

Mid-Term Evaluation of the EFA Fast Track Initiative

Draft Synthesis Report Volume 3

Appendix IV: The Education Program Development Fund

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Acronyms and Abbreviations

ADEA	Association for the Development of Education in Africa
CD	Capacity Development
CF	Catalytic Fund
CSO	Civil Society Organisation
CSR	Country Status Report
EFA	Education for All
EPDF	Education Program Development Fund
ESP	Education Sector Plan
FTI	Fast Track Initiative
GMR	Global Monitoring Report
HQ	Headquarters
IDA	International Development Association
IIEP	International Institute for Educational Planning
LDG	Local Donor Group
LEG	Local Education Group
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
NETF	Norwegian Education Trust Fund
NGO	Non-governmental Organisation
ODA	Overseas Development Assistance
OECD DAC	Organisation for Economic Cooperation and Development Development Assistance Committee
PAD	Project Appraisal Document
PRSP	Poverty Reduction Strategy Paper
TA	Technical Assistance
TTL	Task Team Leader
UK	United Kingdom
UPC	Universal Primary Completion
USA	United States of America
USD	United States Dollar
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNESCO BREDA	UNESCO Bureau régional pour l'éducation en Afrique
WB	World Bank

1 The Education Program Development Fund (EPDF) complements the Catalytic Fund as one of the dedicated trust funds that supports the Fast Track Initiative. Its expected benefits are set out in Box IV.1 below.¹

2 An earlier working paper, (Riddell 2009) detailed the concept behind the Education Program Development Fund (EPDF) and how it developed over time, drawing on global level documentation available from the Fast Track Initiative (FTI) Secretariat and the EPDF Committee meetings. The present appendix goes beyond the preliminary findings of that paper and also examines the evidence on the EPDF from the evaluation's nine full country case studies and eight desk studies to see whether the expected benefits have resulted. EPDF's contribution is but one part of FTI's contribution to capacity development (CD) for Education for All (EFA), which is examined more broadly in **Annex G**.

Box IV.1 Expected Benefits of EPDF

Expected Benefits of EPDF

- More low-income countries would have credible national education sector plans, endorsed by the donor community supporting that country;
- Key systemic/endemic constraints would be addressed in more countries in supply, demand and finance;
- There would be stronger donor partnership at the country level and greater use of harmonised procedures (with those of the Government where possible);
- Ultimately, most countries would progress at a pace that would enable them to reach Millennium Development Goal (MDG)#2; and
- There would be knowledge sharing and dissemination of good practice.

Source: (FTI 2005a)

A What is it?

3 As described in the FTI Framework document (FTI 2004d) the EPDF was established in 2004 to provide funding *“for priority studies, capacity building, national outreach and stakeholder consultations.”* (ibid, p.5). The Framework document states that the EPDF is being created to assist local donors in their support of the “FTI process”, which *“includes upstream technical studies and capacity and consensus-building as countries develop the education component of a PRSP and/or prepare or revise national education sector plans”*(ibid, p.5).

4 Four objectives and four operational principles were delineated in the revised EPDF Concept Note (Box IV.2 below). Clearly, the EPDF was envisaged as a means of assisting countries in their development of credible Education Sector Plans (ESPs). It would utilise donor partnerships and increase harmonisation and alignment procedures, reflecting the new aid modalities.

5 Neither the original Concept Note (2004) (FTI 2004e) nor the Revised Concept Note (2005) (FTI 2005a) addresses the eligibility of countries to access the EPDF, although the list of countries that are expected to be supported and the total funding for these countries is the responsibility of the WB regional manager.

¹ Boxes and Figures appear within the text of this Appendix; Tables appear at the end.

Box IV.2 EPDF Objectives and Operational Principles

EPDF Objectives

1. Support the development of sustainable national education sector programmes;
2. Strengthen Government technical and institutional capacity to develop and implement policies and national education sector programme;
3. Improve the understanding of issues that are key constraints to reaching EFA through support for regional studies, analytical work and strategies; and
4. Strengthening governments' political commitment, consensus and ownership through policy dialogue and consensus building at the country level and at regional level.

EPDF Operational Principles

1. The additionality of EPDF monies;
2. That the work should be defined in close collaboration between government and its partners in the sector;
3. That the work should be led by government; and
4. That the work should support strong synergy between the World Bank (WB) and other international and regional agencies.

Source: FTI 2005a

6 The original governance arrangements for the EPDF included a Strategy Committee, comprising a representative from each contributing donor and headed by the World Bank Director of the Human Development Network. These arrangements applied throughout the period under evaluation,² but will change under the new governance arrangements agreed in Copenhagen (April 2009), where it was decided that a new independent Board Chairman will head the EPDF Committee. The Committee meets annually to review progress of the previous year and approve on a non-objection basis the regional plans for the coming year. (In practice it has met more often than annually – see Table IV.11 at the end of this annex.)

7 The World Bank's Regional Education/Human Development departments manage and are responsible for the operation of the Regional Funds,³ including: (i) funding decisions on individual activities; (ii) implementation and monitoring of activities; (iii) presenting an annual report on implementation progress, outcomes and resources; and (iv) proposing an annual programme that indicates: (a) what countries are expected to be supported over the next year and the total level of funding for these; (b) a programme of regional analytical activities and the total level of funding for these; and (c) a partnership programme of regional activities and its cost. The Revised Concept Note describes "Regional Reference Groups" to "*facilitate dialogue and coordination for region-specific issues*". (FTI 2005a)

8 Central World Bank Management costs are met by the Bank's normal 5% Trust Fund administration charge, the standard for all Trust Funds under USD 30 million. 2% of this fee covers the central costs of the Trust Fund, Accounting, Legal and other Bank offices involved in the administration of the Fund. The other 3% is transferred to the Regional

² The TOR required the evaluation to cover the period up to September 2008. In practice, the evaluation team has taken cognisance of developments through October 2009. The appointment of the first independent chair was confirmed at the FTI Board meeting in Rome on 3 November 2009, and so the new arrangements had not taken effect at the point that the evaluation's draft full report was completed.

³ WP04, which compares the 2004 and 2005 Concept Notes, points out that in the original Concept Note (2004), the question of the World Bank's moral hazard, was addressed, although it was stated that the donors did not identify this as a problem. The issue of moral hazard was not addressed in the Revised Concept Note (2005).

Departments responsible for Regional Fund management. In addition, the Fund may cover reasonable World Bank staff costs related to implementing the annual programmes funded by the EPDF in the regions.

B How did it develop?

9 Table IV.1 illustrates the cumulative allocations and disbursements by region from 2006–2009. It shows a slow start in the first two years, with a disbursement rate of 13% in 2006, rising to 60% in 2007, and averaging 47% for the period, and with cumulative allocations rising from USD 24.7m in 2006 (and 2007) to USD 75.8m by early 2009. Table IV.2 illustrates the funding requests and funding allocations from 2005–2009, utilising the information provided to the EPDF Committee in the EPDF Status and Progress Reports. Allocations over the period rose from USD 15.4m to USD 26.33m, with sub-Saharan Africa (SSA) consistently being allocated the largest funds, and with South Asia (SAs) consistently in second place until 2008, when East Asia and the Pacific region overtook it. Cumulative allocations and disbursements kept SSA and SAs in the lead.

10 Allocations increased from USD 15.4m in 2005 to a cumulative total of USD 75.75m in 2009, but cumulative disbursements had only reached USD 35.435m or just under half the allocations for this period, with sub-Saharan Africa receiving the largest share, followed by South Asia.

11 Table IV.4 lists the countries that have been allocated EPDF resources over the period to date by region and date. Without including the countries in which the Norwegian Education Trust Fund (NETF) operated in sub-Saharan Africa (31 in 2005⁴ but 39 countries over the period 1998–2005⁵), an additional 28 countries received EPDF support in 2006, with additional countries receiving support, as indicated, up to the present. More than 80 countries have received support from the NETF and EPDF combined.⁶

C What were the EPDF monies spent on?

12 The Bellew and Mook report (2008) (Bellew & Mook 2008) attempted to answer this question, utilising available data for 2005–2007 for summarising across the many countries on which EPDF resources had been spent. For example, they reported the percentages of activities categorised by the four different objectives of EPDF, as portrayed in Figure IV.1.⁷

13 However, they are quite candid about the limited documentary information and were unable, as a result, “to assess whether EPDF-funded activities had built country capacities in the various areas in which it intervenes, nor whether EPDF activities (had) strengthened donor partnerships at the country level, nor whether monitoring, evaluation and knowledge sharing activities (had) improved country policies and strategies” (ibid, p.3). Indeed, they did not update their review with the 2008 data when it became available, as the same limitations applied. Furthermore, the overlap between the four EPDF objectives was considerable, making any conclusions based on such categorisations suspect.

