

**CATALYTIC FUND COMMITTEE MEETING
TOKYO – APRIL 22, 2008
MINUTES**

KEY DECISIONS

1. CF Allocations

- The CFC made two allocation decisions totaling US\$87.66 million to Madagascar (US\$85.1 million) and to Sao Tome and Principe (US\$2.56 million). The latter is a top-up of US\$2.56 million, which is in addition to a previous allocation of US\$1.04 million approved in Dakar, Senegal, in December 2007.
- The CFC did not allocate any resources to the Central African Republic. However, the CFC recommended that additional EPDF funds be made to support a new CF funding request. It was agreed that the EPDF funding proposal would be submitted to the EPDF Committee for approval. The government and its partners were also encouraged to resubmit the application reflecting a response to the concerns made by the CF Committee at the December 2008 meeting.

2. Strengthening Country-Level Processes

The CFC agreed that two additional quality assurance mechanisms would be introduced for future CF applications:

- (i) Secretariat Quality Support Review (SQSR) before endorsement. This will be supportive in nature and may require an iterative process;
- (ii) A mandatory External Quality Support Review (EQSR) of the CF application package before the final application is submitted to the CFC. Since further work is needed to clarify the nature and scope of the EQSR, funding requests projected for 2008 will be exempted.

3. Contents of Future CF Application Packages

- The CFC agreed that future funding requests should include the following items:
 - (i) a fully costed medium or long-term plan (ESP);
 - (ii) an appraisal and endorsement of that plan by the local donor group;
 - (iii) an implementation plan of the ESP, specifying what the requested CF will fund, and how it complements government and other donors' funding;
 - (iv) a summary of all domestic resources and external resources, along with an explanation of limitations in increasing bilateral and multilateral funding to cover the identified financing gap;
 - (v) the amount and duration of the requested CF funding;
 - (vi) the agreed modality and Supervising Entity.
- The CF package should be summarized in a CF Program Document prepared by the SE in collaboration with the government and the in-country local donor group, and will include the results of fiduciary assessments.

4. CF Modalities and Choice of Instruments:

The CFC concurred with the following recommendations:

- (i) the Secretariat will finalize a guidance document, mainly for Local Education Groups on the choice of modality and supervising entity. A draft of the guidance document will be distributed to the CFC for comments, to be finalized at the next CFC meeting;
- (ii) An annual implementation progress report (SE responsibility - see paragraph 9) will provide an overview of modalities being used;
- (iii) local donor groups will be asked to institute monitoring of Paris indicators in all CF beneficiary countries as part of their annual monitoring processes. The results of these reviews should be communicated to FTI Secretariat by the Lead Coordinating Agency.

5. Replenishment Mechanism

- It was agreed that the FTI Secretariat would prepare a draft replenishment mechanism to be presented to the CFC in September 2008, with the objective of final approval at the December 2008 meeting in Oslo.

6. IDA & CF Eligibility Criteria

- Members of the CFC concurred with the recommendation that all countries in IDA categories I and II, as well as small island economies, be eligible for CF support.
- Priority will be given to countries in category I, and depending on the availability of funds, prioritization may be given among these countries.

7. CF Beneficiary Countries in Transition

- The CFC agreed that bridge financing will be offered to the eight CF beneficiary countries in transition if they are performing well and need additional resources.
- These countries should: (i) complete the implementation of their two-year allocation, and report on progress and achievements; and (ii) if necessary, apply for one-year bridge funding.

8. CF Program Preparation and Supervision

The background note prepared by the World Bank on CF program and supervision costs will be circulated virtually for inputs and comments from CFC members. The final note will be tabled for discussion and decision at the next CFC meeting in September 2008.

9. Next CFC Meeting

It was agreed that the next CF Committee meeting will take place in September 2008. Three sites were proposed: Washington, Paris and The Hague. It was agreed that a final decision will be made via e-mail consultations on both the date and place of the next CFC meeting.

I. INTRODUCTION

1. A meeting of the Catalytic Fund (CF) Committee of donors was held in Tokyo, Japan, on April 22, 2008. It was chaired by Joy Phumaphi, Vice President, Human Development Network, World Bank. The list of participants and observers at that meeting can be found in [Annex 1](#).

