its availability is late and its quality is often inadequate. The EUD does not have any monitoring document resuming its strategy, objectives, activities and expected outcomes in education.
- In *Burkina Faso*, the EUD has information to measure achievements and track results. However, the provision of timely and quality information is often insufficient.

The monitoring of results is done by indicators that are not always updated after revisions of the PRSP or PPDEB. The cost of monitoring, the number of structures for dialogue and the diversity of financing instruments remain important. The EUD does not have any synthesis document allowing an internal and structured monitoring of indicators, activities and expected results in basic education.

The education statistics are considered by the EUD and other DPs as good although some inconsistencies exist in the data produced by the Ministry of Basic Education. It should be noted that the indicators of access to primary education are being revised downwards based on data from Census 2006 population.

- In *Niger* and in *Burkina Faso*, the cooperation strategy of the EC fits into the Poverty Reduction Strategies of the countries, mainly via Budget Support. Budget support is monitored by the implementation of a matrix of performance indicators. According to ECA, the indicators used for the 9th EDF constitute a good basis for the monitoring of the basic education sector in terms of access but are inadequate for the monitoring the quality of education and reduction of disparities. Under the 10th EDF, the number of indicators is judged as insufficient to ensure disbursement linked to progress in the sector, which should be compensated that through dialogue on the basis of indicators from sector plans. Nevertheless, the EC has no specific guidelines regarding the scope of sectoral dialogue in General Budget Support.

4 Annex 5: Focus Group Analysis (Results of video-conferences with a sample of EU Delegations)

List of abbreviations

ACP	African, Caribbean and Pacific Group of States
ADB	Asian Development Bank
CBO	Community-based Organisation
CPI	Corruption Perception Index
D&D	de-concentration and decentralisation
DANIDA	Danish Agency for International Development
DCI	Development Cooperation Instrument
DfID	UK Department for International Development
DoL	Division of labour meeting
DP	Development Partner
DPAC	Development Partner Advisory Committee
EC	European Commission
ERFKE	Education Reform for the Knowledge Economy
ESWG	Education Sector Working Group
EU	European Union
EUD	European Union Delegation
GBS	General Budget Support
GEQIP	General Education Quality Improvement Programme
HRDP2	Human Resources Development Programme 2
ICT	Information and Communication Technologies
IDB	Inter-American Development Bank
MDG	Millennium Development Goals
MoE	Ministry of Education
MoF	Ministry of Finance
MS	Member State
NGO	Non-Governmental Organisation
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
PBS	Protectoral of Basic Service Delivery System (multi- donor trust fund in Ethiopia)
PEFA	Primary Education for All
PETS	Public Expenditure Tracking Surveys
PFM	Public Finance Management
PNG	Papua New Guinea
PRSP	Poverty Reduction Strategy Paper
SBS	Sector Budget Support
SIDA	Swedish International Development Cooperation Agency
SSP	Sector Support Programme
TA	Technical Assistance
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund

4.1 Introduction

4.1.1 Purpose and objectives

In order to further strengthen the evidence base for the evaluation (i.e. beyond the desk study and the country visits), three video conferences have been organised with a number of selected EU Delegations (EUDs), each of which formed a focus group. Facilities available at EuropeAid premises in Brussels were used. The *specific purpose of focus groups* was to cross-check evaluation findings and conclusions on selected topics.

Main research question

The purpose of the sessions was to get a clear appreciation / assessment from the target groups on how they perceive successes and, possibly, failures of EC support to education in their respective country, as well as the changes it may have brought about or supported. Thus the main research question was as follows:

- To what extent has EC support to education, direct or indirect (e.g. through General Budget Support (GBS)), contributed to improving education sector outcomes and impacts in the country?

Answers to this question were obtained through a sequence of questions that the groups were asked to discuss. The main issues were the following:

1. Access issues
2. Service delivery, transparency and accountability
3. Coordination, complementarity and synergy
4. Aid modalities

Generally speaking, the interviews had the following characteristics:

- Emphasis was on obtaining feedback on processes and developments/trends over the evaluation period 2000-2007, as identified in the Desk Report and during the field visits;
- A selection of Evaluation Questions and Judgement Criteria were tackled;
- Questions were open-ended, not pre-empting judgements. Their selection however was based on findings and preliminary conclusions arrived at thus far.

A focus group protocol is annexed.

4.1.2 Methodology

4.1.2.1 Target groups

The target groups are representatives of the following:

- Delegation staff dealing with education and/or
- Delegation staff dealing with GBS

A maximum of two staff members per EUD participated.

Initial information on the technical limitations of the system suggested that only three EUDs could be invited for each session. Further research revealed that it is possible to add many more. So the initial idea of having a maximum of 3-4 conferences with three participating EUDs was adjusted to the following: three conferences with a maximum of about five participating EUDs. This was supposed to improve the likely number of EUDs interviewed to about 15.

Each session was intended to last no longer than two hours. Time differences between the various time zones of where the EUDs are located were considered in the composition of the groups. Based on a rapid analysis of the portfolio (based on inventory data produced by the evaluation), the evaluation team suggested conferences with the following countries:

Table 31: Countries suggested for the video-conference

ACP	ASIA	ENP - MEDA	ENP – TACIS	LATIN AMERICA
Madagascar (GBS mainly)	Cambodia (mix of modalities)	Jordan (Sector Budget Support (SBS))		El Salvador (secondary education, sector support)
Kenya (GBS mainly)	Myanmar (support via UNICEF, starting end of evaluation period)	Morocco (sector support, basic education)		Ecuador (main support after 2007)
Zambia (SBS)*				Paraguay (main support after 2007)
Fiji (SBS)				
Ethiopia (GBS mainly)				
Papua New Guinea (sector support, projects)				
Zimbabwe (Education Transition Programme)				
Somalia (projects, sector support under way)				

* Millennium Development Goals (MDG) contract country

Countries marked in grey: could not participate in the focus group, due to time constraints

Overall, 12 EUDs participated out of a total of 15 who had been invited to participate.

4.1.2.2 Composition of the focus groups

Two hours were set aside for each conference. EUDs were invited by EuropeAid Headquarter in Brussels which provided the conference rooms and technical support for all participants and organisers. Considering time differences and in order to try and establish a suitable mix, the video-conference groups were finally composed as follows:

Table 32: Final composition of focus groups

Group 1* July 5 8.30 – 10.30	Group 2* July 5 11.00 – 13.00 hours	Group 3* July 5 16.00 – 18.00 hours
Madagascar	Cambodia	El Salvador
Jordan	Somalia	Morocco
Ethiopia	Zimbabwe	Paraguay
Papua New Guinea		Ecuador
Fiji		

4.1.2.3 Methods for data analysis (their limits and constraints)

The analysis of the three focus groups was based on the transcription of the taped focus groups. Following some assumptions per questions, the analysis focused on:

- Frequency of occurrence of ideas
- Order of appearance of an idea
- Common patterns within the focus group and between groups
- Non-mentioned ideas

Limits:

It is important to keep in mind the following limits of this qualitative analysis

- The data collected cannot be completely assigned to the evaluation period: Even if participants were aware of the evaluation period, they had either no deep knowledge of the evaluation period due to the fact that they started at their duty stations after 2007 or emphasized recent developments and coming events which were more present and important for the participant.

- Only six out of 14 participants started their tasks with the EUDs before the end of 2007 (out of these two started during 2007). One participant has been in the EUD since 2005 but has been in charge of social affairs including education only since 2008.
- There are a number of countries whose financing modality changed after the evaluation period or at the very end of the evaluation period. This is the case for:
 - El Salvador: change from a individual project financing to a SBS for secondary education in November 2009;
 - Morocco: change from SSP (Sector Support Programme) to SBS in 2006;
 - Paraguay: individual Projects until 2006, GBS from 2007 onwards and SBS from December 2009;
 - Ecuador: SBS for education from 2008.
- Specific country situation which changed the political and economical context as well as financing modalities at the end of the evaluation period/after the evaluation period and whose impacts still strongly affect today's EC support to the education sector:
 - Zimbabwe: suspension of sector support programme to a Trust Fund modality in 2006, the "Education Transition Fund Programme";
 - Ethiopia: suspension of GBS in 2005 to continue with a SSP, the "Protection of Basic Services System" (PBS).

4.1.3 Structure of the report

After a short introduction, the following section provides summarised answers to the questions asked in the focus group. Every question summarises first each participant's view before trying to identify trends and to draw conclusions.

4.2 Findings

4.2.1 Introduction

The focus group discussion began with an introductory, open question. Participants were asked "What comes to your mind when thinking of EC support to the education sector in your country, especially related to the support to basic and secondary education?" Further, participants were asked to describe the most striking trends and characteristics in their country in the education sector.

Characteristics and trends of each country in brief:

Papua New Guinea (PNG): EC support financed mainly 1) infrastructure in secondary and vocational schools and 2) the governmental reform (through the HRDP2, Human Resources Development Programme) and 3) improvement of primary education facilities for rural schools with a particular focus on female students. The EUD seemed to work quite closely with the government e.g. the training of public servants and teachers through the HRDP2 programme was quite successful, according to the EUD. A problem faced was with land owners who did not want to cooperate when it came to constructing new school buildings.

Jordan: EC support had, to a great extent, supported the Jordanian education reform⁹⁷ from 2006 onwards, with approx. € 42 million through SBS. A second stream of funding came from the DCI (development cooperation instrument) fund and was directed towards Iraqi refugees in Jordan. The trends in Jordan's education sector were:

- the implementation of the "Education reform for the knowledge economy" (ERfKE), especially the introduction of ICT (Information and communication technologies) in schools;
- the increase of early childhood education, e.g. the expansion of kindergartens.

The main challenges were:

- the increased number of pupils changing from private to public school due to the financial crisis;
- the constant reduction of the education budget in the last three years as an answer to the substantial deficit in public finances.

⁹⁷ Education Reform for the Knowledge Economy (ERfKE), 2003-2007

Fiji: The particularity of the € 21 million EC support to Fiji was that the conceived sector support programme to education was finally delivered as a project modality. It focused on infrastructure construction and upgrading of existing school facilities (e.g. water sanitation and solar power) in the remote islands and rural areas and in the most disadvantaged schools.

The characteristic of the support was, according to the EUD: “*a very infrastructure-driven programme, it looks at physical access and facilities and very little on the quality of the education being delivered.*”

The future challenges for EC support to the education sector in Fiji are:

- developing the dialogue with the interim government in the education sector;
- focusing on disadvantaged students, especially during the period of the financial crisis;
- tackling the multiple use of newly built schools e.g. as a shelter for storms also during the school period.

Madagascar. The education sector was only supported indirectly through GBS and was, according to the EUD, not a priority. Only approx. 20% of GBS funding went to the education sector, mainly to infrastructure interventions.

The ‘Education for All’ initiative has been adopted in 2005 and is the intervention in the education sector which links all donors. Madagascar was allocated USD 60 million from the Catalytic Fund from 2005 to 2008.

The political crisis at the beginning of 2009 interrupted the implementation of the programme.

Ethiopia: The EC provided support to the education sector indirectly (until 2006 through GBS and today through the multi-donor trust and the PBS).

