GPE 2020 Country-level Prospective Evaluations

FIRST ANNUAL REPORT: ZIMBABWE (DECEMBER 2018)

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Abbreviations and acronyms

ACER	Australian Council for Education Research
CA	Contribution Analysis
Camfed	Campaign for Female Education
CDTS	Curriculum Development and Technical Services
CERID	Center for Educational Research, Innovation and Development
CSO	Civil Society Organization
DCP	Developing Country Partners
DFID	UK Department for International Development
DOP	District Operational Plan
DP	Development Partner
ECD	Early Childhood Development
ECG	Education Coordination Group
EDF	Education Development Fund
EDPCG	Education Development Partners Coordination Group
EM	Evaluation Matrix
EMIS	Education Management Information System
EMTP	Education Medium-Term Plan
EPDG	Education Plan Development Grant
ERI	Early Reading Initiative
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESSP	Education Sector Strategic Plan
ETF	Education Transition Fund
GDP	Gross Domestic Product
GEC	Girls' Education Challenge
GER	Gross Enrollment Rate
GNI	Gross National Income
GoZ	Government of Zimbabwe
GPE	Global Partnership for Education
IBRD	International Bank for Reconstruction and Development
JSR	Joint Sector Review
KII	Key Informant Interview
LEG	Local Education Group
M&E	Monitoring and Evaluation
MCA	Maximum Country Allocation
MoE	Minister of Education
MoHESTD	Ministry of Higher Education, Science and Technology Development

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MoPSE	Ministry of Primary and Secondary Education
NESP	National Education Sector Plan
NFE	Non-Formal Education
ODA	Overseas Development Assistance
OP	Operational Plan
PBB	Program-Based Budgeting
PDG	Program Development Grant
PIG	Program Implementation Grant
PLAP	Performance Lag Address Program
PRS	Planning Research and Statistics
PS	Permanent Secretary
PTR	Pupil-Teacher Ratio
QAR	Quality Assurance Review
SACMEQ	Southern and Eastern Africa Consortium for Monitoring Education Quality
SDGs	Sustainable Development Goals
SES	Socioeconomic Status
STEAM	Science Technology Engineering Art and Mathematics
TDIS	Teacher Development Information System
ToC	Theory of Change
TPS	Teacher Professional Standards
UIS	UNESCO Institute for Statistics
ZELA	Zimbabwe Early Learning Assessment
ZIMSEC	Zimbabwe School Examinations Council

Executive summary

A) Overview

1. This is the first of three annual reports to be submitted during the three-year prospective evaluation of GPE in Zimbabwe – one of eight country prospective evaluations, to be complemented by 22 summative country evaluations that will be carried out between 2018 and 2020. It follows a baseline report on Zimbabwe (the complete draft of which was prepared prior to the field visit in May 2018). It incorporates the findings of the first prospective evaluation mission to the country, which took place from May 21 to 25, 2018, and offers some initial, tentative conclusions on the basis of the data collection, monitoring and assessment undertaken to date.

B) Purpose and objectives

2. The purpose of the prospective evaluation is to assess whether GPE's inputs and influence are orienting education sector planning, dialogue/monitoring, implementation and financing toward the intermediary outcomes outlined in its Theory of Change (ToC). The objective of the prospective evaluation is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of its strategic plan, which is known as GPE 2020. They seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives.

C) Intended audience

3. The primary intended users of the country-level evaluations are members of GPE. Secondary users are the GPE Secretariat – in particular, but not limited to, senior management and members of the Country Support Team. Tertiary intended users include the wider education community at country and global levels.

D) Methodology

4. The methodology for the prospective evaluations is a theory-based Contribution Analysis (CA) approach, and the guiding framework is provided in an Evaluation Matrix (EM) and a country-level ToC, developed according to the GPE's existing overall ToC. It envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting.

5. Data have been collected through desk review of available documentation and datasets, supplemented by interviews conducted with key informants during the First Country Mission.

E) GPE engagement

6. GPE has partnered with the Government of Zimbabwe (GoZ) since 2013, in collaboration with the UK Department for International Development (DFID) as the Coordination Agency, in the

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disbursement of grants provided through the United Nations Children's Fund (UNICEF) (as Grant Agent) and the International Bank for Reconstruction and Development (IBRD).

7. The country has received three grants: An Education Sector Plan Development Grant (ESPDG) of US$250,000 and two program implementation grants (PIGs), a first one between 2013 and 2016 of US$23.6 million and a second one between 2017 and 2019 of US$20.58 million. At the time of the country mission for this evaluation, Zimbabwe has recently applied for the variable tranche of the PIG as well as for the new Multiplier Fund Grant (up to US$10 million). Since completing the mission, the application was approved by GPE. This is an evaluation of GPE's support in Zimbabwe with regards to planning, monitoring/dialogue, implementation and financing, and whether implementation leads to improved systems and ultimately whether these better systems lead to improved learning outcomes/equity in the country.

F) Key findings

8. **Planning**: This evaluation found that the sector plan is pragmatic, context-relevant and well aligned with GPE goals, and focuses clearly on the needs of the country while promoting transparency and accountability. The Education Sector Strategic Plan (ESSP, 2016–2020) was developed in an inclusive and consultative manner. A broad consensus was reached among partners as to the priorities to be addressed. There was a strong sense from several stakeholder interviews that the sector plan was Ministry-led with extensive support from donor partners, other key stakeholders such as civil society organizations (CSOs) as well as organizations such as teacher associations. However, some donors, were of the opinion that perhaps there had not been enough ministerial capacity and influence in the development process, with the result that there had been far more influence by donors in the planning process.

9. A key strength of the sector plan is its focus on equity and inclusion. GPE support has played a crucial role in the development of the sector plan from a technical as well as financial perspective. GPE's support to education sector planning in Zimbabwe has contributed to improving the quality of the plan by linking plan quality to funding, improving capacity in Zimbabwe for sector planning and by advocating for a more inclusive planning process. This has been evidenced through documentary review as well as stakeholder interviews.

10. **Mutual accountability**: According to stakeholders, sector dialogue within education in Zimbabwe has improved from a less-inclusive state in previous decades and this has been attributed in part, to the GPE's engagement activities in the country. In addition to the desk-based review, the First Annual Mission to Zimbabwe has provided additional evidence on how sector dialogue and monitoring in the country have changed over the last few years and the extent to which it has potentially resulted in greater collaboration and transparency across different groups. It also provides evidence on the role of GPE in bringing about this positive change. The Education Coordination Group (ECG), which is the Local Education Group (LEG) in Zimbabwe, is a framework that has been effective in encouraging consultation and dialogue between the Ministry of Primary and Secondary Education (MoPSE) and development partners (DPs). Additionally, the Education Sector Working Group (ESWG) includes a broader forum than the LEG for dialogue which includes local NGO groups and civil society organizations. Areas for improvement include engaging with government agencies at the right level and ensuring the LEG doesn't just focus on operational aspects of monitoring implementation, but also focuses on some of the more difficult aspects of education service delivery in the country.

11. The first Joint Sector Review (JSR) was conducted in 2014 and the areas identified for improvement in conducting JSRs by the Zimbabwe GPE Country Lead (CL) at that time have since been substantially addressed in the JSR process. The next evaluation mission will follow up on tracing back these outcomes to determine the extent to which changes are contributable to GPE support.

12. The Partnership's contribution to sector dialogue and monitoring includes strengthening and operationalizing collaboration and cooperation between stakeholders, technical assistance provided through the Grant Agent to support monitoring of progress against ESSP results, support for greater transparency and collaboration across different groups, the engagement of civil society in dialogue and monitoring and support for more robust and reliable data to support monitoring (delivered through EMIS and the Zimbabwe Early Learning Assessment (ZELA)).

13. The ESSP has identified a set of key performance indicators to monitor progress and aligns well with the GPE goal of ensuring effective and efficient education systems.

14. **Financing**: Education in Zimbabwe has been underfunded since the late 1980s and although there has been a large increase in total spending on education as a percentage of total government expenditure, almost all of this is spent on teacher salaries. There is a continued and heavy reliance on off-budget, non-wage education support by donors.

15. While there appear to be increasing levels of alignment and harmonization in financing, stakeholders did highlight some areas of financing needs that require addressing (e.g. more financial support to infrastructure). Also, while Zimbabwe has made progress in strengthening its Public Financial Management (PFM) systems, challenges remain and persistently impact upon implementation.[1] Improved discipline in budget management; managing expenditure arrears; strengthening payroll controls; strengthening internal and external audits; and improving the demand side of accountability and transparency are important areas for further attention and will be reviewed in subsequent evaluation missions.

16. The two largest donor funds in the country are the Education Development Fund and the GPE-funded ESPIG. Both have worked within the key priority areas of MoPSE and are managed by UNICEF.

17. GPE's financial and non-financial contribution to the amount and quality of sector financing in Zimbabwe is viewed as vital by stakeholders across the board.

18. To date, Zimbabwe has received four grants from GPE including an ESPDG, two PIGs and a variable and multiplier grant. The most recent PIG (2017-2019) was for $20.58 million and the recently awarded US$18.82 million, included US$10 million from the multiplier grant and $8.82 million for the variable part. According to stakeholder reports obtained during the First Country Mission (May 2018), the multiplier comprises a variable and a fixed tranche. An application has been submitted and is now approved for the variable tranche of the Education Sector Plan Implementation Grant (ESPIG) (2016–2019).

19. While the overall contribution of GPE financial support appears minimal against the overall contributions to the sector, GPE financial support makes up almost 18 percent of the non-employment related funding to ESSP.

20. In addition to financial contributions, as mentioned previously, GPE also provides non-financial support such as technical assistance. The stakeholders consulted during the mission particularly valued this input. While there are significant improvements to be made regarding Public Financial Management (PFM) in Zimbabwe, steady progress has been observed.[2] GPE appears to have contributed to improving the quality of financing through the provision of non-financial support (through the GA) on improving budgeting processes, capacity building in public finance management and data management systems. This is particularly important as finances are one of the biggest challenges that the GoZ faces in the implementation of education policy.

[1] Assessment of the Zimbabwe Public Finance Management system for investment lending projects. May 2015.

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21. **Implementation**: The ESSP covers seven programme areas. Programme areas One, Two, Six and Seven cover the strategies, policies and programmes put in place in order to achieve the ESSP outcome targets. They include Policy, Legal and Regulatory Frameworks; Education, Research and Development; Capacity Development and Education Financing. Programme areas Three, Four and Five cover Infant, Junior and Secondary Education respectively and improvements in each of these sub-sectors is monitored against outcomes, rather than implementation indicators.

22. There has been modest progress against targets in the programme area of Policy, Legal and Regulatory Framework, however many policies are lagging behind. In Programme area Two, the Curriculum Framework and Implementation Plan is in place, two syllabus interpretation workshops were conducted for teachers who are to teach from the new curriculum and there has been significant progress in EMIS development, including linking the EMIS and Teacher Management Information System (TMIS). There have been mixed results in Infant Education where, a school feeding programme was implemented in 2016 and 2017 and the introduction of the use of local languages in ECD took place in 2016. However, although nearly all primary schools established ECD centres, ECD enrolments remained low, the NER was below target and there has been little progress in the provision of minimum facilities for ECD centres. Access to education for disabled children was well above targets at the last JSR, the introduction of the use of local languages in ECD was reported to have taken place and targets in ECD teacher training were exceeded.