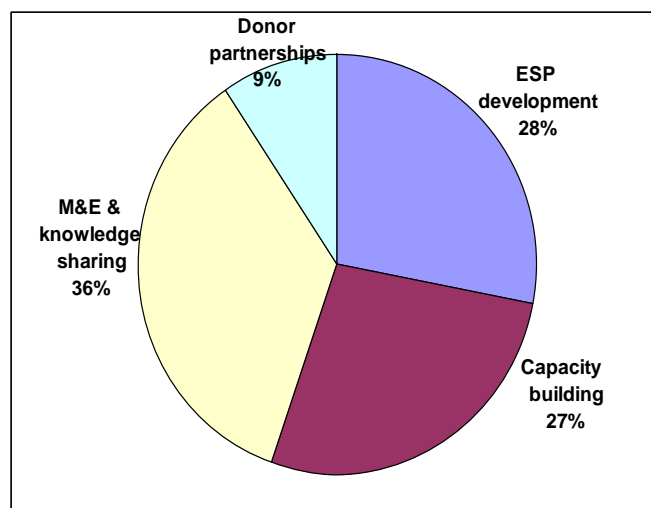
⁴ NETF Annual Report, 2005, p.14.

⁵ Op.cit., p.15.

⁶ The lack of comprehensive reporting on EPDF prevents more exact figures.

⁷ They were unable to assess the level of funding across these objectives for all the regions. Data were available only for AFR, EAP and LAC, but the distribution of EPDF financial allocations by objective for these three regions is similar to that in Figure IV.1.

Figure IV.1 Activities by EPDF Objective (%), 2005–2007

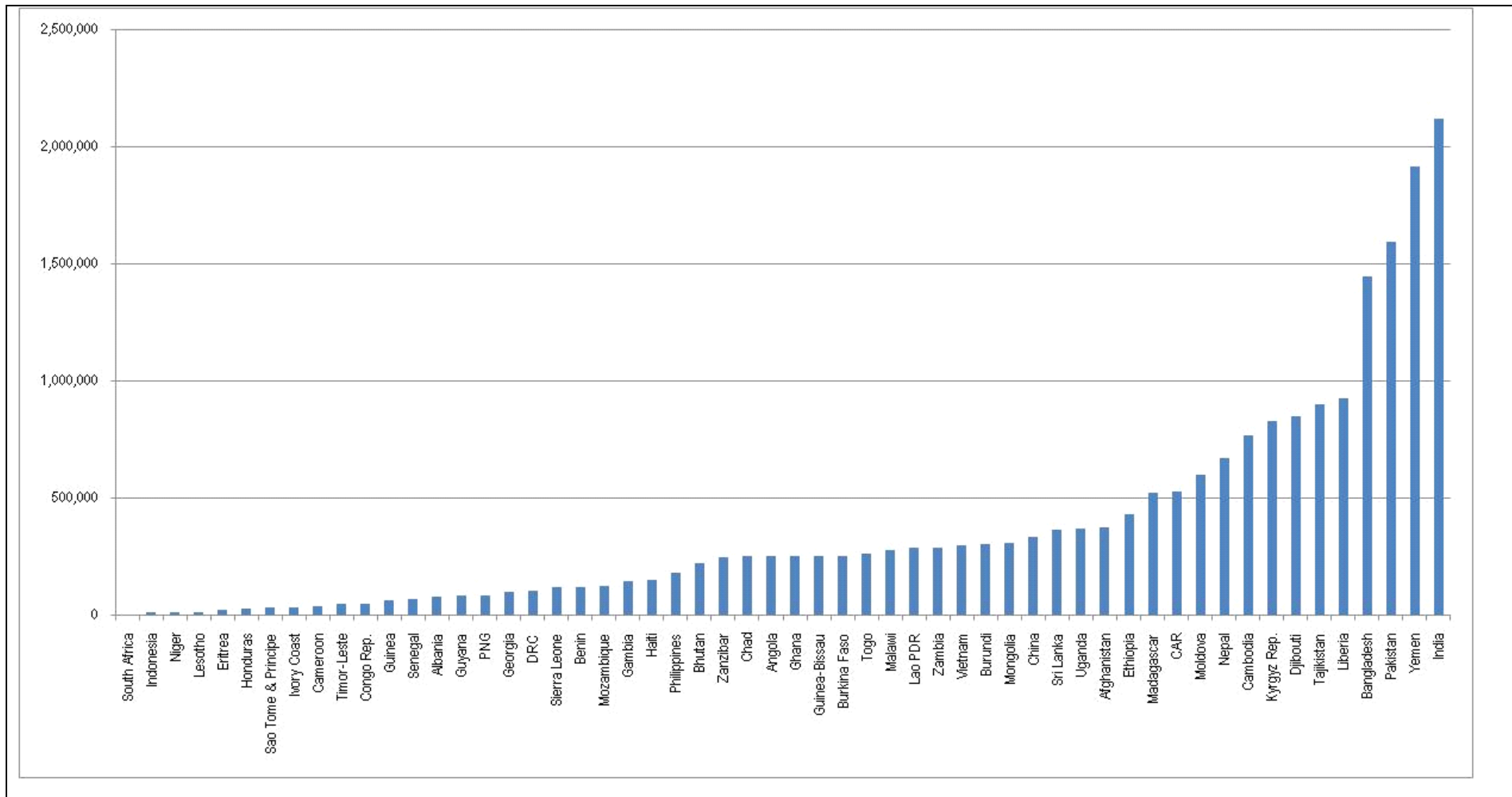


14 The discrepancies between allocations to individual countries can be seen in Figure IV.2 below, updating the 2005–2007 chart produced in by Bellew and Moock (Bellew & Moock 2008) with the 2008 figures that they shared with the evaluation team.

15 Bellew and Moock drew some useful observations from the 2005–2007 data set:

- that the average cost of multi-country activities was the equivalent of about 4.5 times the average for country-specific activities (and in spite of accounting for only 22% of activities, amounted to about half of total EPDF funding);
- that allocations for country-specific activities vary significantly (this is evident from Figure IV.2 below);
- that multi-country activities tend to be associated with capacity building; and
- that the large majority of financing for country-specific activities produces various types of studies.

Figure IV.2 Total EPDF Allocations by Country, 2005–2008 (USD)



Source: Bellev & Mook 2008 Chart 10. [Updated to include 2008.]

16 No further attempt has been made to update the Bellew and Moock data set because most of the same data limitations apply, notwithstanding the commitment to provide more strategic information in the annual Regional Annexes for each of the regions (FTI 2007 and FTI 2008a). Indeed, for the set of country studies completed as part of this mid-term evaluation, an attempt was made to re-categorise EPDF activities in order to identify those specifically related to ESP preparation, those activities primarily related to individual studies or methodological guides/materials or project applications; those with a specific capacity development objective; and those primarily related to knowledge-sharing. Clearly there is overlap, as is indeed recognised in Table IV.5 (Country Studies' EPDF Uses). However, it is not possible from the data available to attach a cost and thus a percentage of total monies spent on these four objectives because so many individual activities have no costs ascribed to them, nor specific disbursements.

17 As can be seen, variations exist between allocations and known disbursements across this set of countries, as well as between the different categories of activities. If one categorises all 'mixed' activities (see the two penultimate columns of Table IV.5) along with those specifically for capacity development alone, then the breakdown of activities across the four categories is as follows:

- about 43% of the activities are geared toward preparatory ESP work;
- 25% to individual studies;
- about 30% on capacity development; and
- 2% on knowledge sharing.

However, as noted in the Bellew and Moock study, knowledge sharing is likely to account for a much higher percentage of funding than the percentage of activities alone would reveal. The available data remain unsatisfactory for drawing more detailed conclusions.

18 In relation to the set of country case studies, Table IV.6 lists the activities – and costings, where available – by country, together with the codings summarised in Table IV.5.

D What has the EPDF accomplished?

EPDF Objective 1

19 In relation to the first of the four objectives detailed in the revised Concept Note for the EPDF (Box IV.2 above) – “*support the development of sustainable national education sector programmes*”, it is clear that the EPDF has accomplished a lot. Table IV.5 (Country Studies' EPDF Uses) illustrates the focus on preparatory work in each of the countries allocated EPDF resources; and Bellew and Moock's review underlined the effectiveness of the EPDF with respect to FTI endorsement (except in South Asia), though they also anticipated the need for greater focus on endorsement, especially in sub-Saharan Africa.⁸

20 Table IV.9 illustrates that nearly two-thirds of the 79 IDA countries have received EPDF support. Of the 50 countries who have, 32 have endorsed ESPs, so two-thirds of those supported achieved the first part of this objective.

21 The sustainability of the ESPs is a broader issue and can be answered both from the perspective of the financial contribution catalysing domestic and further external education expenditure, as well as the sustainability of the capacity development that has nurtured the

⁸ However, from another perspective, given that there seemed to be no eligibility requirements for EPDF support, and no firm decision as to whether populous countries such as Pakistan and India and the other E-9 countries would ever be endorsed, EPDF monies spent on such countries could be seen as compensation for *not* accessing the CF.

sector programmes. These two factors go beyond EPDF's contribution per se, though the lack of clarity and transparency of EPDF resource allocation decisions has cast a shadow on its efficacy. As can be seen in Table IV.7, the country case studies found that awareness of EPDF amongst stakeholders, especially governments, was not widespread.

22 There is no question, however, that the policy simulation models and the Country Status Reports contributed significantly to the design of national education sector programmes in several countries. In addition, where studies were conducted to fill gaps in the knowledge base from which policies could be designed or evaluated, these have also contributed significantly to ESPs.