The direct support provided funding for the education sector development programme and funded trainings and workshops as well as the provision of Technical Assistance (TA) to improve textbooks and education curricula for primary education and the development of the GEQIP (General Education Quality Improvement Programme)⁹⁸. Indirect support was given to the education sector through the PBS, which allocated 34% of total funds to the education sector.

Ethiopia has achieved the MDG2 goal “providing compulsory education for all” in 2008, by 100%. Even though access is almost universal in Ethiopia the challenge for the future will be to improve quality in the education sector, as quality has declined rather than improved with the increase in access, according to the EUD.

Cambodia: Cambodia has used SBS since 2003. According to the EUD, the EC was a key partner for the government in the sector of primary education and has “*done a lot in terms of aid effectiveness, about attracting all other donors in one programme based approach*”.

In complementarity to the SBS, the EC has continuously supported Non-Governmental Organisations (NGOs) and community-based organisations (CBOs) to fill the gaps in the implementation of governmental policies, especially in remote provinces.

The main focus of EC support was on the improvement of the quality of education using teacher training, reducing drop-out rates and improving gender equality.

Zimbabwe: EC support before 2006 concentrated mainly on secondary education and provided physical infrastructure and equipment to schools. The support was interrupted in 2006 due to the political crisis. A pooled funding mechanism, ‘the education transition fund’ was put in place. The EC is one of the main contributors to the fund.

Somalia: EC support was based on a sector-wide approach which is intensely discussed with both the three regional and autonomous administrations in Somalia and the different Development Partners (DPs). The Somalia Operation Unit highlighted that although it is not possible to apply SBS, they tried to apply the principles of SBS as much as possible.

EC support to education focused on primary education (50% of the funds). The education situation in Somalia varies substantially depending on the region.

Paraguay: EC support has been delivered from 2006 onwards via GBS, where one of the social services related variable tranches was dedicated to education. Specific education SBS started in 2009.

⁹⁸ € 3 million

The EUD highlighted that approx. 90% of the education budget is made up of fixed expenditure. EC support concentrated on access to school in remote and poor districts by e.g. building and renovating schools or roads.

Morocco: Since 1998, EC support had the objective of improving access and quality in schools, especially:

- reducing the gap between private schools and public schools which are often in a bad condition;
- reducing the gap between rural and urban areas;
- Closing the gender-gap especially in secondary education and reducing the female drop-out rate.

EC support was delivered through two different modalities: from 1998 to 2006 through a € 20 million project approach. From 2006 to 2008 there has been a first SBS of € 20 million and a second SBS of € 93 million.

Ecuador: Up until 2008, EC support to education consisted of a very small intervention dealing with the inclusion of marginalised children. From 2008 onwards Ecuador received SBS. The shift to SBS has been achieved without previous experience of sector support in Ecuador. It has been made possible as the 2006 Ten Year Education Plan of the new Ecuadorian Government, which was approved via a referendum, was inline with EC development goals and international commitments.

The challenges related to SBS were to make the Ecuadorian authorities understand what SBS is and how it works. After three years SBS seems today to be the preferred aid modality, according to the EUD. The SBS 2008-2010 was linked to access and coverage of primary education and also to the reform of Public Finance Management (PFM). The 2011 SBS will focus on quality of education and institutional reform of the sector.

El Salvador: Between 1999 and 2004 the EC contribution to the education sector was mainly aimed at the secondary technical level and focused on quality aspects, the 'APREMAT' project⁹⁹. The SBS which started last year has again been an intervention directed towards secondary general education and will focus on increasing the graduation rate of students in secondary schools (7th to 11th grades) and also in relation to ICT.

Aid modalities

The following table provides a short overview of the main aid modalities (and channels) used in the countries participating in the focus groups (FG).

Table 33 : Aid modalities (and channels) applied in the focus group countries

FG	Country	Financing modality
FG 1	Madagascar	GBS
		Financing of Trust Funds
	Jordan	SBS
		Individual Project
	Ethiopia	GBS
		SSP
	Papua New Guinea	Individual Project
SSP		
Fiji	Individual Project	
FG 2	Cambodia	SBS
		Individual Project
	Somalia	Individual Project
	Zimbabwe	SSP
		Individual Project
FG 3	El Salvador	Individual Project
		SBS
	Morocco	SSP
		SBS

⁹⁹ APREMAT - Amélioration de l'enseignement secondaire technique, ALA/1997/002-405

FG	Country	Financing modality
	Paraguay	Individual Project
		GBS
		SBS
	Ecuador	Individual Project
		SBS

In grey: financing modalities which started after 2007

4.2.2 Research question 1: Access issues, primary and secondary

In this section, participants were asked to state which of the following statements corresponds best to EC education support in the country:

“EC support has ...

1. significantly contributed to both improved access to and quality of basic education in the country
2. significantly contributed to access to basic education but neglected quality aspects
3. not substantially contributed to increasing access to basic education in the country, nor to improving quality
4. not really tackled secondary education issues, including access and quality”.

4.2.2.1 Main findings:

Focus group 1

Voting

In this focus group, four of the five participants chose statement number 2 (EC has improved access to basic education but neglected quality aspects) as best describing the situation in the respective countries. Hence, only Madagascar and Papua New Guinea voted unrestrained for this statement, whereas Ethiopia characterised the country situation somewhere between the statements 2 and 4. The EUD in Fiji could not fit the country’s situation in one of the four options at all. The reason for this non-appropriateness of one option is related to the fact that the EC education support programme was used to upgrade existing infrastructure only¹⁰⁰. Nevertheless, the EUD would rather not speak of improvement in access to education. For the quality aspects, this was more the part of AusAid than of the EC. The EC was hence involved in the support to teachers (preparation to teach in very remote areas) and in the provision of text books.

The EUD in *Jordan* stated that EC support has improved the quality in the education sector (primary and secondary education), as access was (besides a few exceptions) not a problem and coverage rate is almost universal. Hence, the representative nuanced statement 2 in the way that he would not use the word “substantial” to characterise the improvements in quality. *“I think that things take time – especially in the education sector that is a huge machine, the impacts take time to take place. So our contribution has been important.”*

The EUD in *Papua New Guinea (PNG)* was clearly in favour of statement 2 when referring to EC support during the evaluation period. Today, quality is seen as an important aspect and is addressed in the current HRDP2¹⁰¹ programme. This is done through the distribution of 2.5 million textbooks in all primary schools. EC support also financed teacher trainings. Moreover, the EUD in PNG also subscribed to the statement that the improvement of quality takes time and the impact of today’s new programme will only show in a couple of years.

Also *Madagascar* voted clearly in favour of statement number 2. Although financial support from the EC to the education sector was only indirect via GBS, the EUD stated that the support has contributed to increasing access to basic education but had to neglect quality aspects in order to tackle the most problematic issue, which concerns access to education for all, due to a substantial increase in school-aged children.

¹⁰⁰ The funds were used to upgrade existing facilities or to provide district education officers with boats or vehicles to increase their mobility and to visit remote schools. The EUD Fiji indicated that the highest impact of EC support was on the provision of solar lighting, which according to the EUD, is extremely important in the country as most of the schools include dormitories.

¹⁰¹ FED/1998/014-134

“We cannot really say that we have neglected quality aspects because it was simply impossible to get to increase the number of school attendants and to increase the quality (at the same time)” (...) In six years we have multiplied by three the number of children in primary school (...). Of course the quality is poor and that is a new issue for the coming year of course.”

The EUD in *Ethiopia*, as with Madagascar, admitted that quality had been neglected but that it has been a forced choice in order to first tackle the more urgent issue of access to education.

“Ethiopia probably has the lowest education rates on earth... Access is hugely important because most rural areas did not have school – 86 % of the population (...). So the access was incredibly urgent. The PBS (Protection of Basic Services Program) dealt with access first, not because there was a conscious decision to say ‘let us not talk about quality’, it was rather that we had all these school children aged students who were not captured into the education sector. (...) So quality has definitely been neglected and the government and the donors are the first to admit this.”

That is, in the coming education sector development programme (from 2010 onwards) quality will be more in the focus than before, as *“we had a very strong recognition that access is on the right track but now we need to catch the quality as well”*. The EUD representative indicated that, even if EC support has not directly tackled quality in the past, it has done so indirectly through the Catalytic Fund, as it has supported the GEQUIP.¹⁰² Moreover, due to the important need to support primary education in Ethiopia, secondary education issues have not really been tackled. But the EUD is convinced that secondary education will be indirectly concerned by the actions funded in the primary education sector in the future.

For the *Fiji* EUD representative none of the statements were really applicable. EC support mainly upgraded existing school facilities (e.g. through the provision of solar lighting) and provided better access to remote schools (through the provision of boats and vehicles to the district officers) but did not contribute to increasing access to education. Furthermore, quality aspects of education were mainly supported by AusAid in the form of teacher training and curriculum training without the involvement of the EC. Hence, an interesting project financed by the EC is the support to teachers in order to prepare them for their first posting in a rural area or a remote island school.

Specific actions of the countries

In some countries EC support especially focused on specific target groups:

- The focus in *Jordan*, where the EC is the only donor in the country using SBS, has been on vulnerable groups in the education sector. According to the EUD, EC support has made a real difference and added value.
- In *Papua New Guinea*, one of four EUD thematic budget lines is using an inclusive education approach. A programme financed through this budget line is assisting students with disabilities. According to the EUD, the mainstreaming of this subject in government’s policies has improved. Today, the Department of Education has taken up ownership of this programme and pays teachers who have been trained by EU funding.
- In *Papua New Guinea and Fiji* EC support has been given to primary as well as to secondary education. Only in *Ethiopia* has secondary education been neglected in order to concentrate on access to primary education.

Focus group 2

All three participants of this focus group voted in favour of statement 1, i.e. that both access and quality have been improved, even if such a vote has to be put into perspective.

For the EUD in *Cambodia*, EC support has contributed to improving access and quality, but the overall quality must still be described as poor. In the opinion of the EUD, EC support is best described as a mixture between statement 1 and 2. It is worth highlighting that EC support has significantly contributed to strengthening dialogue on quality issues, according to the EUD.

Only *Zimbabwe* stated that EC support to education has mainly addressed quality aspects within the evaluation period, as basic education was already at a high standard at the beginning of the year 2000. But during the last five years a decrease in access as well as in quality has been registered due to the political crisis. He attributed the decrease in quality mainly to a significant brain drain of teachers to South Africa. Nevertheless, even if in general terms quality seemed to have declined, the EC is still financing actions related to quality in the education sector such as teaching materials and books.

As for *Somalia*, especially in Somaliland, the gross enrolment rate has risen up to 45% in 2010 and this can largely be attributed to EC support, according to the EUD. Moreover, according to the representative,

¹⁰² The Catalytic Fund of the FTI has supported the Quality improvement programme with USD 98 million in 2010

the EC has started a programme of systematic teacher training and certification in 2007¹⁰³ and is presently the only one doing this in the country. “*We believe it has a very strong impetus*”.

Some specific support in the countries

In Somalia the specific focus of EC support was on gender balance, e.g. on the improvement of the female teacher rate.

Further, adult education was another focus as the literacy rate in Somalia is under 20%¹⁰⁴. This is especially true in rural areas. The EC has financed several literacy programmes which were established in close collaboration with community education committees (due to the lack of governmental structures). In addition, a particular problem remains in rural areas where overcrowded classrooms with up to 100 children and a lack of sufficient teaching materials are particularly serious.