2. Electronic copies of a number of background documents were sent to members of the CFC for comments before the meeting. Printed copies of the following documents were made available to participants at the meeting: (i) the 2008 CF Interim Status Report; (ii) a summary decision paper with scenarios of possible allocations for requests for CF funding; (iii) summary documentation for each of the three countries requesting funding: Central African Republic, Madagascar, and Sao Tome and Principe; (iv) an updated draft proposal of the Needs and Performance Framework to guide CFC allocation decisions; (v) a paper with recommendations prepared by the Strengthening Country-Level Processes task team; (vi) a paper on CF current and future modalities and instruments prepared by the FTI Secretariat; (vii) a draft concept note for a CF replenishment mechanism; and (viii) a draft note on strengthening CF supervision.

3. The main agenda items were as follows:

- a. A presentation and in-depth discussion of the CF Interim Status Report, including financial situation and progress since the Bonn and Dakar CFC meetings;
- b. Requests, proposals, and allocation decisions to Central African Republic, Madagascar, and Sao Tome and Principe; and
- c. Other important issues and recommendations included, inter alia, strengthening FTI country-level processes, CF modalities and choice of financial instruments; and the draft CF replenishment mechanism.

4. In her introductory remarks, the Chair welcomed participants and thanked donors for their continuous support to the CF. She gave a brief update on progress since the last CFC meeting in December 2007, as well as concrete steps taken to: (i) mainstream and align CF and World Bank operations to strengthen quality and fiduciary control; (ii) involve regional management teams (including Country Directors and Education Sector Managers) more directly for rapid processing and implementation of CF grants approved in Bonn (May 2007) and Dakar (December 2007).

II. CATALYTIC FUND INTERIM STATUS REPORT

5. The FTI Secretariat summarized the key messages from the CF Interim Status Report. It provided an update of progress on donor pledges, grant agreements signed and disbursements. The World Bank followed, and focused on: (i) the main reasons behind the slow pace for processing recently approved grants; and (ii) steps taken to speed up the processing and implementation of new grants (cf. FTI Website: WB Presentation). In-depth discussions followed; and all concurred with the necessity for faster processing and implementation of grants already approved. Donors raised concerns that disbursements that were consistently below projected levels would call into question the efficient use of funds already pledged as well as the need for additional funds. This would undermine the long term replenishment effort of the CF.

6. Time between allocation decision and grant agreement signing. On basis of the key messages of the interim report and the findings of the paper on “Modalities and Choice of

Instruments,” CFC members raised concerns about the recent slowdown in turning allocation decisions into signed grant agreements. The donors further noted the lack of progress in reaching agreement on more flexible and aligned modalities. Some donors viewed this as the major reason for the delay since Bonn, a view consistent with the findings of the modality paper.

7. World Bank perspective. The Bank cited a mix of factors explaining the delay in signing of grant agreements. These included the introduction of quality assurance processes, such as financial management, procurement, and safeguards assessments, similar to those used for IDA operations. For both the Bonn and Dakar countries, these processes were started after allocation decisions had been made, resulting in delays in signing Grant Agreements. In addition, the Bank, as Trustee and Supervising Entity, explained that contributing factors since allocations have also related to government capacity, harmonization challenges, and Bank-internal matters that are in the process of being addressed. The Bank noted that it will give top priority in its Regional operations to accelerate processing of CF grants, as well as upstream support for future ESPs/CF Programs. Such upstream work, and the Bank’s internal efforts to facilitate the use of policy-based budget support for CF operations, should help accelerate processing of CF grant agreements and disbursements (cf. FTI Website: WB Presentation).

8. Kenya: In section D of the CF Interim Status Report, the Secretariat provided a short briefing on a number of beneficiaries, including Kenya, for which the CFC requested a more thorough update. More specifically, the CFC asked to receive information on the agreement reached between the government and donors during the recent situation analysis workshop. More importantly, the members of the CFC wanted to get confirmation that the World Bank (Supervising Entity) was following the same recommendations agreed among members of the Local Donor Group as the basis for disbursing CF funds.¹

9. Implementation progress reports. Reporting on implementation progress for all CF beneficiaries will be provided annually by the Supervising Entity in collaboration with the local donor groups, at the last CFC meeting of the year. Based on these reports, the Secretariat will transmit a consolidated progress document to the members of the CFC. Key findings in these reports may be discussed at the meetings. Furthermore, the Secretariat proposed to post updates to the annual report on CF beneficiary countries on its website, as information becomes available.