EPDF Objective 2

23 For the second EPDF objective, to "*strengthen Government technical and institutional capacity to develop and implement policies and national education sector programs*", because of the lack of sustainable capacity development found in FTI's contribution generally, but also specifically with respect to EPDF's contribution, it can't be said that the EPDF has accomplished this goal, especially when a capacity development objective has not been a part of the process of developing some of the necessary tools and products for such strengthening. As also noted in the capacity development Annex, the case of Burkina Faso stands out regarding the effectiveness of EPDF contributions as compared to other countries. This is related to the modality of capacity development in the construction of simulation models and their use for policy analysis and policy dialogue. It has also been the exception not the rule that EPDF activities have supported policy implementation, as, for example, in the case of ECE in Moldova or disability screening in Cambodia. The focus of EPDF activities has more commonly been upstream.

EPDF Objective 3

24 Table IV.8 illustrates the multitude of cross-country or regional analytical work, strategies and workshops that have been conducted in the countries for which case studies have been written. There can be no doubt that the third EPDF objective, to "*improve the understanding of issues that are key constraints to reaching EFA through support for regional studies, analytical work and strategies*" has been addressed, even if the prioritisation of resource allocation to this objective may be somewhat askew from the individual countries' perspective (especially where EPDF engagement hasn't led to FTI endorsement).

EPDF Objective 4

25 EPDF's contribution to the fourth objective, to "*strengthen governments' political commitment, consensus and ownership through policy dialogue and consensus building at the country level and at regional level*", can be judged from the country case studies in which the political economy of the stakeholder interfaces is described (Government, LDGs, LEGs, CSOs). The experiences are extremely varied and depend on a variety of factors that go beyond the particular EPDF contribution. As can be seen in Ghana or Kenya, for instance, where LEGs already existed, FTI's contribution to governments' political commitment or policy dialogue and consensus building was not a key factor. It could be said that the added value of EPDF in such countries (further examples are provided by Rwanda and Mozambique) is likely to be much less than in countries in which the stakeholder interface has been less developed for whatever reason (e.g. because of lack of capacity; the country being a donor orphan; or due to important data gaps). Several of the French West African countries have benefited far more – with the fourth objective being much more key to EPDF's contribution – than in the countries already mentioned. In Burkina Faso, as in Mali, the capacities developed and the costings worked out as part of the policy simulation models brought a reality to the policy dialogue that had not existed before.

Overall accomplishment

26 The expected benefits of the EPDF cannot easily be disentangled from FTI's influence and contribution as a whole and are addressed in Chapter 3 of the main report. However, in relation to those countries allocated EPDF resources – over 80⁹ – 37 have endorsed sector plans. Of these, depending on which definition is used, about a quarter are or were recently classified as fragile states. Table IV.8 invites examination of the varying regional focus of those International Development Association (IDA) countries which have endorsed ESPs. Thus, whereas just over two-thirds of sub-Saharan African IDA countries have received EPDF support, only 16 (41%) have endorsed sector plans. Harmonised procedures have not resulted from EPDF contributions; indeed, the lack of awareness of EPDF amongst LDGs and LEGs indicates a lack of harmonisation of EPDF activities.

E Relevance, Effectiveness and Efficiency of EPDF Expenditure

27 Notwithstanding the EPDF Concept Note's specification that the World Bank Regional Offices are required to report on assessments of the effectiveness and results of EPDF expenditure, such information is unavailable some five years after the start of EPDF. It is thus not possible, globally, to evaluate the relevance, effectiveness or efficiency of EPDF expenditures. However, the poor disbursement/allocation ratios for cumulative EPDF monies are demonstrated in Table IV.1.

28 Despite an attempt to cull a summary view across the country case studies, the detail necessary to qualify any summary remarks repeatedly returns the evaluator to the individual case studies as they differ enormously. Regarding relevance, even at the country level the lack of transparency of the EPDF process has made it difficult to relate the particular selection of activities to the needs prioritised by a planning team, no less an LEG. In countries with extant LDGs (e.g. Ghana, Kenya, Nicaragua or Rwanda), the work required in preparing for endorsement or re-endorsement went alongside that already carried out in the country. In such cases, EPDF activities focused on facilitating endorsement of the ESP may have been less relevant than activities linked to the EPDF's other objectives (Box IV.2 above) and expected benefits (Box IV.1 above). EPDF activities that were focused more on the capacity development requirements beyond initial ESP preparation could have been more relevant.

29 The efficiency of EPDF expenditure is also hard to judge across the country case studies: in some cases, EPDF activities are nascent or too recent to draw judgements. In others, judgements emerged from the interviews of stakeholders that indicated the inefficiency of EPDF processes in honing in on the most appropriate and strategic modalities of intervention. In contrast to the view expressed almost uniformly at HQs, in the case of Burkina Faso it is recorded that the Task Team Leader felt that too much time was wasted on EPDF procedures for relatively small amounts of money. In other cases, such as Ghana, the inefficiency stems from its having to redo tasks already performed and if one is drawing out other examples, where expatriates have to 'do' the work, the efficiency of EPDF – in relation to its capacity development objectives – is limited.

30 The investigation carried out into Pakistan's use of EPDF monies is telling (see Box IV.3 below). The relevance of most of the activities is clear, though the connections between the Higher Education work and universal primary completion (UPC) are at best tenuous. In other countries, most activities seem *prima facie* relevant, but questions remain as to whether the activities sponsored by the EPDF were the most relevant in the context (cf. ¶28 above).

⁹ It is extremely difficult to ascertain an exact number from the reporting in the annual EPDF Regional Annexes.

31 Each country case study report includes an analytical matrix for capacity development which identifies FTI inputs (including EPDF) and assesses their relevance, effectiveness, efficiency. Most often, EPDF activities were found to be broadly relevant, but there were frequently reservations about the effectiveness and the efficiency of the use of EPDF funds.

F What are the different perspectives on the EPDF?

32 In addition to the global analysis of the EPDF carried out, to the extent possible with the data produced for the EPDF Committee, and the analysis of the 17 country case studies, the interviews carried out for this evaluation covered stakeholders from diverse backgrounds, whether in partner or recipient countries, or covering development agency, government or NGO staff, at headquarters or in-country. Some of the issues raised by the various stakeholders illustrate the divergence of views surrounding the purpose of EPDF and its characteristics of implementation, irrespective of its concept notes. A selection of comments is listed in Table IV.10 from the global interviews.

G Problems with and successes of EPDF

33 These views, together with the analyses of the global and country case study data, lead us to summarise some of the problems as well as successes of the EPDF. These relate primarily to the way in which EPDF processes have been carried out. In this regard it is worth looking back at the operational principles enumerated in the EPDF Concept Note (Box IV.2 above).

34 It is clear from the country case studies that the process of accessing EPDF monies has not been transparent. It cannot be said, as a rule, that the work has been defined or led by government; many governments were in the dark about the availability of EPDF monies and the process of applying for them. In many cases WB Task Team Leaders (TTLs) informed LEGs, but did not necessarily enable resource allocation decision making to be made in the LEG. The additionality of EPDF monies can most likely be assumed given the practice of WB TTLs accessing the funding for activities, studies, capacity development, evaluations, and knowledge sharing which was deemed necessary, but which the WB could not fund itself. This is especially true to the extent that the WB was moving out of the primary sector in IDA countries, an issue discussed in **Section 3C** of the main report. The comments appearing in the views of the EPDF expressed in Table IV.10 acknowledge this.

Box IV.3 Examples of Background to EPDF Use in Pakistan

The country case study team searched for traces of the activities and studies reviewed in Bellew and Moock, 2008. Ideally it was looking for: preparatory concept notes or memos outlining the purpose of the activity and the relevance to government programming; reports of the activity or published studies; evidence that the documents/reports were used in subsequent programming.

Preparatory: Searching for Information

The team discussed with two out of the four members of the Regional Steering Group; asked the Task Team Leaders in the World Bank office in Islamabad at least twice each; the Education Reform Programme officials in Karachi and Lahore about the programmes relevant to Sindh and Punjab respectively; several interviewees about their own specific programmes; and interrogated various documents provided to us and obtained through web searches.

The two members of the Regional Steering Group contacted could not remember any serious contact (one meeting and no preparatory documents); the local World Bank office could not provide the team with any immediate information; and none of the interviewees whether at Federal Level or at Provincial Level (in Sindh; and in Punjab) had heard of EPDF.

Eventually, the team obtained clarification from the Task Team Leader for the Sindh activities and from the South Asia Regional Manager for the other activities. Overall, only a limited amount of documentation was made available; and, in particular, the team was not able to obtain clear statements of the purpose and intended relevance of the activity. The EPDF activities in Sindh were a partial exception: the team did obtain a coherent rationale for them, but it did not match the listing of activities that had been provided by the FTI secretariat. Indeed, it became clear that the activity descriptions gathered by Bellew and Moock were in many cases inaccurate.

Assessment of Quality, Relevance and Evidence of Use

Regarding the two activities concerned with Higher Education: after meeting the Vice-President of the Higher Education Commission (HEC), the team was impressed by the quality of the input, but puzzled by its relevance to UPC:¹ the policy note only refers to primary education as a background to forecasting likely enrolments to Higher Education; and the programme appraisal document (PAD) explicitly acknowledges that the inter-sectoral trade-off is a risk to the World Bank loan which would however be mitigated by the capping of the Higher Education budget as a share of the total education budget.² Moreover, as the HEC is totally independent of the Ministry of Education, there is no question of developing a shared sector plan.

