



Independent Summative Evaluation of the Global Partnership for Education 2020

Inception report for Stage 2

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LIST OF ABBREVIATIONS

CA	Coordinating Agency
CIPE	Center For International Private Enterprise Inc
CLE	Country-Level Evaluation
CSO	Civil Society Organization
DCP	Developing Country Partner
EMIS	Education and Management Information System
EPR	Effective Partnership Review
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Program Implementation Grant
FCAC	Countries affected by fragility and conflict
FCAS	Fragile and Conflict-Affected State
GA	Grant Agent
GATF	Global Alliance for Trade Facilitation
GAVI	Gavi, the Vaccine Alliance
GCF	The Green Climate Fund
GEF	The Global Environment Facility
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
Global Fund	The Global Fund to Fight AIDS, Tuberculosis and Malaria
GPE	Global Partnership for Education
IEC	Independent Evaluation Committee
ISE	Independent Summative Evaluation
JSR	Joint Sector Review
LEG	Local Education Group
M&E	Monitoring and Evaluation
MCA	Maximum Country Allocation
MoE	Ministry of Education
MoF	Ministry of Finance
SIC	Strategy and Impact Committee
SUN	Scaling Up Nutrition Movement
ToC	Theory of Change
ToR	Terms of Reference

Chapter 1 Introduction

1.1 Purpose of the independent summative evaluation (ISE)

The terms of reference (ToR) for the ISE of the Global Partnership for Education (GPE) clearly states the purpose and scope of the ISE. The ISE will be instrumental in helping to shape GPE's post-2020 strategy, it will run parallel to the latter's planning process organized and be overseen separately by the GPE Board and the Strategy and Impact (SIC) Committee. The ISE will also serve as an update of the findings and their use from the last independent evaluation of GPE, conducted in 2015.

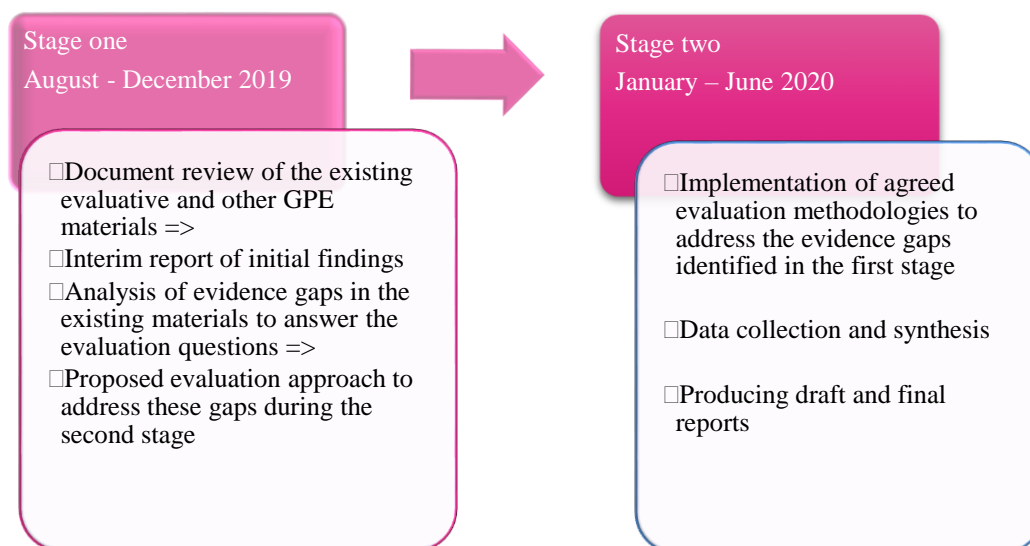
The four aims of the ISE, as stated in its ToR, are as follows:

1. **Learning:** To understand which aspects of the GPE 2020 strategy are working and which ones need improvement in the next GPE strategy period.
2. **Accountability:** To determine progress towards results and whether GPE partners are fulfilling their expected roles and responsibilities effectively.
3. **Transparency:** To communicate findings and achievements broadly and confidently to all stakeholders in an effective way, including citizens and civil society.
4. **Effectiveness:** To determine the extent to which the GPE operational model is fit for purpose.

1.2 Scope of stage 2 of the ISE

The evaluation in its entirety is structured in two stages (see Figure 1).

Figure 1. Overview of ISE stages



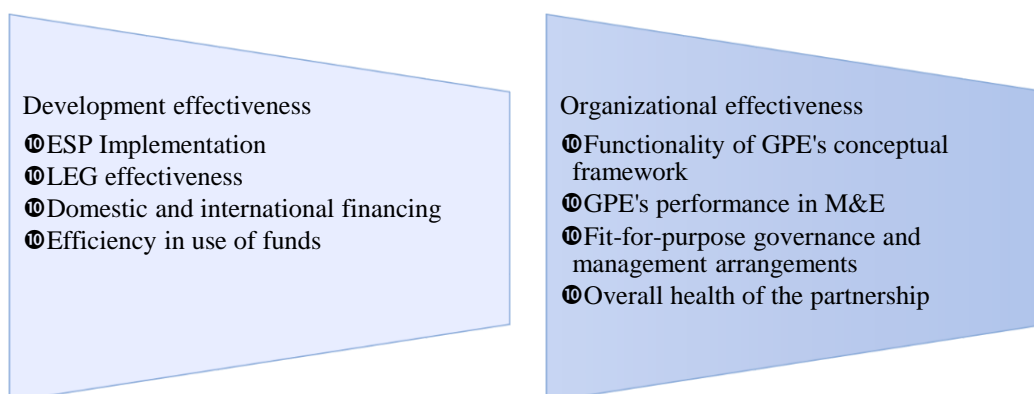
Stage 1 of the ISE was based on evaluation questions stated in the ISE ToR that related to the areas of development and organizational effectiveness (see Figure 2).

Figure 2. Scope of ISE stage 1



The findings of stage 1 largely depended on desk review and initial interviews of Secretariat staff. During this stage, a number of issues were identified, partly from identified evidence gaps and partly from discussions with the SIC and the Independent Evaluation Committee (IEC), which require more in-depth investigation during stage 2 of the ISE. These issues for further investigation are again organized under development and organizational effectiveness (see Figure 3).

Figure 3. Scope of ISE stage 2



Accordingly, issues from stage 1 have been reworded to demonstrate a more specific and streamlined focus of investigations in stage 2, e.g. domestic and international financing covers the issues of fund alignment and harmonization that were initially addressed under several areas of investigation. In addition, some issues shifted from development to organizational effectiveness, and vice versa. This includes the issue of local education group (LEG) effectiveness, which was initially regarded under organizational effectiveness as part of country-level arrangements and will now be further investigated as part of development effectiveness. The main reason for this is that the LEG effectiveness is manifested in the extent to which LEGs contribute to progress towards GPE's three country-level objectives. In other words, assessing LEG effectiveness implies looking at GPE's progress towards the country-level objectives in its theory of change (ToC). In addition, education sector plan (ESP) implementation and LEG effectiveness are closely related and further investigations into these issues are best combined.

At the same time, the functionality of GPE's ToC, as the core of GPE's conceptual framework, was initially reviewed as under development effectiveness as part of the relevance assessment. In stage 1, the ISE therefore primarily reviewed the ToC from a relevance perspective (i.e. whether the ToC adequately reflects GPE's logic in addressing country-level and global needs to improve education

systems). From this analysis, the ISE concluded that GPE's global ToC is relevant in terms of addressing suitable issues on the road towards improved education systems. At the same, less documented evidence was found about the technical quality, use and usefulness of the ToC as a key framework guiding and safeguarding the coherence of GPE operations. In stage 2, the ISE will therefore focus on the ToC as an adequate and functional management tool that influences the organizational effectiveness of GPE.

Having said this, the ISE acknowledges that organizational and development effectiveness are related, which means that in its final analysis of findings the ISE will regard these issues in combination. In other words, it is acknowledged that the issues under organizational effectiveness are likely to affect those under development effectiveness (e.g. strong M&E frameworks and practices should help ESP implementation and resource mobilization, while a healthy partnership is likely to contribute to LEG effectiveness). It will be necessary to consider this causal relation when drawing final conclusions about the main explanatory factors for GPE's performance in achieving progress towards its objectives.

1.3 Nature and structure of the inception report

This inception report is meant as a working document between the ISE, IEC and the Results & Performance team of the GPE Secretariat. It briefly explains the logic behind the eight selected areas for further investigation and presents the essence of ISE's methodological approach in addressing these eight evaluation issues, which together make up stage 2 of the ISE process (see Figure 3). In addition, this report reflects data sources for each area of investigation and includes a generic action plan with the time schedule, including coordination arrangements with the IEC and the Secretariat.

Chapter 2 Development Effectiveness

Under development effectiveness, the following issues will be subjected to further investigation:

- ESP implementation
- LEG effectiveness
- GPE's role in domestic and international financing for education
- Efficiency in the allocation and use of GPE grant funds

2.1 ESP implementation

The interim report showed that GPE support has helped countries to achieve good progress in ESP plan development, although ESP implementation remains a serious concern and it has been hampered by a range of contextual factors.