23. Targets in Junior Education were not met and there were mixed results in Secondary Education. The number of districts out of 63 with Lower Secondary Gross Enrolment of at least 75 percent increased, indicating gains in equity to accessing education across the country. There were similarly mixed results in Secondary Education with enrolment and enrolment ratio targets exceeded but completion and survival rates not met.

24. Stakeholders have indicated that to date most efforts have been toward planning (due to a mixture of political unrest and with resources being directed toward planning and the actual application process for the further GPE grant) and that in the upcoming years of the evaluation further progress on the implementation side should be witnessed. Some progress has been made to date, in particular in relation to the implementation of the new curriculum, but some challenges have been faced such as insufficient basic and secondary level teacher training and lack of resources. Conducting subnational-level sector reviews was suggested by several government officials as a way of triangulating information to highlight implementation issues at the micro level.

25. **Performance of the education system and impact**: Similar to many other countries, Zimbabwe has faced challenges with respect to the system-wide performance of the education sector to support improvements in impact. There are some indications of improvements in relation to learning outcomes, equity and inclusion as witnessed by some of the indicators available (e.g. from the ESSP and from available data sources). It is too early in the evaluation to link ESP implementation to changes in the system and therefore, to link system-changes to outcomes. However, stakeholders expressed a largely positive view of the future in relation to the upcoming performance of the education system, particularly once GPE II (the second ESPIG programme) is firmly in the latter stages of implementation and with the upcoming grant from the multiplier fund and variable Part. System-wide changes tend to manifest more slowly and therefore it is too early to derive concrete conclusions at this stage.

G) Conclusions, based on lessons learned

26. Despite many issues, Zimbabwe seems to be a country in which GPE has performed reasonably well. This may be due to the limited number of donor funds in the sector, with GPE funding and the multi-donor Education Development Fund (EDT) as the two significant sector funds, with both managed by UNICEF.

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27. Zimbabwe has faced immense economic and political challenges over the last few decades. However, the education sector has witnessed some progress in relation to various aspects such as outcomes and equity. Despite this, access, equity, inclusion and learning outcomes improvements still remain a challenge for the country.

28. The Education Sector Plan (ESP, 2016–2020) has provided a strong and comprehensive foundation for future growth and represents an example of the consultative nature of the relationship between the government, donor partners and other stakeholders in the sector.

29. There is evidence that the ESSP is being implemented as per the plan, albeit with some implementation lags. However, stakeholders recognize that, going forward, implementation will need to be the area of focus now that the planning and grant application processes have been completed. The GoZ has also shown political will toward improving the education system and taken ownership of the initiatives. There is also evidence that monitoring and evaluation (M&E) systems are being strengthened through GPE engagement processes and have helped feed into future policymaking, planning and resource allocation discussions.

30. Overall, stakeholders presented a positive view of GPE's financial and non-financial contributions to the country and indicated recognition of the critical role that this support from GPE has provided in Zimbabwe.

H) Recommendations

31. It is too early in the evaluation in Zimbabwe to offer specific recommendations. Areas that will require further attention throughout the evaluation period include: (1) If and how future funding builds on past program initiatives; (2) If and how the foundations of strong relationships and open dialogue have been further strengthened; (3) The balancing of the roles and responsibilities of donor partners and an exploration of if everyone has sufficient voice and recognition; and (4) How an equilibrium between stringency and effectiveness can be achieved regarding Secretariat requirements, so as not to cause hindrance to actual implementation and government processes.

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1 Introduction

32. This section introduces the report and the evaluation. It covers the relevant country context as well as the background of this project and the methodology for the evaluation.

1.1 Background

1.1.1 Overview of Zimbabwe

Context area	Features
Country context	Serious economic shock in 2008 Political instability High levels of rural/urban inequality Net Overseas Development Assistance (ODA) received as a percentage of gross national income (GNI): 5.7 percent (2015)
Education context	Near gender parity in access to primary schooling Recent new curriculum One previous grant from GPE 98 percent of education budget spent on employment costs Bottom-up financing (parents/households contribute approximately 96 percent of non-salary costs)
Structure and features of the education system	Education under two ministries (MoPSE and Ministry of Higher Education, Science and Technology Development (MoHTESD) Four years of infant education, five years of junior education, four years of lower-secondary education, two years of upper-secondary education

Country context

33. Zimbabwe is a republic with a presidential system of government that is centralized and divided into eight provinces (Manicaland, Mashonaland, Mashonaland Central, Mashonaland East, Mashonaland West, Masvingo, Matabeleland North, Matabeleland South and Midlands) and two cities (Bulawayo and Harare) with provincial status. Each province has a provincial capital, from where the government administration is usually carried out. The provinces are subdivided into districts and wards. While English is the main language used in the education and judicial systems, there remain 16 official languages in the country, making Zimbabwe a very multilingual country. Although Zimbabwe has three official languages (English, Ndebele and Shona), the latter two are the languages of instruction in the areas where they are predominant during the first three years of primary education. However, after this, English becomes the official medium of instruction.

34. In 2017, following a dramatic political upheaval, Emmerson Mnangagwa became the president and served out Robert Mugabe's term until elections that were held on 30 July. Robert Mugabe ruled the country for 37 years, serving first as the prime minister from 1980 to 1987 and then as president from 1987 until 2017.

35. The country suffered serious economic decline in this period (manifested in all sectors, particularly in education), especially during the economic shock of 2008. There have also been substantial increases in estimates of extreme poverty, which had previously declined with 4.5 million of Zimbabwe's population ranking as among the poorest 20% of the people in the world (2013)[3].

[3] Source: Development Initiatives based on World Bank PovcalNet. See our factsheet: http://devinit.org/wp-content/uploads/2015/03/Factsheet-Ending-poverty-by-focusing-on-the-poorest-20-percent-of-people-globally.pdf.

However, the World Bank notes that Zimbabwe's 'fundamentals for economic growth and poverty reduction remain strong provided the country can tackle its political fragilities and build consensus around inclusive and competitive investment policies. The economy is projected to grow by just over 2% in 2017 as it recovers from two years of drought but is constrained by macroeconomic imbalances.[4] Social services also appear to have recovered amid resurgent public and donor spending[5].

Education context

36. After gaining independence in 1980, GoZ policy aimed to expand access to primary school education[6]. This resulted in the number of primary school enrollments more than doubling in less than a decade and in 1982 primary enrollment rates were reported at almost 100 percent. However, during the early 1980s to 2004 period, enrollment rates saw a decline again and the education sector suffered serious setbacks in 2008 due to the political turmoil and hyperinflation. This resulted in reduced government funding and significant deterioration of the education sector. The imposition of fees and levies has had serious implications for access to education, particularly for the more disadvantaged. The education sector started to recover somewhat from the late 2000s with education prioritized in the new government's Short-Term Emergency Recovery Program and improvements were seen in primary school completion rates[7,8]. However, serious concerns still remain about the quality of education provided, with O Level pass rates still remaining low and disadvantage in access and quality of education being particularly prevalent by socioeconomic status (SES) and location.

37. While the GoZ recognizes the importance of human capital investment through education as a major tool for sustainable development, the education system within the country has faced many challenges that have resulted in a deteriorating level of quality. Challenges include poor physical infrastructure, brain drain and declining standards. Another critical challenge within the country is the limited leeway the government has within education budgets to spend on capital expenditures, with the vast majority being spent on salaries[9]. Another challenge within the education system of the country is the underfunding of education, particularly since the late 1980s, resulting in a system that is now very heavily dependent on parental and community support. This support now contributes 96 percent of the non-salary costs in education and can therefore have important implications for equity.[10] Despite this, Zimbabwe is often cited as having the highest literacy rate in the African continent (of over 90 percent in 2015)[11]. The Zimbabwe National Statistical Agency's Labor Force Survey in 2011 estimated that 97 percent of the population over 15 were literate. In the same year, UNESCO's UNESCO Institute for Statistics (UIS) estimated this figure to be 83.6 percent. While it may be disputed whether this is the highest in Africa, it is nonetheless relatively high.

[4] http://www.worldbank.org/en/country/zimbabwe/overview
[5] Ibid
[6] https://www.unicef.org/esaro/ACER_Report_Zimbabwe_CS.pdf
[7] UNICEF (2016) Improving Quality Education and Children's Learning Outcomes and Effective Practices in the Eastern and Southern Africa Region. Country Case Study ACER, UNICEF.
[8] Concerns have been raised about the 'myth' of high literacy in the country with the calculation of literacy based on UIS estimates for Zimbabwe calling into question the validity of these estimates as they tend to be dated and based on household survey data from the 1980s and 1990s when the education system had not been yet hit by economic and political crises (Education Brief, undated). Research, particularly that using experimental and more robust methods, is especially lacking in the Zimbabwean context as identified by Conn (2017), who notes that there is no experimental evidence on educational interventions in Zimbabwe
[9] JSR (2016)
[10] UNICEF Zimbabwe. Primary and Secondary Education Budget Brief.
[11] Financialgazette.co.zw

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Structure and features of the national education system

38. Education in Zimbabwe falls under two ministries: MoPSE and MoHTESD. Early childhood education, primary and secondary education fall under the auspices of the former and tertiary education and training are administered by the latter. Major decisions tend to take place centrally. However, there have been movements toward decentralization, with provinces subdivided into education districts[12] . Zimbabwe's education system consists of four years of infant education (two years of early childhood and two years of formal primary education) followed by five years of junior education at the end of which all students sit a national Grade 7 examination. Following this, pupils have a four-year lower-secondary education program (concluding with O Level examinations) and then, for a smaller proportion, two further years of upper-secondary (after which pupils sit A Level examinations).

39. In 2004, Zimbabwe focused policy attention on Early Childhood Development (ECD) and over the years since there have been steady increases in early childhood education enrollment in the country. There have also been great strides made toward achieving universal primary education and while more and more marginalized children are receiving access to basic education, further efforts are still required to reach the most marginalized, particularly those living in remote areas and children with specific needs, such as disabilities.

40. According to the Education Sector Analysis Report (2015),[13] the key sector policies that have guided the development of the education sector during the 2010–2015 period in Zimbabwe include the Early Childhood Development Policy; Life Skills, Sexuality, HIV and AIDS Education Strategic Plan (2012–2015); the National Youth Policy (draft, 2011); the National Non-Formal Education Policy (2015); the Teacher Professional Standards (TPS) (2015); the School Functionality Standards (2013) and the Zimbabwe School Health Policy (2014). The EMTP 2010–2015 provided the overall vision and mission statement for the MoPSE.

41. However, the Education Sector Analysis reported that in terms of overall achievements in the education sector, results have been mixed. For example, enrollment rates in primary schools fell, yet gross enrolment ratios (GERs) in secondary schools increased in both lower-secondary as well as in upper-secondary. The pupil-to-textbook ratio also improved in primary schools from 1.3:1, but increased marginally in secondary schools from 0.97 to 1.

42. Zimbabwe has embarked upon the process of crafting a new National Constitution through a consultative nationwide process. The National Constitution, which was adopted on May 9, 2013, provided the vision and goals that underpinned the education policies developed in the ESSP 2016–2020, which was prepared to follow on from a previous Medium-Term Strategic Plan (2011–2015). During this previous plan, significant progress was made, in particular in relation to raising the professional status of teachers, enhancing the quality of their teaching by setting professional standards and by providing professional development opportunities. During this period, attention was also focused on building a strong Education Management Information System (EMIS) in the country to provide credible data to inform policymaking.