Of the 16 issues/studies/topics, two of the items are concerned with Higher Education at the Federal Level and at least three with Secondary Education only. The three concerned with secondary education can be linked to the development of sector plans; but the two with Higher Education cannot. Several of the items and associated input work were clearly very relevant for the development of the Sindh sectoral reform programme. Four items are impact evaluations which have been discussed with GoS. Overall, EPDF has made a limited and fragmented contribution to the development of the country's capacity building and planning.

¹The World Bank Regional Manager said that *'the financing of some stand alone post-basic education activities had been permitted by the EPDF committee and these fell under those'*. The relevant EPDF Minute is September 20th, 2007 where it says *"the EPDF can be used for post-primary work in two cases: (i) any education sector activities which support the objective of universal primary school completion; and (ii) the development and/or update of the Education Sector Plan which cover the entire sector."*

² No figure is given in the PAD document; but the fact that the HEC share of Federal spending on education has risen from below 40% at its foundation in 2003-04 to more than 50% in 2006-07 (and from about 8% of total education spending in 2003 to nearly 13% in 2006-07 suggests that 'capping' may not be wholly successful.

35 The extent to which the WB manages and selects the activities to be funded by the EPDF has led to considerable criticism both from other donors¹⁰ and from governments. The EPDF is seen as conveniently accessible to WB Sector Managers and TTLs for such tasks as policy simulations, country status reports, impact evaluations, studies targeted on knowledge gaps, and fiduciary assessments, with only limited assent required from the beneficiary government or other donors. (The same concerns were raised soon after the EPDF was established – see ¶48 below.) The question marks over the process relate to its ownership and the voice of the major stakeholders in resource allocation decisions, not the duplication of tasks nor any untoward activities.

36 It can be argued that the utilisation of EPDF monies to fund regional workshops, including for the Association for the Development of Education in Africa (ADEA) and training carried out by Pôle de Dakar, the United Nations Educational, Scientific and Cultural Organisation/Regional Bureau for Education in Africa (UNESCO/BREDA) and the International Institute for Educational Planning (IIEP), for instance, support synergy between the World Bank and these agencies. However, at a more general level, especially because of the limited use of most of the Regional Advisory Groups in practice, it cannot really be said that the EPDF's focus is derived from such synergy. EPDF has sought to avoid the duplication of what others are doing but it has not engendered a broader process of consultation and inclusion, canvassing views on resource allocation choices and the focal points of other agencies.

37 To summarise across these data sources, the following box categorises some of the notable EPDF problems and successes.

Box IV.4 EPDF Successes and Problems

EPDF Successes	EPDF Problems
<ul style="list-style-type: none"> • Credible plans • Country Status Reports (CSRs) • Simulations • Policy dialogue • Costings • Realism • Filling Knowledge Gaps: Studies, Impact Evaluations • Knowledge-sharing 	<ul style="list-style-type: none"> • Lack of transparency • Not country-driven • Unclear delineation between Catalytic Fund and EPDF Capacity Development • Technical assistance (TA) not managed by country • Not integrated with overall CD • Not inducing harmonisation • Too closely resembling NETF (which had a single donor) • Disconnect with public sector reform, with ESP overall • Allowing parallel structures, projects, overlap • Lack of incentive for LEG to coordinate

38 It is interesting that if one applies the notions of 'process' to the right hand side and - 'product' to the left-hand side of Box IV.4, one can begin to see that the problems relate to processes or modalities, whilst the successes relate to the actual products of the activities funded. It is thus not surprising that the reworking of the EPDF in the draft concept notes emerging from the EPDF Task Team emphasises the *way* activities are carried out, not *what* is done.

¹⁰ The term "slush fund" was frequently used in interviews – not with any implication of corruption, but to highlight its convenience as a support to Bank work.

H Issues Raised in EPDF Committee Meetings 2004–2009

39 The minutes of the EPDF Committee meetings, held at least annually since 2005, illustrate the different issues that have arisen in the development of the EPDF since its inception (see Table IV.11). Indeed, they have led to the ongoing redesign of the EPDF up until 2011 when the current EPDF will cease to operate.¹¹

40 It is instructive to note that one of the major issues discussed from as early as March 2006 was the need for a results framework, echoed a year later in the creation of a Task Force to help shift EPDF M&E to a results framework. A year later the issue had become the strategic focus of EPDF; and 18 months later the notion was that there should be clear linkages of outputs with regional education strategies, a clear connection of activities with EPDF strategic focus, more transparency at all phases, and increased consistency of FTI processes. There are also several other recurring issues, such as the role of the Regional Advisory Groups, post-basic education funding and thematic priorities, that will also need to be considered in any reform strategy.

I EPDF Task Teams and the Netherlands’ ‘Fit for Purpose’ paper

41 As can be seen from Table IV.11, there have been a number of EPDF Task Forces created to deal with different issues that have been raised at the EPDF Committee meetings since the creation of EPDF in 2004. At the 2006 Partnership Meeting in Cairo an EPDF Task Force was created to discuss the opportunities and challenges in broadening technical and analytical support for national teams, knowledge generation, and knowledge-sharing and policy dialogue. Their report (2007) reaffirmed the priorities for the EPDF and made recommendations focused especially on technical and analytical support to national teams for the preparation of national education sector development programmes. An important decision was reached in the context of the discussion of recipient versus WB execution at country level. This was that Government execution of EPDF-financed activities be considered on an exceptional basis; and only when warranted by special circumstances. In addition, FTI partners were asked to explore the apparent decline in their technical capacity in education in the context of the new aid modalities. In the promotion of greater collaboration amongst agencies, those benefiting from EPDF support should abide by the principles of: (i) promoting collaboration and synergy; (ii) paying attention to linkages between education and other sectors; and (iii) building the capacity of the host government and/or regional institutions. A further issue that was raised concerned the use of EPDF to support capacity development. It was confirmed that its role should be to help develop strong CD components as a standard feature of all sector programmes – financed and implemented as an integral part of these programmes – and to help develop and utilise national and regional expertise.

42 These are important recommendations as they delineate the role of the EPDF in terms of supporting the wider capacity development principles and objectives that are seen as a necessary part of sound education sector planning. The fact that the EPDF is a multi-donor initiative was seen as a positive aspect to ensure the promotion of better synergy and collaboration amongst agencies, rather than the fragmentation of technical support as is common.

43 The Netherlands strategy paper, *An FTI ‘fit for purpose’ and ‘fit for future’*, explicitly states that the FTI shouldn’t deal substantively with issues such as data improvement, measuring learning achievements, or disability. Instead it should facilitate and ensure that

¹¹ This deadline was extended from 2010 (April 2009).

these issues are adequately addressed in the countries' own processes. Actually assisting countries to address them is a role of individual partners and agencies (Netherlands MoFA 2008b, p.3).

44 A further EPDF Task Team was established in Oslo in December 2008, led by Australia and including members from Canada, Ireland, Norway and France, and with representatives from the Unicef, the World Bank and the FTI Secretariat. Its purpose was to redesign EPDF. Towards this goal it produced a Concept Note entitled 'Redesign of the EPDF' (FTI 2009). This Note received endorsement by the FTI Steering Committee in April 2009. The FTI Steering Committee then sought further consultation from agencies and LDGs/LEGs prior to finalising the design to be presented to the November 2009 FTI Board meeting.¹²

45 The guiding principles of the new EPDF were listed in the April 2009 Concept Note as:

- a) Policy dialogue
- b) Results
- c) Country ownership
- d) Programmatic approaches
- e) Flexibility
- f) Building on existing knowledge
- g) Harmonised and aligned approach

46 Three programme objectives are noted:

1. **Strengthen country capacity** to develop and effectively implement good education policies, robust results oriented programs and realistic budgets.
2. **Deepen knowledge and learning** around issues identified as priority by countries and in global fora, where appropriate in partnership with existing national and international institutions.
3. **Reinforce the role of the local education group** in coordinating support to the education sector, engaging and aligning a broad constituency, and advancing country leadership and accountability.

47 Eligibility is not laid down in hard and fast rules in the April Concept Note, but it is stated that: "*The Program will provide support to low income countries, with an emphasis on FTI endorsed countries and those seeking endorsement. This includes countries in receipt of CF or ETF support, but for whom there remain significant knowledge or capacity shortfalls relevant to achieving their education goals.*" (ibid, p.8) Further, it is proposed that countries work within a 'notional allocation' for planning purposes, with requests for resources above this level, referred to the Management Group [the doubled-in-size global FTI Secretariat]. The LEG would manage funds in-country.

48 The issues raised in the EPDF Committee Meetings, and the several EPDF Task Forces that have been created to deal with them, the Netherlands strategy paper, and the differences of opinion on EPDF's role underlying the interview extracts in Table IV.11 together comprise the framework against which the EPDF is to be judged and evaluated as regards its future governance and role. One of the fundamental differences of opinion amongst donors concerns the type of external help that should be offered. Another concerns

¹² The evaluation team did not have sight of the final redesigned Concept Note, which was due to be presented to the FTI Board in parallel with the draft mid-term evaluation report. However, the team did see earlier versions and interviewed members of the EPDF task team.

the difference of opinion between the WB and other donors on the future role of the WB, given the pivotal role it has played thus far. Indeed, as was stated in the evaluation of FTI governance in 2005:

Strong views were expressed on the governance of the EPDF in that the money was seen as being exclusively for the benefit of the World Bank. The EPDF was described as being 'the World Bank's pocket money,' 'too Bank influenced' and 'driven,' 'good in principle but in practice, the money channels through what the World Bank is doing in the countries.' The way the EPDF operates, with the internal bank structure deciding on the allocation of the funds, was therefore strongly seen as a cause for concern. It was stressed that no one agency should have the monopoly on how to allocate these funds. (Buse 2005, p.24)

J Fragile States

49 The issue of fragile states and how to tailor support to individual contexts will need to be dealt with in the redesign of the EPDF. The country case study on Yemen, in particular, raises such issues. However, such issues are by no means solely for fragile states.