A further country-level evaluations (CLEs) synthesis even more recently summarized what is known about the generic factors that appear to have affected ESP implementation, positively when present and adversely when absent. These factors include:¹

- Alignment behind ESP
- Sufficiency of funding for ESP
- Quality of coordination at the central level
- Realistic results framework
- Sense of relevance of ESP
- Implementation capacity

In theory, there might be other education sector-specific factors that explain relatively slow progress towards more efficient and effective implementation. It could be the case that some parts of the education system are more difficult to reform, some interventions more difficult to implement, and some reforms not appropriate to the context and generating a push back. Education-specific factors include the number and geographical distribution of primary schools (service delivery points), the number of pre-schools, the appropriateness of the general curriculum for the population, the inclusiveness of education policy, the strength of teachers' unions, the culture of learning and specifically the influence of language and religion, the comprehensiveness and quality of teacher training, the reliability of EMIS, and cultural norms. Annex 1 provides an overview of why these factors might play a role.

The GPE ToC considers ESP implementation, of which only a small part is financed by education sector program implementation grants (ESPIGs), as crucial for making progress towards more efficient and effective education systems. Therefore, the ISE intends to explore the determinants of ESP implementation beyond the six factors already identified, as well as exploring which combinations of factors have contributed to successful ESP implementation in which contexts.

Text box 1 presents first insights generated by a review of the literature that the Results & Performance team of GPE considered most relevant for setting an analytical framework exploring ESP implementation. The ISE will follow up on this in phase 2 with a more extensive review of the academic literature.

¹ Marie-Hélène Adrien, M. (2019). GPE Country Level Evaluations 2017-2020 - Years 2 and 3 Strategic Learning Workshop to inform the final Synthesis report & discuss implications for the new GPE Strategic Plan.

Textbox 1. A quick glance at the recent literature on the effectiveness of education sector reforms

A new insight has recently emerged that given the strong heterogeneity of results of meta-analyses of educational interventions, impacts of education interventions cannot be generalized, and researchers should focus on investigating the sources of this heterogeneity rather than trying to identify which interventions work.² In recognition of this, the literature has shown an interest in understanding the operation of the education system as a functioning whole of interconnected parts. Pritchett (2015)³ focused on the four design elements of accountability (delegation, financing, information, and motivation) to emphasize that effectiveness in promoting learning requires systems of education that are coherent both among the four elements and among the different actors involved, rather than single interventions.

In terms of diagnostic of education systems, three leading methodologies are available internationally that provide sector-wide data and have been objects of benchmarking: the Education Sector Analytical Guidelines (ESA), General Education Quality Analysis Framework (GEQAF), and the Systems Approach for Better Education Results (SABER).⁴ Most (all) of these tools review the state of the education system or the quality of education policies and framework, with a "missing middle" in between. Tools that review policy quality stop short in reviewing how the policy was implemented and tools that review the state of the system do not focus on the process of how these changes were made possible through the (selective) implementation of policy and plans.

ESP implementation is a primarily government-led and public policy process that concerns the capacity of the Ministry of Education to obtain the resources included in the sector-wide plan from the Ministry of Finance, prepare the regulatory and managerial changes called for by the plan, manage executing entities and service providers in executing actions that require building infrastructures or procuring inputs (public contracting authorities, private companies implementing parts of the plan, etc.) and facilitating front-line providers (teachers, principals, and headmasters) in adopting the actions and reforms included in the plan. Connected to this, implementing an ESP does not involve implementing any useful action in reforming education systems, but rather implementing the actions called and budgeted for in the ESP.

The ISE will capture the results of ESP implementation in consideration of the following questions:

- How many of the actions included in the plan have been executed?
- Was the plan executed on time?
- Which parts of the plan have been executed?
- With what quality were such parts implemented?
- By whom was it implemented?

² See for example: World Bank (2018). World Development Report 2018 - LEARNING to Realize Education's Promise. [online] Available at: <https://www.worldbank.org/en/publication/wdr2018> and RISE (2015). CREATING EDUCATION SYSTEMS COHERENT FOR LEARNING OUTCOMES. RISE Working Paper. [online] Available at: <https://www.riseprogramme.org/publications/rise-working-paper-15005-creating-education-systems-coherent-learning-outcomes> Masset W. (2019) Impossible generalizations: meta-analyses of education interventions in international development RISE Conference

³ Pritchett, L. (2014). The Risks to Education Systems from Design Mismatch and Global Isomorphism. Center for International Development (CID) Working Paper No. 277. [online] Center for International Development at Harvard University. Available at: <https://research.hks.harvard.edu/publications/getFile.aspx?id=1044>

⁴ For a study that benchmarked the three frameworks, see: Faul, M., Savage, L. and Martinez, R. (n.d.). Education System Diagnostics - What is an 'education system diagnostic', why might it be useful, and what currently exists. SABER: Eliriqsoui, M. and Eliriqsoui, M. (2020). SABER Systems Approach for Better Education Results - Home. [online] Saber.worldbank.org. Available at: <http://saber.worldbank.org/index.cfm> GEQAF: International Bureau of Education. (2020). General Education Quality Analysis Framework (GEQAF) Initiative. [online] Available at: <http://www.ibe.unesco.org/en/activity/general-education-quality-analysis-framework-geqaf-initiative> ESA: Globalpartnership.org. (2020). Methodological Guidelines for Education Sector Analysis. Volume 1. [online] Available at: <https://www.globalpartnership.org/content/methodological-guidelines-education-sector-analysis-volume-1>

The ISE will follow up exploring which factors contributed to the particular level of achievement in ESP implementation and/or prevented a higher level of achievement. The proposed analytical framework makes sense of different contributing factors to ESP implementing, which ensures capturing GPE's contribution as well as most other factors in the wider national, regional, local, and education sector context.

First, the evaluation team will look at **GPE contribution and other donors' contributions** (to the extent that the CLEs report this information). The evaluation will explore the extent to which ESPIGs and other GPE interventions helped/hindered ESP implementation. The evaluation team will take into account the fact that ESPIGs are a very small part of total financing for education in many cases, and that GPE routinely employs a broader array of instruments (in partial combination), including advocacy, support for civil society, participation in dialog, and technical capacity building. The ISE will not be able to capture contributions from other donors unless these are already captured in the CLEs or programmatic evaluations.

Second, the evaluation team will look at the **other factors influencing ESP implementation at the levels of the state (cabinet/inter-ministerial), sector ministry, executive agencies of the ministry, and front-line implementing actors**. These factors include proximate causes of ESP implementation, in the sense that they reflect direct causes for why parts of the ESP have been implemented or not (availability and use of finance, technical capacity, leadership, information sharing, capacity to contract and manage executing agencies, unexpected events, etc.). They will also include the political economy determinants of ESP implementation, such as the structural factors that contribute to the actors in the system having this specific implementation capacity, resources, and willingness to implement with, include and collaborate with other actors (such as the Ministry of Finance, Ministry of Education, decentralized bodies, cabinet, teachers, teachers' unions, contractual authorities In the government, private sector, etc.).

Third, the evaluation team will explore **the possibility that the overall coherence of the system rather than specific contributing factors explains ESP implementation**. Following recent literature, if the system for implementing government policies and plans is not functioning as a whole, then additional individual interventions might be ineffective.

The ISE will employ an analytical approach to identify incoherencies in the system that RISE originally developed bearing in mind changes in learning outcomes, which will be re-focused to explaining outcomes in terms of ESP implementation.⁵ Table 1 below presents the sub-questions to be addressed under this area of investigation along with the essentials of our methodological approach.

⁵ RISE (2015). CREATING EDUCATION SYSTEMS COHERENT FOR LEARNING OUTCOMES. RISE Working Paper. [online] Available at: <https://www.riseprogramme.org/publications/rise-working-paper-15005-creating-education-systems-coherent-learning-outcomes> [Accessed 15 Jan. 2020].

Table 1. Issue 1 - ESP Implementation

Issue 1: ESP Implementation	
What explains the apparent limited ESP implementation? Links to objective 1 – 3 of GPE’s ToC	
Sub-questions	Essential methodological approach and data collection
<p>1. What explains the geographic variation in ESP implementation?</p> <p>2. How do success/fail factors play out in different contexts?</p> <p>3. What is needed to put these key success factors in place?</p>	<p>The evaluation team will use the 28 CLEs, programmatic evaluations, and wider academic literature on ESP implementation as the main sources of information.</p> <p>For each country, the evaluation team will reconstruct the following:</p> <p>(a) Level of implementation of the ESP, capturing information on what has been achieved, by whom (which of the actors), and how (fully achieved, partially achieved, and additional information on quality when available) for all 28 CLEs.</p> <p>(b) Contribution factors to ESP implementation, using CLEs, programmatic evaluations, and the broader academic and practitioner literature:</p> <ul style="list-style-type: none"> • Factors connected to the GPE intervention, such as the role of the ESPIG and other GPE interventions (support for civil society, advocacy, technical capacity, contribution to dialog and monitoring of the plan). • Other factors that the sources claim to have influenced ESP implementation. The factors will be organized as belonging to the different levels and interactions: state (cabinet and inter-ministerial level), sector ministry, executing agents of the ministry, and the front-line implementing actors'. The academic sources will help us to explore the political and economic determinants of the proximate causes of ESP implementation. • Factors related to system coherence (the extent to which the system is wired towards the effective implementation of government education policy and plans). <p>The evaluation team will conduct interviews with all relevant country lead evaluators in the Universalia consortium. It will explore whether the lead evaluators recognize the main explanations emerging from the desk review and if they wish to add or rectify the information.</p> <p>The evaluation team will conduct additional remote interviews with additional stakeholders only for those cases in which findings are very surprising and potentially useful. In this case, it will contact interviews with GPE country leads (and/or other Secretariat staff who might be relevant by topic), the partner government focal point (or other relevant key stakeholders such as the Directorate of Basic Education or the Education Planning Department), the coordinating agency (or the grant agent, as a representative of the international actors), and a representative of civil society.</p> <p>The ISE will conduct a contribution analysis to explain what contributed to ESP implementation in a particular country, triangulating all sources (or using sources already containing triangulated information).</p> <p>It will then summarize the contribution analyses in a table for a cross-case comparison of country-level contribution stories. This will enable proposing conclusions about why certain GPE interventions worked in some cases and not in others, and report which combination of GPE and non-GPE contribution factors have been associated with success/failure across countries.</p>

2.2 LEG effectiveness

The inception report found that LEGs have been particularly instrumental in stimulating a more inclusive dialog during ESP development and the ESPIG application process, which have influenced the quality of the resulting planning documents. However, it also reports that maintaining the LEG as an active and effective partnership platform during ESP implementation has proven more difficult.