III. CATALYTIC FUND ALLOCATIONS: PRESENTATIONS AND DECISIONS

10. Summary. The CFC made two allocation decisions totaling US\$87.66 million (see table below) as follows: Madagascar (US\$85.1 million); and (ii) Sao Tome and Principe (US\$2.56 million). The latter is a top-up to a previous allocation of US\$1.04 million approved in Dakar (Senegal) in December 2007. No allocation was provided for the Central African Republic (see paragraph 11 below). To date, CF grants have been allocated to 27 countries with endorsed sector plans for a total amount of US\$1,157.7 million (89% of total donor pledges to date).

Table 1. Summary of CF Allocations in Tokyo

Country	Allocations 2008/2010 (in US\$ millions)
Madagascar	85.1
Sao Tome and Principe	2.56
TOTAL	87.66

¹ The Kenya in-country donor group has briefed the CFC after the meeting through the FTI Secretariat. Assurance was provided that all funds (including the CF) are being released based on the agreement reached between the government and its partners.

11. Central African Republic. Representatives of the Co-Lead Coordinating Agencies (France and UNESCO) made the country presentation, assisted by the World Bank Task Team Leader. Donors questioned the large size of the funding request compared to the domestic financing, and the readiness and capacity of the government to implement such an ambitious program. There were also concerns regarding the lack of clarity and low level of estimated contributions from the donors over the next few years. The CFC did not allocate any resources to the Central African Republic. It recommended that additional EPDF funds be sought to support a new CF funding request that would respond to the issues raised by the CFC.² Paragraph 16 below details the contents of the CF application package.

12. Madagascar. Representatives of the Co-Lead Coordinating Agencies (UNICEF and the World Bank) made the country presentation. In-depth discussions followed. The CFC welcomed the progress made by the country during the first phase of CF support as well as the significantly increased domestic financial commitment. Assurance was given by the donor representatives that all current allocations will have been disbursed by March 2009. The high quality of the documentation prepared for the meeting was also noted. Members of the CFC approved a grant amount of US\$85.1 million to be implemented over the period 2009-11. This was based on the step-down scenario provided by the FTI Secretariat in the summary documentation, which anticipates increased direct support from local donors.

13. Sao Tome and Principe. On behalf of the Lead Coordinating Agency (UNDP), the FTI Secretariat presented a background document which provided answers to questions raised by members of the CFC when they met in Dakar (Senegal). Although CFC members questioned why local donors could not mobilize such low levels of funding, the top-up funding request was approved in the amount of US\$2.56 million.

III. OTHER AGENDA ITEMS

14. Update on Mozambique and Cambodia. The CFC was given an update, by the World Bank country teams, related to the grant preparations in Mozambique and Cambodia. Assurance was given that agreements had been reached on points of contention and that grant processing, in both countries, was moving forward.

15. Strengthening Country-Level Processes. The task team presented an update of its work, and progress made at its face-to-face meeting in Brussels (March 27-28, 2008). The CFC agreed that: (i) the Secretariat Quality Support Review (SQSR) before endorsement is supportive in nature and that an iterative process may be necessary; and (ii) a mandatory External Quality Support Review (EQSR) of the CF Package (see below) is required before the final application is submitted to the CFC. Since further work is needed to clarify the nature and scope of the EQSR, funding requests projected for 2008 will be exempted. In the meantime, the FTI Secretariat was requested to tighten its quality support function, and enforce a stricter deadline for the submission of CF application packages (see next section). CFC members also underlined the need to ensure that the lead donor was the primary communication channel to governments, and that greater clarity was needed on the terms of reference for the lead donor.

16. Contents of future CF Application Packages. For more consistency and clarity in terms of the contents of the CF application package, the CFC agreed that all future funding requests will include the following items: (i) a fully costed medium or long-term plan (ESP); (ii) an appraisal

² For information, the EPDF Committee later approved an additional allocation of US\$500,000 for the Central African Republic on April 23, 2008.

and endorsement of that plan by the local donor group; (iii) implementation plan of the ESP, specifying what the requested CF will fund, and how it complements government and other donors' funding; (iv) a summary of all domestic resources and external resources, along with an explanation of limitations in increasing bilateral and multilateral funding to cover the identified financing gap; (v) the amount and duration of the requested CF funding; and finally (vi) the agreed modality and Supervising Entity. This package will be summarized in a CF Program Document prepared by the SE in collaboration with the government and the in-country local donor group, and will include fiduciary assessment. The CF Program Document should be streamlined and aligned with the endorsed Education Sector Plan (ESP). The CFC agreed that good communication with countries about CF application requirements was crucial, in order to manage expectations for the next CF meeting.