43. Following an extensive consultation period, the MoPSE recognized the need for efforts to be made over the next five years in developing a new curriculum to ensure that children develop a good foundation for learning.

44. While the new Constitution and the subsequent education plans and policies are progressive and align with socioeconomic and political rights, many of the country's laws including the Education Amendment Act (2006) have yet to be aligned with the Constitution's provisions (ESSP 2016–2020).

[12] UIS 2010/11
[13] Kageler, 2015.

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45. Despite progress, the country continues to face serious challenges that directly or indirectly impact the education system. While the percentage of the national budget allocated to the education sector continues to be high (US$803.8 million or 23 percent of total budget in 2016) almost all of this (98 percent) goes toward employment costs[14].

46. Despite increases in enrollment, they also estimate that more than 1.2 million children of school-going age (three to 16 years) are still out of school. The disproportionate effect of this is seen in children from low socioeconomic backgrounds, those residing in remote areas, orphans and vulnerable children, and children with disabilities being at a higher risk of dropping out and being marginalized from the education system. This marginalization also manifests in terms of the quality of education received, with students attending the 10 percent of schools with the best performance in Grade 7 exams being 40 times more likely to pass the exam than students attending the 10 percent of schools with the weakest performance. UNICEF also reported the top performing primary schools as being better funded, having better teacher/pupil ratios, and being more likely to have trained teachers[15].

1.1.2 GPE in Zimbabwe

GPE support in Zimbabwe

47. Once among the strongest systems in Africa, the education system in Zimbabwe suffered substantial declines during the economic shocks in 2008 and the country suffered from a near collapse of the education sector during this time. GPE has partnered with the GoZ since then (from 2012), in collaboration with DFID as the Coordinating Agency and UNICEF and IBRD as Grant Agents.

48. GPE's financial support to Zimbabwe is summarized in Table 1 below.

Table 1: GPE funding in Zimbabwe

Grant type	Years	Allocations	Disbursements	Grant agent
Programme Implementation Grant (ESPIG)	Jan 2017-2019	US$20,580,000	US$919,314	UNICEF
	2019 - 2020	Variable - US$8,820,000	-	UNICEF
	2013-2016	US$23,600,000	US$22,222,147	UNICEF
Multiplier	2018	S$10 million	-	-
ESPDG	2012	US$250,000	US$239,540	IBRD
	TOTAL	**US$32 670 ,000**	**US$23,381,001**	-

Source: GPE website (retrieved 7Feb-2018) and updated after First Country Mission (2018)

49. In addition to this financial support the GPE model is also underpinned by non-financial support, including support to planning, dialogue/monitoring and financing, through advocacy, coordination, technical assistance and knowledge exchange.

1.1.3 Evaluation background

50. In June 2016, the GPE's strategic plan (GPE 2020) aligned its vision and mission to the Sustainable Development Goals (SDGs) and recognized that education is pivotal to the achievement of all other SDGs. It also articulated this vision into actionable goals as well as both country and global objectives. The GPE 2020 adopted an M&E strategy for the 2016–2020 strategic plan period, including a results

[14] https://www.unicef.org/zimbabwe/education.html

[15] https://www.unicef.org/zimbabwe/education.html

framework for monitoring progress across three goals and five strategic objectives in GPE's ToC and a set of 37 indicators (fully detailed in Annex D). The strategy comprises independent evaluation studies, including programmatic, thematic, and country-level evaluations, which will lead to an evaluation of the entire GPE portfolio.

Country-level evaluations

51. The country-level evaluations comprise independent prospective and summative analyses. Prospective evaluations focus on eight selected countries to address whether GPE inputs to the education sector during this time are conducive to the intermediary outcomes in the country's ToC. Summative evaluations assess ex-post the contribution of inputs to intermediate outcomes, outcomes and potential impact in a diverse sample of 22 countries.

52. The prime purpose of this work is to design and implement the prospective country-level evaluations of GPE's M&E strategy for the period 2017–2020. It aims to: (i) evaluate GPE's contributions to strengthening education systems and, ultimately, achieving education results within DCPs in the areas of learning, equity, equality and inclusion; and (ii) the relevance, efficiency and effectiveness of GPE's ToC and country-level operational model.

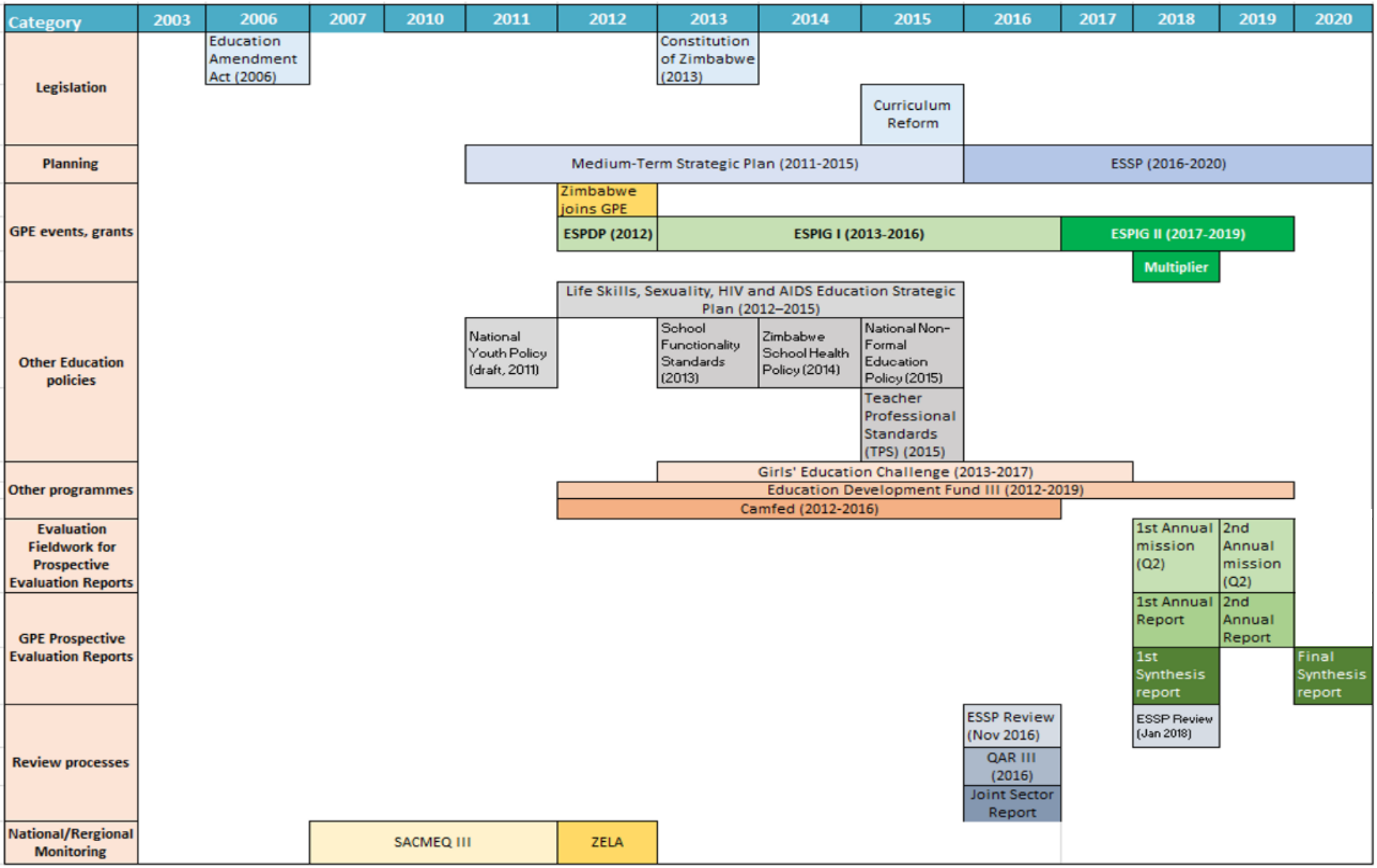
Prospective evaluations

53. The purpose of the prospective evaluations is to assess if GPE's inputs and influence are orienting education sector planning, implementation and monitoring toward the intermediary outcomes as outlined in the ToC. They are forward-looking and explore what happens, while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review to understand whether progress is being made and whether GPE is making a contribution.

54. The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of its strategic plan GPE 2020. They seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives toward its mission and vision of inclusive and equitable quality education and lifelong learning opportunities for all.

55. In this context, GPE support is defined as both financial inputs deriving from GPE grants and related funding requirements, and non-financial inputs deriving from the work of the Secretariat, the Grant Agent, the Coordinating Agency, and from GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements). The following figure maps recent GPE-supported activities against evaluation activities.

Figure 1: Timeline of the education sector in Zimbabwe



Source: Prepared by the authors

1.1.4 Methodology and tools

56. The methodology for the prospective evaluations is a formative, learning focused and theory-based CA approach. The contribution claims to be tested during the evaluation are as follows:

- Claim A: "GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning."
- Claim B: "GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."
- Claim C: "GPE advocacy and funding requirements contribute to more and better financing for education in the country."
- Claim D: "GPE (financial and non-financial) supports and influences contribute to the effective and efficient implementation of sector plans."
- Claim E: "The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."
- Claim F: "Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."

57. The guiding framework is provided in an EM and a generic country-level ToC, developed according to GPE's existing overall ToC for GPE 2020. The evaluation will seek to answer three key evaluation questions:

- Key question I: Has GPE support to Zimbabwe contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? If so, then how?
- Key question II: Has the achievement of country-level objectives contributed to making the overall education system in Zimbabwe more effective and efficient?
- Key question III: Have changes at education system level contributed to progress toward impact?

58. As stated above, the methodology for the prospective evaluations is a theory-based CA approach, and the guiding framework is provided in an EM and a generic country-level ToC, developed according to the existing overall GPE 2020 ToC. It envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and subsequent three stages constitute iterative annual country-level reporting. This is further described in Annex D and the Inception Report.

59. This approach is consistent with that of the summative evaluations and thus contributes to their final combination for a summative 2020 evaluation. In the application of CA, prospective evaluations are forward-looking and assess if inputs and influence into education sector planning are conducive to intermediary outcomes, as per the ToC. Conversely, summative evaluations trace the ToC ex-post to explore the contribution of inputs to intermediate outcomes, outcomes and impact. The country-level ToC (in line with the EM and the generic ToC) are the evaluators' tools and guiding documents. The EM and the generic ToC are presented in Annex D.

60. The focus for data collection and analysis is relevant to the key indicators in GPE's results framework and additional indicators described in the respective countries' ESPs. The evaluation team has not collected primary quantitative data but instead drawn upon secondary data to base evaluation findings on a solid quantitative basis. In addition, three rounds of data collection will be conducted, in 2018, 2019 and 2020. Each of these will contribute to their respective annual reports.

61. Key informant interviews (KIIs) are conducted each year of the evaluation and gather information on the following main lines of inquiry:

- Education planning (including alignment and coherence);
- The implementation of the ESP (including the stage of implementation against plans and implementation challenges);
- Sector dialogue;
- Monitoring (including the strengths and weaknesses of monitoring systems, both in terms of data production and transparency);
- Education financing;
- GPE financial and non-financial support; and
- Donor partner activities.