The inception report also found that LEGs appear in many different shapes and perform with different levels of success. Efforts particularly concerning the Effective Partnership Review (EPR) have been devoted to studying the effectiveness of country-level arrangements, which has led to the formulation of LEG self-assessment guidelines and seven LEG principles⁶. These principles constitute dimensions that capture whether LEGs are functioning well or not:

- LEGs have a clear mandate and function
- Relevant stakeholders participate and engage
- LEGs have clear governance arrangements
- LEGs have robust working practices
- Participants are mutually accountable based on transparency
- Government leads and owns the dialog
- The LEG hosts healthy partnership dynamics

LEGs are central in achieving GPE's country-level objectives. Therefore, the ISE intends to explore in greater depth what contributes to LEG's performance, as well as why some approaches to working with and in LEGs have worked in some contexts but not others.

The proposed framework captures contribution factors to LEG performance:

- **Proximate reasons for LEG performance being (or not) in line with the seven principles of LEGs performance** (for example, the fact that the coordinating agent employed an education expert rather than a generalist staff). **This also includes the contribution of GPE own interventions**
- **Reasons for LEGs performance that are connected to the ecosystem in which they operate.** For example, many countries have had coordination mechanisms that precede their engagement with GPE. It becomes important to understand the extent to which GPE has imposed something from outside to meet its requirements rather than utilizing, building on, or adapting something that already existed. Alternatively, in some countries the space for civil society is limited.

Table 2 presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

⁶ Global Partnership for Education (n.d.). Principles towards effective local education groups. Working Paper. Global Partnership for Education (n.d.). Local education group Self-assessment. ppt.

Table 2. Issue 2 - LEG Effectiveness

Issue 2: LEG effectiveness	
What explains the difference in LEG set-up, operations and reported performance and how does this influence LEG effectiveness in particular during ESP implementation? Links to objective 2 of GPE's ToC	
Sub-questions	Essential methodological approach and data collection
<p>1. How relevant is the LEG in the ecosystems of dialog on education?</p> <p>2. Which factors explain the diversity in LEG performance? Do these confirm those that are already established and what causes such factors?</p> <p>3. How do LEGs compare in shaping and performance with country-level multi-stakeholder platforms of other global partnerships?</p>	<p>First, we will reconfirm what GPE considers as the main purpose of the LEG, and what it ideally looks like and delivers. This will entail systematizing the findings and definitions contained in the ERP and the LEG effectiveness principle into a working framework.⁷</p> <p>Second, the ISE will collect information on which other education sector fora exist in the country and what makes them different/similar to the LEG (who participates, with what aims, when, etc.).</p> <p>Third, the ISE will collate information on the LEG's performance in each country using the 28 CLEs, reporting information against the LEG principles (to the extent that such information is available).</p> <p>Fourth, the ISE will collect the claims about contribution to LEG performance from CLEs and the wider academic literature. It will classify contributions as:</p> <ul style="list-style-type: none"> • Contribution connected to GPE intervention (the Secretariat, coordinating agency (CA), etc., and what they did to contribute). • Other proximate determinants to LEG performance around the seven principles of LEG effectiveness. For example, the personal quality of some LEG participants, the resources available for participating, or the procedures and rules adopted for the LEG. • Other political and economic determinants of LEG performance. <p>The ISE will complement the desk research with interviews with all relevant country lead evaluators from the Universalia consortium, exploring whether the lead evaluators recognize the main explanations emerging from the desk review and if they wish to add or rectify the information.</p> <p>The ISE will conduct additional remote interviews with additional stakeholders only where initial findings are very surprising and potentially useful. In this case, it will contact the GPE country leads (or other Secretariat staff who might be relevant by topic), the partner government focal point (or other relevant key stakeholders such as the Directorate of Basic Education or the Education Planning Department), the CA (or the grant agent, as representative of the international actors), and a representative of civil society.</p> <p>The analysis will include:</p> <ul style="list-style-type: none"> • A contribution analysis to explain what contributed to LEG performance in a particular country, triangulating all sources (or using sources already containing triangulated information).

⁷ Oxford Policy Management. 2018. Examination of Key Actors' Roles in GPE'S Country-Level Operational Model. Final Report Volume I – Main Report. Oxford: Oxford Policy Management, and Global Partnership for Education (n.d.). Principles towards effective local education groups. Working Paper.

	<ul style="list-style-type: none">• Tabulating summary information from the contribution analyses for a cross-case comparison of contribution stories. This will enable proposing conclusions about why certain GPE interventions worked in some cases and not in others, as well as reporting which combination of GPE and non-GPE contribution factors have been associated with success/failure across countries.• Benchmarking the experience of LEG performance with the performance of other country-level multi-stakeholder platforms (using the information collected under section 3.4 later and the benchmarking approach explained there).
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2.3 GPE's role in domestic and international financing for education

The GPE 2019 Results Report indicates that national budget commitments remained stable between 2015 and 2017, while international funding has increased again since 2016 after years of decline. During the Dakar financing conference, developing country partners (DCPs) as well as an increasingly diverse group of donors made pledges for the 2018-2020 period that are larger than ever before.

However, sizable education funding gaps still remain, while a significant number of donors have reduced funding. Furthermore, achieving alignment and harmonization of funding remains a challenge, together with minimizing the risk of fungibility, substitution, and diversion of funds to unintended purposes. Several GPE reports provide information about the range of funding trends and further insights concerning the amount, diversity, alignment, and harmonization of financing.

The ISE intends to explore in further depth the factors affecting these education funding trends from 2011 onwards (i.e. to gain a comprehensive picture as from the year that EFA-FTI transitioned to GPE), considering the broader global aid architecture in the education sector. A better understanding of the factors behind the observed funding trends may help in finding ways to reinforce positive trends and counter negative trends, and particularly clarify the role that GPE can play in the international aid architecture for education. Table 3 presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

Table 3. Issue 3 – GPE’s Role in Domestic and International Financing for Education

Issue 3: Trends in Domestic and International Financing	
What explains the main trends in international and domestic financing? Links to objective 4 of GPE’s ToC?	
Sub-questions	Essential methodological approach and data collection
1. What are the main trends in both the volume and ‘quality’ of funding since 2011 in domestic and international financing for the education sector and GPE?	<p>Comprehensive mapping of funding commitments made to education development from the international development partner community and domestic/national financing sources.</p> <p>The trend analysis will draw from available literature and information (e.g. OECD, UNESCO) and synthesize GPE Results Reports, CLEs and GPE financial data to map out and confirm key trends and establish a factual basis of GPE receipts and contributions to DCPs.</p>

<p>2. What causes DCPs to commit more or less domestic financing to education?</p> <p>3. Why are traditional donors committing more or fewer funds to education as a whole and GPE in particular?</p> <p>4. What level of non-traditional sources of funding, e.g. from the private sector and philanthropic organizations, has been made available to GPE?</p>	<p>The trend analysis provides a starting point to further assess the 'quality' of funding and reasons for DCPs, traditional donors and non-traditional donors to increase or reduce their educational financing.</p> <p>This assessment includes trend analysis of GPE’s funding streams per donor, by drawing on information contained in GPE Replenishment Reports, GPE Portfolio Reviews (2016-2019), and interviews with GPE Secretariat's staff (e.g. external relations team) to understand GPE's role and contribution regarding the trends.</p>
<p>5. To what extent is the GPE complementary to other multi-donor education funding mechanisms?</p>	<p>Subsequently, we conduct an analysis of GPE's complementarity within the overall aid architecture to education through a mapping study of different education development funds and major donor agencies.</p> <p>Based on publicly-available information about strategies, policies, programs from selected funds and donor agencies (e.g. ECW, WB, EU, ADB), we review the role of GPE in the international aid architecture for education by assessing of areas of overlap and complementarity (e.g. countries coverage, priority sub-sectors, or development context) between GPE and other major donors and funding mechanisms.</p>
<p>6. Why does the alignment and harmonization of funding in education remain a challenge?</p>	<p>Desktop study on international aid architecture to education, and the harmonization and alignment of funding. The observations from previous steps will be synthesized and triangulated with results from a literature review about the key challenges in harmonizing and aligning funding of education.</p>
<p>7. To what extent and how can GPE influence those explanatory factors and to what extent is this in line with GPE's current advocacy efforts for more and better financing?</p>	<p>Finally, to determine the potential role of GPE for more and better financing, we will conduct a qualitative contribution analysis of GPE’s advocacy efforts and funding-related decision-making of donors and DCPs, including the leveraging of funding by GPE. Interviews are foreseen with GPE Secretariat staff (e.g. external relations team).</p> <p>The findings will be analyzed in light of GPE’s advocacy efforts for resource mobilization over the past three years to determine the (strength in) causality between GPE’s advocacy efforts and funding-related decision-making of donors and DCPs, including the leveraging of funding by GPE.</p>

2.4 Efficiency in the GPE grant allocation and disbursement process

Stage 1 of the ISE did not yet include a comprehensive portfolio review, whereby we mapped the use of GPE funds in terms of DCP distribution, distribution among sub-sectors, the time lapse from identification to grants' application preparation and submission, appraisal, actual commitment and disbursement, and fund allocation versus ESPIG implementation rate.