Due to the nature of EC support in *Cambodia*, which is SBS, support was focused on the Ministry of Education (MoE). The support was directed in particular towards the design and implementation of its policies, e.g. the Education Sector Strategic Plan or a policy on education for children with disabilities (March 2008). According to the EUD, all policies are linked to inclusive education, which, in Cambodia, covers disabled people, girls and indigenous communities.

Another specific target of 2007 SBS was the extension of non-formal education, which is a topic especially important in remote and rural areas in which indigenous people live. There, according to the EUD, the EUD is working closely with NGOs and civil society in order to improve access to remote schools.

For *Zimbabwe* neither remote areas nor gender were particular issues at primary level. The picture slightly changed when looking at the secondary level. But EC support within the Transition Reform Programme focused in particular on disadvantaged children.

Focus group 3

The situation in focus group 3 was more divided. Two countries were in favour of statement 1 (El Salvador and Morocco) while Ecuador and Paraguay opted for statement 2.

In *Paraguay* the main focus in the education sector during the three years of GBS¹⁰⁵ was to improve the enrolment of the third cycle of basic education in 66 districts with the highest level of poverty. Actions financed were e.g. the renovation of schools and school facilities. In the Sector Budget Support Programme of 2009¹⁰⁶ the focus has subsequently been placed on quality issues.

Also in *Ecuador*, the main focus was on access and coverage issues. However, according to the EUD, quality issues have not been deliberately neglected, but it was “*an informed decision to focus more according to the needs on access and coverage in this 1st phase of the SBS to the education sector*”. As today the net enrolment rate is approximately 93%, the focus of the government is clearly to speed up actions in support of quality as e.g. completion rate is a problem. Further, the EUD indicated that secondary education was not really tackled in the SBS¹⁰⁷.

However, due to the very small contribution of the EC to the overall education budget of Ecuador – during the last three years a total of € 41 million have been allocated, which is approximately 10 % of the sector budget – the EUD did not agree with the wording ‘significantly’. “The question was more to accompany the sector and to engage in very deep and fluent political dialogue.”

The *Morocco* EUD saw its contribution between statement 1 and 3, as EC support contributed very significantly only in those regions in which support was focused. As in Ecuador, EC support to the education sector contributed only to a small proportion of the overall sector budget and thus cannot be classified as ‘significant’. There were some focus regions where EC programmes have been particularly significant and were taken as an example for the 2008 emergency education plan of the Moroccan government.

In the case of *El Salvador* there had not been a project in the primary education sub-sector until the start of the 2009 sector support programme. The current SBS¹⁰⁸ focuses especially on the increase in graduation rate, the fight against early drop-out and the increase in access to computer education. But again here, the main scope of support lies in secondary education.

¹⁰³ “Enhanced Quality and Learning in Somaliland and Puntland”, ONG-PVD/2006/018-227

¹⁰⁴ World Bank, 2002

¹⁰⁵ ‘Programa de apoyo presupuestario a la lucha contra la pobreza focalizada’, ALA/2006/018-053

¹⁰⁶ € 54 million, SBS to Paraguay, 2008

¹⁰⁷ “Improving Global Social Spending – Education”: € 12 million (2009)

¹⁰⁸ € 25 million; SBS “Social Cohesion” (2009).

Moreover, in terms of quality, the EC financed the project “APREMAT” from 1999 to 2004¹⁰⁹ which was designed to support 22 national institutions training students in technical secondary education.

4.2.2.2 Conclusion

To summarise:

- Five out of 12 participants were in favour of statement 1, saying that EC support has improved both access and quality;
- Seven out of 12 participants were in favour of statement 2, saying that EC support has contributed to improving access to basic education but neglected quality aspects;
- Two participants respectively were in favour of statement 3 (no substantial increase in access or quality) as well as 4 (secondary education aspects have not been tackled).

Within focus group number 1, four out of five participants were in favour of the statement ‘The EC has improved access to basic education but neglected quality aspects’. For *Madagascar*, *Ethiopia* and to some extent *Papua New Guinea*, it has been a decision to neglect quality issues due to the urgency to improve access in these countries. Nevertheless, quality issues started to be focal areas of concern in the coming programmes as access issues are seen as being on track. The focus in *Jordan* was placed very much on quality, as access and coverage is almost achieved yet.

Focus group number 2 was in favour of the statement ‘The EC has significantly contributed to both improved access and quality of basic education in the country’. In *Zimbabwe*, EC support was mainly concentrated on quality issues during the period 2000 to 2006, as access to basic education was quite high at the beginning of the millennium. Albeit the fact that *Cambodia* and *Somalia* were in favour of the statement that EC support has improved the quality of basic education, both EUDs highlight that quality is still very poor in their countries.

The participants in focus group 3 were divided between statement 1 and 2. *Ecuador* and *Paraguay* opted for statement two for different reasons:

In *Paraguay* the focus of the past GBS laid clearly on access. Now, the current SBS programme focuses more on quality. **In Ecuador it was an “informed decision” to neglect quality in the first phase of the SBS, similar to Madagascar (in the GBS), Ethiopia (in the GBS) and PNG (in the projects).**

Morocco and *El Salvador* were in favour of the statement that both quality and access had been improved, but only to a certain extent. In *Morocco* education support was only targeted to certain specific regions and in *El Salvador*, SBS targeting primary education has only just started after several years without any funds being committed to this sub-sector.

A recurrent feature is that a lot of participants could not chose one option but were the opinion that their country was somewhere in between two statements. This was the case for *Ethiopia* (statements 2 and 4), *Cambodia* (statements 1 and 2), *Zimbabwe* (statements 1 and 3), *Morocco* (statements 1 and 3) and *Ecuador* (statements 2 and 4). **The main reason for not choosing one option was the fact that EC support neither supported the education sector “significantly” nor “substantially”, but was somewhere in between.**

Countries which chose statement 2 (i.e. *Madagascar*, *Papua New Guinea*, *Ethiopia*, and to a certain extent *Cambodia*, all in all 7 out of 12 countries) stated that **quality issues will be tackled in future programmes. There seemed to be a clear recognition that quality was neglected in the countries with the least developed education level.**

It should be noted that **in four out of 12 countries EC support has been especially targeted towards disadvantaged groups**, especially girls, socio-economically disadvantaged people, indigenous communities or disabled people, thus taking up policy guidelines given in the Commission Communication “Education and training in the context of the fight against poverty in developing countries” (COM(2002) 116) and the Council Resolution on “Education and poverty” (Resolution EC 8958/02).

4.2.3 Research question 2: Service Delivery

Participants were asked to answer the following questions:

- What role has EC support played in creating conditions for effective service delivery?
- What role has TA played in capacity building and what role should it play?

¹⁰⁹ ALA/1997/002-405

4.2.3.1 Main findings

Focus Group 1

Service Delivery

The EUD in *Ethiopia* saw EC support as extremely effective in providing infrastructure all around the country and thus making education possible. Among other things, the EC had contributed to the development of textbooks and curricula and had also contributed to the delivery of these textbooks. Overall, service delivery had increased also via teacher training to which the EC contributed and especially the development of teacher's certification, in place since the year 2000.

But it is important to keep in mind that in *Ethiopia*, 91%¹¹⁰ of the allocated PBS budget for education went to cover the cost salaries in 2010. Thus, it is clear that there is little room for manoeuvre regarding investments.

As for *Madagascar*, the EC contributed to the coordination of donors within a "cadre de partenariat" (partnership framework). According to the EUD the main impact of EC support was to enforce the allocation of a reasonable part of the global budget to the education sector. As a result, approximately 20 % went to the education sector from which around 60% was geared towards primary schools. The EUD stated that the advantage of budget support has been the power of discussion and negotiation during the allocation phase.

However, according to the EUD, EC influence during the allocation process remained limited in a sense, as reliable statistics concerning previous GBS periods did not exist, and thus less valid information about results and achievements, which implied that it became difficult to exercise more pressure on the government and negotiate a higher budget allocation for the education sector. It should be added, that like in *Ethiopia*, most of the budget was spent on salaries.

In *Papua New Guinea*, the EC tried to support effective service delivery at a national level, as well as at sub-national and local levels. EC contributed on one hand to policies and standards under the responsibility of the government as well as to the delivery of education services.

However, one of PNG's main problems was sector management, which includes the tracking of funds coming from the central government. To remedy this drawback and to improve service delivery a technical working group was created which gathers donors and the government. According to the EUD, the deficits were also a result of the lack of capacities within the Department of Education. In response to this, the EUD assisted the MoE with the training of ministerial staff.

Moreover, and in order to tackle the problem of remote areas, the EC also supported a specific teacher training programme with the aim of preparing teachers for a position in remote areas. In this context it is important to note that the teachers were selected by the local community and not by the Education Department, and rather were endorsed by the latter.

For the EUD in *Fiji* EC support has helped create conditions for an effective service delivery at school level, as a better learning environment at this level is the main issue in Fiji. The EC had on the one hand supported renovation and infrastructure, the supply of equipment and text book distribution, but also provided capacity building in terms of learning standards (e.g. tools to review the standards of school facilities and to budget accordingly).

At Ministry level the EC supported the improvement of service delivery by providing better mobility to the District Education Officers and to enable them to link more closely with remote schools. According to the EUD, this had had a very positive impact on the relationship between schools and the District Education Officers and was a very cost-effective means of improving the quality of service delivery.

Also in *Jordan*, the EC contributed to enhancing effective service delivery by supporting improvements to create a good learning environment (renovation and construction of schools and the provision of equipment) and through teacher training, as the EC seemed to be the only donor to provide this kind of assistance. This support was given in the framework of the first phase of the education reform programme 2003-2007¹¹¹. Moreover, according to the EUD, the EC has provided some key input at school level especially regarding special education needs. However, the EUD stated, that problems arose in relation to service delivery due to a lack of political will to tackle governance issues, especially decentralisation plans.

¹¹⁰ Figures of 2010

¹¹¹ In July 2003, the government of Jordan launched the Education Reform for the Knowledge Economy (ERfKE) initiative. This five-year USD 380 million program was supported with USD 14.2 million by nine donors.

The role of technical assistance

In *Jordan* technical assistance has mainly been provided to the ministry and helped, on the one hand to strengthen policy dialogue and on the other hand to create tools to measure underperformance and quality at school level and thus to create conditions for better service delivery. In the opinion of the EUD:

“Technical assistance is really a good instrument that has to be combined with the sectoral budget support. (...). I think a good combination of technical assistance and budget support is the way to follow.”

Madagascar did not have TA at all which was, in the opinion of the EUD, deplorable, as the EUD could only accumulate knowledge about the developments in the Ministry or in the sector in an indirect manner. In the future and in the framework of the backbone strategy, which the EUD is preparing, TA is planned to be used, but it seems as if only little TA support will be allocated to the education sector.

Like in *Jordan* TA had been used in *Ethiopia* to build capacities within the Ministry of Education. Among other things, TA was instrumental in the development of textbooks and curricula. The EUD representative felt that TA was “*extremely useful*” and helped to improve service delivery all over the country.

However, a major problem faced in *Ethiopia* was the high turnover of Ministry staff in the context of the ‘business process reengineering’ process in 2009 which hit the MoE worst. Today the EUD is again speaking about a “capacity gap”.