1.1.5 About this Annual Report

62. This report frames the country-level evaluation throughout 2020 and provides the baseline plus assessment of change thus far upon which GPE's support to Zimbabwe will be evaluated. It includes: a country-specific ToC; a stakeholder mapping; an analysis of GPE alignment, coherence and harmonization at baseline, GPE support to planning, dialogue/monitoring, implementation and financing since baseline and any available information on the current policy cycle's education sector planning and implementation thus far; the country-specific work planning and data collection, as well as relevant analysis approaches; and a stocktaking of available data for all levels of the ToC, highlighting data gaps that could be addressed in subsequent reporting.

63. The anticipated risks and related potential limitations that may negatively affect the conducting of the progressive and summative country evaluations over the three-year evaluation, as well as proposed mitigation strategies, are detailed in Annex E. As per this baseline report, it presents a snapshot of relevant information and data available on the country at this time, gathered via desk review and the first annual missions. It constitutes the baseline plus progress so far for subsequent analysis.

64. This first Annual Report constitutes in-country analysis, and will contribute to the first synthesis report (November 2018). The second annual country mission and its reports are foreseen for the second quarter of 2019, and their corresponding synthesis for the last quarter of 2019. Last, the third annual country mission and its reports will occur between March and April 2020, with the Final Synthesis being finalized between April and May 2020.

1.2 Country-specific Theory of Change

1.2.1 Objective

65. The evaluations are based on a generic country-level ToC developed as part of the Inception Report (2018) that elaborates on the key changes targeted by GPE and their main causal explanations, factors, and alternative hypotheses that determine them. The generic ToC assumes a scenario where a country would benefit from all available types of GPE financial and non-financial support for the complete policy cycle. It is therefore a high-level document to be tailored to each country's context in the form of a country-level ToC.

1.2.2 Development of country-adapted ToC

66. The country-specific ToC for this evaluation is based on the generic country-level ToC and further tailored and enriched with the information and data gathered in stages 1–4 of the evaluation methodology, including the First Country Mission. These include:

- **Stage One**: Including the assessment of data availability and quality, the preliminary input mapping against the generic ToC, stakeholder mapping and country calendar.

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- **Stage Two**: Gathering further evidence on the country-specific ToC through in-country missions including discussions with relevant stakeholders.
- **Stage Three**: Review stakeholders, data availability and evaluation foci across countries with a strategic perspective.
- **Stage Four**: Assessing the validity of the ToC on the basis of the current state of affairs and the broader evidence base for each country in the prospective evaluation sample.

67. The ToC is emerging and will be reviewed as the evaluation evolves.

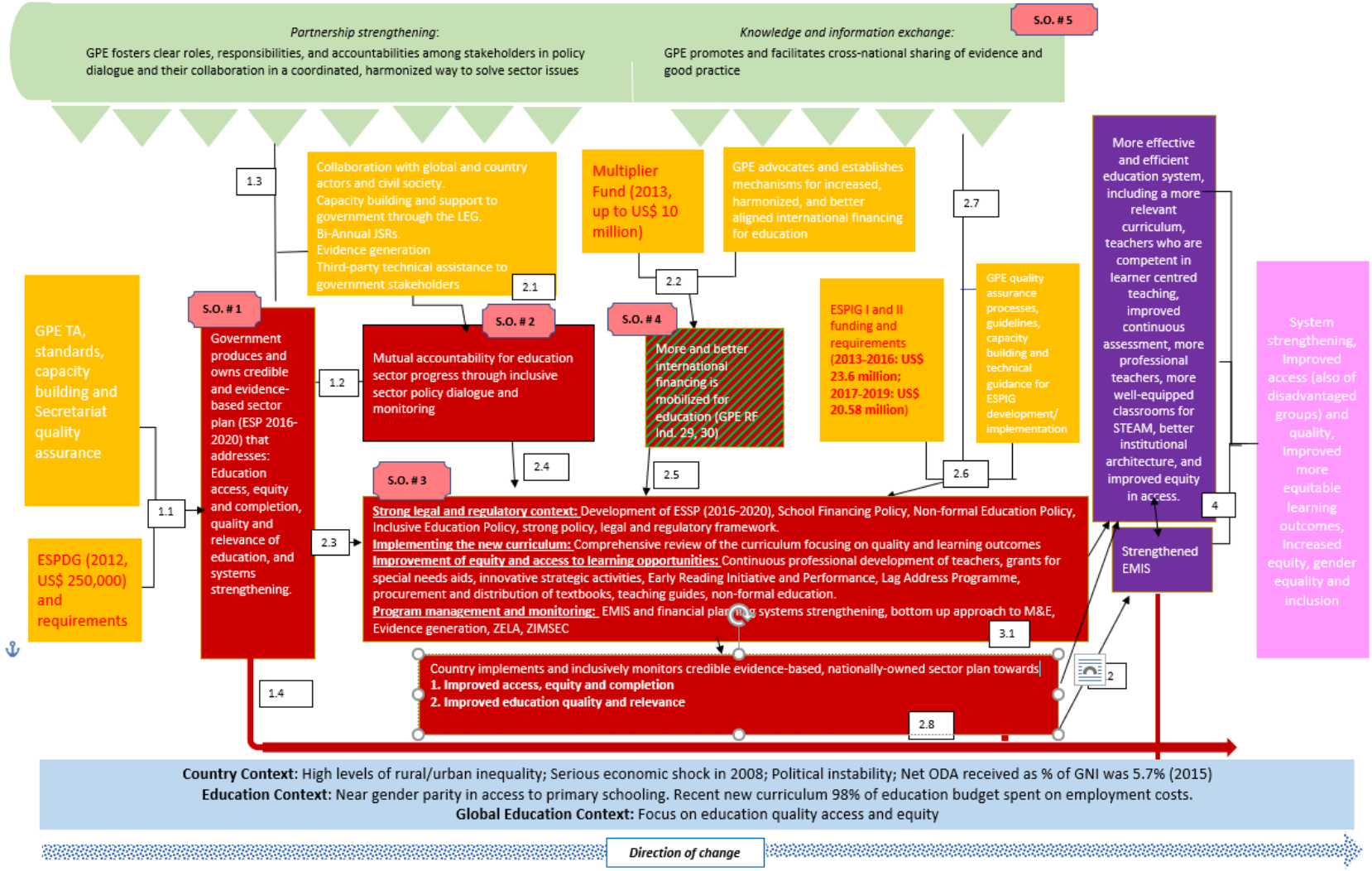
1.2.3 Country-specific ToC

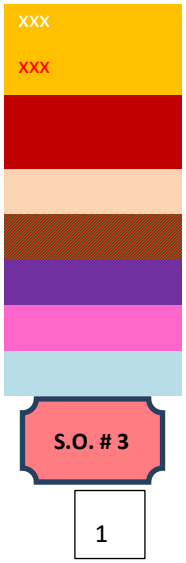
68. Figure 2 below illustrates the preliminary Zimbabwe-specific ToC.[16]

69. This ToC presumes that GPE financial and non-financial support will contribute to increases in access to quality and relevant education in the country. The logical links also state that GPE's activities will lead to a stronger, inclusive planning process and will foster improved mutual accountability and more and better financing. It also presumes that implementation of the sector plan will result in a more effective and efficient education system. Last, the logical links state that stronger education systems will deliver impact on learning and equity.

[16] See Annex E for Explanatory Mechanisms and Contribution Claims associated with each logical linkage.

Figure 2: Zimbabwe-specific ToC





LEGEND

Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)

GPE **financial** inputs/support (grants) and related funding requirements

Country-level objectives that GPE support/influence directly contributes to. Underlined items are issues (at least partly) supported through the ESPIG-funded PRIEDE project.

Global-level objectives that GPE support/influence directly contributes to, which have consequences at country level

Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence

Intermediate outcomes: Education system-level changes

Impact: Changes in learning outcomes, equity, equality, and inclusion

Contextual factors

Corresponding Strategic Objective in the GPE 2020 Strategic Plan

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another ('*because of x, y happens*'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Source: Prepared by the authors

1.2.4 Assembling the contribution story

70. In Zimbabwe, GPE seeks/claims to contribute in the areas of planning, implementation, financing, accountability dialogue and monitoring, through both financial and non-financial inputs.

71. The ESSP 2016–2020 has received both financial inputs as well as technical assistance from GPE, according to conversations with stakeholders during the First Annual Visit and desk review of available documentation. All stakeholders interviewed during the Mission were consulted as to whether the ESP was well aligned with the country's goals and needs as well as with GPE aims and objectives. Their opinions were also garnered on whether this support helped with the planning process and increased capacity within this arena. National education sector planning process documents and any other documentation particularly in relation to equity in education were sought out.

72. With respect to financing, GPE financial contributions as a percentage of salary and non-salary expenses in the country were reviewed. The reliance of education support on donors and the GPE financial and on-financial contribution to the amount and quality of sector financing in Zimbabwe is reviewed.

73. With respect to implementation, discussions were conducted as to the stages of implementation of the ESPIG reached and how these compare to proposed plans and any challenges faced within implementation (both experienced and predicted challenges) as relates to progress against the ESP as a whole. Specific implementation plans in regard to progress against the ESP were assessed against progress through a documentary analysis.

74. In relation to accountability, dialogue and monitoring, the extent to which GPE activities promote and support evidence-based national sector accountability were examined. Additionally, key achievements or challenges and the strengths and weaknesses of data systems, in terms of not only data production but also usage and transparency, were also assessed. An assessment was carried out on the availability of education sector monitoring data, availability of documents on access, enrollment, attendance and out-of-school children. Any documentation available on the quality and use of the EMIS system and on education sector performance was also sought out. In addition to this official documentation, evidence was garnered on education sector processes and outcomes from the national media and other sources.

75. As outlined in the Inception Report, there are seven mechanisms by which GPE claims to contribute to impact. The mechanisms, critical underlying assumptions, contribution claims and indicators to assess GPE's contribution in Zimbabwe are provided in Table 3. The Zimbabwe case study makes use of the framework from the GPE Country-Level Evaluation Inception Report and tailors the assumptions and indicators to the Zimbabwean case study.

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Table 1: Explanatory mechanisms, critical underlying assumptions, contribution claims and indicators for Zimbabwe

Explanatory mechanism	Critical underlying assumptions	(Implicit) Contribution claim
BECAUSE (1) GPE provides ESPDGs and guidance, quality assurance, capacity development and technical guidance and (2) promotes evidence-based and adaptive planning, DCP governments produce and own credible and evidence-based sector plans focused on equity, efficiency and learning.	There is sufficient alignment across partner activities.	**Contribution claim A:** GPE (financial and non-financial) support and influence contribute to the *development* of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.
BECAUSE (1) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, (2) GPE promotes and facilitates mutual accountability for education sector progress and (3) GPE promotes and facilitates cross-national sharing of evidence and good practice, there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.	Context is conducive to effective partnership engagement. Civil society groups have the capacity to monitor service delivery and the voice to engage in sector dialogue.	**Contribution claim B:** GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* for education sector progress.
BECAUSE (1) GPE advocates for increased, harmonized and better coordinated international financing for education and (2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes, more and better financing for education is mobilized in the country.	There is sufficient political will to increase domestic financing and improve the quality of funding in education delivery.	**Contribution claim C:** GPE advocacy and funding requirements contribute to more and better financing.
BECAUSE (1) GPE funding comes through PDGs and ESPIGS, (2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation, (3) there is mutual accountability for education sector progress, (4) the country has developed a credible and evidence-based sector plan, and (5) more and better domestic and international financing for education is available, the country implements and monitors realistic evidence-based sector plans based on equity, efficiency and learning.	There is sufficient political will to improve education systems. Public sector duty bearers want education service delivery impact and are willing to change. Grants and increased national financing are sufficient to support required improvements. GoZ has the capacity to continue to implement the ESP.	**Contribution claim D:** GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.