Mapping out GPE's portfolio in this way as a basis for an input-output, cost-effectiveness and/or value for money analysis provides a solid foundation to assess whether the overall GPE grant application and grant disbursement process enable GPE to make the best use of the funds at its disposal. Table 4 presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

Table 4. Issue 4 - Efficiency in the GPE Grant Allocation and Disbursement Process

Issue 4: Efficiency in the GPE Grant Allocation and Disbursement Process	
To what extent has GPE been making the best use of the funding at its disposal?	
Sub-questions	Essential methodological approach and data collection
1. What are the differences in the timeframes between DCPs' grant applications, approval and actual disbursements by GPE, and what explains these differences?	<p>To assess the efficiency of the GPE grant application and disbursement process, we start with a mapping of the portfolio of commitments in terms of country allocations (e.g. maximum country allocations), types of grants, grant agents (GAs), and status of implementation of the ESP development grant or ESP implementation grant (i.e. to link country performance to country allocation).</p> <p>The core of the analysis will take the form of a review to track the grant (management) process efficiency from the moment grant application until actual disbursement of the funds and use for a particular education development issue. This will include a process analysis of GPE grant applications, grant approval, and grant disbursement process, resulting in an assessment of the timing and intervals of DCP grant applications, grant approval, and actual grant disbursement. Based on this assessment, we construct a time lapse for selected DCPs to explain differences in processing.</p> <p>The main information sources used for this analysis include GPE financial data on grant applications and disbursement, GPE Country Level Evaluation Reports, GPE Grant Performance Reports, documented experiences and interviews with GPE staff engaged in the Grant Streamlining Project. A particular topic of interest will be analyzing experiences in relation to the results-based disbursement of grant allocations.</p>
2. What is the role of the GAs in facilitating the development and implementation of ESPDGs and ESPIGs?	<p>Assessment of the role of GAs in facilitating the grant application process, country allocation, and actual grant disbursements.</p> <p>For the assessment, we draw on information contained in the GPE Country Level Evaluation Reports, the GPE Financing and Funding Framework (incl. results-based component), Grant Streamlining Project, and interviews to be conducted with GPE Secretariat staff (e.g. country support team).</p>

<p>3. To what extent do other entities (such as LEGs, CAs, beneficiary governments, or civil society organizations) facilitate the grant development and implementation process?</p>	<p>Assessment of the role of LEGs, CAs, country governments, and civil society in facilitating the grant application and implementation process.</p> <p>For the assessment, we draw on information contained in the GPE Country Level Evaluation Reports, the GPE Financing and Funding Framework (incl. results-based component), Grant Streamlining Project, and interviews to be conducted with GPE Secretariat staff (e.g. country support team).</p>
<p>4. How do procedures and practices of other global funds for allocating and disbursing grants compare with GPE and what can be learned from this for GPE?</p>	<p>Drawing from available literature and evaluation studies about comparable partnership funding arrangements and donor agencies, and a review of the mechanics included in the recently-adopted GPE Financing and Funding Framework (incl. results-based financing component), we conduct a comparative desk study on grant application, grant approval, and grant disbursement procedures of other major global funds (for example, Education Cannot Wait, International Financing Facility for Education, or other thematic funds such as Green Climate Fund or the Global Environment Facility, where appropriate). The findings will be complemented with interviews with GPE Secretariat staff (e.g. Grant Streamlining Project, Finance team).</p>

Chapter 3 Organizational Effectiveness

Under organization effectiveness, the following issues will be subjected to further investigation:

- The functionality of GPE’s conceptual framework
- GPE’s performance in M&E
- Fit-for-purpose governance and management arrangements
- Overall health of the partnership

3.1 Functionality of GPE’s conceptual frameworks

GPE’s conceptual thinking is reflected in a number of frameworks and models, most notably in its global⁸ ToC and its operational model, the Country Planning Cycle⁹. While the intended purpose and logic of these frameworks have become clear, ISE stage 1 could not (yet) ascertain the extent to which these purposes were actually being met. In addition, equity and gender equality has been positioned as a critical component of the GPE’s Strategic Plan 2016-2020 and translated into the Gender Equality Policy and Strategy 2016-2020¹⁰. Therefore, ISE stage 2 will have to reflect on how this strategy have been supportive of the aforementioned frameworks mainstreaming gender issues and the extent to which this has been achieved.

In addition, as captured in the interim report, it is recognized that achieving an agreement in the Board about these conceptual frameworks has required a challenging multi-stakeholder process, which has not necessarily led to the best framework but rather one that is a widely-accepted compromise. The ISE has been requested by IEC (in an earlier round of comments) not only to review the perceived usefulness and use of the frameworks but also to share its own expert opinion about their quality. While commenting on ToC, the ISE intends to rely on the publication of Mayne (2015)¹¹ outlining models for ToCs and their development, which have proven useful for both straightforward and more complex interventions. For assessing the Country Planning Cycle and the Gender Equality Policy and Strategy 2016–2020, ISE phase 2 will draw heavily on the opinions of GPE stakeholders about their usefulness for the intended purposes.

Table 5 presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

⁸ <https://www.globalpartnership.org/content/gpe-2020-theory-change>

⁹ <https://webcache.googleusercontent.com/search?q=cache:QPLlke8xa1oJ:https://www.globalpartnership.org/what-we-do/education-sector-planning+&cd=1&hl=en&ct=clnk&gl=nl&client=firefox-b-e>

¹⁰ <https://www.globalpartnership.org/sites/default/files/2017-05-gpe-gender-equality-at-a-glance.pdf>

¹¹ Mayne, John. (2015). Useful Theory of Change Models. Canadian Journal of Program Evaluation. 30. 10.3138/cjpe.30.2.142.

Table 5. Question 5 - Functionality of GPE's Conceptual Frameworks

Issue 5: Functionality of GPE's Conceptual Frameworks	
To what extent have GPE's conceptual frameworks (notably Global ToC, the Country Planning Cycle) served their purpose? In other words, what can be said about the quality, use and usefulness of these frameworks for the intended users?	
Sub-questions	Essential methodological approach and data collection
<ol style="list-style-type: none"> 1. What purposes do GPE's conceptual frameworks serve and to what extent are these purposes clear to the intended users? 2. To what extent do these frameworks reflect the latest insights in terms of partnership design? 3. To what extent have these frameworks been used by the intended users, and considered useful in light of their intended purposes? 	<p>The desk study part of ISE phase 2 will start to reconfirm the formal intended purposes and main users of the ToC and operational model. Subsequently, we will interview these users about their understanding, use, perceived usefulness, and user-friendliness (incl. perceived cost benefit) of these frameworks. At the same time, interviewees will be asked for suggestions for improvement.</p> <p>In addition, the ISE will review the frameworks based on their own expertise and experience with ToC development, which is intended to be more than a results framework but rather reflects the 'mental model' of an organization,¹² taking into account the nature and complexity of GPE's ambitions¹³.</p> <p>In terms of data collection, this implies a short desk study and interviews with designers and intended users, including Board (all constituencies), Secretariat (all teams), and selected GAs/CAs.</p> <p>Structured findings combined with the ISE's own analytical observations will serve as an input for a participatory sense-making workshop (April 2020), whereby Secretariat staff and SIC members can jointly validate and analyze findings, aiming to derive specific, prioritized, and widely-supported ideas for improvement.</p> <p>The interviewees will be selected as the result of the process whereby the ISE team requests from the Secretariat lists of users of GPE conceptual frameworks and upon their receipt makes a selection to ensure equal representation of key stakeholder groups in the final list of respondents. This will be done in consultation with IEC team.</p>

¹² This includes reasoning backward from desired long-term goals, outlining the organization's conceptual thinking in terms of causal changes resulting in outcome pathways starting from the organization's interventions (within its sphere of control) to its long-term goals (sphere of concern). The ToC framework illustrates the logical relationship and expected chronological flow of changes that are required for the longer-term goals to be realized. The ToC is also explicit about its key assumptions, illustrating why (based on what logic and evidence) the organization believes that A indeed will contribute to B.

¹³ Anticipated results can be of varied levels of complexity. Complex results relate to changes that are difficult to predict in terms of how, when and where they will manifest themselves, and often they will not follow from a singular linear process. This unpredictability and non-linearity pose challenges for the M&E framework, which needs to be sufficiently flexible to capture relevant changes that matter, even if they were not foreseen or manifest themselves at an unforeseen time or scale.

3.2 GPE's performance in M&E

The deskwork in stage 1 of the ISE showed that GPE's M&E strategy has largely been implemented according to plan, resulting in the wealth of M&E information that GPE has collected and publicly reported upon. This illustrates that the four workstreams of the M&E strategy have been implemented to extensively cover the demand for M&E information, largely meeting its accountability purpose, namely (1) results monitoring, (2) grant monitoring, (3) evaluation, and (4) dissemination and learning. The ISE interim report furthermore recognized the carefully-considered constellation of GPE's results framework, as the product of a challenging process to reach a widely-agreed measurement framework for GPE's achievements. The ISE has also made a number of observations related to the quality of this results framework and its 37 indicators as well as country-level evaluations (CLEs)¹⁴. Finally, the ISE phase 1 has recognized the importance of GPE M&E information, particularly in terms of the Secretariat offering an analysis of progress and achievement to the Board and its sub-committees to inform their decision-making.