In *Fiji*, TA had mainly played a project management role to oversee infrastructure delivery, which is understandable as support to education was provided via the project modality. Unlike in *Jordan* or *Ethiopia* no capacity development took place at central level nor has the link to the Ministry and policy dialogue been strengthened.

According to the EUD in *Papua New Guinea*, TA played and continues to play a very important role. TA was as a combination of project management and capacity building, specifically in the Departments for Teacher Education and Vocational Education with the officers in the Ministry, but also in the teacher colleges. In the past, TA was also used to build capacities in the area of decentralised school management and leadership within the local communities.

As in the case of *Ethiopia*, *PNG* also faced the problem that the Ministry seemed not to be in the position to be able to keep relevant qualified staff and sustaining capacity development thus remained a constant challenge.

Focus Group 2

Service delivery

In *Zimbabwe*, according to the EUD, EC support has helped to improve service delivery in the former sector support programme. As for other participants in the FG, service delivery concentrated on the one hand on equipment, infrastructure and rehabilitation and on the other hand on improving the quality of teacher training. Today, the situation is different, and EC support has yet to address the issue of effective delivery; efforts are concentrated on delivery of textbooks for children at the primary level.

As for *Cambodia*, one part of SBS is devoted to capacity development which was delivered in the form of technical assistance to the MoE. It should be noted that EC support to service delivery mainly remained at central level through the institutional strengthening of the MoE, especially in the fields of planning, general and fund management. According to the EUD representative this capacity building support yielded important impacts.

In the last years, *Cambodia* has been implementing a de-concentration and decentralisation (D&D) process. Thus, as more funds were directly channelled to schools a D&D programme has been put in place with the aim of specifically working on this issue. Capacity building at the decentralised level is also targeted in the education programme currently under preparation.

With the aim of drawing lessons from preceding programmes and of following a less fragmented approach to TA, a pool fund with SIDA and UNICEF, the ‘Capacity Development Partnership Fund’, will be created within the new SBS programme to assist the Ministry of Education and other departments in their capacity building. The overall aim is to make aid to the education sector more comprehensive as well as strengthening decentralised levels, which are expected to have more responsibilities and funds to handle. In addition to the Capacity Development Partnership Fund, the EUD would also like to work through civil society organisations and NGOs to strengthen capacities at the local level, especially provincial and district officers and school management committees.

For the *Somalia Operations Unit*, service delivery could not be separated from capacity development. As, until recently, it was not possible to work directly with the three education ministries in *Somalia*, capacity development had to build on projects managed by implementing partners, mainly NGOs. These covered

seminars, on the job training, etc. Nevertheless, according to the representative of the *Somalia Operations Unit*, EC support has not been systematic until now, but this is in a process of change, as a kind of sector approach has been developed.

The EC contribution to service delivery has been through teacher training (one of the flagships), infrastructure provision, mainly rehabilitation of war-destroyed schools, provision of textbooks (in the Somali language) and the development of curricula.

Technical Assistance

Cambodia used TA at the central as well as at decentralised levels. Existing TA is focused at central Ministry level for the moment. At decentralised levels, TA will be directed towards provincial officers in education or district officers or school management committees. In order to reach these target groups it is planned to work in close collaboration with civil society organisations and NGOs.

In accordance with the MoE, which is currently in the process of developing a mid-term capacity plan, capacity development will not only take place at an individual basis, but also at institutional level. It seemed as if, according to the EUD, the latter has been neglected by many donors in the last years. Moreover, institutional capacity building in the education sector in *Cambodia* is quite complex as the MoE includes youth and sports but excludes vocational training which is located in a second ministry and non-formal education is located in a third ministry. *“It was a little bit difficult to see what are really the needs in order to have an institutional strengthening of the education sector”*.

As indicated above, there has been a recent shift regarding TA support to the education sector in *Cambodia*. The aim is to harmonise all TA from different donors, and to arrive at a useful division of labour which does not stop at one Ministry but takes a more holistic perspective by looking at the entire sector.

“This is very ambitious, we are not yet there but there is a move towards this and the pool fund for Capacity Building in the sector of Education will be a big step.”

As for *Somalia*, efforts were being made in a consortium with UNICEF and implementing partners to create a more structured approach to TA delivery. This is done in a new capacity development project¹¹² which will, similar to *Cambodia*, strengthen the capacities of district and provincial offers.

Although capacity building has been a major component up until 2006 in *Zimbabwe*, TA has not played a prominent role. In the current programme, the pool funding includes TA as a result of the depletion of the last five years. TA is used to: 1) help to redevelop a national plan for primary and secondary education; 2) review the study curricula at secondary level; and 3) revitalise the education information system which did not work during 2007 and 2008.

Focus group 3

Service delivery

EC support related to service delivery in *Ecuador* focused on the introduction of a transparent selection process for teachers' recruitment, the delivery of school equipment like uniforms and free textbooks and the participatory reorganisation of general basic education curricula. Despite this contribution, the EUD was convinced that EC support only played a minor role in improving service delivery due to the small contribution to the country's education budget¹¹³. However, the EUD was of the opinion that the EC had a **leverage effect** due to very close political dialogue with the MoE and its discussions on outcomes and achievements in the education sector. Further, the EUD was able to take advantage of the 2009 external monitoring mission which opened dialogue on the issue of effectiveness and possible improvements. According to the EUD: *“We were partner in the dialogue in the government's large process of improving the sector”*.

The situation was described in a similar way by the EUD in *Morocco*. Also here the EC contribution has been not very significant compared to the overall national budget dedicated to education. And here again the EUD emphasised the leverage effect of EC support, due to a ten year presence in the sector and frequent exchanges with management staff in the education sector. Two lines of actions were highlighted by the EUD which are 1) the support of the EC to teacher training with the aim of improving quality and 2) TA (implemented using a project approach) related to the programming and management at central ministry level. The so-called ‘programme module de simulation’ is today also used by other donors.

¹¹² “Integrated Capacity Development for Somali Education Administrations (ICDSEA)”, Contract value: € 5,562,031; EC contribution: € 5 million; partners: UNICEF, CfBT, AET; Feb. 2010-Jan 2013

¹¹³ EC support over the SBS period (2009 to 2011) amounted to € 12 million, while the annual education budget in the country is around USD 1.8 billion

In *Paraguay* service delivery for the education sector in the framework of the GBS¹¹⁴ was strengthened through a support to the social protection network in which the EC, according to the EUD, played an important role. EC support concentrated especially on the districts with high levels of poverty in order to improve access to education. According to the EUD, EC support did not only provide resources for the implementation of the network in the education and health sector, but also contributed to an important extent to the coordination of different institutions in the field. This network, having a broader scope than education, seemed to have helped to ensure service delivery with a high level of coordination in the targeted districts, according to the EUD.

For *El Salvador*, the role of the EC in service delivery has been positive, but has focused and was limited to a certain number of schools, namely 22 technical institutions which were targeted in the past. As other participants from Latin American countries stated before, the EC contribution to the education sector in El Salvador was limited, as it made up less than 1% of the national budget for education.

Technical Assistance

In *Ecuador* TA plays a minor role in the SBS. There has been a light TA package which was used; 1) for the PEFA study (on the request of the Ministry of Finance (MoF) and 2) for the EC support to the reform process of public management programme as well as the internal institutional reform. Here, for instance, TA was used to support national dialogue in the framework of the implementation of the public sector programme; an international expert was recruited who could not be financed by the Ecuadorian authorities. In the opinion of the EUD this light TA package was sufficient and helped to give punctual input in support of government efforts; as Ecuador seemed to have a very restricted public procurement system, such recruitment would otherwise not have been possible.

For *El Salvador*, TA has played an important role in the past especially related to the production of education materials for secondary technical schools, and is supposed to play such a role again in the new SBS which foresees € 2 million for TA on a total budget of € 25 million.

In *Paraguay* TA is foreseen for the recently started SBS. However, the priorities of the TA support are not yet defined with the MoF and MoE

Morocco is the only participant of this focus group to stress spontaneously the fact that TA played an important role for effective service delivery.¹¹⁵ While budgetary significance of TA was rather limited¹¹⁶, it was important in terms of accompanying the government in its education reform process¹¹⁷.

Within the SBS programme there have been two TAs, one focusing on the training of teachers and the management of these trainings and the second supporting the government in its decentralisation process in the education sector. According to the EUD, the final evaluation on the SBS programme revealed a positive appreciation regarding the TA which should, nevertheless, continue to focus on very specific aspects with added value, like planning and teacher training. In the current SBS, TA will be focused on supporting the government in its education reform, but only in very few and specific domains which had been selected together with the government.

As indicated by the EUD, it is important to notice, that the TA provided to the Moroccan government has been requested by the government. This means that the needs in terms of TA were identified by the government itself. TA mainly consisted of short short-term assistance, ranging from 15 days to three or four months, as the government was not in favour of long-term assistance. Emphasis seemed to be put on the fact that TA was only provided if it had a clear added value. The EUD also indicated that due to the fact that the TAs were all short-term contracts, in-house work load for the EUD has been significant (e.g. drafting of ToRs and the selection procedure).

It is interesting to note that the EC was the only one out of five donors or lending organisations providing TA in the country within the new common programme.

¹¹⁴ "Programa de apoyo presupuestario a la lucha contra la pobreza focalizada", ALA/2006/018-053

¹¹⁵ Further to the TA related to the SBS, the neighbourhood facility instrument provides € 2 million of TA between 2009 and 2012

¹¹⁶ The SBS from 2006.2008 provided € 20 million and € 1 million for TA. The SBS 2009-2011 For which 93 is foreseen provides a TA of € 4 million.

¹¹⁷ National Education Emergency Support Programme 2009-12, launched in March 2009. The three-year € 2.7 billion emergency programme is being partially financed by a number of grants and loans from international organisations. In November, Morocco received a combined € 13 million in loans from the French Development Agency, the African Development Bank, the European Investment Bank, the World Bank, the European Commission and the Moroccan Ministry of Education.

4.2.3.2 Conclusion

Service delivery

All in all, **EC support has contributed to improving service provision at the school level**, mainly related to the provision of infrastructure and renovation of schools and school equipment (e.g. textbooks, uniforms etc.). This seemed rather prominent in Zimbabwe, Somalia, Ecuador and Ethiopia. On the other hand **capacity building has tackled different levels**:

- Funding/provision of teacher training (*five participants: Papua New Guinea, Jordan, Zimbabwe, Somalia and Morocco*);
- Design of teacher certification/standardisation of teacher recruitment processes (*Ethiopia, Madagascar, Ecuador*);
- Capacity building for ministries; training of ministerial officials or district officers (*Fiji, Papua New Guinea, Cambodia*).

The participants of focus groups 1 and 2 were by the majority of the opinion that EC support had contributed to creating conditions for effective service delivery while the participants in focus group 3 were more cautious to use the word “effective” or “significant” due to the rather small financial contribution of the EC to the overall education sector budget in the countries. Nevertheless, they emphasised the **leverage effect of EC support** due to the targeted support (Ecuador, El Salvador) or respectively due to a very long presence in the sector (Paraguay).

Technical Assistance

Especially the latter aspect is inextricably linked to TA: nine out of 12 participants confirmed having used TA (in the form of a project modality). Only Paraguay, Zimbabwe and Madagascar had not used TA thus far, but TA is planned for the programmes which just started or which are under development.