Capacity building in countries where system wide reform is being undertaken only slowly (and where the political context makes civil service reform a sensitive issue) is an uphill struggle. FTI as it currently stands focuses on the existence of political will and commitment to reform merely within the education sector as a precondition for success. In Yemen, many of the key blockages lie outside the sector in particular the issue of long-term fiscal sustainability, and weaknesses within the civil service system that reflect its role as an instrument of patronage within a political system that is vulnerable to a range of threats and challenges to the government's legitimacy and control. Without sustained progress in the broader reform agenda – particularly civil service and public financial management reform – faster progress and the impact of FTI will be undermined (Yemen Country Case Study (Duret et al 2009) para 12.2)

K Which Way Forward?

50 The EPDF has been embraced as a valuable pool of funding for achieving ESP endorsement and producing useful background studies. However, it has not managed to become the force for harmonisation among donors and for greater collaboration between donors and partner governments that its objectives envisaged. Nor has it made a strong contribution to strengthening governments' systemic capacities. The EPDF's role in FTI's overall approach to capacity development is considered in **Annex G**, which questions (a) the "gap-filling" approach embodied in FTI's original design, (b) the focus mainly on upstream (planning) activities, and (c) the tendency to divorce "capacity development" from "operational funding". The evaluation's recommendations (Chapter 5 of the main report) envisage a redesign of FTI activities as a whole, in which capacity development would be treated in a more holistic way.

51 What are the challenges/issues that need to be addressed in any possible redesign of the EPDF? Some of those emerging from this Appendix are listed below (see Box IV.5). Any redesign options will need to be weighed against the proposals to overcome these challenges. The EPDF II Task Team will be reporting to the FTI Board in November 2009 at the same time as the Board will receive the Evaluation Team's recommendations for EPDF reform. The work of the evaluation team shows that capacity development needs are extensive and are key to the successful long term implementation of ESPs. The redesign of the EPDF will form a vital part of the future effectiveness of the FTI in this area.

Box IV.5 Challenges/Issues for EPDF Redesign

- Enabling country-led processes
- Determining eligible countries
- Determining eligible expenditure
- Prioritising resource allocation
- Predictability of finance
- Agreeing procedures and designating management responsibilities
- Producing an effective monitoring and evaluation 'results' framework for EPDF generally, specific to countries, regions, and the outcomes of activities and expenditure
- Linking EPDF contributions to broader capacity development
- Developing an accountability framework for LEGs and their host agencies
- Facilitating transparency and communication
- Developing a framework and management responsibilities for developing regional or thematic work and knowledge-sharing
- Brokering assistance and support with attention to and choice of modalities of CD and their monitoring and evaluation
- The role of the WB – unravelling the multiple roles and addressing potential conflicts of interest
- Creating workable incentives for agency staff to work together effectively
- Engaging with and enabling effective CSO involvement
- Coordination, harmonisation and alignment of support; and consideration of aid modalities
- Appropriate contextualisation for fragile states, populous countries, federal and decentralised systems

Table IV.1 EPDF Cumulative Allocations and Disbursements 2006-2009* (USD 000) and %

Region	2006 and 2007 Cumulative Allocations ¹²³	2006 Disbursements	2006 D/A (%)	2007 Disbursements ³	2007 D/A (%)	2008 Cumulative Allocations ⁴	2008 Disbursements ⁴	2008 D/A (%)	TOTAL Cumulative Allocations ⁵	TOTAL Cumulative Disbursements ⁵	2006-2009 D/A (%)
Sub-Saharan Africa	12.940	0.781	6	8.132	63	34.740	5.300	49	41.22	22.038	53
East Asia & Pacific	2.400	0.434	18	1.326	55	6.800	0.596	35	8.51	2.917	34
Europe & Central Asia	0.900	0.85	9	0.818	91	3.210	0.880	32	3.21	1.194	37
Latin America & Caribbean	2.183	0.236	14	0.838	38	3.080	0.100	66	3.85	2.209	57
Middle East & North Africa	1.000	0.365	37	0.703	70	2.685	0.008	52	2.69	1.496	56
South Asia	5.280	1.300	25	2.939	56	7.991	1.165	62	9.77	5.582	57
GCE⁶									6.50	0	0
TOTAL	24.703	3.201	13	14.756	60	58.506	7.257	49	75.75	35.435	47

Notes:

¹ EPDF Summary Progress Report, November 2006 and EPDF Summary Progress Report, December 2007.

² Excludes bridge funding allocations

³ EPDF Summary Progress Report, December 2007; Allocations for 2006 were the same for 2007.

⁴ EPDF Summary Progress Report, December 2008

⁵ EPDF Interim Progress Report, April 2009

⁶ Global Campaign for Education, an international NGO, allocated funding December 2008.

* Fiscal or calendar years not specified, dates of reports indicate data for prior 'year'.

Table IV.2 EPDF Requests and Allocations 2005-2009 (USD 000)

Region	2005 Requests ¹	2005 Allocations ¹	2006 Requests ²	2006 Allocations ³	2006 Disbursements ⁴	2007 Projected Commitments ⁴	2007 Approved Bridge Allocations ⁵	2008 Requests ⁵	2008 Allocations ⁶	2009 Requests ⁷
Sub-Saharan Africa	10.0 NETF ⁸	10.0 NETF	12.900	12.900	0.781	8.000	6.400	15.200	15.400	13.900
East Asia & Pacific	1.0	0.9	2.100	1.5	0.434	1.848		3.885	3.900	1.897
Europe & Central Asia	0.5	0.5	1.050	0.900	0.85	0.206	0.160	2.154	2.150	0
Latin America & Caribbean	1.0	0.9	0.800	0.800	0.236	1.746		3.150	0.900	1.200
Middle East & North Africa	0.5	0.5	0.500	0.500	0.365	0.500	0.416	1.269	1.269	0
South Asia	4.5	2.6	3.035	2.680	1.300	2.252	6.976	3.1214	2.711	4.504
TOTAL	17.5	15.4	7.485	19.280	3.201	14.552	6.976	28.7794	26.330	21.501

Sources:

¹ EPDF Status Report, March 2005

² EPDF Status Report, March 2006

³ EPDF Strategy Committee Meeting, Moscow, March 14, 2006

⁴ EPDF Summary Progress Report, November 2006

⁵ EPDF Summary Progress Report, December 2007

⁷ EPDF Funding Requests, Oslo, December 2008.

⁸ USD 10m funded by NETF in 2005; USD 15m requested by EPDF beyond 2005.

Table IV.3 Donor Pledges to EPDF, as of March 31, 2009 (In USDm)

Country	2005	2006	2007	2008	2009	2010-2013	Total 2005-2010	Received
Australia				1.06	1.72	1.63	4.41	1.06
Canada		3.40			1.62	6.48	11.50	3.40
France		1.74	2.00	2.10	1.74		7.58	5.84
Ireland		0.95	1.06	1.40			3.41	3.41
Japan			1.20				1.20	1.20
Luxembourg		1.30	0.91	1.20			3.45	3.45
Netherlands		1.50	6.00	6.00			13.50	7.50
Norway	4.87	30.00	6.50	1.30			42.68	42.68
Russia			1.2	2.00	1.0	1.0	5.20	3.20
Sweden		2.6		3.60	1.2	2.4	9.80	6.20
UK	0.94	4.96	4.96	0.70			11.55	11.60
TOTAL	5.81	46.45	23.84	19.39	7.28	11.51	114.28	89.49

Source: FTI Secretariat, EPDF Interim Progress Report, April 2009; exchange rates as of March 31, 2009

Table IV.4 Countries receiving EPDF support 2006-2009

March 2006: 28 country programmes received technical and financial support	
EAP	Cambodia (2006), China*, Indonesia*, Lao*, Mongolia (2006), Myanmar*, PNG*, Philippines*, Timor-Leste (2005), Tonga*, Vanuatu*, Solomon Islands*, Kiribati*, Vietnam (2003)
LAC	Bolivia*, Guatemala*, Guyana (2002), Honduras (2002), México*, Nicaragua (2002), Peru*
MENA	Djibouti (2006), Yemen (2003)
SAS	Pakistan*, Bangladesh*, India*, Nepal*, Sri Lanka*
+November 2006:	
ECA	Albania (not disbursed) (2006), Georgia (2007), Kyrgyz Rep. (2006), Moldova (2005), Tajikistan (2005)
LAC	Haití (2008), Honduras (2002), México*, Costa Rica*
SAS	Bhutan*, Afghanistan*
SSA	19 countries since March 2006 – can't compare without looking at NETF
+December 2007:	
SAS	Indonesia*
ECA	Albania (disbursed)
+December 2008	
SSA	36 countries listed with: i) 22 countries having completed CSRs plus 3 twice (Mauritania, Niger and Togo) – began with NETF; and ii) clearly stepped-up in 2008, as of these, 10 started or ongoing in 2008 with 5 completing in 2009
EAP	Myanmar*, PNG*, Vanuatu*, and other PICs