What has not become clear yet is the extent to which the provision of M&E information adequately responds to the needs for M&E information. For example, do the M&E efforts result in information that is of sufficient quality (i.e. valid, timely, understandable, and comprehensive) to meet the information needs of its intended users at both the global and country level? Therefore, ISE stage 2 intends to further explore the extent to which the M&E strategy has in particular served its intended purposes of (a) stimulating learning, (b) improved performance and (c) facilitating decision-making among Board, Secretariat and national stakeholders.

For this purpose, this investigation will search for additional evidence of M&E information being utilized by its intended users at the global and country levels and their perception of M&E information usefulness for set purposes: GPE's learning, improved performance and decision-making. ISE will further assess the underlying factors that explain the degree of usefulness of GPE's M&E information (e.g. high/low quality of design, implementation, user-friendliness of reporting, etc.).

Table 6 presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

¹⁴ See chapters 5.4.1 - 5.4.3

Table 6. Issue 6 - GPE's Performance in M&E

Issue 6: GPE's Performance in M&E	
To what extent has GPE's M&E performance served the purposes of its M&E strategy at the global and country level ¹⁵ by providing timely, sound, reliable and utility-focused insights into GPE's progress towards providing quality and equal education in line with its 2020 strategic plan?	
Sub-questions	Essential methodological approach and data collection
<ol style="list-style-type: none"> 1. To what extent do GPE's M&E frameworks reflect the latest insights in terms of M&E framework design and implementation? 2. To what extent has M&E information been used by its intended users and considered useful in light of its intended purposes? 3. What causes explain the (lack of) use and level of satisfaction with the current M&E result? 4. How does GPE's M&E performance compare with that of other global partnerships? 	<p>The ISE will first define the criteria against which the GPE's results framework (including indicators) will be looked at. To define these criteria, the ISE will conduct a short desk study to compile latest standards outlined by recognized relevant international organizations such as OECD (e.g. Handbook for Internationally Comparative Education Statistics), UNESCO IIEP (e.g. a brief on developing a monitoring framework¹⁶) and others. Once the criteria are agreed, the interview questions will be designed and interviewees will be selected.</p> <p>The ISE will start with interviews with key people involved in the design and implementation of the results framework and other tools to obtain M&E information most relevant to the education sector, and M&E experts in the education sector.</p> <p>Subsequently, the ISE will undertake interviews with intended users including the Board (all constituencies), Secretariat (beyond R&P teams), selected GAs and CAs, and educational policy experts to assess the demand, reach and use of M&E information at the country level. This will be undertaken by workstream/tool: (1) results reports, (2) grant reporting, (3) CLEs, thematic and programmatic evaluations, and (4) other evaluation products and information generated through M&E activities for learning purposes.</p> <p>Finally, the ISE will conduct benchmarking (desk study of published M&E plans and reports and interviews with M&E officers) with comparable partnerships on the shaping and use of their M&E frameworks, devoting due attention to the difference between the education sector and other sectors.</p>

¹⁵ Accountability, learning and facilitation of decision-making of Board, Secretariat and national stakeholders.

¹⁶ Learningportal.iiep.unesco.org. (2020). Developing a monitoring framework | Unesco IIEP Learning Portal. [online] Available at: <https://learningportal.iiep.unesco.org/en/issue-briefs/monitor-learning/developing-a-monitoring-framework-0> [Accessed 15 Jan. 2020].

3.3 Fit-for-purpose governance and management arrangements

The ISE is expected to assess GPE’s current governance and management arrangements as a basis for providing inputs to GPE’s post-2020 strategy development process. As structure follows strategy, in Stage 1 the ISE recognized the GPE’s proposed strategic shifts, whereby GPE aspires to become a country-focused, agile partnership adapting its operations to different country contexts.

In doing so, GPE faces typical partnership challenges at the global and country level that are partly being addressed through the EPR process. These include bridging the gap from planning to implementation caused by insufficient country ownership, weak mutual accountability, collective action problem, linking global to local partnership, high transaction costs, combining fund management with partnership facilitation, etc.

To complement ongoing efforts, the ISE intends to undertake a systematic benchmarking exercise with four to five other global partnerships. This benchmarking will help to generate insights into how GPE’s governance arrangements compare with others in dealing with the aforementioned typical global partnership challenges. Table 7 below presents the sub-questions to be addressed under this area of investigation, along with the essentials of our methodological approach.

Table 7. Issue 7 - Fit-for-Purpose Governance Arrangements

Issue 7: Fit-for-Purpose Governance Arrangements	
How fit for purpose are GPE’s current governance arrangements in light of its future strategy of being an agile, flexible, evidence-based and contextually relevant partnership?	
Sub-questions	Essential methodological approach and data collection
<p>1. How do other comparable global partnership organize themselves in dealing with typical global partnership challenges (incl. bridging from planning to implementation, country ownership, mutual accountability, combining fund with partnership management)?</p> <p>2. How does this affect their performance and what lessons can GPE draw from the practices of other global partnerships?</p> <p>3. To what extent do these arrangements fit GPE and the education sector?</p>	<p>In consultation with the IEC, four international partnerships have been selected for this benchmarking exercise:</p> <ol style="list-style-type: none"> 1. Gavi, the Vaccine Alliance (GAVI) 2. Global Environment Facility (GEF) 3. Global Fund to Fight AIDS, Tuberculosis and Malaria (the Global Fund) 4. Green Climate Fund (GCF) <p>These four have been selected from a larger range of global partnerships¹⁷ based on the criteria of comparable in scale and maturity, dealing with similar partnership challenges (notably combining fund management with partnership dynamics), bringing together multiple constituencies, having different hosts, having a sector focus, using different governance models, and the availability of recent external evaluations (see also Annex 3).</p> <p>GCF, Gavi, GEF and the Global Fund are mature global partnerships with significant fund management responsibilities that are comparable to GPE in terms of age and scale. The constituency base of GEF and GCF in terms of voting Board representation is different as it is limited to the member states. The Global Fund and Gavi are more issue- rather than sector-based. These partnerships all face governance challenges similar to GPE but are sufficiently diverse to provide insights into relevant alternative governance arrangements.</p>

¹⁷ The ISE acknowledges that the pool of global partnerships is large, making it impossible to systematically review the entire pool as a basis for selection. Instead, known global partnerships have been compared with the selection criteria to derive a small sample that is sufficiently comparable with the GPE to serve as a benchmark.

<p>4. What lessons can GPE draw from the arrangements and experiences of others that may inspire its own governance arrangements at the global and/or country level?</p>	<p>The ISE will now have to ascertain the willingness of the other partnerships to be included in this benchmarking exercise. Once agreed, the benchmark study will start with a desk study, particularly reviewing publicly-available documents including charters, conceptual and M&E frameworks and evaluation reports.</p> <p>In doing so, the ISE will in particular look at their global- and country-level governance arrangements (linked to Issue 2 on LEG effectiveness). In addition, we will map how they address typical partnership challenges, such as:</p> <ul style="list-style-type: none"> • Stimulating government ownership/leadership. • Moving from policy-making to implementation. • Motivating collective action and mutual accountability. • Translating global arrangements/principles into local structures and action. • Combining solid fund management with creating a vibrant partnership. <p>This mapping is combined with an assessment of what appears to work well and less well (i.e. effect on their performance), what is context- and sector-specific and what is not. This in turn will help to identify relevant lessons for GPE, ideally leading to a range of options/scenarios that could be applied to GPE (with pros and cons), which can be reviewed during a sense-making exercise.</p> <p>Following the desk study, a range of interviews are foreseen with key staff of those partnerships, including Secretariat staff (M&E officers) and Board members representing different constituencies. These interviews are meant to complete the mapping and add depth to the desk study findings.</p> <p>The findings would then be subjected to a sense-making workshop with the participation of SIC members, selected Secretariat staff and the IEC. Together they would validate/decontextualize findings, reflect on and prioritize options for improved governance arrangements, taking into account the specifics of the education sector.</p>
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3.4 Overall health of the partnership

Since 2015, both the Board and the Secretariat have engaged intensified efforts to build a stronger partnership. The results reports illustrate that GPE has progressed beyond its targets, based on its results framework that measures progress by looking at the clarification of roles, the number of knowledge products generated and advocacy events organized, audit issues and the proportion of Secretariat time spent on country-facing functions.

On paper, this means that significant change occurred in the functioning of the Board, its sub-committees and the Secretariat, particularly in steering and managing the performance of GPE at the global level. As described in chapter 5 of ISE's interim report, at the country level the roles of LEGs, CAs, and GAs have been clarified, a broader range of GAs have been accredited, and specific guidance has been provided to support processes at the country level. At the same time, the ongoing EPR process also demonstrates that optimizing country-level arrangements remains a work in progress, although clear efforts are being devoted to persuade GPE's diverse membership to agree and commit to a clarified and streamlined cooperation.

Clarifying roles and streamlining functions throughout the GPE is certainly important. In stage 2, it is therefore important that the ISE takes stock of the actual status of these processes, in particular assessing the extent to which suggested improvements are put in practice and produce the desired results.