17. CF Modalities and Choice of Instruments. The FTI Secretariat presented the findings of its background paper circulated before the meeting. The CFC concurred with the following recommendations: (i) the Secretariat will finalize a guidance document, mainly for Local Education Groups. A draft of the guidance document will be distributed to the CFC for comments, to be finalized at the next CFC meeting; (ii) an annual implementation progress report (SE responsibility - see paragraph 9) will provide an overview of modalities being used; and (iii) local donor groups will institute monitoring of Paris indicators in all CF beneficiary countries as part of their annual monitoring, discussed during Joint Annual Reviews and communicated to the FTI Secretariat by the Lead Coordinating Agency.

18. CF Needs and Performance Framework. The FTI Secretariat presented a background paper circulated before the meeting. Members of the CFC noted the value of the information in helping them reach allocation decisions.

19. Replenishment Mechanism. The FTI Secretariat presented the draft Concept Note circulated before the meeting. Members of the CFC discussed the proposal as outlined in the document, as well as the suggested timetable intended to lead to more predictability. Members of the CFC recognized the urgency of establishing a mechanism for long term predictable replenishment. It was agreed that the FTI Secretariat would prepare a draft replenishment mechanism to be presented to the CFC in September 2008, with the objective of final approval at the December 2008 meeting in Oslo.

20. IDA and CF Eligibility Criteria. The FTI Secretariat presented a background document attached as Annex 4 of the CF Interim Status Report. Members of the CFC concurred with the recommendation that all countries in IDA categories I and II, as well as small island economies be eligible for CF support. It was also reiterated that CF eligibility does not mean that a given country will necessarily be allocated CF funds. Priority will be given to countries in category I, and depending on the availability of funds, prioritization may be given among these countries.

21. CF Beneficiary Countries in Transition. The FTI Secretariat presented a background document attached as Annex 5 of the CF Interim Status Report. Members of the CFC agreed that only option 1 should be offered to the eight CF beneficiary countries in transition if they are performing well and need additional resources. Thus, these countries should: (i) complete the implementation of their two-year allocation, and report on progress and achievements; and (ii) if necessary, apply for one-year bridge funding.

22. Application package for one-year bridge funding. As compared to the standard CF Package as explained in paragraph 16 above, the application for one-year bridge funding should include these items: (i) an in-depth implementation report to assess progress and results; (ii) an implementation plan specifying what the CF will fund and how it complements government and

other donors' funding; (iii) a summary of all domestic resources and external resources, along with a full explanation of any specific limitations in increasing bilateral and multilateral funding to cover the identified financing gap; (iv) the amount of the request for CF funding; and finally (v) the agreed modality and Supervising Entity. The SE will prepare a streamlined CF Program Document to include the above items. The Secretariat will communicate these requirements to the eight countries in transition as soon as possible.

23. CF Program Preparation and Supervision. The World Bank presented the final version of the background document distributed to participants at the meeting. The Bank team highlighted the key messages in the note such as low levels of supervision budgets based on past assumptions that no longer hold, and thus fall short of what is necessary to do quality work. Members of the CFC raised concerns that the background document was not provided in advance, but agreed that it was an important topic. Therefore, it was agreed that: (i) the background note will be circulated virtually for inputs and comments; and (ii) the final note will be tabled with more time for in-depth discussions and a decision at the next CFC meeting in September 2008.

24. Next Committee meeting. It was agreed that the next Committee meeting will take place in September 2008. Three sites were proposed: Washington, Paris and The Hague. It was agreed that a final decision will be made via e-mail consultations on both the date and place of the next meeting.

Cleared with and cc. Ms. Joy Phumaphi, Chair; and CF Committee members.

ANNEX 1 – List of Participants

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CFC MINUTES – APRIL22, 2008

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