Explanatory mechanism	Critical underlying assumptions	(Implicit) Contribution claim
BECAUSE (1) countries implement and monitor realistic, evidence-based ESPs based on equity, efficiency and learning, the education system becomes more effective and efficient toward delivering equitable quality educational services for all.	The required partner inputs are sufficient for GPE inputs to be effective. There is sufficient alignment across partner activities. Inputs are sufficient in combination to allow partnerships to occur. Grants and increased national financing are sufficient to support the improvements required. Generated evidence Is trusted and accurate.	**Contribution claim E:** The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system
BECAUSE (1) sector plan implementation includes provisions for strengthened EMIS and Learning Assessment System (LAS) and (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress, the country produces and shares disaggregated data on equity, efficiency, and learning.	There are clearly delineated roles and responsibilities to produce data, report against data and use data to monitor implementation. Systemic issues within the education sector keep children out of school, reduce quality and increase inequality.	
BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality and inclusion in education.	Changes in the education system positively affect learning outcomes and equity. Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.	**Contribution claim F:** Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education.

2 Assessment toward GPE contributions to education sector planning and policy implementation, financing, and sector dialogue/monitoring in Zimbabwe

76. This section summarizes the baseline plus progress made since baseline assessment of GPE contributions in the areas of planning, implementation, finance, sector dialogue and M&E.

2.1 Situation analysis at Year 1

2.1.1 Education sector planning

Summary

- *The current sector plan is pragmatic, context-relevant, well aligned and focuses clearly on the needs of the country while promoting transparency and accountability.*
- *The ESSP (2016–2020) was developed in an inclusive and consultative manner. A broad consensus was reached among partners as to the priorities to be addressed and there was a strong sense from stakeholder interviews that the sector plan was Ministry-led with extensive support from donor partners.*
- *A key strength of the sector plan has been identified to be its focus on equity and inclusion. In this way, the goals and objectives of the ESSP align well with the goals and objectives of GPE as well as aligning with GPE's key focus areas.*
- *GPE's support to education sector planning in Zimbabwe has contributed to improving the quality of the plan by linking plan quality to funding, improving capacity in Zimbabwe for sector planning and by advocating for a more inclusive planning process.*

Assessment of sector planning

77. The Zimbabwe Primary and Secondary Education Sector Strategic Plan (ESSP 2016–2020) provides the framework for the education agenda for Zimbabwe, ensuring that the needs and aspirations of the nation in relation to education are addressed effectively and efficiently.

78. The sector plan (2016–2020) was completed and adopted in March 2016 and was operationalized through the National OP and district operational plans (DOPs) and school development plans. It has been developed in collaboration with stakeholders and provides goals, describes processes and sets the agenda for the regular monitoring of progress, accounting for any adjustments that might be needed. This plan was prepared to follow on from the previous EMTP (2011–2015). GPE approved US$250,000 funding in 2012 (the Plan Development Grant) for an Education Transition Plan, which formed an intermediary step toward achieving the objectives of the EMTP.

79. The ESSP met five of the seven GPE quality criteria, including the criteria for overall vision, strategic, evidence-based, sensitive to context and attention to disparities. However, it did not meet the criteria of being holistic or achievable.

80. Among its strengths reviewers[17] noted the following: the ESSP was developed through extensive inclusive, transparent and consultative processes; was undertaken based on a robust Education Sector Analysis; there appeared to be broad consensus between partners regarding the priorities addressed and the strategies thus associated with it; and the strategies appeared to be relevant to address the indicated priorities.

81. The DFID appraisal also noted specific areas that needed improvement, particularly the need for an addition of a costed Operational Plan to assess whether the plan is realistic, the addition of a credible causal chain linking the activities to outputs and outputs to outcomes and the refinement of some of the proposed indicators.[18] It was recommended that a more explicit consideration of the prioritization of activities in the likely event that insufficient funds are available. The appraisal also recommends the setting of targets for increased budget allocation to non-salary expenditure, providing assurance that the sector is on a trajectory toward sustainable funding.

82. The Secretariat Quality Assurance Review (QAR) Phase III Final Readiness Review notes that Zimbabwe has developed a 'credible and endorsed' ESP that may even be considered an exemplar 'of how to introduce institutional shifts for planning, capacity development and ownership in support of a progressive move from designing a Transitional Education Sector Plan to a comprehensive MoPSE-led ESSP.' This report also notes that there is evidence in the education budget of MoPSE's commitment to ESSP and its financing. However, while education spending shows the government's commitment to education, the fact that the majority of this goes toward salary-related costs shows the lack of government financial capacity to fund all areas of education. This dependency on households can result in a lack of equitable distribution of resources to schools and remains an issue that needs to be tackled going forward.

The ESSP (2016–2020) is aligned with the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset) 'Towards an Empowered Society and a Growing Economy', October 2013–December 2018, which provides the national blueprint for social and economic development (ESSP 2016–2020). The core priorities of the ESSP are

1. The need to strengthen the management, leadership and supervision skills at school level;
2. greater relevance of education by providing learners with knowledge and life skills to engage effectively in their personal growth and the growth of the nation;
3. teaching excellence supported by motivated and qualified teachers working with the right learning materials equipment and facilities.

83. Under these core priorities the ESSP lays out the following key focus areas for educational development:

- Phasing in the new curriculum, which will require completion of the syllabuses, professional development for the teachers to build skills in competency-based and learner-centered learning; preparing and making available new learning materials; introducing continuous assessment;
- Continuing to provide professional upgrading, supervision and other support for teachers;
- Increasing access to learning through early identification of children with specific learning needs and more well-equipped classrooms for Science, Technology, Engineering, Arts and Math (STEAM) and ICT;
- The right institutional architecture, great leadership, accountable management, efficient and effective resource utilization and quality service delivery;
- First-class data collection, research and analysis;

[17] The ESSP has gone through iterations, with a full appraisal conducted by three DFID education advisors (March 2016) and the Secretariat Quality Assurance Review (QAR).
[18] DFID ESSP Appraisal, March 2016.

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- Learning environment; and
- Equity.

84. According to the various stakeholders interviewed during the First Country Mission, there was strong sense from within the Ministry that the sector plan was Ministry-led, albeit with extensive financial and technical support from donor partners. Stakeholders from donor organisations, however, were of the opinion that perhaps there had not been enough ministerial capacity and influence in the development process, with the result that there had been far more influence by donors in the planning process.

85. Stakeholders across the board, however, indicated that a key strength of this plan is its focus on learning but in particular the focus on equity and inclusion, highlighting the Non-formal Education (NFE) policy and Inclusive Education policy as examples of this focus.

GPE contribution to sector planning

86. The goals and objectives of the ESSP align well with the goals and objectives of GPE as well as aligning with GPE's key focus areas. The goals of GPE are: 1) improved and more equitable learning outcomes; 2) increased equity, gender equality and inclusion; and 3) effective and efficient education systems. The broad focus of the ESSP remains very much within these parameters.

87. The first GPE program was initiated in a particularly challenging period. The education system was nearing collapse in 2008/09, with crisis levels of enrollment and teacher numbers and data on learning outcomes pointing to persistent quality problems.[19] At this time there were also reportedly substantial differences in the learning outcomes of pupils by province, location and gender. Within this context, the first GPE program focused on building systems for improving education quality.

88. Document review and stakeholder interviews have highlighted the fact that the development of a strong sector plan formed a crucial condition for GPE program funding and, therefore, GPE's contribution to sector plan in Zimbabwe includes increasing the quality of the plan through the linking of funding to specific quality criteria. The ESPIG funding criteria provided an incentive for sector plan development and GPE/IEEP guidelines and quality criteria informed ESSP quality. Stakeholders have highlighted the fact that GPE has been a 'driving force' behind bringing together several stakeholders and coordinating all their efforts and expertise. Ministerial spokespeople recognized the fact that the Ministry itself does not have the capacity to achieve this planning and, therefore, GPE involvement – in particular the Secretariat's quality assurance - has been incredibly useful. Some stakeholders also noted that while the GPE application process has proved 'burdensome', its comprehensive nature is a learning process in and of itself and has allowed the Ministry to focus on key priority areas.

89. One stakeholder stated that the development of the ESSP was one of the key contributions of GPE in Zimbabwe. This stakeholder was of the view that the process of developing this document helped identify the strong and weak points of the education sector and helped focus on which areas needed to be prioritized. Stakeholders also stated that the development of the ESSP was a process that involved everyone: 'Ministry down to the school level. Where things are and where we want to go.' The development of this plan helped highlight lacking capacity and instigated the movement of resources into areas where capacity was low. This had been a capacity-building initiative but also resulted in the right questions and reasonable targets being set through a process of 'honest and frank discussions.' This plan development process engaged many stakeholders, including civil society; according to one spokesperson, it provided civil society actors with an opportunity to access Ministry plans, share trajectories and align their own agendas with those of the government.

[19] Second GPE Program Final Application

90. In summary, GPE's support to education sector planning in Zimbabwe has contributed to improving the quality of the plan by linking plan quality to funding, improving capacity in Zimbabwe for sector planning and a more inclusive planning process.

2.1.2 Mutual accountability through sector dialogue and monitoring

Summary

- *According to stakeholders, sector dialogue within education in Zimbabwe has improved from a less-inclusive state in previous decades.*
- *Sector dialogue and monitoring in the country has changed over the last few years with the involvement of GPE and there has been greater collaboration and transparency across different groups. While inclusive JSRs took place in the previous policy cycle, the 2016-2018 period marks the first comprehensive reporting of progress against measurable indictors in Zimbabwe.*
- *The Education Coordination Group (ECG), which is the LEG in Zimbabwe, facilitates consultation and dialogue between MoPSE and DPs and the ESWG includes a broader forum than the LEG for dialogue which includes local NGO groups and civil society organizations.*
- *Areas for improvement include engaging with government agencies at the right level and ensuring the LEG doesn't just focus on operational aspects of monitoring implementation, but also focuses on some of the more difficult challenges to education service delivery in the country.*
- *GPE's contribution to sector dialogue and monitoring includes strengthening and operationalizing the partnership between stakeholders, technical assistance provided through the Grant Agent to support monitoring of progress against ESSP, support for greater transparency and collaboration across different groups, the engagement of civil society in dialogue and monitoring and more robust and reliable data to support monitoring (delivered through EMIS and the Zimbabwe Early Learning Assessment (ZELA)).*
- *With regard to the ESPIG, monitoring of progress towards sector outcomes through the ESPIG at the sector level could potentially raise challenges for accountability, should progress lag.*

Assessment of sector dialogue

91. In recent times, sector dialogue within education in Zimbabwe has improved from a less-collaborative state in previous decades. For example, in 2014 DFID was not authorized to meet with the Minister of Education (MoE) due to sanctions.[20] A review of documents during this stage of the evaluation has noted that there has been a significant improvement in government collaboration with stakeholders in the development of various policy documents and plans (see section 2.1.1 on sector planning). The Education Coordination Group, which is the LEG in Zimbabwe, is chaired by the Minister or Acting Minister. Members include the Permanent Secretary (Deputy Chair), all funding partners, UNICEF, UNESCO and select Civil Society groups. UNICEF is the Secretariat for the ECG. The group has provided an effective mechanism through which mutual accountability and effective collaboration between the MoPSE and DPs has been improved.