At the same time, the Board committee members and the Secretariat raise concerns in the EPR assessment report about issues that are not captured by the existing results framework but relate to more intangible GPE's partnership dynamics. These include issues related to cooperation and the level of delegation between the Board, its committees, and the Secretariat, the optimal use of complementary qualities within the partnership, the complexity of sound and timely constituency consultations, and others.

Various contemporary theories and models¹⁸ related to building strong multi-stakeholder partnerships emphasize the less tangible elements related to partnership dynamics, such as vibrant space, cooperation, joint accountability and learning. The ISE therefore intends to review GPE's efforts towards building a stronger partnership using a dedicated set of tools and instruments, specifically designed to assess the overall health/vibrancy of the partnership in respect of those features. This is expected to lead to new and broader insights into GPE's strengths and weaknesses that can inspire future partnership-building efforts. Table 8 below presents the sub-questions under this area of investigation, along with the essentials of our methodological approach.

¹⁸See a.o. GIZ's Capacity Works model (2015), the Free Actor Network Approach by E. Wielinga (2012), and the MSP Guide by Wageningen University (2016).

Table 8. Issue 8 - Overall Health of the Partnership

Issue 8: Overall Health of the Global Partnership	
What have been the effects of the Board and Secretariats intensified steering, monitoring and control efforts on building a stronger global partnership? Links to objective 5 of GPE's ToC?	
Sub-questions	Essential methodological approach and data collection.
<ol style="list-style-type: none"> 1. What are the expectations concerning GPE being a stronger global partnership (objective 5 of GPE's ToC) as reflected in GPE's results framework? 2. What efforts have been made and are ongoing to strengthen the partnership and what results/progress have they accomplished? 3. To what extent do the efforts towards and reported results to strengthen the partnership address the diversity of tangible and less tangible causes for creating a strong partnership? 4. How do key GPE stakeholders describe and perceive the overall health of the partnership? What do they see as the main areas of progress and what key challenges remain in creating a healthy partnership? 5. What are alternative ways of pursuing improved partnership dynamics? 	<p>The ISE intends to start by reconfirming what is understood by GPE being a strong and healthy partnership at the global level. Subsequently, the ISE will take stock of the progress of ongoing efforts to strengthen the global partnership (notably the EPR process). This will be largely based on the desk study of the latest reports and interviews with the responsible staff within the Secretariat.</p> <p>In addition, the ISE will collect evidence to determine the strengths and weaknesses of GPE at the global and country levels, using a Free Actor Network approach¹⁹, which includes instruments specifically designed for partnership assessments. Among others, the ISE will use the Circle of Coherence looking at patterns of interaction and the Spiral of Initiatives looking at the evolution/maturity of GPE (see Annex 4 for more detail).</p> <p>Using such tools will enable a more comprehensive description and assessment of the GPE in which both the formal and informal features of the partnership are covered. Following a joint analysis of these findings during the sense-making exercise, this will enable a participatory assessment of the overall health of the partnership and the identification of areas of strength (to be consolidated) and weakness (to be improved). Accordingly, the ISE aims to generate new ideas about how to proceed and measure progress towards building a stronger partnership in the education sector.</p> <p>Data collection will primarily take place through (distant) interviews with representatives of the Board, Board committees and secretariat to map and categorize patterns of interaction at the global level. The findings will be structured using the earlier-mentioned tools (Circle of Coherence and/or Spiral of Initiatives) to map the current GPE dynamics. This mapping will be presented during a sense-making event to the SIC, selected Secretariat staff and IEC members for joint reflection and the identification of (new) ideas/options to build a stronger GPE.</p>

¹⁹ H. Brouwer and Jim Woodhill, The MSP (Multi-Stakeholder Partnership) Guide, Wageningen University, The Netherlands (2016)

Chapter 4 Data Collection, Analysis and Risks

4.1 Data collection matrix

Given the methodological approaches related to the eight key issues for stage 2 of the ISE, the following data sources will be used:

	1. ESP Implementation	2. LEG effectiveness	3. Domestic and international financing		4. Efficiency in use of funds	5. Functionality conceptual framework	6. M&E performance	7. Fit-for-purpose governance	8. Building a stronger partnership
Desk study	X	X	X	X	X	X	X	X	X
Board members			X	X		X	X	X	X
Board committees					G&P R&F	X	G&P SIC	X	X
Secretariat staff									
Management R&P	X	X	X	X	X	X	X	X	X
Country leads	X	X			X	X	X		X
Others			Finance	Finance	Finance				X
CAs and GAs	x	x	x		GAs	x	x		x
DCP MoE representatives	x	x	x				x		x
DCP MoF representatives			x						
Teacher/CSO reps	x	x							x
Donor partners									X
Global level				X					
Country level	X	X	X	X					
Other partnerships		X			X		X	X	
Universalia	X	X							
Sense-making (SIC & Secretariat)						X		X	X

As can be seen from the above matrix, data collection related to the four areas under development effectiveness will largely rely on desk study (i.e. CLEs, other monitoring and evaluation reports and relevant literature). Primary data collection will be limited and primarily serve the purpose of making sense out of remarkable desk study findings, e.g. zooming in on countries that reportedly are particularly strong in one or more aspects related to ESP implementation in comparison with other countries. In such a case, three to six distant interviews with diverse stakeholders (government, CSOs, international community) will be pursued. Overall, a maximum of 30 interviews with in-country stakeholders are envisaged. In light of this, the ISE will inform the R&P team about what interviews will be sought with whom, and for what purpose. The R&P team will then help to organize these interviewees by ensuring that suitable interviewees are identified and contacted, including an introduction letter from the chair of the IEC.

Data collection related to the areas under organizational effectiveness will rely on a combination of desk study and interviews, as existing GPE evaluation reports do not elaborately cover these areas. Among others, the desk study will concentrate on documented conceptual frameworks of GPE and the four benchmarked partnerships. Besides, interviews with key Secretariat staff, diverse GPE stakeholders and one or two relevant staff of the four benchmarked partnerships will have to add depth to the desk study. Data collection related to organizational effectiveness will be finalized through a one-day sense-making exercise. This exercise with the SIC and selected Secretariat staff will first check the recognition of key findings. Subsequently, participants will be asked to share their interpretation/assessment of those findings, with the aim of identifying key priority issues of strategic concern. Finally, participants will be asked to share their thoughts about how best to address those concerns. The sense-making exercise is meant to enrich rather than replace the analysis and assessment of the ISE.

4.2 Data quality and analysis

As can be seen from the data collection matrix, each area of investigation relies on a combination of data collection methods (desk study, interviews, sense-making) from diverse data sources (GPE constituents, Secretariat, other partnerships). Accordingly, the ISE aims to collect sufficiently triangulated data that enables a robust analysis and assessment.

For each area of investigation, the ISE will summarize its findings in a so-called data collection matrix (see below)

Area of investigation	Data source 1	Data source 2	Data source 3	...
Sub-question 1				
Sub-question 2				
...				

In this way, key findings of the different ISE team members will be brought together to determine the extent to which findings from different sources confirm or contradict each other, as well as why. This in turn will enable a joint and transparent analysis of findings, minimizing the bias of individual team members.

In addition, processed findings related to GPE's development effectiveness will be subjected to a fact check by relevant Secretariat staff before being included in the final evaluation report. Key findings related to GPE's organizational effectiveness will be subjected to a sense-making exercise with the SIC, selected Secretariat staff and the IEC. This exercise will include data validation prior to participatory analysis.

This analysis is meant to enrich (rather than substitute) the analysis of the ISE team itself, who will retain final responsibility for the quality and independence of its analysis, conclusions and recommendations, which will be documented in the final evaluation report.

4.3 Risk management in primary data collection and analysis

Besides relying on substantial desk study efforts, stage 2 of the ISE will involve primary data collection (interviews) from diverse GPE stakeholders at the global and country level. Primary data collection is particularly foreseen for the areas related to organizational effectiveness and for sense-making from remarkable findings related to development effectiveness. Given that GPE is a multi-stakeholder partnership, it will be important to obtain views from the various constituent groups of GPE, while it is also understood that organizing country visits will be complicated given the short timeframe for stage 2 data collection.

The ISE will therefore conduct distant (virtual) interviews to the maximum extent, using Skype, telephone, and video conference facilities, while acknowledging that these cannot replicate the richness of information obtained through in-person interviews. For this purpose, the ISE will share interview requests with the R&P team, indicating which stakeholders the ISE aims to interview for what particular purpose. The R&P team will then help to set up the interviews, including introducing the ISE to the interviewee using a letter signed by the chair of the IEC. The ISE anticipates that a distant interview may not work for some of the interviewees, and the ISE will take note of any cases in which triangulated interviews will not be possible.

Another risk relates to the unwillingness of benchmark partnerships to collaborate and be part of this exercise. This risk is not considered high, especially if an official request is made by the chair of the SIC or GPE Secretariat management to the selected partnerships. To further mitigate this risk, the availability of recent evaluation reports has been considered as one of the criteria for selecting the benchmark partnerships, thus ensuring the availability of basic evaluative information.

A final risk relates to the participation and time available for the foreseen sense-making with the SIC and selected Secretariat staff. To mitigate this risk, it is important to confirm the participation, dates and venue as soon as possible after approval of this inception report.

