

CEO DECISION MEMO

DATE: 12/10/2024

TO: Laura Frigenti, CEO	
FROM: Belay Addise, Regional Manager and Kirsten Majgaard, QA Lead	
SUBJECT: Approval of a Multiplier grant for Comoros	
Country	Comoros
Total GPE's contribution	US\$ 9,000,000 <ul style="list-style-type: none"> • STG allocation: US\$ 5,000,000¹ • MLT allocation: US\$ 4,000,000
Co-financing	US\$ 15,000,000 (World Bank, IDA financing)
Allocation requested	100%
Allocation recommended by Secretariat	US\$ 4,000,000 (MLT)
Results based financing	No
Grant agent	World Bank
Agency fee (% and amount)	US\$ 70,000 (1.75 %) (MLT)
Period	4 years and 3 months ²
Expected start date	04/01/2025 ³
Closing date	06/30/2029
Funding source	GPE funds

Action request

Approve an allocation from GPE trust funds for a Multiplier grant, in support of the « Projet d'Appui à la Transformation de l'Education de Base aux Comores » (PATEBC), as described in the application submitted and summarized in Table above, subject to:

- Availability of funds.
- Board decision BOD/2012/11-04 on commitment of trust funds for grants in annual installments.

Grant Summary

Comoros' partnership compact focuses on **enhancing teaching and learning by building the capacities and skills of teachers and school leaders**, ensuring that all children participate in at least one year of pre-primary education, and establishing a system to assess learning quality. Additionally, curriculum reform will center on structured pedagogy while integrating priority themes such as environmental education, gender equality, and inclusive education.

¹ The CEO approved the STG request for Comoros in the amount of US\$ 5,000,000 to the World Bank as the grant agent (Decision CEO/2024/01-07-2024) on July 22, 2024.

² The program is set to begin on April 1, 2025. GPE funds are expected to be spent over a period of 4 years, i.e. until March 31, 2029. IDA funds will cover the remaining three months, through to June 30, 2029.

³ The STG program was initially expected to start on November 1st, 2024, but with the addition of the multiplier, it was postponed to January 31st, 2025. As the implementation manual has become a suspensive condition for the integrated program, it pushes again the start date by 3 months to April 1, 2025.

In its decision [BOD/2024/06-01](#), the GPE Board of Directors authorized the Secretariat to approve a revised allocation of **US\$ 4 million for the Comoros Multiplier (MLT)**, reducing the initially proposed amount of US\$ 5 million. Comoros' Expression of Interest (EOI) was approved on June 26, 2024, **successfully leveraging US\$ 15 million in IDA financing** for the education sector, with the **World Bank (WB) as the grant agent**.

The current application seeks approval for the US\$ 4 million MLT allocation, alongside the programming of the US\$ 15 million IDA financing. Both the MLT and IDA funding complement the US\$ 5 million System Transformation Grant (STG)⁴ approved by the CEO on July 22, 2024. Together, these three funding streams form an integrated program totaling US\$ 24 million. Comoros **was not invited to access the Girls' Education Accelerator (US\$ 2.5 million)** given gaps in information on how to address gender-related bottlenecks. This supplementary information was not provided before the exhaustion of the funds.

The integrated STG-MLT-IDA program aims to transform the education system in Comoros through three key components. Component 1 focuses on **enhancing education quality** by revising curricula, strengthening teacher training, and integrating digital tools. Component 2 aims to **improve the school environment** to support both student learning and well-being, with the construction of resilient classrooms and the promotion of health and nutrition programs. Component 3 seeks to **strengthen the Ministry of Education (MoE) 's capacity** for sustainable sectoral reforms by improving institutional planning, teacher management, and program implementation. Gender equality activities are integrated across all three components. **GPE funding** will support **Components 1 and 3**. The MLT will specifically support: i) the development and provision of learning materials for the final year of preschool, ii) the implementation of learning assessments (EGRA/EGMA) and a Service Delivery Indicators (SDI) survey, and iii) strengthening the system governance, particularly through the development of a human resources management system and school georeferencing.

Current Portfolio

GPE's current portfolio in Comoros includes a **US\$ 700,000 system capacity grant (SCG)** managed by the World Bank and will close on June 30, 2025. It aims at supporting the development of the Partnership compact (completed), an education sector analysis (under completion), and a new education sector plan (to be completed by June 2025).

Enabling Factors assessment

Comoros has conducted a contextualized analysis of the enabling factors. The ITAP report prioritizes **three enabling factors as high priority**, i) Data and evidence, ii) Gender-sensitive planning, policy and monitoring, and iii) Domestic financing volume, equity, and efficiency. Sector coordination, both in terms of inclusive sector dialogue and coordinated financing and funding, was rated as a medium priority. The STG-MLT and SCG programs include activities to address key bottlenecks on high priority factors (support the Education Management Information System, the Education Sector Analysis and Plan, availability of skilled personnel,

⁴ <https://www.globalpartnership.org/content/decision-allocation-system-transformation-grant-comoros-september-2023>

etc.) and SCG funding (US\$ 1,500,000) remain available to complement the currently foreseen support. The Secretariat will ensure these funds complement the STG-MLT-IDA program and avoid duplicating with Component 3 activities focused on strengthening the MoE's capacities.

Significant Opportunities

The GPE/WB Integrated Support Program for Basic Education Transformation of US\$ 24 million provides a **significant opportunity to enhance the quality and governance of the education system** and improve the quality of learning of children across the country. Through targeted investments in structured pedagogy, teacher training, and institutional governance, in particular the improvement of human resources management, it aims to drive system transformation through a gender lens. The GPE financing has significantly contributed to the **World Bank's engagement with the education sector in Comoros**, while the organization had been absent from the sector for over 20 years.

Significant issues and Risks

The implementation of the previous GPE grant (ESPIG) was severely hampered by tense relations between the Ministry of Education (MOE) and UNICEF, the previous grant agent. The World Bank will need **to build a strong relationship with the MoE** based on mutual accountability, despite tensions that already arose during both the development of the STG and the implementation of the SCG programs. In a context of very limited capacities, implementing a program 10 times larger than the previous one remains a significant challenge. Activities to strengthen the institutional planning and implementation capacity of ministry staff have been planned, and a Program Implementation Unit will be established. However, **the risk of delays remains high**. The Secretariat will continue to engage with the GA and the MoE to closely monitor program implementation bottlenecks to ensure that timely, pragmatic measures are taken to improve the likelihood of successful implementation.

Recommendation

The Review Meeting (RM) concluded, based on the Secretariat's quality assurance review, that the RM recommends to the CEO the **approval of a Multiplier grant of US\$ 4,000,000 for Comoros** with the World Bank as Grant Agent.

RECOMMENDED DECISION

Grant: Multiplier grant
Country: Comoros

The CEO in her delegated authority from the Board of Directors approves the Multiplier grant request for Comoros in the amount of US\$ 4,000,000 plus an additional US\$ 70,000 in agency fees to the World Bank as the grant agent, as described in the application submitted and summarized in Table above, subject to:

- a) Availability of funds.
- b) Board decision BOD/2012/11-04 on commitment of trust funds for grants in annual installments.

Date: December 10, 2024

A handwritten signature in black ink, appearing to read "Laura Frigenti". The signature is written in a cursive style with a large initial "L" and a long horizontal stroke at the end.

Laura Frigenti, CEO