92. The Education Sector Working Group (ESWG) constitutes a broader forum than the ECG for dialogue in education and includes local NGO groups and civil society organizations.[21] The ESWG meets once a month and minutes are circulated to all members of the group. The Ministry chairs the ESWG

[20] Education Sector Monitoring Initiative Recommendation Follow-up. October 2014.
[21] Ibid.

and the group allows for a more inclusive engagement than the ECG. ESWG is used as a mechanism for NGOs to share evidence and disseminate evidence with the stakeholders working on education in Zimbabwe. Periods of inactivity after Ministry staff shifts have at times hampered the work of the ESWG[22]

93. The ECG forms a collaborative forum for consultation and dialogue under government leadership. Stakeholders consider this a crucial strength of this forum, demonstrating strong government ownership of the policymaking process and dialogue. The ECG has been extensively involved in the multiplier fund grant application process and this comprehensive engagement also resulted in a working group being established that included members of the Department of Planning, DFID, UNICEF and representatives of ECOZI. The ECG has also increasingly engaged in all policy-level issues and created different working groups that focus on specific policy areas.[23]

94. A recent evaluation of UNICEF programmes noted some remaining challenges in education sector dialogue. The evaluation notes that while MoFP, the PSC and the MoHTE participate in the ECG, junior representatives have been predominantly sent and many important strategic issues in the sector have not been discussed at the ECG.[24] DPs could more effectively facilitate dialogue between these ministries and could ensure ECG tackles some of the 'difficult issues' in education service delivery.[25]

Assessment of sector monitoring

95. With respect to sector monitoring, there has also been progress in recent years. In order to monitor the overall sector performance, the ESSP has identified a set of key performance indicators to monitor progress, some of which are outputs, other outcomes and others impacts, which are gathered in an ESSP performance assessment framework. According to recent plans, these indicators will be disaggregated to show variations in characteristics such as gender, geographic location, poverty, etc.

96. The ECG takes the lead in the monitoring of the sector and is responsible for the organization of national sector reviews to ensure that there is overall and consistent monitoring and that changes and adjustments are made in a timely manner. The document review has indicated that reviews took place in 2014, 2015, 2016 and 2018[26].

97. There is no recent GPE Results Framework data on Indicator 18 (internal quality criteria for JSRs held) for Zimbabwe. The JSR of October 2014 was referred to by the GPE CL as being 'a great "first" by the simple fact that it happened'.[27] The CL report states that the participation of Teachers' Unions and NGOs at the first JSR was reported as surprising. The Minister of Education (MoE) and the Permanent Secretary (PS) attended but a full list of participants was not available. The large number of unqualified teachers in the school system, low levels of learning, access to education for rural children and keeping pace with technological advances were reported to be the greatest concerns under discussion.[28]

98. Weaknesses of the JSR were reported to include a lack of systemic reporting on sector implementation, a lack of clarity regarding reporting timelines, a focus on ministerial reporting lines rather than implementation and a lack of recommendations and action plans. In addition, PowerPoint presentations were reported to have not distributed to participants.[29]

[22] CAMFED Annual Review Summary Sheet, 2016.
[23] Program Document: Application for the Variable Tranche portion of the Zimbabwe GPE PIG and for the Approved Grant from the Multiplier Fund, MoPSE May 2018.
[24] Summative Evaluation of UNICEF Education Support in Zimbabwe. Mokoro. April 2018.
[25] Ibid.
[26] Program Document May 2018
[27] Education Sector Monitoring Initiative Recommendation Follow-up. October 2014.
[28] Ibid.
[29] Ibid.

99. The JSR of 2015 improved on the 2014 JSR in terms of both participation and reporting. The 2015 JSR included presentations from the Permanent Secretary, the Minister for Education, UNICEF, key government officials in MoPSE, DFID and the GPE CL. Comprehensive documentation outlines the successes, challenges, lessons learnt and ways forward with regard to the broad history of education service delivery in Zimbabwe, the current planning framework for the education sector, access and participation in education, education quality and relevance, teacher development and management and the transformation of the curriculum. In addition, the JSR included a review of Joint Monitoring Visits (JMVs) to schools. It was identified as a useful mechanism to share best practice for mutual benefit and harmonize governance in schools. The meeting documentation concluded that JMVs should be further developed and identified the development of an agreed instrument of assessment for school performance to be agreed between inspectors and schools.[30]

100. The GPE CL observed from the 2015 JSR that sector monitoring included the participation of key stakeholders, including Zimstat, TU and the Ministry of Finance (MoF), that candid and transparent discussions were taking place and these discussions were well-contextualized. Recommendations from the CL included that JSRs take place when the statistical yearbook is available in order to align with the budget cycle, to further report on sub-national progress, to introduce traffic light reporting for key indicators and to report more specifically on sector implementation activities and finances. In addition, the CL highlighted the need to streamline data integration and monitor data use, not just data availability, the need to further disaggregate data and the lack of a coordinated process to feedback data to frontline users.[31]

101. The 2016 JSR was the first review of the 2016-2020 ESSP. As far as can be ascertained from a review of available documentation, the 2016 JSR was the first in Zimbabwe to comprehensively report on the performance of the sector against a performance assessment framework, comprising of key performance and process indicators. In the annex of the report comprehensive reporting of progress against indictors is reported using a traffic light system. The report concludes 'good progress was registered against most of the indicators, with targets set for 2016 largely met. However, there was stagnation or even a decline in a few areas.'[32]

102. A further 2018 JSR took place during the in-country mission undertaken to inform this report. While the evaluators requested permission to attend, it was not possible, however documentation on the 2018 JSR will be analyzed and reported on in subsequent years of the evaluation.

GPE contribution to sector dialogue and monitoring

103. According to UNICEF's 1st and 2nd Quarter Report[33] , GPE has played a vital role in strengthening and operationalizing the partnership between stakeholders.

104. UNICEF's work as Grant Agent has been reportedly positive, particularly in the provision of regular technical assistance and support to monitoring progress against the ESSP. Both the EDT and the GPE have availed monitoring and evaluation funds for provincial and district authorities to conduct school monitoring visits and for development partners to conduct joint monitoring visits to schools to ensure mutual accountability to school resources.[34]

105. The GoZ has highlighted a willingness on their part to build on the improved sector dialogue and monitoring in the country going forward. Interviews with stakeholders (such as Camfed, donor partners, etc.) indicated that the engagement of the civil society in the country has 'evolved', from

[30] Report on the Joint Education Sector Performance Review Workshop held at the Management Training Bureau 29-10 July 2015.
[31] GPE Exit meeting: way forward and processes for future grant. Lucinda Ramos, Country Lead. 31 July 2015.
[32] Education Sector Performance Review
[33] 2017
[34] Global Education Monitoring Report, 2017. The State of Accountability in the Education Sector of Zimbabwe.

very little involvement in sector dialogue to a much larger voice in recent years. There was also evidence that various stakeholders had been engaged more in conversations regarding the sector in recent years compared to the past and much of this was attributed to GPE. A key strength was identified as being that a wide range of stakeholders appear to have gained a voice and are engaged in sector dialogue than was previously the case. Some stakeholders, however, identified key weaknesses in this area, with one noting that civil society in Zimbabwe needed to be 'louder than it was' and other partners themselves at times feeling excluded from crucial conversations.

106. Stakeholders also highlighted the laudable achievements in EMIS data quality and availability due to GPE's financial and non-financial efforts. Stakeholders stated that GPE had been 'instrumental' in building capacity and initiating resources for the coordination and connection of district, province and national levels of data collection. The EMIS was previously 'non-existent' or not up to date. According to sources, this is not the case in 2017 and data from the EMIS system is now well regarded, up to date and accessible.

107. While it has not yet been possible to trace the genesis of changes in monitoring and dialogue this early in the evaluation, the evaluators note that many of the recommendations from the GPE CL's reports from the previous policy cycle have been taken up in the current policy cycle[35] and stakeholder perceptions support a positive GPE contribution. Future missions will trace back these advances to further inform the extent to which technical support from the Secretariat contributed to these improvements.

108. Currently monitoring of the ESPIG, funded by GPE, has been undertaken at the sector level due to the alignment of the aims and goals of the ESPIG and the ESSP. While this is useful for alignment and harmonization, it raises challenges when seeking to monitor ESPIG implementation and creates an overreliance on secondary data[36]. A Summative Evaluation of UNICEF Education Support in Zimbabwe states that the Grant Agent is 'not systematically ensuring valid and reliable data is collected on both EDF and GPE supported activities'[37]. A reliance of secondary data brings risks as linking outcome data to the recipients of specific interventions is near impossible. Therefore, while there appears to have been a GPE contribution to sector-wide dialogue and monitoring, the lack of programme-level monitoring could interfere with concrete mutual accountability if targets are not met.

[35] This includes a comprehensive reporting against indicators and the adoption of a traffic light reporting style for monitoring implementation.
[36] Summative Evaluation of UNICEF Education Support in Zimbabwe. Mokoro. April 2018.
[37] Ibid.

2.1.3 Education sector financing

Summary

- *Education in the country has been under-funded since the late 1980s and although there has been a large increase in total spending on education as a percentage of total government expenditure, almost all of this finance is used on teacher salaries.*
- *There is a continued and heavy reliance on off-budget, non-wage education support by donors.*
- *Infrastructure financing has been highlighted as a key area requiring further financing contributions.*
- *GPE's financial and non-financial contribution to the amount and quality of sector financing in Zimbabwe is viewed as vital by stakeholders across the board.*
- *Zimbabwe has received four grants including an ESPDG, two implementation grants and was recently awarded US$18.82 million, which included the ESPIG variable part and US$10 million from the Multiplier grant.*
- *While the overall contribution of GPE financial support appears minimal against the total contributions from MoPSE, GPE financial support makes up almost 18 percent of the non-employment related funding to ESSP.*
- *In addition to financial contributions, the stakeholders consulted during the mission particularly valued this GPE's non-financial support. While there are significant improvements to be made regarding PFM in Zimbabwe, steady progress has been observed and through non-financial support from the GA, GPE appears to have contributed to improving the quality of financing through better alignment to needs within the government. This is particularly important as finances are one of the biggest challenges that the GoZ faces in the implementation of education policy.*

Assessment of sector financing

Public expenditure on education

109. Education in Zimbabwe has been underfunded since the late 1980s, with the sector heavily dependent on contributions from parents and the community. This has implications for equity, particularly as parents contribute a vast share (96 percent) of the non-salary costs to education[38]. This issue has been evidenced both in the documentary analysis[39] as well as an area of concern raised by several stakeholders within and outside the government during the First Country Mission.

110. There has been a large increase in the total spending on education as a percentage of total government expenditure according to UIS data, increasing from 9 percent in 2010 to 30 percent in 2014. However, continued reliance on off-budget non-wage education support by donors is estimated at approximately US$60 million in 2016.[40] The economic and fiscal challenges faced by the country over the last few decades have placed pressure on the resources available to fund education. The ETF, and the following EDF supported the recovery of the education sector from the near collapse in service delivery experienced during the economic crisis period of 2008-9.

111. In early 2015, the MoPSE started the implementation of a process to transition to a more Program/Results-Based Budgeting framework, whereby spending is linked to a set of output, outcome

[38] Information provided by stakeholders in the Finance Department.

[39] UNICEF Zimbabwe. Primary and Secondary Education Budget Brief.