Chapter 4 Plan of Action

5.1 Team composition and task distribution

The ISE team will be expanded with one education finance specialist and an internal MDF evaluator with an education background, which leads to the following team composition:

Table 9 ISE overall team composition

	Name	Expertise and role
1.	Prof. Roy Carr-Hill (RC)	Education expert, lead on ESP implementation and LEG effectiveness
2.	Mr. Olaf Kooijmans (EK)	Education finance expert, lead on domestic and international financing and efficiency
3.	Mr. Giorgio Ferrari (GFE)	Evaluator, methodological expert on contribution analysis, assistant contract manager
4.	Mr. René Vermeulen (RV)	Evaluator with primary education background
5.	Ms. Irma Alpenidze (IA)	Senior evaluator, M&E methodological expert
6.	Mr. Mike Zuijderduijn (ZU)	Senior evaluator, M&E and partnership governance expert, overall contract manager, and lead on organization effectiveness
7.	Ms. Paola Fabbri (PF)	Gender expert

Given that some of the evaluation issues are closely connected and require data collection from similar sources, the ISE will assign three different sub-teams to take care of various related evaluation issues. Given that the teams partly overlap, regular joint stock-taking and reflection moment will take place. The tentative sub-team composition is detailed in Table 10.

Table 10. Tentative sub-team composition

ISE Phase 2 Topics	ISE Team Members
ESP implementation and LEG effectiveness	RC and GFE
Domestic and international financing and efficiency in the use of funds	EK , NW , RV
Organizational effectiveness	ZU , IA , with inputs from EK and RC

Each sub-team combines subject-matter expertise related to the area of investigation with methodological expertise. The lead person is expected to take overall responsibility for the quality and timely completion of data collection, analysis and reporting related to his/her respective area of investigation. The design of data collection tools and the actual collection of data will be distributed among team members in such a way that a resource person will be interviewed only once. Data processing (i.e. translation of data into findings) will be conducted by the sub-teams, while data analysis will be undertaken jointly.

Detailed working arrangements and planning per sub-team will take place in early-January 2020, making optimal use of the complementary qualities within each team.

5.2 Time schedule

An indicative overall time schedule for stage 2 of the ISE is presented below:

Month (2020)	January					February				March					April				May				June			
Week	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	
Detailed design and preparation data collection	■																									
Desk study		■	■	■	■	■	■	■																		
Preparation interviews				■	■	■	■	■																		
Distant data collection (interviews)						■	■	■	■	■																
Data collection Secretariat							■	■				■														
Data processing and analysis								■	■	■	■	■														
1st Stage 2 Progress report to IEC						■																				
Draft Evaluation report										■	■	■	■													
Contribution Board retreat												■														
Submission first draft evaluation report													■													
Receipt comments on draft report from IEC														■												
Sense-making workshop with SIC															■	■	■									
Presentation to SIC meeting															■	■	■	■								
Completion semi-final Evaluation report															■	■	■	■								
Submission semi-final Report (English)																	■									
Receipt comments on semi-final report																		■								
Translation and submission final report (French and English)																			■	■	■					
Board presentation																								■		

As can be seen from the time schedule above, in January 2020 the ISE will concentrate on the detailed design of stage 2 and start data collection through a desk study. It is anticipated that by early-February an initial list of interviewees will be shared with the R&P, to be organized in the second half of February and early-March. Data collection visits to the Secretariat are currently foreseen in week 8 (February 17th -21st) and 13 (March 23rd to 27th, combined with the ISE contribution to the Board retreat).

In the first half of March, data processing and analysis will take place, followed by drafting the first version of the final evaluation report. The first draft of the final evaluation report will be shared for comments with the IEC in week 14 (March 31).

The data processing and analysis in early-March will also form the basis for shaping the ISE inputs to the Board retreat in week 13 (March 23-25).

The exact purpose and shaping of the ISE contribution to the Board retreat will be further discussed with the Secretariat staff who are in charge of organizing the retreat. It is understood and agreed that this retreat comes too early for the ISE to present final evaluation results. Instead, the ISE aspires to use this opportunity to have an interactive session with the Board to obtain its inputs on particular strategic issues/dilemmas that have arisen from the data collection thus far.

IEC comments are expected back in week 16 (April 14), so they can be taken into account for the sense-making event and the presentation to the SIC in the second half of April (exact dates to be confirmed). The results from the sense-making event and the comments from both the IEC and SIC will be used in developing the semi-final version of the evaluation report, which will be submitted to the IEC in week 19 (May 4).

Final comments from the IEC and the Secretariat are expected back in week 20 (May 14), after which the final report will be prepared, including editing and a French translation. The final report (English version) can then be submitted in week 22 (May 25), with the French version following later during the same week.

A presentation of the final results of the ISE to the Board will take place during the Board meeting in June, which will mark the completion of the ISE process.

Chapter 5 Coordination Arrangements

The IEC is responsible for ensuring the overall independence and quality of the ISE, whereby the ISE team will regularly consult with the IEC about the set-up, timing and progress of the ISE process. The ISE will provide its deliverables (progress, draft and final evaluation reports) to the IEC, which in turn will provide feedback and/or endorse the deliverables. Upon endorsement, the IEC will distribute these deliverables among the relevant GPE stakeholders, unless a different arrangement is agreed upon.

The IEC also operates as the intermediary between the ISE and the GPE Secretariat and the SIC to ascertain that the ISE team is formally introduced to the correct representatives of GPE stakeholders as required in preparation for interviews and debriefings. Following these introductions, the ISE will schedule meetings directly with the officers involved.

In addition, the IEC will mobilize the necessary participation from the SIC, GPE Secretariat, and possibly other GPE stakeholders in sense-making workshops or other ISE-related meetings requiring the presence of diverse GPE stakeholders.

The ISE will maintain direct contact with the GPE contract officer (at present Ms. Nidhi Khattri) concerning contractual matters, the timely and adequate availability of relevant documents and contact persons, and logistical matters related to ISE visits to the GPE Secretariat.

Annex 1 Education-Specific Issues Likely to Affect Implementation

- Number and geographical distribution of primary schools (service delivery points) as compared to other sectors: e.g. the number of primary schools is more than 6 times the number of health facilities (hospitals and health centres) in each of the eight chosen countries;
- Number of pre-schools (plenty of evidence that it increases likelihood of child entering and staying in primary school and also improves learning in primary). The indicator should be the ratio of the number in the final year of pre-primary to the number in the first year of primary;
- Revision of general curriculum (to make more appropriate to changing cultural and socio-economic conditions). Two indicators could be the historical culture of the country and proportion of each religion in the population.
- Inclusive education policy requires special arrangements and efforts to be made for the disabled, orphans and vulnerable children (OVCs) and for those out of school. The existence of a policy and a designated budget would be the best indicators.
- Strength of Teachers' Union: stronger unions are likely to lead to more pressure on the Ministry to increase teachers' salaries (e.g. in Togo, primary school teacher salaries are double the salaries in Chad and Burkina Faso and three times the salaries in Guinea-Bissau and the Democratic Republic of Congo. (RESEN 2019, pp. 93)). The strength would have to be assessed in country.
- Culture of learning and specifically the influence of language and religion. Among the 8 chosen case study countries, there are 2 ex-French colonies, 1 ex-Portuguese colony, 1 ex-British, 1 ex Belgian/German colony and 1 Arab. In terms of religion, among the African countries, there is one mainly Muslim, 3 mainly Christian and two with substantial minorities of Folk religions.
- Teacher training (the indicator for teacher training can be the proportion of qualified teachers in primary education) and how teaching profession is organized and governed (the comprehensiveness of the terms of employment for teachers by the respective Ministries could be investigated during the field study/interviews).
- Cultural norms such as perception of girls education and the right of teachers to punish corporally, that affect enrolment and learning outcomes.
- Reliability of EMIS, how well has it been designed, piloted etc.

Annex 2 Overview of case countries per criteria

Criteria: Degrees of ESP implementation, LEG effectiveness, and factors influencing ESP implementation as rated by CLE draft synthesis

Country	Progress in ESP implem.	LEG effectiveness ²⁰	Alignment behind ESP	Sufficiency of funding for ESP	Quality of coordination at central level	Realistic results framework	Implementation capacity
Bangladesh ²¹	Considerable	Modest	Considerable	No information	No information	No information	No information
Cambodia	Modest	Considerable	Considerable	Considerable	Minimal/none	Minimal/none	Minimal/none
Mauritania	Modest	Considerable	Considerable	Minimal/none	Minimal/none	No information	Minimal/none
Mozambique	Considerable	Modest	Considerable	Minimal/none	Considerable	Considerable	Minimal/none
Rwanda	Considerable	Considerable	Considerable	Minimal/none	Considerable	Minimal/none	Minimal/none
South Sudan	Minimal/none	Minimal/none	Minimal/none	Minimal/none	Minimal/none	Minimal/none	Minimal/none
Togo	Modest	Considerable	Minimal/none	Minimal/none	Minimal/none	Minimal/none	Minimal/none
Zambia	Modest	Modest	Considerable	Minimal/none	No information	No information	Minimal/none

Legend	Considerable	Modest	Minimal/none	No information

Criteria: CLEs, geographic and cultural diversity

Country	CLE	Region	Land Area (sq. km)	Land Area per capita ('000s sq. m)	Historical culture	% Christian	% Muslim	Hindu or Buddhist	% Folk or Other Religion
Bangladesh	Summative	Asia	130,170	0.8	Indian	0%	90%	9%	0%

²⁰ The summary assessment by ISE, based on CLEs, for purposes of the inception report