In six countries TA has been targeted towards the central level, i.e. the Ministries of Education and related departments. Only Cambodia, Papua New Guinea and Fiji provided or plan to provide TA at the decentralised levels. The Cambodian approach is worth highlighting in particular the aspect; in order to accompany the decentralisation process in the education sector, TA support will be directed towards the sub-national level in particular towards the provincial and district levels. The aim is to strengthen the capacities of these bodies that are supposed to manage and allocate funds themselves.

Where EC support is given through a project approach, TA is naturally also used for project management purposes, mainly for huge infrastructure projects, as was the case in Fiji and PNG.

Overall, **technical assistance** is seen by most EUDs interviewed as **a very important instrument** which is **especially useful in combination with a sector support programme** (e.g. in Jordan). Both the EUDs in Cambodia and Morocco spontaneously mentioned TA as an important means for effective service delivery. However, the high turnover within the MoE’s staff can be considered a recurrent problem that was especially mentioned by the EUDs in Ethiopia, Papua New Guinea and Cambodia. In order to tackle this issue the EUD in Cambodia has oriented its TA towards institutional capacity strengthening rather than focusing on individual capacity strengthening. It should be mentioned that only two EUDs indicated that TA helped to develop policy dialogue towards the Ministry (Ecuador and Jordan) which is rather self-explanatory, as policy dialogue per se is usually under the remit of the EUD.

At a more specific level, EUDs indicated special areas where they thought TA has been very helpful in support of improving service delivery:

- TA to build capacity in the area of textbook and curricula development (mentioned by Zimbabwe, Ethiopia, Papua New Guinea and El Salvador);
- TA to develop tools to measure performance of schools (Zimbabwe, Jordan and Ecuador).

In general, it appears that **the EC played a major role in a lot of countries in the provision of TA**. In this regard, five countries stated that the **EC has contributed a lot to service delivery by taking up a leading role in the coordination of TA provision**. For example in Morocco, the EC was the only donor providing TA and had thus a coordination role when it came to TA. TA in *Paraguay* has helped to achieve higher coordination in the targeted districts and the EUDs in *Cambodia and Papua New Guinea* and the *Somalia Operations Unit* were working to achieve a coordinated approach between donors in regard to TA delivery. An interesting example in that regard is Cambodia where a ‘Capacity Development Partnership Fund’ has been created which aims at assisting the Ministry of Education and other departments in their capacity building.

4.2.4 Research question 3: Transparency and accountability

The question asked in this section was 'through what means EC support tackles issues of transparency and accountability, especially related to the education sector.' To situate the countries in terms of achievements concerning transparency, the participants were shown the ranking of the countries in the Transparency International Index (cf. table below). This index measures the perceived level of public-sector corruption in 180 countries and territories around the world. The CPI (Corruption Perception Index) is a "survey of surveys", based on 13 different expert and business surveys. The ranking shows how one country compares to others included in the index.

Table 34: *Corruption Perception Index, Transparency International*

Group 1	Rank**	Group 2*	Rank	Group 3*	Rank
Madagascar	99	Cambodia	158	El Salvador	-
Kenya	146	Myanmar	178	Morocco	89
Jordan	49	Somalia	180	Paraguay	154
Ethiopia	120	Zimbabwe	146	Ecuador	146
Papua New Guinea	154			Zambia	99
Fiji	na				

** *Corruption Perceptions Index 2009*,

http://www.transparency.org/policy_research/surveys_indices/cpi/2009/cpi_2009_table

For reasons of time, focus group 1 did not tackle this question.

4.2.4.1 Main findings:

Focus Group 2

The FG2 quoted a range of different means to address accountability and transparency:

The *EUD Cambodia* indicated that very close policy dialogue with the Ministry of Education and the Ministry of Finance has been crucial to be able to use SBS in a country which has corruption problems. Especially in the situation of SBS where the funds are not tracked, the EUD had to "trust that this money is going to be used correctly. And in order to trust there is a lot of policy dialogue going on with the Ministry of Economic and Finance at very high level (...)." The EUD emphasised the importance of engaging in policy dialogue not only with the Ministry of Education but also with the Ministry of Finance, which is responsible for distributing the funds to other ministries.

The EUD in Cambodia used a broad range of means to ensure accountability and transparency in its SBS programme. This was in order "to tackle the transparency and accountability issues from different sides, being aware, that, of course, it is not perfect and that there are probably some issues here and there." The means were:

- Policy dialogue as described above;
- Technical assistance within the Ministry was mentioned in second place. The TA was working directly with civil servants and was thus used as proxy of the EUD;
- PFM and annual operation plans. Since 2007/2008 the education sector is using an annual operations plan, which, according to the EUD "makes it much more transparent in terms of money disbursement".
- More specific indicators in the SBS programme were another means to track the disbursement in a better way. Especially process indicators are mentioned by the EUD. Thus, for the SBS programme 2011, in addition to three quantitative indicators, eight process indicators related to the categories of the improvement of school management, public management and result based management, have also been introduced.
- A big programme on good governance, which was not directly related to the education sector, but had impacts on it, according to the EUD.

In the specific case of *Somalia* (Somalia is ranked last in the Transparency Perception Index and EC assistance is mainly delivered through project partners, e.g. local NGOs) accountability was addressed through technical agreements with the implementing partners. These agreements comprised the

obligation to do financial monitoring by the project partners themselves or by an independent auditor. If possible, EUD officers took over monitoring on the ground with the help of specially established field offices, when the security situation allowed field visits.

In order to move away from a project approach and to provide assistance using a sector-wide approach, the Somalia Operations Unit stressed the fact that it has been crucial to develop capacity related to data collection, filing management and other areas related to public finance management. In order to build capacity, it has been agreed with the authorities of Somalia to train their staff in the North of Somaliland.

As *Zimbabwe* is for the moment also in a special situation and just recovering from political and economic crises, all monetary transfers go directly to fund holders, that is the decentralized level and the school committees. The problem seen by the EUD in Zimbabwe was that the monitoring is still weak and an evaluation system is still under development.

Focus Group 3

At first in the discussion, the participants highlighted a clear preference for PFM annual reports/ annual tracking of PFM and PEFA to tackle accountability issues in the education sector. Three out of four EUDs mentioned this means first.

In *Paraguay*, a PFM component was part of the GBS¹¹⁸, in which EC, IDB (Inter-American Bank) and the World Bank participated and a PEFA was implemented in 2006/2007. For the education SBS¹¹⁹ which started in 2008 the 2nd PEFA is expected to start soon. Further the EUD in Paraguay stressed the fact that it will be important to learn from the last PEFA that will be to have a look at the weak points indicated in the report and build on the improvements.

According to the EUD in Paraguay, it seemed as if SBS was a modality which is difficult to explain, to the government, but also to other donors:

"We had a very long trouble with the process to make them (the government) understand the modality and the instruction of this programme. We started with the current administration and we have (taken) much time to explain the modality and to (make them) confident (...). From the points of the donors which still feels like more than our business."

As for *El Salvador*, the EUD highlighted that an annual tracking of public finance management took place for the general budget support programme¹²⁰ which included transparency issues and information available to the public. In the past, the projects implemented in Ecuador had a positive support; *"because, here in the country we have a tradition of being strict in terms of following procedures, to ask for annual audits or monitoring. In the case of traditional or classical projects, the country has a tradition to be strict with the timing of audits. It has been a good contribution to accountability."* In the case of the just started SBS¹²¹ the tracking has not started yet.

As for *Ecuador*, the EUD stressed that besides the PFM annual report which is part of the duties related to budget support, the EUD also financed a civil society surveillance project which seemed to be very successful¹²². The project had the objective of collecting, commenting on and publishing the achievements made within the education sector programme, with the result that *"the Ministry of Education feels that this action is a part of its own account rendering system."*

In line with the culture of making financial information public, the general auditor in Ecuador is publishing all sector audits of the last years on its website and the disbursement of the fixed tranches of the SBS is related to the publication of audits and PFM reports.

The EUD Ecuador thought that due to the accessibility of information on different websites a lot of improvements have been achieved in the last years

Morocco, as the only non-Latin American country of this group, quoted "technical assistance" as the first means of developing capacity in the day-to-day management of public expenditures at the regional level. The TA was part of a public administration reform programme and supported by the Education SBS.

In respect to civil society, the project evaluations of projects run until 2006 and financed through the SBS 2006-2008, the EUD pointed out that the newly built schools had led to another image of the schools and encouraged the parents to participate more in school affairs and ask for more accountability.

¹¹⁸ Programa de Apoyo a la Lucha contra la Pobreza Focalizada, ALA/2006/018-053, € 24 million

¹¹⁹ SBS for education, € 54 million

¹²⁰ Programa de alivio a la pobreza en El Salvador (PAPES), ALA/2005/017-587, € 35 million, decision year: 2005

¹²¹ SBS for secondary education, start November 2009.

¹²² Project under the decision 19030: "Civil society surveillance programme accompanying the SBS", € 300.000, covering 83% of the project budget. Awarded on internal EUD Ecuador grant procedures,

4.2.4.2 Conclusion

- Four out of seven countries quoted a PFM and a related PEFA as the means to tackle accountability issues (Cambodia, Ecuador, Paraguay, El Salvador)
- Two out of seven named “Technical Assistance” as a means to develop capacities in the management of public expenditure (Morocco and Cambodia)
- Cambodia mentioned close policy dialogue as a good means of ensuring targeted expenditures.

In order to ensure accountability and transparency in its SBS programme, the EUD in Cambodia used a broad range of means, e.g. PFM, policy dialogue, TA, but also more specific indicators in the SBS programme as well as a good governance project (though not related specifically to the education sector).

The EUD in Ecuador mentioned a civil society surveillance project which played an important role in rendering accounts to the wider public. Also the EUD in El Salvador and Morocco mentioned the importance of civil society to enhance transparency.

A problem encountered was the problem of data collection and the lack of reliable data. This problem is mentioned in particular by the EUD in Zimbabwe and the Somalia Operation Unit.

Due to different aid delivery modalities and specific country contexts in the FG2, the focus group did not reveal common patterns on how accountability is tackled. However, despite the different means to ensure accountability, all three countries of the FG2 did not see transparency as a major problem in the education sector and had found ways to ensure proper utilisation of funds, such as shown above. Zimbabwe and Cambodia also referred to the latest programme evaluations which did not raise transparency as a major concern for the education sector.

Overall, and despite the fact that most countries ranked rather low on the Transparency International Index, the EUDs were the majority of the opinion that transparency was not a major problem in the education sector.

4.2.5 Research question 4: Coordination, complementarity, synergy

This section focuses on the question whether the EC has significantly contributed to ensuring effective coordination between development partners and the government on education related issues. The participants were asked to react on the following two statements:

- The EC has significantly contributed to ensuring effective coordination between DPs and with the government on education related issues.
- The EC has not effectively coordinated its education support with development partners and with the government.