[40] Zimbabwe 2016 Primary & Secondary Education Budget Brief. UNICEF Harare.

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and impact indicators.[41] It is proposed that this will streamline processes, ensure involvement of key education stakeholders and inform the allocative budgetary decisions.[42] According to the ESSP, the review of the Program-Based Budgeting (PBB) cycle (fiscal year) and the results-based monitoring is undertaken in the End-of-Year Review and Planning Program. As indicated in the ESSP, it is key to combine the ESSP review, the PBB discussion and the End-of-Year review into a single annual sector review. This will streamline processes, ensure the involvement of key education stakeholders in meaningful policy dialogue and inform the allocative budgetary decisions[43].

112. The ZWE Education Sector Performance Review Draft Report (2016) states that in 2016 the budget for the MoPSE declined to US$810 million (20 percent of the overall budget), which was 10 percent lower than that in 2015. While this budget is higher than the sub-Saharan African average (16.5 percent),[44] the majority of this is used to support salaries and goes toward salary-related costs, resulting in very few resources being available for non-employment recurrent and capital expenditure. Actual expenditure in 2016 toward capital developments was only 0.06 percent (as shown in the table below). This indicates that further resources should be made available to construct more schools to meet population demands, to repair existing infrastructure and toward efforts such as building grants. The volatility of education budgeting and potential effects will be explored throughout the evaluation.

113. Efforts to lower costs of education to families have been made by the MoPSE through the implementation of School Improvement Grants, which have provided financially constrained schools with resources to address their most basic needs and to meet a minimum set of school functionality criteria with the aim of improving the quality of teaching and learning at the school level.[45] According to the QAR Phase III (2016) Report, the education budget as reflected in the ESSP provides evidence of the Zimbabwean authorities' commitment to reform by taking steps to rationalize public expenditure and reducing public sector employment costs. In particular, the ECG has activated an Education Finance Management Standing Committee as part of recognizing the need for long-term development in the funding for education.

114. Stakeholders interviewed during the Mission recognized the importance of spending adequately on teacher salaries, but they all also recognized that this should not be at the expense of other educational spending (e.g. infrastructure, teaching and learning materials, etc.). Stakeholders also stated that a wider range of contributors to educational revenue must be found and further potential revenue streams investigated. For example, one stakeholder highlighted the need to engage the informal sector, where taxation revenue is all but non-existent.

Table 2: MoPSE 2016 expenditure by item

Item	Up to October 2016 (US$)	Percentage of expenditure
Employment	638,768,102	99.46
Non-employment recurrent expenditure	3,080,094	0.48
Capital	383,919	0.06
Total	642,232,115	100.00

Source: Table 11 of the ZWE Implementation 2016 JSR Report, p. 29.

[41] GPE Mission Summary Report 2017.

[42] GPE Mission Summary Report 2017.

[43] Ibid. p.2

[44] ZWE Implementation 2016 JSR Report

[45] ZWE Implementation 2016 JSR report. p. 29

Amount and quality of international financing

115. In 2015, net ODA received as a percentage of GNI was 5.7 percent. However, in 2016 this dropped to 4.4 percent[46]. Donor coordination and effective partnerships between government and DPs have been identified as being critical to Zimbabwe's achievements to date given that capital investments almost exclusively rely on international financing.[47]In general, funding to Zimbabwe tends to be primarily delivered through multilateral organizations.

116. While Zimbabwe has made progress in strengthening its Public Financial Management (PFM) systems, challenges remain.[48] This is evidenced by Zimbabwe not being eligible for development bank assistance.

117. According to an assessment of Zimbabwe's Public Financial Management (PFM) systems, improved discipline in budget management; managing expenditure arrears; strengthening payroll controls; strengthening internal and external audits; and improving the demand side of accountability and transparency are important areas for further attention and will be reviewed in subsequent evaluation missions. At present where expenses related to donor projects (implemented by donors or NGOs) are incorporated into the national budget, it is recommended that donors continue to maintain their separate bank accounts outside of the consolidated fund (rather than being released through the Ministry of Finance) and while the respective ministry should retain control over project funds, there should be intensive project monitoring and supervision by donors.[49]

118. The two largest donor funds in the country are the EDF and GPE and both have worked within the key priority areas of MoPSE. Donor funding through the EDF and GPE and other sources has amounted to approximately US$50 million per year.[50] Although there is likely to be some reduction in overall funding, GPE and EDF are expected to remain an important source of funding and, over the ESSP period, the Ministry is expected to consolidate different grant-funding programs into a single harmonized approach as part of the School Financing Policy.[51] Stakeholders have noted that there is immense complementarity between the EDF and the GPE-funded programs and that the capacity built with EDF has also benefited the GPE-funded programs.

119. Zimbabwe has also been able to access funding from DFID to support Camfed, with £12 million allocated from 2012 to 2016 for the implementation of the Zimbabwe girls' secondary education program. Additionally, in 2013, through DFID's GEC, two further projects on improving educational access for girls were funded with an additional £25 million.

120. According to the ESSP, GPE and EDF funding are the only forms of expected donor funding from 2018 to support implementation of the ESSP, although the recently approved GPE multiplier fund could attract more donors.

GPE contribution to sector financing

121. GPE's financial and non-financial contribution to the amount and quality of sector financing in Zimbabwe is viewed as vital by stakeholders across the board.

[46] data.worldbank.org

[47] . For instance, total financing requirements for ZimAsset are estimated at US$33.2 billion over the plan period. However, progress in its implementation continues to suffer from resource constraints – as total direct funding from the budget is estimated at only US$5.3 billion, over the five-year plan period, meaning a funding gap of US$27.9 billion.

[48] Assessment of the Zimbabwe Public Finance Management system for investment lending projects. May 2015.

[49] Ibid.

[50] ESSP 2016–2020

[51] Ibid, p. 18

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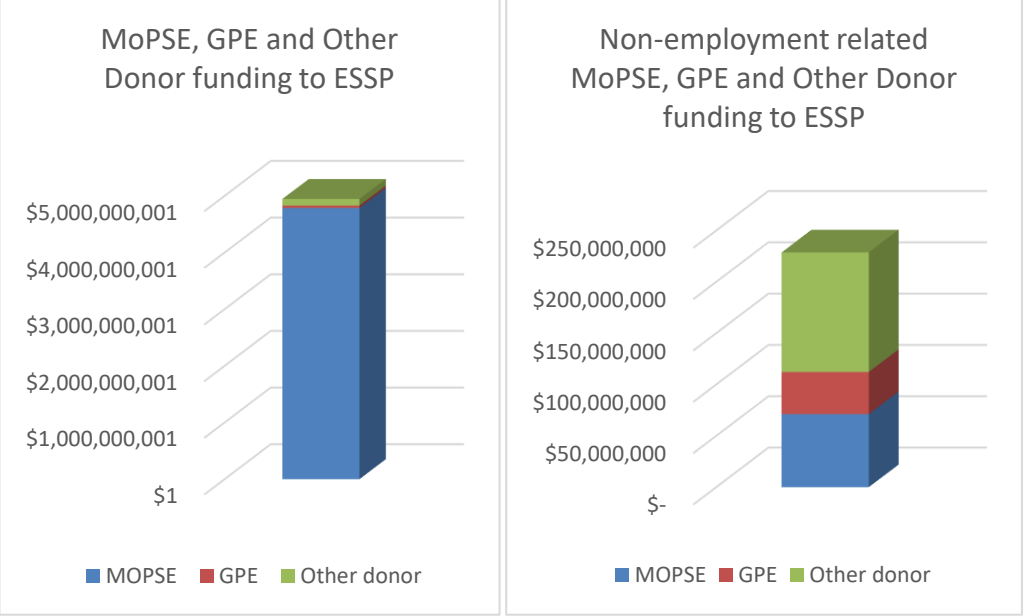
122. Zimbabwe has received four grants including an ESPDG, two implementation grants and was recently awarded a US$10 million from the multiplier grant.

123. The first Program Implementation Grant (ESPIG) was requested in 2013 for US$23,600,000 to be disbursed between 2014 and 2016. It aimed at providing support for the implementation of an ESP or Transitional Education Sector Plan. It worked in the framework of the Education Medium-Term Plan (EMTP) and the EMTP Operational Plan (OP), and its goal was to boost learning outcomes in basic education through continuous professional development of teachers, improved teacher supervision and management as well as strengthened evidence-based policy and strategic planning. The first GPE program was initiated in a particularly challenging period, with the education system nearing collapse in 2008/09, with crisis levels of enrollment and teacher numbers and data on learning outcomes pointing to persistent quality problems.[52] (At this time there were also reportedly substantial differences in the learning outcomes of pupils by province, location and gender. Within this context, the GPE I program focused on building systems for improving education quality.)

124. The second PIG involves a fixed and a variable component. For the fixed part MoPSE made a strategic decision in 2015 to continue with and to capitalize on the education development that had taken place during the 2011–2015 EMTP.

125. While the overall contribution of GPE financial support appears minimal against the overall contributions from MoPSE, once employment costs are excluded from the comparison, the importance of GPE and DFID (other donor) funding becomes clear (at approximately 18 percent of ESSP funding).

Table 3 and Table 4: MoPSE, GPE and Other Donor Funding to ESSP



126. In 2018, Zimbabwe applied for the variable tranche of Education Sector Program Implementation Grant (2016–2019) as well as put in an application for the multiplier Fund. These grants were approved in August 2018. This new multiplier grant incentivizes recipients to enhance efforts to find external funding to support the implementation of ESPs and transitional education plans. The US$10 million allocated to Zimbabwe (the Maximum Country Allocation from the GPE multiplier, or MCAM) is the top amount that a partner country can be allocated based on the number of school-aged children in the country. Accessing the multiplier requires countries to show that at least US$3 in new and additional external funding for education has been mobilized for each US$1 from the

[52] The second ESPIG Final Application.

multiplier fund. The GoZ showed in their application that they had agreed or were highly likely to mobilize a total of US$43.5 million from KfW Development Bank and DFID, which are expected to contribute with grants accounting for US$10 million and US$31.8 million respectively. Both agencies confirmed in the application that this additional funding would not have been committed if funding from the GPE multiplier were not available. The additional resources will be used to support education in poorer provinces and girls' education in the most disadvantaged districts. All stakeholders interviewed during the First Mission indicated that they had been engaged and involved extensively in the preparation of the application documents for the various funds.

127. This indicates that GPE's support is likely to leverage additional funding in the country. A stakeholder interviewed stated that the success witnessed to date through GPE funding is likely to promote even further funding. The World Bank indicated that due to this perceived success of GPE funding, the Bank itself would potentially consider further funds to education, with a particular focus on the higher and tertiary levels.

128. While the Multiplier Fund application was described as being an incredibly 'arduous' and 'laborious' process by most stakeholders, they also highlighted the fact that not only were they well supported by the Secretariat during the process but that they also felt that in hindsight it was a useful process that not only brought different voices together but also helped clarify and focus the future education agenda in the country.

129. In addition to financial contributions, GPE also provides non-financial support. Through technical assistance from the GA, GPE appears to have contributed to improving the quality of financing through capacity building to improve budgeting processes, capacity building in public finance management and the data management systems (web portal) that they stated had helped to support the treasury from a budgeting and finance perspective. In the review of public expenditure, the World Bank stakeholder interviewed stated that the Public Expenditure Review for Zimbabwe was regarded as the best among all five countries reviewed (in various countries). This stakeholder attributed this achievement to the donor-supported improvements in EMIS and to the technical supported provided by GPE in the country.