Notes:

*not endorsed, not a partner country

() Date country was endorsed

Source:

Data taken from EPDF Regional Annexes

Table IV.5 EPDF Uses by Country Study Countries

Country ¹³	Allocation Period	Average Alloc/Yr (USD 000)	Total Allocation	Known Disbursement (%Allocation) USD 000	Listed Uses (No.)	Preparation/ Assessment* ¹⁴ (%)	Studies/ Guides (%)	CD/ Training (%)	Knowledge sharing (%)	Mixed (%)	Mixed (%)	Staff Costs* (USD 000)
Code						1	2	3	4	1 3	2 3	
Yemen	2005-2008	478.75	1,915	70 (4)	44	12 (27)	11 (25)	9 (20)	1 (2)	9 (20)	2 (5)	177.5
Pakistan	2005-2008	398.49	1,593.95	587.3 (37)	16	9 (56)	4 (25)	1 (6)			2 (13)	
Moldova	2006-2008	189.3	568	225.3 (40)	15	7 (47)	7 (47)	1 (7)				
Cambodia	2005-2008	190.71	762.85	124.47 (16)	12	7 (58)	2 (17)			3 (25)		
Vietnam	2005-2008	98.33	295	(0)	4	2 (50)	1 (25)		1 (25)			
Uganda**	2006-2007	187.3	366.6	45.87 (13)	5	2 (40)	1 (20)	1 (20)		1 (20)		
Ethiopia	2007	42.16	427.2	121 (28)	2					2 (100)		
Malawi	2007-2008	229.25	458.49		2	2 (100)						
Zambia	2006	287.91	287.93	252.84 (89)	1	1 (100)						
Ghana	2008	250	250	(0)	1	1 (100)						
Burkina Faso	2008	250	250	(0)	1	1 (100)						
Mozambique	2008	120	120	(0)	1	1 (100)						
TOTAL	2005-2008	226.25	7295.02	1426.78 (20)	104	45 (43)	26 (25)	12 (12)	2 (2)	15 (14)	4 (4)	

Key:

1 – Includes preparatory work, assessments, evaluations feeding into ESP and/or FTI_CF studies, methodological guides, materials

2 - Project applications

3 - Capacity development, training, workshops

4- Knowledge sharing

*Includes staff costs where noted

**Allocation and listing doesn't include shared USD700k Pole de Dakar Post-CSR Costs (or for Kenya, Uganda and Ghana, shared WBI course costs)

¹³ The five country study countries not included in this table (Kenya, Mali, Nicaragua, Nigeria and Rwanda) had no information reported for them re: EPDF support.

¹⁴ Includes preparatory work, assessments, evaluations feeding into ESP and/or FTI-CF, Studies, methodological guides, materials, project

Table IV.6 EPDF Allocations by Country and Year to Country Study Countries

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2006	Moldova	260,000	225,302	Pre-school - Rapid social and technical assessment of facilities/in rural areas, dev. Alternative Models, identify training & equipment needs, dev tch & learning standards, performance monitoring system, EMIS; Collaboration w/Unicef & UNESCO in part; materials for communication campaign		1
2006	Moldova	0		On-the-job training for MOE& PMU engineers on supervision of civil works and state standards		3
2006	Moldova			Prepare technical proposal for Year 2 of EFA FTI CF		1
2006	Moldova	0		Evaluation of the EFA FTI Year I interventions and provide critical information to donors to set priorities		1
2006	Moldova	0		Assistance to establish a pilot rehabilitation centre for disabled children		2
2008	Moldova	35,000		Assessment and revision of the existing legal framework for in-service training for ECD staff.		1
2008	Moldova	36,000		Study on knowledge, attitudes and practices at household level related to ECD		2
2008	Moldova	30,000		Study on alternative solutions for ECD services (e.g. network of mobile resource centres).		2
2008	Moldova	30,000		Elaboration of curricula and guidelines for pre-service and in-service ECD teacher training for higher education institutions.		2
2008	Moldova	19,000		Elaboration of methodological guidelines and development of a training programme on ECD funding for local authorities and managers of preschool units		2
2008	Moldova	45,000		Elaboration of a methodological guide for authors of pre-school books		2
2008	Moldova	3,000		Adjustments to the Operational Manual for EFA FTI Year II.		1

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2008	Moldova	35,000		Dev ECD didactic materials; (i) adjustment of selected (foreign) didactical materials to local context (incl. translation); (ii) didactical portfolio for children and parents.		2
2008	Moldova	30,000		Rapid technical and social assessment for pre-school rehabilitation under EFA FTI Year II		1
2008	Moldova	45,000		Study of the effectiveness of the EFA FTI Grant interventions		1
2005-07	Yemen	182,000		Sec Ed Strategy: Local TA to draft a note, guide MoE w/ strategy, lead local consultations; int'l TA to assist MoE to draft plan, identify priority interventions based on cost-effectiveness, institutional feasibility, lessons learned		1 3
2005-07	Yemen			Dev sector-wide strategy : Int'l consultancy - financial simulation model for basic /secondary ed.		1
2005-07	Yemen			Poverty Reduction Strategy training organised by the IIEP		3
2005-07	Yemen			TA-develop Medium Terms Results & Expenditure Framework		1
2005-07	Yemen			Development of HE Strategy		1
2005-07	Yemen			CB - develop pilot Conditional Cash Transfer pgm to retain girls; impact eval of effectiveness & institutional arrangements.		1
2005-07	Yemen	148,000		Quality improvement/ learning achievement -Follow-up TIMSS activities & in-country initiatives; MoE participation in regional TIMSS; national workshops		2 3
2005-07	Yemen			Pilot Survey to est. Baseline for a randomised impact evaluation of Cash Transfer pgm.		1
2005-07	Yemen			Joint MoF& MoE work to reform ed. budget to enhance outcomes and service delivery		1 3

Appendix IV: The Education Program Development Fund

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2005-07	Yemen	70,000		Eliminate gender disparities in pri & sec ed - Demand-side interventions & deployment of rural teachers - consultants & workshops		1 3
2005-07	Yemen			Review school construction design -Local consultancy		1
2005-07	Yemen			Sector studies on teacher train, textbooks & curriculum, incl. translation into Arabic		2
2005-07	Yemen			Conducting two surveys to assess the demand and supply-side impact of the abolition of school fees (since 9/06); followed by national workshop		2 3
2005-07	Yemen			Conducting a secondary graduate tracer study to fill in a critical knowledge gap as regards the linkage of secondary education to labour market outcomes (since 6/07)		2
2005-07	Yemen			Learning outcomes (Gr.1-12) - Diagnostic studies to improve knowledge, practice & prioritization in: (a) curriculum and textbooks, (b) teacher pre- and in-service training, (c) qualifications, incentives & teacher performance, (d) incidence and causes of pupil & teacher absenteeism.		2
2005-07	Yemen			Assess the country's standard exams for basic education and formal literacy courses (equivalent to primary education completion), with regional comparisons		2
2005-07	Yemen			EFA FTI Catalytic Fund grant implementation: Travel cost to attend the EFA FTI Donor Meetings in Beijing		1
2005-07	Yemen			Monitoring implementation of EFA FTI CF grant completion		1
2005-07	Yemen	35,000	35,000	M&E activities workshops on edu stats & indicators		1 3
2005-07	Yemen	85,000	35,000	Operationalisation of Partnership Declaration - consultant fees & travel, training & workshops		1 3
2005-07	Yemen	32,500		Improve EFA FTI website		1

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2005-07	Staff costs-Yemen	147,500		Bank's supervision (travel and staff time)		1*
2005-07	Yemen	60,000		Assessment of the institutional structure of education		2
2005-07	Yemen	45,000		Review of Student Flows		2
2005-07	Yemen	30,000		Assessment of learning outcomes and determinants of learning (TIMSS)		2
2005-07	Yemen	30,000		Assessment of time on task in basic and secondary schools		2
2005-07	Yemen	30,000		Household survey on causes of dropout and linkage to education quality		2
2005-07	Yemen	50,000		Survey of factors of success in formal and informal sector employment		2
2005-07	Yemen	60,000		Survey on marginalised groups and education		2
2007-8	Yemen	10,000		Local Economist to undertake data analysis for CSR		1
2007-8	Yemen	20,000		Participation of Key-stakeholders in post basic education course in Cairo		3
2007-8	Yemen	20,000		Support to M&E-a. providing reliable information to policy-makers for decision-making; b. strengthening accountability functions; c. using integrated information systems to allow more equitable and cost-effective resource allocation within sub-sectors and across the education sector		1 3
2007-8	Yemen	10000		Interpretation/ Translation of CSR and Govt developed Integrated Vision for Sector.		1
2007-8	Bank costs-Yemen	30000		EPDF Administration Costs and Support		1*
2008	Yemen	193,000		Analytical work - Assessment of institutional structure of education, student flows, learning outcomes, time on task in basic and sec schools, background paper on ed investments to date		2