4.2.5.1 Main findings

A broad majority of participants agreed with the first statement. According to that, the EUDs used different means to contribute to an effective coordination. In most of the countries coordination between the EUD and Ministries of Education and/or DPs was ensured through working groups at different levels. The most recurrently quoted group types are:

- Six countries have working groups at technical/administrative level, bringing together the government and the EUD, and, in some cases other donors and/or civil society. These working groups meet on average once a month.
- Five countries indicated also to having coordination groups at donor level. A specific donor coordination group, gathering EU Member States (MS), is in place in Cambodia, the “division of labour meetings (DoL)”; the EUD is the head of the education sector DoL, and also in Ecuador (Education Platform). Depending on the objectives of the groups (sector working groups or less specific coordination groups), meetings are held in different frequencies, once a month or every second month, for sectoral or thematic groups and less frequently for unspecific donor coordination groups.

Focus Group 1

Within focus group 1, the participants agreed that good collaboration and complementarity with the government’s actions exist.

The *Ethiopian EUD* spoke of a “*very effective relationship between the development partners themselves as well as between the development partners and the government.*” In the framework of the Ethiopian

PBS, supported by the World Bank, the UK, the Netherlands, Italy, Spain, Ireland, and the African Development Bank, to quote only the most important. The EC is one of the three biggest financial donors together with the World Bank and the UK Department for International Development (DfID). But, according to the EUD, the EC played also a leading role when it comes to aid implementation. The EC has recently held the chairmanship for the social accountability sub-group of the PBS coordination group and participates actively in the regular meetings of PBS donors¹²³. It is worth to be highlighted that, according to the EUD, the education coordination group currently seemed to be the strongest technical working group (including donors and the Ethiopian government with a shared chairmanship between the Ethiopian government and the Finish Embassy) in which the EC is actively involved. The EUD stressed the fact that donors and government work closely together and *“plan pretty much all our activity together, like for the moment the development of the new education programme and the education chapter of the next PRSP”*.

The Ethiopian EUD was the only participant of the focus groups, mentioning joint review missions as a major means of ensuring coordination.

According to the respective EUD, coordination was also addressed in an effective way in *Papua New Guinea*, following to the principles of the Paris Declaration on Aid Effectiveness which were localised in 2007 in the “PNG commitment on Aid Effectiveness”¹²⁴. A round table of senior donors meet monthly to discuss. In the education sector, the five or six donors gather together in the Development Partner Advisory Committee (DPAC) which meets monthly. The EC, which is the second biggest donor after AusAid, has the co-chair of the DPAC group.

It is also interesting to mention that this committee has been created upon the demand of PNG’s Ministry of Education which wanted to see the development partners organised among each other. Today, the monthly meetings include also the Department of Education and *“there is no issue discussed without the knowledge of the Department of Education”*. The EUD stated that the Department of Education must be seen as being in the driver’s seat of the committee: they call the meeting, they inform about the issues they would like to discuss, they lay out the kind of assistance needed from the DPs, be it financial or technical assistance. Similar to the case of Ethiopia, the education sector in Papua New Guinea seemed to be the sector which is among the best coordinated in the country.

“I can say that in PNG it is the education sector which (...) has probably the best cooperation between all the development partners (...). In other departments (there are) on and off issues with the government in terms of donor coordination but we do not have problems with donor coordination between ourselves because we share the synergies even when we are working on our action fiches we share what we are going to support, e.g. within the Universal Basic Education Plan which was signed by the government in November last year. So we are working with complementary activities and not duplicating our activities with other donors, especially with the activities of AusAid.”

Solely in *Jordan* the collaboration with other donors seem to be an area of concern. It is striking that the first issue that was mentioned by the Jordan EUD, highlighted the problematic cooperation with other donors. As the EC is the only donor using SBS, the coordination mechanism in place seemed not to fit to the actual EC needs. According to the EUD:

“We are following the Paris Agenda, we are in line with the harmonization and coordination principles, the other donors are not following it. The others (donors) are participating in a platform that is called ERFKE, Education Reform for the Knowledge Economy which is a multi-donor lender platform that is supported by more than nine donors or lenders. There is coordination in place but (...) it is much tailored and designed by the World Bank. We are articulated with the government, we are following government priorities, the other donors do it only to a certain extent.”

EC support to Madagascar mainly focused on GBS, which also includes education-related indicators. Despite this only indirect support to education, the EUD to Madagascar participated in *“all the coordination meetings every time, and even now there is a plan ‘d’action’, action plan, for the future, we participate in the drafting, the redrafting and the discussions very actively.”* Here, it seemed, as if *“other donors take us into consideration because they all hope that in the future we will give again support directly or more directly to education.”*

Focus Group 2

Participants in Focus Group 2 gave a clear statement relating to the existence of appropriate coordination within the education sector.

In *Zimbabwe*, the EC has been the first donor to reengage in the education sector after the political crisis. Thus, the EC, together with DfID, facilitated the establishment of the current pool funding mechanism, the

¹²³ the PBS group meets once a month.

¹²⁴ See <http://www.pngecbp.com/PNGCommitmenttoAidEffectiveness.pdf>

so-called Transition Fund¹²⁵, which, due to its nature, needs close coordination of all donors. The coordination mechanism for the education sector is the Education Transition Fund Steering Committee which oversees the decisions related to spending. The committee is managed by UNICEF, the ministry of primary and secondary education is participating. Beyond that, the Education Working Group gathers partners, but more and more also NGOs and the Ministry of Education. Before for the crisis, the EC was almost the only donor to the education sector which were managed by the Zimbabwean government

Due to the specific situation of *Somalia*, all international aid coming in the country is coordinated through a coordination forum with a secretariat, established under the UN and based in Nairobi. The EUD Kenya, Somalia Operations Unit, is of the opinion that the EC has significantly contributed to this secretariat.

Beyond this international donor coordination mechanism, the particularity of *Somalia* is that the Somalia Operations Unit has actively sought the consultation and dialogue more specifically with other EU MS. In order to do so, permanent working groups have been set up, one of them being the steady education sector committee. When it comes to the collaboration with EU MS, the involvement of DfID is worth mentioning. From 2010 on DfID will channel their funding through the EC after five years of discussions. This new modality will be implemented on DfID's own request and is seen as a "very strong signal" by the EUD. Currently, the Somalia Operation Unit is in discussion with DANDIDA in order to include them as part of a consortium of a new capacity development project.

Taking into account the fragile situation of Somalia, the Operation Unit saw coordination as a crucial issue and accordingly "the issue of coordination has been taken very seriously":

"..if you have a fragile situation and you have a desperate situation on the ground and you go to the authorities and you ask them (..), is anybody doing something in this segment the answer will be no. (..) So if you don't coordinate you are very easily falling into the trap of duplication and multiplication of assistance."

As for Cambodia, three main coordination mechanisms are in place:

- First, there is a sectoral working group gathering EU Member States, the "division labour meeting". In the education sector, the EC is lead for this working group which meets quarterly.
- The second coordination mechanism is the Education Sector Working Group (ESWG) which gathers all donors working in the sector. It is chaired by UNICEF with a co-chair UNESCO/EC. The ESWG meets once a month and was, according to the EUD a very effective group, where many donors were present. The EUD compared with the health working group, in which she was also participating and came to the conclusion that the education group was further ahead. For example, in 2010, the ESWG, together with the MoE, contracted an aid effectiveness advisor who is working directly in the Ministry¹²⁶.
- Lastly, the Joint Technical Working Group on Education gathers donors and the Ministry of Education. It is a forum for regular policy dialogues and coordination between the government and DPs/NGOs. The group is chaired by the Minister of Education and meets every two months.

The EUD considered the EC to be among the most important donors in the education sector. Even though EC's financial contribution was not the highest, the EC has been a very active donor for a long time. The representative also stressed that the EC is very much engaged in policy dialogue which led to a very close working relationship with the government.

Besides the close collaboration with the government, it is interesting to notice that the EUD in Cambodia seemed actively pushing to make more donors using SBS as an aid modality. As the representative of the EUD to Cambodia emphasised:

"(..) even though it (Cambodia) is in the ranking considered as a very corrupt country and it is, I think that SBS is still a good modality for supporting the education sector and we would like to have especially more EU Member States supporting us in this area. (..) Now for the new programme we are very (happy that from) 2011 on Swedish SIDA will also do SBS, so it will be two of us doing SBS in Cambodia. But it would also be nice to have the support of France"

Focus Group 3

Also in focus group 3, the majority of participants were in favour of the statement 1, i.e. underpinning that EC has significantly contributed to ensuring effective coordination between DPs and with the government on education related issues.

¹²⁵ The Education Transition and Reform Plan was installed in 2006 and financed under the decision FED/1999/014-701

¹²⁶ This TA position is jointly funded by multiple DPs to assist the Ministry of Education and Youth and the ESWG in translating aid effectiveness agendas into concrete actions.

For the EUD in Morocco, the EC has significantly contributed to coordination during the design of the education sector programme. The coordination was ensured together with the Ministry of Education as well as with the development partners, with whom a memorandum of understanding has been developed leading to a joint programme with four other partners. Indeed, one of the seven components of the budget support is “partner cooperation”. The EUD obliged the government to hold coordination meetings. This turned out to be very useful, as the government asked for coordination among the different donors. At the moment there are thematic working groups gathering donors. One specific group tackles education issues and especially the coordination of TA to the government in this sector.

With its joint education support, Morocco is often presented as a good example of coordination between donors and government. For the EUD the two main reasons for this were, firstly a very close relationship with the ministry which had trust in the work of the EC and secondly the considerable amount (90 million Euros) which had a certain leverage effect regarding EC’s leading role, also in co-ordination, in the sector.

The Paraguay EUD also mentioned first of all the alignment to the national education policy, which is certainly due to the fact that SBS is provided since the end of 2009. But the minister was still not very committed to donor cooperation, the main reason was that for him development cooperation is provided through loans, as this is the modality used by Asian Development Bank (ADB) and World Bank. The EUD stated that they hope to be able to improve coordination and complementarity through the budget support modality and thus being able to support education policies rather than projects. The EUD was confident to be able to go into this direction, as the minister seemed to trust the development partners and the EC programme has got green light to start.

In Ecuador, in order to coordinate EC support with the governmental agenda, a political dialogue started in 2008 which led to the implementation of sector round tables on the initiative of the government in 2009. These round tables include all donors and the government as well as civil society organisations. Also in 2009, the EUD started to organise a platform gathering Member States and the EUD, following the ideas of the European Code of Conduct on Division of Labour and Complementarity¹²⁷. The education platform seemed to be very active and managed to reach complementarity between different actions.

“We really manage to reach a complementarity between our different actions. Spain is thinking about alignment with our sector budget support programme in education, being through BS or through accompanying TA.”

Regarding harmonisation and alignment, Ecuador has been selected by the OECD-DAC as a focus country for issues relating to harmonisation and alignment, at the beginning of 2010¹²⁸.

“(There is a) very strong awareness, I believe among the EU in particular of the necessity to achieve results in relation to the Paris indicators regarding harmonization, alignment, coordination, greater complementarity and there is also a very strong awareness of the EU Code of Conduct on Division of Labour and Complementarity.”

As for *El Salvador*, the situation is different in so far as the EUD has only been created in 2008. (before managed by the EUD in Nicaragua). Direct in-country coordination only started by then. During the focus group, the EUD highlighted that the communication with the main donors within the education sector (USA, Japan and Spain) is good, as well as the relationship with the government. Moreover, the EUD insisted on the need for the government to take on leadership in the coordination process with DPs. Yet, as there has been a change of government in 2009, the actual government seemed to have started rather slow on this point, according to the EUD in *El Salvador*.