²¹ Limited information is available as the CLE has not been published yet

Cambodia	Summative	Asia	176,520	11.3	Buddhist	0%	0%	97%	%
Mauritania	Summative	Africa	1,030,700	273.0	French	0%	99%	0%	1%
Mozambique	Summative	Africa	786,380	29.8	Portuguese	57%	18%	0%	7%
Rwanda	Summative	Africa	24,668	2.1	Euro	93%	2%	0%	1%
South Sudan	Summative	Africa	644,329	51.4	Arab	61%	6%	0%	33%
Togo	Summative	Africa	717	6.9	French	44%	14%	0%	36%
Zambia	Summative	Africa	743,398	46.7	British	98%	1%	0%	1%

Criteria: Varying country contexts²²

Country	FCAC or not	N of primary schools	'000s pupils in primary schools	N primary school teachers	Population ('000s)	N of primary Schools	Pre-school enrolment and N of CSA ²³	Pre-school as % of Primary ²⁴	% qualified teachers in primary
Columns	i.	ii.	iii.	iv.	v.	vi.	vii.	viii.	ix.
Bangladesh	No	82,000	17.6m	366,000	163,046	82,000	13% NER	NA	50%
Cambodia	No	7,716	2,163	45,836	16,487	7,716	NA	12%	73%
Mauritania	No	4,271	0.63m	17,000	4,526	4,271	NA	5%	NA
Mozambique	Yes	21,104	6.1m/CSA 6.0m	117,000	30,366	21,104	0.10/2.9m	1.7%	97%
Rwanda	Yes	2,880	2.5m/ CSA 1.9m	44,000	12,627	2,880	2.5/1.9m	53%	98%
South Sudan	Yes	4,000 + 1,250 AES	1,9m /CSA 3.7m	28,000	11,062	4,000 +1,250 AES	1.55/3.7m	8%	46%
Togo	Yes	7,460	1.22m/CSA1.55m	18,127	8,082	7,460	0.16/0.41m	0.16 / 1.55m	65%
Zambia	No	8,800	4,319/7,448	78,099	17,861	8,800	0.16/2.12m	NA	97%

²² Source: Columns vii - ix <https://en.wikipedia.org/wiki/Religion> Data on inclusivity is only available for some countries; Strength of Teacher Unions can be assessed through a field visit/interview.

²³ CSA = Children of (that) School Age

²⁴ Pre-school as a % of primary is a crude indicator; it should be pre-school enrolment in final year as % of Primary Grade 1; this will be refined from UIS and country educational statistics

Annex 3 Overview of proposed benchmarking partnerships

Partnerships	Sector	Partnership levels	Constituency base	Host	Fund management responsibility	Governance model ²⁵
GPE	Education	Global and country level	Developing countries Bilateral Donor partners Multilaterals NGOs / Foundations Private sector	World Bank	Yes	Constituency based Board supported by Secretariat
GATF	Trade	Global	Developing countries Bilateral donor partners Multilaterals NGOs/CSOs Private sector	WEF	Yes, country-based project funding	Steering group supported by four implementing partners (WEF, ICC, CIPE and GIZ)
Gavi, the Vaccine Alliance	Vaccination and Immunization	Global and country level	Core group: WHO, UNICEF, Bill and Melinda Gates Foundation, World Bank. Other Partners: donor countries (5), Research and Technical Health Institutes, Implementing country governments, CSOs, Vaccine Manufacturers, Private Sector	Independent legal entity	Yes	Board supported by Secretariat
GEF	Environment	Global and country level	Member countries (recipients and donors)	World Bank	Yes	Assembly and elected Council supported by Secretariat and technical panels

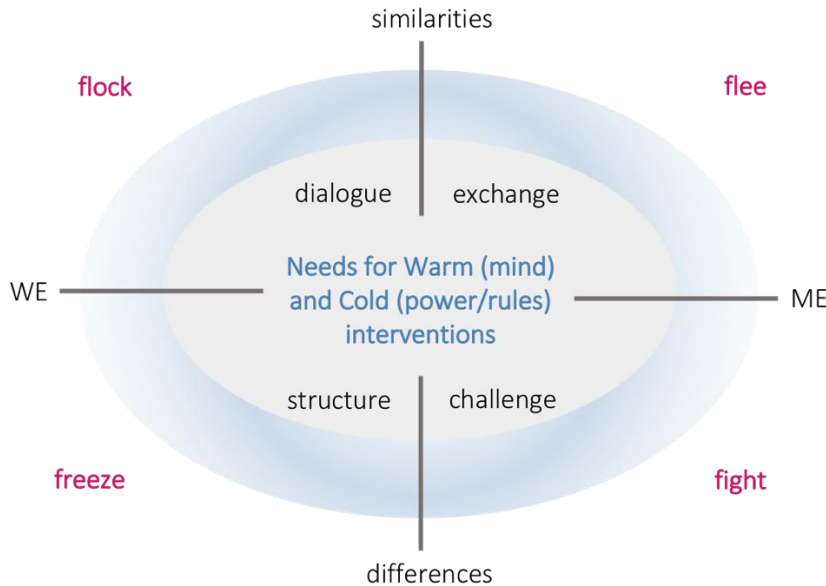
²⁵ Participant governed, lead-agency governed, network administration governed.

Global Fund	Aids, tuberculosis and malaria	Global and country level	Donors and Implementers (both Governmental and Non-Governmental) Communities Private Foundations Private sector Multilaterals (non-voting)	Independent legal entity	Yes	Constituency Board supported by Secretariat
GCF	Climate-change	Global and country level	Member countries (recipients and donors) CSOs / Private sector have observer status	Independent legal entity	Yes	Constituency based Board supported by Secretariat (Songdo)
SUN Movement	Nutrition	Global and country level.	Developing countries Bilateral donor partners Multilaterals NGOs / CSOs Private sector	UNDP / UNOPS	Limited. Only related to CSO capacity building. Stimulate funding flow between members directly.	Constituency based Lead group supported by Secretariat

Annex 4 Instruments for partnership assessment

The ISE will use the Circle of Coherence (see figure 4) and the Spiral of Innovations (see figure 5)²⁶ as analytical frameworks to assess the dynamics (vibrant space) and evolution of the partnership;

Figure 4 The circle of coherence

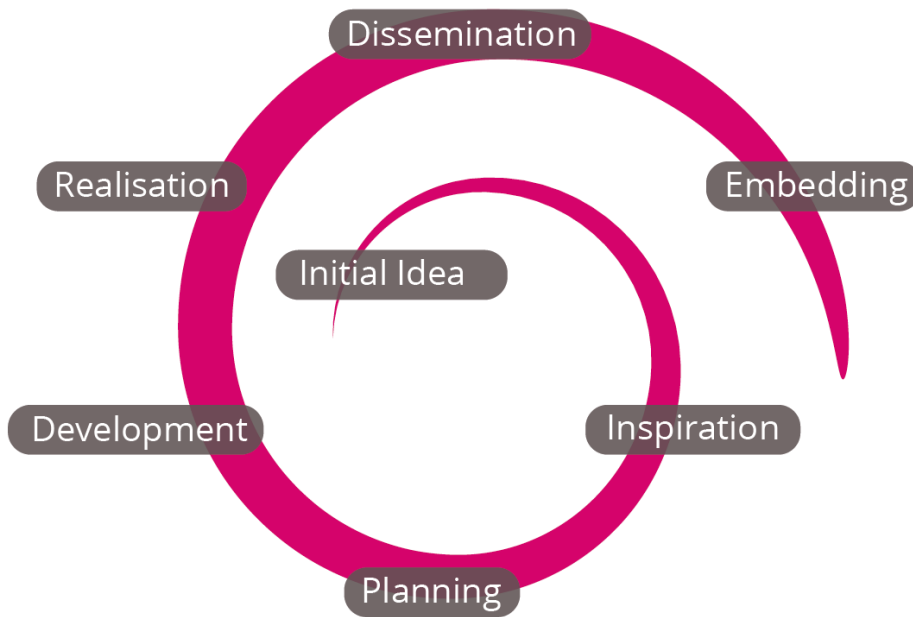


This framework guides us in assessing the extent to which the interactions taking place within the partnership optimize the ‘vibrant space’ (i.e. the ability and willingness of partners to actively contribute to and invest time and energy in the partnership). In doing so, we will examine whether interactions within the partnership reflect balanced attention for dialogue (efforts to learn from each other), exchange (efforts to ensure balance between giving and taking), challenge (efforts to stimulate contributions), and structure (efforts to ensure clarity of tasks, rules and agreements). The model assumes that an imbalance (i.e. too much or too little of any such efforts) leads to behavior that is counterproductive and reduces the partnership’s vibrant space (fleeing, fighting, freezing or flocking). Using this model requires gaining insight in the nature and intensity of interaction among partnership members and having interviews with representatives of the diverse constituents of the partnership to gauge their perception of the current ‘balance’ in interactions.

In assessing the evolution of the partnership, we aim to map GPE's journey in the past years using the Spiral of Initiative model (see Figure 5). This model distinguishes different phases that a typical partnership initiative goes through before the initiative is fully embedded (institutionalized in policies and practices). Each phase can be recognized by typical activities, which allows us to place key activities of the partnership in this spiral. This will enable an assessment of where the partnership comes from and currently stands in its own evolution.

²⁶Herman Brouwer, and Jim Woodhill (2016), MSP (Multi-Stakeholder Partnership) Guide, Wageningen UR, the Netherlands.

Figure 5 Spiral of Initiative



The framework furthermore helps in assessing whether 'earlier' phases are sufficiently covered and what type of follow-up actions would logically be needed to stimulate its further development. Applying this model means getting an overview of (trends) in key actions that will enable us to 'fill' the model, so it becomes a useful tool for joint reflection and learning during the sense-making exercise.