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Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2008	Yemen	100,000		Surveys on causes of dropout and linkage to education quality, marginalised groups in education, & factors of success in formal & informal employment		2
2008	Yemen	78,000		Data analysis- Cost implications for policy scenarios & Pop Projections		1
2008	Yemen	234,000		Workshops to Disseminate CSR & Prepare Visioning Exercise; translate & print CSR & vision		1 3
2008	Yemen	20,000		National Conference-Develop integrated education vision with involvement of key stakeholders		3
2008	Yemen	30,000		Training & Workshops - analyze ed sector issues (target group: inter-ministerial technical committee members, and the DP community.)		3
2008	Yemen	30,000		TA - support development of integrated ed vision. Task managed & reviewed by joint GoY- DP team.		3
2008	Yemen	30,000		Capacity Dev- equitable access & good quality ed in the context of how post basic can respond to labour market needs.		3
2008	Yemen	80,000		Strengthen M& E - provide reliable info to policy-makers for decision-making; strengthen accountability functions; use integrated information systems for more equitable & cost-effective resource allocation		3
2008	Yemen	10,000		Knowledge Sharing across FTI countries		4
2008	Yemen	5,000		Support to GoY and DP forums to enhance harmonization		3
2008	Yemen	10,000		Support to MoE to participate effectively in economy-wide initiatives to ensure national strategies and budgets reflect ed sector priorities.		3
2006	Cambodia	50,000	48,652	Donor Coordination to Support EFA/FTI Plan		1
2006	Cambodia	21,851	15,000	FTI Background Paper		1
2006	Cambodia	54,000	53,820	Studies-Scholarship & School Effectiveness		1

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2006	Cambodia	7,000	7,000	Studies- Quality Basic Education for All		1
2005-07	Cambodia	100,000		Disability- Awareness, support policy dialogue w/ stakeholders. Workshops, collaboration w/ OECD		1 3
2007	Cambodia	80,000		Preparation for FTI/CF agreement		1
2005-07	Cambodia	90,000		Disability -Dev methodology & assessment instruments for disability screening		2
2005-07	Cambodia	80,000		FM and procurement assessments for FTI/CF		1
2008	Cambodia	50,000		Fiduciary CD to ensure the effective use of FTI/CF		1 3
2008	Cambodia	30,000		Dev of teacher training manual for inclusion education		2
2008	Cambodia	150,000		Impact evaluation of primary ed scholarship programme to increase access for the poor -- TA		1
2008	Cambodia	50,000		Annual sector review and work plan capacity building		1 3
2007	Vietnam	95,000		Extension of full-day schooling		1
2005-07	Vietnam	40,000		Teacher profiling & career dev - dev standards		2
2008	Vietnam	100,000		Develop ed sector strategic plan in areas of financing, sector governance, & basic education quality -- TA		1
2008	Vietnam	60,000		Learn from other countries (Chile) in providing all children access to full-day schooling, address equity issues & improve learning outcomes		4
2005-07	Pakistan	1,038,949	587,304	Primary Education Sector Reviews		1
2005-07	Pakistan			Sindh Education Sector Programme-TA provided for shaping the reform programme and MTEF		1
2005-07	Pakistan			School Survey in Rural Sindh		2
2005-07	Pakistan			Education Census Analysis-building capacity of ministry to carry out its analysis.		2 3

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Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2005-07	Pakistan			School Council Capacity Building Programme (Punjab Education Sector Reform Programme)		3
2005-07	Pakistan			Evaluation of Girls Stipend Programme in Punjab and Sindh-middle school		1
2005-07	Pakistan			Secondary education, VET and college system review		1
2005-07	Pakistan			Sindh School Surveys and MIS Data		2 3
2005-07	Pakistan			Assisting Pakistan in the development of an effective monitoring system		2
2008	Pakistan	135,000		Sindh Education Sector Strategy - TA to develop various areas of the plan	The project should focus on governance and transparency via the performance agreements to address issues of corruption. Should not be restricted to Sindh alone should include NWFP.	1
2008	Pakistan	80,000		Higher Education Reform plans including financing, mgt, MTEF, etc to continue Bank Dev Policy lending	Conditional approval: project needs to demonstrate contribution to advancing the challenges of the whole sector.	1
2008	Pakistan	115,000		Quality Improvement Strategy Development - studies - teacher accreditation, nat'l assessment, exams, teacher dev, cross-learning	The project should be revised to focus on only a few priority areas and only those with demonstrated interest and buy in from the government authorities involved	2

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2008	Pakistan	75,000		Sindh: Survey of teacher/student absenteeism in primary and secondary institutions	The project governance would need to demonstrate Department of Education engagement with significant opportunities for capacity development.	2
2008	Pakistan			Punjab: Public Private Partnership (PPP) impact evaluation in elementary education	Not approved	1
2008	Pakistan	150,000		Sindh Differential Stipend Programme (DSP) impact evaluation on beneficiary girls	Insufficient information provided. Approval is dependent on a more complete description of the project with links to the broader FTI agenda.	1
2008	Pakistan			Sindh Public Private Partnership (PPP) impact evaluation	Not approved	1
2007	Ethiopia	187,450	120,998	Health/Nutrition -Analysis of food insecurity, workshops		1 3
2007	Ethiopia	239,713	0	Disability Screening of Children - Statistical report on pilot and workshops		1 3
2006	Malawi	69,200	48,916	Education Sector Programme Update		
2007	Malawi	208,490	0	New CSR -- includes ECCE, literacy and adult education, technical and vocational education and training, and higher education.		1
2008	Malawi	250,000		FTI Education Plan Endorsement Support		1
2007	Uganda	250,000		TA-country analysis & simulation model/CSR?		1
2007		700,000		Pôle de Dakar -2008 work programme; "Post-CSR follow up" in BF,CAR, Chad, Congo; 3-4 other CSRs, training programme		1 3
2006	Uganda	14,600	4,816	Learning Achievement Factors Analysis Publication		2

Appendix IV: The Education Program Development Fund

Year	Country	Allocation 2005-07	Disburse 2006-07	Activity	Donor Comments	Category
2006	Uganda	102,000	41,054	TA for Donor Coordination		1
2006-7	Uganda, Ghana, Kenya	20,229	24,441	WBI course attendance - "Accountability, Governance, and Quality of Decentralised Education in Africa" - Uganda, Ghana, Kenya		3
2006	Zambia	287,925	252,841	Public Expenditure Tracking Survey		1
2008	Ghana	250,000		CSR	Approved w/ condition: Link with endorsement status	1
2008	Burkina Faso	250,000		CSR	Approved w/ condition: Link with endorsement status	1
2008	Mozambique	120,000		Mozambique CF Operationalisation	Approved	1

Table IV.7 Awareness of EPDF amongst stakeholders in Country Case Studies¹⁵

	Government	CSOs	LDG	LEG
Burkina Faso			WB	
Cambodia	NO	NO	WB	NO
Ethiopia¹⁶	NO		NO	
Ghana	NO		NO	NO
Kenya	NO	NO	WB+1	NO
Malawi	NO	NO	YES	NO
Mali	YES		YES	
Moldova	YES		YES	YES
Mozambique				
Nicaragua	NO	NO	NO	NO
Nigeria	NO	NO	YES	
Pakistan	NO	NO	NO	
Rwanda			WB	
Uganda				
Vietnam				
Yemen	SOME		WB	
Zambia				

¹⁵ Blanks denote n/a

¹⁶ Not even the lead donor was aware of the EPDF.

Table IV.8 Some of the regional or cross-country uses of EPDF 2006–2009

<p>East Asia and the Pacific (EAP) 2006</p> <p>Bangkok Regional Meeting</p> <p>Mother-Tongue as Bridge Language of Instruction (SEAMEO)</p> <p>Awareness of Children with Disability (Vietnam, Philippines, Indonesia)</p> <p>Using M&E for Better Education Policy, Planning, and Results (Bali)</p> <p>Learning Outcome and Teachers' Workshop (China)</p>
<p>EAP 2008</p> <p>Early Grade Reading Assessment in the Pacific (RTI)</p>
<p>EAP 2009</p> <p>Regional training on TQSI methodology and material development for inclusion education (Vietnam, Indonesia, Cambodia, Thailand, Philippines)</p> <p>Schooling options for rural communities – regional workshop</p> <p>Teacher development and management resource packaged – for EAP and SAR</p> <p>Regional workshop on innovative financing instruments for achieving EFA</p> <p>Regional symposium on government policies for expanding pre- and post-basic education for all</p> <p>EAP and SSA collaboration on maths and science education improvement</p>
<p>Latin America and the Caribbean (LAC) 2006</p> <p>Latin American Lessons in Promoting EFA (in Colombia)</p> <p>Network of Education Leaders</p> <p>Support to UNESCO/Regional Office on LLECE</p> <p>Second International Congress on Escuelas Nuevas</p>
<p>LAC 2007</p> <p>Workshop on Governance in Education</p> <p>Newsletter to share information on projects and studies</p> <p>Book on quality of education in Mexico</p> <p>International seminar PPP - national federations of coffee growers and MOEs on competitiveness</p>
<p>LAC 2008</p> <p>Regional Conference on Skills Formation (Dominican Republic) – for Central America and Caribbean</p> <p>Regional Conference on ICT and e-learning – OECS</p>
<p>SSA 2007</p> <p>Capacity Development Workshop on Country Leadership and Implementation for Results in the EFA-FTI Partnership (Cape Town) (then Tunis) (Burundi, Madagascar, Lesotho, Sierra Leone, Uganda, Zambia) (Benin, Mali, Mauritania, Cameroon, Chad, Ghana, Malawi, Liberia)</p> <p>Meeting the Challenges of Educational Development in PALOP Countries (Lisbon) (Angola, Cape Verde, Guinea Bissau, Mozambique, Sao Tome and Principe)</p> <p>WBI course: Strategic Choices for Educational Reform</p>