4.2.5.2 Conclusion

Alignment with the priorities of governments and national administrations

When it comes to coordination with the national governments a big majority of EUDs stated to be in-line with government priorities, to have a dialogue with the government or even contribute actively to the formulation of sector strategies and action plans. Exceptions were Somalia where

¹²⁷ Communication from the Commission to the Council and the European Parliament of 28 February 2007 entitled “EU Code of Conduct on Division of Labour in Development Policy” [COM(2007) 72 final - Not published in the Official Journal]. With a view to improving the performance of European Union (EU) cooperation policy, the Commission proposed a voluntary Code of Conduct for better division of labour between the EU donors in developing countries. The Code is based on eleven principles designed to reduce the administrative formalities, to use the funds where they are most needed, to pool aid and to share the work to deliver more, better and faster aid. See http://eur-lex.europa.eu/smartapi/cgi/sga_doc?smartapi!celexplus!prod!DocNumber&lg=en&type_doc=COMfinal&an_doc=2007&nu_doc=72

¹²⁸ A visit from the working parties has taken place from 22nd to 23rd March 2010, chaired by Mr Koos Richelle.

dialogue is only limited to one of the three Ministry of Education of the country and Zimbabwe where dialogue had been suspended to some extent in the past.

The role of SBS for enhancing more effective cooperation

From the discussions it emerged **Sector Budget Support has a considerable potential in order to support the development of an effective coordination with the government but also among donors**. This potential seemed to have been valorised especially in Cambodia, Paraguay, Morocco and Ecuador. But also in countries which do not use Budget Support, the **importance of the leadership role of the government in the coordination process** of aid delivery is stressed (e.g. by El Salvador and Papua New Guinea).

Coordination with development partners

All participating EUDs, except one, were of the opinion that the **EC had contributed to ensure an effective coordination between DPs and with the government on education related issues**. The EUD of El Salvador could not completely agree on the statement, due to the fact that the EUD had only been created in 2008 and that there had been a change of government last year in El Salvador.

Ten out of the 12 EUDs interviewed found that coordination with other DPs can be classified as 'effective'.

For the EUD in Fiji the reason for non-effectiveness/limited effectiveness in their case laid in the fact that different approaches in aid delivery were used. As a result responsibilities were divided and coordination was limited to an exchange of information.

Further, four participants stated that the EC had contributed to increasing the coordination among donors in the education sector. (Madagascar, Papua New Guinea, Cambodia, Morocco).

Coordination with EU Member States

Only eight out of 12 EUDs mentioned specifically EU Member States as development partners, but only three of them refer to them as "EU Member States". In the case of Somalia, DfID will channel the funding through the EUD. Cambodia and Ecuador made efforts to reach a closer coordination of EU and Member States' actions in aid delivery, which meant in the case of both countries to convince MS to use a SBS approach.

4.2.6 Research question 5: Aid modalities

Under this section the participants were asked to react to the following two statements:

- The project modality has been or is helpful to...
- GBS/SBS and sector support programmes have been valuable means to strengthen education service delivery and to improve sector outcomes, due to...

To conclude this section the following question was asked to the participants:

- Budget support is the EC's preferred modality. From your experience, what are the constraints in introducing and implementing budget support?

4.2.6.1 Main findings

Focus group 1

Project modality

The participants of this focus group agreed that the project approach is helpful to ensuring effective service delivery. However, this statement rather referred to the delivery of services on the spot, e.g. infrastructure, provision of school equipment and building capacity on school level.

Fiji for example mentioned the successful management of complex education infrastructure provision through a project approach. Also *Madagascar* highlighted the benefits of a project approach for construction activities which made it possible to act on a decentralised level and focus the intervention to the needs of a remote and deprived population¹²⁹.

This point has also been mentioned by the EUD in Ethiopia:

Issues raised by the EUD in Jordan complement situations where a project approach might be 'helpful':

¹²⁹ This is likely to refer to the "Programme de formation en appui à la gestion des interventions de développement" (FORMGED)

- In situations where dialogue with the government is complicated
- In situations where there is a lack of capacities and tools
- In situations where the EC aims at testing innovative actions and implementing pilot projects

According to the EUD, in the case of Jordan which uses mainly SBS, the positive characteristics of the project approach have been introduced through technical assistance.

The EUD in *Papua New Guinea* stated that the project modality has worked for a number of years now and that the project are today well integrated within the government departments.

While participants raised a good number of issues that highlighted the usefulness of a project modality, they also pointed to a number of weaknesses of the modality:

- The project modality did not enable the EUD taking discussion on a higher level and to tackle issues like quality and access. (Fiji)
- The situation was comparable regarding sector coordination which has remained rather limited in the project modality mode. (Fiji)
- The project modality only ensured a limited direct access for government on detailed expenditures for certain activities, given the fact that EC worked through its own procedures in such a case (PNG).

SBS/GBS or sector support programmes

Interestingly, the discussion on the use of budget support mainly focused on the constraints of this modality.

For the *Ethiopian* EUD, which uses a multi donor trust fund, the 'protectoral of Basic Service Delivery System' since 2010, the major constraints are:

- Evaluation and monitoring. Reliability of reports produced by the government is conceived as a major concern. The EUD tried to remedy this problem by joint review missions all over the country and through a capacity strengthening programme with the central statistical authority. It is interesting to notice that the EUD did not see distortion as a major problem. *"On the whole distortion of aid is a problem, of course, (...) as long as you are aware that this is a constraint it is nothing that cannot be overcome"*.
- Dissociation from the project: The reporting on the outcomes is difficult, as the EUD relies on the reporting of the government and thus has knowledge of the outcomes in the field only from time to time.

The *Jordan* EUD also mentioned the difficulties related to reporting and accountability. Moreover, and interestingly, even though the lack of visibility of budget support actions is a fact, the EUD in Jordan raised the question whether this should be considered as a problem. *"I think in the context of the neighbourhood areas this should be secondary and we shouldn't really be so worried about the visibility. What is really important is the outcomes and the impact we have."*

As other participants before, the *Madagascar* EUD raised the issue of accountability and thought of an increased external control towards supreme institutions and the parliament as a possible solution for this problem. Although Madagascar is for the moment in a situation of crisis, the EUD acknowledged the leverage effect that GBS had in the country and the effects on the quality of the political dialogue with the government.

As both the EUDs in Fiji and Papua New Guinea do not apply a form of budget support, they had nothing to add to the discussion.

Focus group 2

Project modality

All participants of the FG 2 agreed that the project modality has clear disadvantages and that the long term goal should be a sector wide approach. Thus, under specific circumstances, they emphasised the fact that it is the only approach possible.

Somalia Operation Unit: "The project modality is a modality which has very clear disadvantage, this is widely documented. However, it is the only approach possible under very fragile circumstances (...) So it is indeed helpful to bring assistance to those most disadvantaged in our partner countries. However, it is worth to stress again (that due to) the inbuilt deficiencies of the project approach, the principles of the sector wide approach should be (used). That's what we are trying, and I think it has good results."

EUD Cambodia: "I would also add that it (the project modality) is probably helpful to reach very remote areas and (...) to have very quick results (...), but it's not the best way to do."

EUD Zimbabwe: "Yes under the current circumstances I think the pool funding mechanism we use is the only one that can work.(...) Let's put it this way, it's good tool. Although, of course, in a different context you would use different mechanisms."

SBS/GBS or sector support programmes

The reaction on the statement concerning budget support differed in accordance to the experience with this modality.

In the opinion of the EUD in *Cambodia* the most important positive contribution of SBS is the fact that it strengthens the country system as well as the ownership of a sectoral policy.

"By strengthening country systems you strengthen as well education service delivery and this has a lot of impacts in the whole education sector".

The EUD in Cambodia highlighted the fact that in order to implement SBS an effective policy dialogue between the EUD and the government is necessary. This becomes necessary because SBS is a modality which is difficult to understand, especially in countries where capacities within the ministries are quite low, as it is the case in Cambodia.

"Making understand that you are doing sector budget support that you are not tracking the money but that you are supporting the sector is a little bit abstract to really understand how it works. Here in Cambodia many people are still doing project approach (...) and every department is keen to have like its own development partner working for them because they might get salary top-ups."

It is worth mentioning that the new EC SBS programme has been designed in-house by the EUD Cambodia EUD staff in close collaboration with the MoE. In the opinion of the EUD, this six-month process has strengthened the ownership by the MoE even more, it has enabled the different local stakeholders to better understand how SBS functions and lastly, it has shown to the MoE that this programme is not a parallel action to the one of the ministry but a programme that fits into the Cambodian education programme.

According to the EUD, in order to build a trustful relationship, it is necessary to work very closely with the ministry, which is a very time consuming task. But EUD staffs have often not the means and the time to do it due to a huge work load.

Another problematic point of the SBS modality mentioned by the EUD is the very slow and delayed disbursement process of the variable tranches.

"It's quiet slow until we get all the documents from the Ministry of education AND from the Ministry of Economic and Finance. And then it has to be processed here in Cambodia. We are regionalised delegation that means it has to be processed in Bangkok before going to Brussels. To give you an example from the program 2008/2010 there is a second variable tranche, we had started processing it in December 2009 and it is not yet paid."

For the *EUD in Zimbabwe* the benefits of budget support lay in the cost effectiveness, especially at the intermediate central level. Further, the representative highlighted the importance of political dialogue at a technical level in the education and health sectors in order to be able to get soon back to a sector support programme, or in his words *"we hope that soon normal aid modality will be implemented in Zimbabwe"*.

Like in Zimbabwe budget support cannot be applied for the moment. But like his colleagues, the *Somalia* Operation Unit believed that SBS strengthens the ownership of the government and reduces transaction costs and thus improves aid efficiency. The EUD believed in SBS but was more critical towards GBS, because of the dangers of substitution effects.

Focus Group 3

Project modality

Within FG 3, only Morocco mentioned the project modality, as in the three Latin American countries, the projects implemented in the education sector were rather small in the evaluation period.

For the EUD in *Morocco* a positive aspect of the project modality was that it allows to focus on a specific region and thus to reach a specific population.

SBS/GBS or sector support programmes

The problem seen from the EUD concerning SBS is the lack of visibility of the results and the difficulty to evaluate the support. But, through the means of TA¹³⁰ which was financed in complementarity to the SBS, results could be seen and service delivery strengthened.

The EUD in *Paraguay* put the remark forward that the choice for one or another modality depends on the situation of the country. In any case one aim of the financing should be the establishment of a sector wide approach.

According to the EUD in *Ecuador*, the Sector Budget Support has been a helpful in several aspects, namely in order to:

- achieve the principles of the Paris Declaration
- deepen the policy dialogue
- shift the focus of cooperation from micro to macro level

Even if the EC's contribution was rather modest in terms of budget, the EUD was convinced that it has been very helpful for the ministry as it was a funding source that could be used to start new programmes, e.g. a programme with the aim to finance part of the abolition of voluntary contribution of parents to schools. Hence the positive contribution of SBS to Ecuador, the EUD stressed the fact, that the implementation of SBS requires a certain knowledge of the EUD staff, as it differs considerably from the project modality.