WBI course: Accountability, Governance and Quality of Decentralised Education in Africa (Uganda, Kenya, Ghana)
 Africa Program on Education Impact Evaluation (APEIE) in Abuja
 HIV/AIDS, School Health, Malaria, Nutrition and Education for Vulnerable Children
 Cross Country Study on the Education Sector
 Pole de Dakar
 ADEA
 UNESCO Institute for Lifelong Learning – for participation in African Ministerial Forum on Literacy (Bamako)
 Education International for follow up to conference Professional Development of Non-Civil Servant Teachers
 School Fee Abolition Initiative: Planning for Quality and for Financial Sustainability (Bamako)
 CONFEMEN Dynamique Parteniale Forum on Reflections on the Practice of Partnerships in Francophone Countries (in Dakar)
 EFA-FTI Capacity Development Forum (in Bonn)

SSA 2008

SHN Nutrition and HIV/AIDS – sub-regional workshops
 Inter-agency Network on Education Simulation Models (INESM) – website
 WBI course Strategic Choices for Education Reform
 Distance courses on education sector planning – IIEP and Pole de Dakar (Benin, Burkina Faso Mauritania, Senegal)
 Bamako+5 Conference on Contractual Teachers
 Regional Seminar on Governance reforms in education (IIEP)
 Study on improving the supply and quality of textbooks in Africa (South Africa, Kenya, Mali for example)
 Regional study on School Construction Strategies
 Programme on Teacher Issues in Africa
 Planipolis, IIEP
 African Ministers Forum on EFA FTI

South Asia (SAs) 2007

National Assessment Workshop (Kuwait City) – Bhutan
 Skills Development and the Knowledge Economy
 South Asia Education Quality for All conference (Afghanistan, Bangladesh, Bhutan, India, Nepal, Pakistan, Sri Lanka)

Middle East and North Africa (MENA) 2008

Integrating ECD
 National and Regional Capacity to analyse international student assessments
 Regional training workshop: Experience in implementing post-primary reforms to needs of economy

Source: Information extracted from EPDF Regional Annexes.

Table IV.9 EPDF IDA Recipients and Endorsed Sector Plans

Region	Number of IDA countries	EPDF IDA country recipients	Number of IDA countries with endorsed sector plans
East Asia & Pacific	12	7 ¹⁷	5
Europe and Central Asia	9	5	5
Latin America & the Caribbean	9	3	4
Middle East & North Africa	2	2	2
South Asia	8	6	0
Sub-Saharan Africa	39	27	16
Total	79	50	32

¹⁷ In EAP, the other three country recipients are non-IDA countries (China, Indonesia and the Philippines)

Table IV.10 Extracted comments on EPDF from Global Interviews

On efficiency
Slow track (CSO)
Donors keep changing their minds about priorities in EPDF (e.g. inclusion of populous countries) (WB)
On relevance
Need to open up EPDF and be more flexible to country requirements, e.g. secondary education (Multilateral)
Aid effectiveness
Pity that USAID doesn't join in (WB)
It has the potential to apply the Paris Declaration principles to TA (FTI Secretariat/Bilateral)
Lasting effects? Depends how jointly it was done, with govt or just by TA and who is in govt (WB)
Different from the NETF, should have to consult a lot more with the LDG (Multilateral)
EPDF needs to generate dialogue around who does what in a participative process – the role of local donors is important (FTI Secretariat)
Not country-led, WB TTL presents application (Partner Government)
Not transparent (Bilateral)
Not inclusive (Partner Government)
CD Guidelines not integrated into FTI processes (CSO/NGO)
Fragmentation due to advice of different advisors (Bilateral)
EPDF helped countries develop their comprehensive or sector research plan (WB)
EPDF coverage
Has to do with plan preparation; implementation not discussed (Multilateral)
Should help countries prepare ESPs for endorsement; CD shouldn't be separate to the plan (FTI Secretariat)
Focused too much on funding, not downstream (WB)
As a fund
A fund of last resort (WB)
It was originally called a programme preparation fund (FTI Secretariat/Bilateral)
Underutilised (FTI Secretariat/Bilateral)
EPDF was supply driven and became a greater slush fund than the NETF (WB)
Views
Allowed us to respond really quickly to requests (WB)
A sort of dream come true in a lot of ways (WB)
One stop shop that has been run by the WB (Bilateral)
We have been given a set of tools that we didn't have before: an opportunity to demonstrate a credible ESP (WB)
A WB slush fund (Bilateral)
Seems like the WB regional managers had a free hand (Bilateral)
It felt like the WB was just using the EPDF money and was not clear about its objectives (Bilateral)
EPDF was easy money, used by WB staff for a range of activities, not necessarily related to the objective (Multilateral)
I would give money to complement EPDF (Multilateral)

99% of TTLs love the EPDF; without this, not even 50% of countries would have achieved endorsement (WB)
Without EPDF we would not have been able to do more than 5-10% of the work we have done(WB)
EPDF gave us an ability to work with countries to develop plans; money was a catalyst (to get the countries to engage and to do the sector plan) (WB)
Many staff didn't have any problems using it as a cash cow, the money mainly supported dialogue with countries, funding WB processes (WB)
The EPDF was a scandal – a toss to the WB for taking on the administrative burden (WB)
It was outrageous that the WB alone would set the agenda for these studies, control the money and hire (WB)
It's a dog's dinner – with bad habits inherited from the NETF. It should use the funds in the spirit of what FTI is supposed to do (Bilateral)
The historical origins of EPDF are part of its problem (Bilateral)
The idea was that the EPDF would be used to bring countries into FTI (WB)
Modalities
All of us are still stuck in not so good methods – we do a lot of training (Bilateral)
You build capacity by implementing, learning by doing, learning from others (WB)
A struggle to maintain the same team of consultants with the govt (WB)
Trust, with verification following (WB)
FTI should go beyond short-term training efforts (WB)
All this training – can't be sure it's having any results (WB)
The FTI process encouraged reflection on various policy options (Partner Government)
Should have action plans for countries with an obligatory CD component and report back on what they intend to do (Multilateral)

Table IV.11 Timeline and Issues Raised in EPDF Committee Meetings 2005-2009

2004	<i>EPDF established (November) Ireland, Norway, UK</i>
	<i>Then Sweden, Netherlands, Belgium</i>
	<i>Concept Note October 2004</i>
2005	<i>Revised Concept Note</i>
	Regional Advisory Groups established
2006 March	Framework needed for reporting results and development impact
	Concept of Regional Consultative Groups needs further refinement
	As CD initiative evolves, implications for EPDF re: responsiveness to demand and consistency of EPDF activities to capacity gaps
	Need to consider how EPDF can best provide support in special circumstances, viz. fragile states, abolition of user fees, small islands and federal states
	Discussion of how to engage partners at country level, strengthen harmonisation and alignment, selectivity in use of EPDF, and regional advisory groups
2006 November	Norwegian Education Trust Fund integrated into EPDF for SSA
	FTI partners or UN agencies can implement activities under new modifications of EPDF
	EPDF Task Force created – to discuss recipient vs. Bank executed approach, better collaboration with other partners, and responsive support for thematic work
2007 May	Bridge Funding Requested
	Task force created to work on creation of central thematic window
	Task force created to help shift EPDF monitoring from activities-driven exercise to more systematic M&E against results framework
	Decision to bring issue of post-basic window to next technical meeting
2007 September	Bridge Funding Approved – ca.USD 7m;
	Funding cycle not shifted from one to two years
	Post-Basic Funding approved in context of sector-wide approach
	Thematic window not created – regional teams encouraged to work together
	Japan and France joined (now 10 donors)
	Committee created to review strategic focus of EPDF
	MENA and East Asia/Pacific requests approved, not others, to be reviewed by pairs of donors
	Recommendation of TT on Country Level Processes approved: to enable EPDF support of upstream fiduciary assessments
2008 September	Donors expressed desire for greater strategic focus
	Options Paper produced by FTI Secretariat

2008 December	<i>EPDF Task Team Created</i>
	Disparities between allocations and disbursements – a point of concern
	Conditions linked to 2008 allocations: provision of more information, stronger, evidence-based rationale, clear linkages of outputs with education strategy for region, clear connection of activities with EPDF strategic focus, more transparency at all phases, and increased consistency of FTI processes
	Principles reiterated: identification and development of proposals should be consistent with FTI-country-level processes and signed off by LEGs, lessons learned should be fed back into EFA-FTI processes, clearer descriptions on how regions work with different partners at country level are necessary, and the rationale for requests for EPDF resources for ECD, post-primary and/or post-secondary activities should be explicitly articulated
2009 April	Greater role for LEGs
	Guidelines for applications for EPDF
	Request for extension of current EPDF to mid-2011

Information not in italics extracted from EPDF Committee Minutes 2005-2009

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