Sector budget support is quite new in *El Salvador*. Even though it is not possible to draw long term conclusion, the EUD highlighted the fact that SBS has been important for the government of El Salvador in order to consolidate its medium term plans, to follow up policies and to define strategic indicators to the sector. The EUD felt that these are *"crucial contribution to the education sector (from which) we will see the results, in the future"*.

4.2.6.2 Conclusion

Project approach

The participants of all three focus groups found the project modality helpful for the following reasons:

- Six out of 12 participants stated that interventions could be tailored to the needs of the population, especially in specific contexts such as: fragile states and in remote areas or to manage complex and technical provisions. (Zimbabwe, Cambodia, Somalia, Ethiopia, Madagascar, Fiji and Morocco)
- It brings quick results (Cambodia) and visible outcomes (Fiji)
- It can be useful to implement new and innovative approaches (Jordan)
- It is helpful to create capacities and tools, especially also related to the provision of TA (Jordan)

The majority of the participants felt that the project modality has clear disadvantages and that the long term goal should be a sector wide approach. Thus, under specific circumstances, they emphasise the fact that sector wide approach is the only possible approach.

Budget support

Most of the participants were in favour of a sector approach, where possible SBS, due to the several reasons:

When it comes to the relationship with the government:

- It allows for more effective policy dialogue with the government. This was mentioned by five out of 12 participants (Ecuador, Papua New Guinea, Madagascar, Ethiopia and Zimbabwe)
- It gives more ownership to the government. This was mentioned three times (Ethiopia, Zimbabwe and Somalia)
- It brings the government to consolidate a medium term plan, to follow-up policies and to define strategic indicators (El Salvador) and to shift the intervention of the EC from a micro to a macro level (Ecuador)

¹³⁰ Assistance Technique pour le suivi du programme d'appui à la politique sectorielle ""Soutien à l'Education de Base - Phase II"", decision : Soutien à l'éducation de base (MAR/B7-4100/IB/96/0259)

- It is a flexible instrument that can be used to go for new approaches and innovative programmes (Paraguay)

When it comes to the relationship with other DP

- A budget support modality allows the development of a better coordination between DPs (Zimbabwe and Somalia)

From a financial point of view:

- GBS provides the “right budget” to the interventions (Madagascar)
- It is a predictable and stable source of income (Ethiopia)

Considering these reasons, the Somalia Operation Unit representative spoke of budget support as a modality that “*improves aid effectiveness*”.

Yet, the participants stressed the weaknesses of a budget support modality:

- The lack of control and visibility due to difficulties in evaluation and monitoring. This was mentioned by four out of 12 participants (Morocco, Jordan, Madagascar and Ethiopia)
- An approach that is difficult to understand, for the government but also for other development partners and which requires a lot of time to explain and a trustful relationship with the government. (mentioned by Cambodia and Paraguay)
- Insufficient time and appropriate training for EUD staff in order to explain and follow the budget support in the country (Ecuador and Cambodia)
- Slow disbursement procedures for the variable tranches of budget support (Cambodia)

In order **to counterbalance the weaknesses of the sector budget support, Morocco and Jordan used targeted technical assistance to support the SBS, with good results**, according to the respective EUDs.

4.3 Appendices

4.3.1 List of participants

<i>FG</i>	<i>Country</i>	<i>Name</i>	<i>Function</i>	<i>In the EUD since</i>
FG 1	Madagascar	Serge Mihailov	Officer for education and health	2004
	Jordan	Abel Piqueras Candela	Task manager	2007
	Ethiopia	Elise Nalbandian	Social Sector Project Manager	2008
	Papua New Guinea	Cathy Eminoni	Head of Section Social Sectors	2006
		Thomas Viot	Economist	2008
Fiji	Fiona Ramsey	Head of the Operational Section dealing with education	2010	
FG 2	Cambodia	Nesrine Talbi	Programme officer	2009
		Michelle Labeeu	Head of operation	2008
	Somalia	Manfred Winnefeld	TM for Somalia	2005
	Zimbabwe	Paulo Barduagni	In charge of the health sector	2007
FG 3	El Salvador	Ricardo Cruz-Letona	Local Agent	
	Morocco	Sandra Bareyre	Gender and education focal point to the programme officer	2008
	Paraguay	Vera Valente	Social development cooperation adviser; in charge of GBS on poverty reduction and SBS to the education sector	
	Ecuador	Donata von Sigsfeld	In charge of education programme	2005
		Helen Conefrey	In charge of an institution building	2010

4.3.2 Interview guide

Focus group on cross-checking evaluation findings and on conclusions on selected topics

In the framework of the
Thematic global evaluation of European Commission support
in the education sector in partner countries 2000-2007
(including basic and secondary education)

Focus group protocol (interview guide)

Preamble

7 minutes

Thank you for agreeing to participate in this focus group meeting on "EC support to education sector" as part of the worldwide evaluation of EC support to basic and secondary education.

I am Georg Ladj, and next to me sitting is Wim Biervliet. We are members of the team that, since May 2009, works on this evaluation. Wim is one of the education sector experts on the team while I am the team leader of the exercise. We are the moderators for this session, but want the interaction to flow among you.

The purpose of this session is to get a clear appreciation / assessment from your side on how you perceive successes and, possibly, failures of EC support to education in your country, and the changes it may have brought or supported.

Just a few words on the evaluation process so far:

- We have gone through an inception phase where we tried to capture what exactly was spent where in support of education, i.e. which country, which sub-sector, what modality, etc.
- We also devised a set of so-called Evaluation Questions that helped us focusing the exercise.
- During the Desk Phase we started our analysis along these evaluation questions, identifying some successes and bottlenecks, but also identifying which information was still missing to provide meaningful answers to the complex evaluation questions.
- During the field phase which just recently ended we visited six countries – Bangladesh, Pakistan, Dominican Republic, Tunisia, Niger and South Africa. We collected evidence on our evaluation questions and on some further specific issues we felt were of importance for the specific country.
- We came back with still preliminary findings, and some first conclusions – both of which we would like to kind of cross-check in this session.
- Based on all this, we will draft a final report, and in autumn a dissemination seminar will take place in Brussels.

Some few additions on the evaluation as such:

- The period covers 2000 to 2007. If, during the subsequent discussion, you refer to later years, we would appreciate, if you could indicate that
- The evaluation includes basic and secondary education (not TVET)
- GBS support with a link to the education sector should be examined as well

You have been asked to participate as you have been involved, in one way or the other, in the programmes over the years. So you are the "experts".

Rules for the meeting

What are the **rules for this meeting**:

1. In a group interview like this it is really important that you express yourself openly.
2. There are no right or wrong answers.
3. We want to know what YOU think. So we will try not to talk too much, but rather listen, and let you talk, guiding and supporting, to the extent necessary, the discussion process.

We hope technology works to an extent that we can communicate easily.

As you know, we only have two hours for the discussion, so we will keep you moving along a number of issues. Let me get back to these issues in a minute.

We are taping the session in order to ensure accuracy in writing up our report. We may from time to time have to remind you to speak up, and to only talk one at a time, so that we can hear you clearly when we review the session tapes.

Main research question

The purpose of the sessions is to get insight from you, on how you perceive successes, failures and constraints of EC support to education in your respective country, as well as the changes it may have brought about or supported. Thus the main research question is as follows:

To what extent has EC support to education, direct or indirect (e.g. through GBS support), contributed to improving education sector outcomes and impacts in the country?

Answers to this question will be obtained through a sequence of questions that you will be asked to discuss. The main issues are the following:

1. Access issues
2. Service delivery, transparency and accountability
3. Coordination, complementarity, synergy
4. Aid modalities

We foresee roughly 15 minutes per topic, which is not a lot. This means that there might be situations where we simply have to stop the discussion and to continue with another issue in order to progress.

*Agenda for the video conference July 5	Time allocation Minutes
Participant introduction	8
Introductory question	15
Access issues, primary and secondary	15
Service delivery	15
Transparency and accountability	10
Coordination, complementarity, synergy	15
Aid modalities	20
Final question	10
Total	108

Participant introduction

8 minutes

Let us start by introducing ourselves:

Name, Delegation and role/position there, on post since when

Major questions

1. Introductory question

What comes to your mind, when you think of EC support to the education sector in your country, i.e. support to basic and secondary education?	
What are the most striking <u>characteristics</u> and <u>trends</u> ?	
Total minutes	15

2. Access issues, primary and secondary

Which of the following statements is best corresponding to EC education sector support in your country?

<p>EC support has ...</p> <ol style="list-style-type: none"> 1. significantly contributed to both improved access to <u>and</u> quality of basic education in the country 2. significantly contributed to access to basic education but neglected quality aspects 3. not substantially contributed to increase access to basic education in the country, nor to improving quality 4. not really tackled secondary education issues including access and quality <p><i>Possibly to add in the discussion process: by which forms of support mainly? Sector support and GBS, or through the project approach, in which areas. What about remote areas? What about disadvantaged people?</i></p>	
Total minutes	15

3. Service delivery

<p>What role EC support has played in creating conditions for effective service delivery?</p> <p><i>Possibly to add: In the future, what role would you see force support to improve service delivery?</i></p>	
<p>What role has TA played in capacity building, and what role should it play?</p>	
Total minutes	15

4. Transparency and accountability

Looking at the Transparency International Index as one source of information one finds the following (out of 180 countries):

Group 1* July 5	Rank**	Group 2* July 5	Rank	Group 3* July 5	Rank
8.30 – 10.30		11.00 – 13.00 hours		16.00 – 18.00 hours	
Madagascar	99	Cambodia	158	El Salvador	-
Jordan	49	Somalia	180	Morocco	89
Ethiopia	120	Zimbabwe	146	Paraguay	154
Papua New Guinea	154			Ecuador	146
Fiji	-				

** *Corruption Perceptions Index 2009,*

http://www.transparency.org/policy_research/surveys_indices/cpi/2009/cpi_2009_table

<p>Through what means did EC support tackle issues of transparency and accountability, especially related to the education sector?</p> <p><i>Elements to possibly mention during the discussion: Audit, PETS, procurement systems, support to NGOs as watchdog. What worked best? What did not work, why?</i></p>	
Total minutes	10

5. Coordination, complementarity, synergy

What would be your reactions to the following statements?

<p>EC has significantly contributed to ensuring effective coordination between DPs and with the government on education related issues.</p> <p><i>Possibly to add: Has EC been a major player in that regard?</i></p>	
<p>EC has not effectively co-ordinated its education support with DPs and with the government, as</p>	
Total minutes	15

6. Aid modalities

What would be your reactions to the following statement?

The project modality has been or is helpful to...	
GBS/SBS and sector support programmes have been valuable means to strengthen education service delivery and to improve sector outcomes, due to... <i>Elements to possibly raise during the discussion: Have tranche disbursements been made according to schedule; if not was non-compliance based on policy triggers or quantitative/quality related indicators?</i>	
Budget support is EC's preferred modality. From your experience, what are the constraints in introducing and implementing budget support?	
Total minutes	20

7. Final question

What else would you like to highlight?	
Total	10

Thank you for your cooperation and the fruitful discussions.

What are the next steps: we will analyse each of the interview sessions, cross-check your statements with what we have found and concluded so far, and thus further enrich the exercise and the evidence base for the evaluation. So results will feed into the synthesis report which we will start writing as from next week.

Please feel free to send comments, suggestions, insights to us, best to me or to Silvia Orrù, the evaluation manager in EuropeAid.