2.1.4 Education sector plan implementation

Assessment of sector plan implementation

Summary

- *Some progress has been made toward the implementation of the new curriculum but some challenges have been faced, such as insufficient teacher training and lack of resources.*
- *Stakeholders have indicated that to date most efforts have been toward planning and that in the upcoming years of the evaluation further progress on the implementation side should be witnessed. Conducting subnational-level sector reviews was suggested as way of triangulating information as well as highlighting implementation issues at the more micro level.*

130. A JSR took place the week that evaluators were undertaking the country-mission for this report (May 2018) and documentation was not available within the timeframe for this First Annual Report. The last comprehensive review of implementation and results progress against the ESSP before this was undertaken in November 2016. 2016 achievements against 2016 targets are reported by programme areas. It is worth noting that indicators in the ESSP for programme areas 3, 4 and 5 were predominantly focused on reporting of results, rather than reporting against implementation indicators. Table 5 describes ESSP implementation against 2016 targets.

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Table 5: ESSP 2016 Implementation against 2016 targets

ESSP COMPONENTS [53]	IMPLEMENTATION	PROGRESS AGAINST 2016 TARGETS
PROGRAMME ONE: POLICY, LEGAL AND REGULATORY FRAMEWORKS	The Legal Services and Policy division has prepared draft policies in ICT, School Health and Infants Assessment for the following which will be finalised after Education Act is in place. The School Financing Policy and the Regulatory Framework for Teacher Professional Standards were established and the Teacher Working Groups (TWGs) were working towards producing options papers. However, the completion of options papers was not yet on target. Policies targeted for 2016 lagging far behind include Development of the Inclusive Education Policy; Reviewing the Guidelines for the School Functionality Standards; and Development of the Early Childhood Development (ECD) policy. As of 2017, a review of the existing regulatory framework has been undertaken with the engagement of key stakeholders and gaps identified. A comprehensive document is now available for review and available to plan the next stages.. [54] In relation to equity, an NFE policy and action plan are now in place and initiatives toward supporting students with special needs are also underway.	Modest progress with the development of three draft policies, however many policies lagging behind. NFE Policy in place.
PROGRAMME 2: EDUCATION, RESEARCH AND DEVELOPMENT	The Curriculum Development and Technical Services' (CDTS) main achievements against targets for 2016 were: • A total of 104 syllabi comprising 8 infant, 11 Junior, 41 Lower secondary and 44 Upper secondary were developed; • All Infant and Junior School syllabi were at print ready stage by mid-October 2016, and 13,000 copies of each syllabi had been ordered; • The 41 lower secondary syllabi were at print ready stage and 4,000 copies are being printed; • 44 upper secondary syllabi are at the type setting stage; • CDTS pilot tested 49 new learning areas for two months at 100 schools in all the 10 provinces. Each province selected 10 schools as follows: 3 infant schools, 2 junior schools, 3 lower secondary schools and 2 upper secondary level schools for the pilot test;	Curriculum Framework and Implementation Plan in place. Two syllabus interpretation workshops were conducted for teachers who are to teach from the new curriculum in 2018. Significant progress in EMIS and EMIS and TMIS linked.

[53] As detailed in the ESSP Education Sector Performance Review Draft Report. 2016.

[54] The first progress report of the second GPE grant (1st and 2nd quarter, 1 January–30 June 2017)

ESSP COMPONENTS [53]	IMPLEMENTATION	PROGRESS AGAINST 2016 TARGETS
	• Train the trainer workshops on syllabus interpretation were held at Head Office, Provincial Office, District Office and school cluster level and 60 personnel participated. Clusters then went on to train school teachers. Quality control checks were made by three teams from CDTS together with the 60 from Head Office, Provincial and District Office; • The MoPSE set out to train all 46,512 secondary school teachers. While the initial plan was to train only those who were going to teach Forms 1, 3 and 5 it was found that secondary school teachers were not confined to one form. As a result, it was decided to train all in in syllabus interpretation and new teaching methodologies which among other topics concentrated on drafting school syllabuses, school schemes of work, teaching methodologies and lesson plans; • At the time 25,189 ECD A, Grades 1 and 3 teachers were also trained in syllabus interpretation and new teaching methodologies. Training was concluded during the first week of October 2016, and actual numbers of teachers that were trained for both primary and secondary will be calculated from attendance registers; • CDTS met with all Zimbabwe based textbook publishers and discussed changes and additions required to make the textbooks in use by schools compliant with the requirements of the new syllabi; and • CDTS continued to develop support materials such as teachers' guides and teaching and learning materials for use with the new syllabuses. EMIS and TMIS linked. MoPSE'S EMIS has registered significant development in 2016. For the first time, Ministry of Primary and Secondary Education (MoPSE) adopted and implemented the web-based capture and cleaning of 2016 EMIS data, and these activities were decentralised to each of the 72 districts. As at 2017, the implementation of the new curriculum has been finalized. Teacher guides have been printed and distributed and the procurement of textbooks finalized. While initially the latter faced delays, the GoZ is now in the second phase of textbook procurement and there are no anticipated delays. Similarly, although progress has been made in implementing the new curriculum, there are still challenges that remain. For example, ensuring that all teachers receive the relevant documentation they require to deliver the curriculum is a challenge. While most of these materials have been distributed, there is evidence that some schools have either missed out or received insufficient quantities. The GoZ has shown considerable initiative in addressing these issues of distribution of materials and teacher training. In 2016 MoPSE was aiming to complete the Terms of Reference for the establishment of the Centre for Educational Research, Innovation and Development (CERID) in 2016. The draft concept paper for CERID is in place and a Deputy Director post was advertised that year. In 2017 CERID has been mapped out in a concept paper and a team of six people put in place.	

ESSP COMPONENTS [53]	IMPLEMENTATION	PROGRESS AGAINST 2016 TARGETS
PROGRAMME 3: INFANT EDUCATION	The ESSP reports that the following strategies will be used to improve access, equity, inclusion and quality in infant schooling: In 2016 and 2017 the government approved $200 million for a school feeding program in the wake of the El Nino drought. Although nearly all of primary schools established ECD centres, ECD enrolments remain low. While there was an observed increase of at least 2 percentage points over the 2015 NER, it also shows that the NER failed to reach the 2016 target of 20 percent by 2.5 percentage points. Introduction of the use of local languages in ECD took place in 2016. Implementation of the minimum facilities for ECD centres has not yet been met. The number of children with a disability enrolled in school was well above targets. Targets to have 44 percent of all ECCE teachers trained by the end of 2016 were exceeded at 53.2 percent. The number of districts with at least 50 percent qualified ECCE teachers rose from 17 in 2015 to 29 in 2016, surpassing the 2016 target of 19.	Mixed results
PROGRAMME 4: JUNIOR EDUCATION	The strategies reported in the ESSP to meet the targets listed below, fall under the Programmes One, Two and Six and progress against those targets are reported in those sections of this table. The monitoring of Programmes Three, Four and Five in the JSR are undertaken at the results level and are reported here as such. Junior Net Enrolment rates, from grades 3-7, did not meet the target and rather decreased dramatically from 94.6 percent in 2015 to 78.7 percent in 2016. Junior completion rates were not met and rather declined slightly in 2016.	Not met.
PROGRAMME 5: SECONDARY EDUCATION	The strategies reported in the ESSP to meet the targets listed below, fall under the Programmes One, Two and Six progress against those targets are reported in those sections of this table. The monitoring of Programmes Three, Four and Five in the JSR are undertaken at the results level and are reported here as such. Lower Secondary Gross Enrolment ratios targets were exceeded, as were the number of districts out of 63 with Lower Secondary Gross Enrolment of at least 75 percent. Lower Secondary Completion rates did not quite meet 2016 targets. Survival to Form 4 targets were not met, however overall Gross Enrolment rates (Form 1-6) were exceeded.	Mixed results.

ESSP COMPONENTS [53]	IMPLEMENTATION	PROGRESS AGAINST 2016 TARGETS
PROGRAMME 6: CAPACITY DEVELOPMENT	At district level capacity was built through the development of District Operational Pans (DOPs). The MoPSE advertised, interviewed, and deployed 72 DSIs in 2016. A week's induction course was held for these officers before they were deployed to their new stations. A total of 71,701 teachers made up of 46,512 secondary and 25,189 primary school teachers were trained in syllabus interpretation which included scheming, lesson planning and new teaching methodologies. There were 2,709 teachers on the Teacher Capacity Development Programme (TCDP), pursuing undergraduate and post-graduate diploma and degree programmes in specific areas of need required to meet the demands of the new curriculum. Of these 2,400 teachers were on degree programmes in areas such as technical and vocational subjects, sciences, mathematics, indigenous languages, and heritage studies. The remaining 309 teachers were studying for the Post Graduate Diploma in Education which is a teaching qualification Teacher Professional Standards (TPS) are an agreed set of teacher performing standards that guide and support all teachers. In 2016 over 38,000 Infant Grades teachers were trained in the teaching of early reading. Between January and September 2016, the MoPSE spent $101,076.92 on this School Improvement and conducted inspections at 5,743 schools and generated 17,998 school inspection reports.	2016 targets are not set against progress for this programme area.
PROGRAMME 7: EDUCATION FINANCING	In 2016 SIG disbursed $ 9,329,000 to 3,313 schools comprising 1,583 primary schools, 1,503 primary and secondary satellite schools and 35 special needs schools. In 2016 the criteria used to select SIG beneficiary schools shifted from school category (P3, S3 and Satellite) to a threshold of annual school income	Sector reporting does not specify targets against this programme area.

131. Progress against a select set of ESSP indicators were also reported as part of the Application for the multiplier Fund. The documents recognize the political upheaval that has occurred in the recent past. However, they also recognize the effort and progress that has gone into implementing the sector plan nonetheless[55]. The document reported that some progress has been made toward achieving some of the goals set out in the ESSP. In addition to this progress, the Draft Program Document also notes the considerable effort that has gone into the implementation of the new curriculum, despite some challenges. Some of these challenges have included insufficient teacher training, lack of learning resources and a lack of understanding, awareness and guidance in relation to these curriculum changes. However, engagement with pre-service providers is being strengthened so that new teachers are better supported and trained.

132. In summary, given the early stage of implementation it is too early to determine if there are any underlying reasons for implementation delays, other than the fact that delays are to be expected in the early implementation stages. Subsequent visits will explore possible underlying reasons for any observed delays.

133. Stakeholders in-country anticipate greater speed in implementation and greater observable results if the multiplier and variable tranche are approved. Since the mission, this approval has been received.

GPE contribution to sector plan implementation

134. In this section we outline how it is intended that GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans in Zimbabwe.

135. GPE's current financial contribution (through an ESPIG) to the overall funding of ESSP is less than one percent, however after removing salary related funding, GPE's financial contribution (through the fixed part of the ESPIG) to the funding of ESSP is almost 18 percent.[56] This difference highlights the importance of the GPE financial contribution for the delivery of education in the country.
The current GPE program is embedded within the MoPSE education sector strategic framework for 2016–2020 (the ESSP) and focuses specifically on priority areas which will have an impact on equity, efficiency and improved learning outcomes in Zimbabwe. The current GPE program has elements that are system-wide (such as the roll-out of the new curriculum), but alongside this there is a strong equity focus on the poorest schools and the most disadvantaged children being the target of the most benefit from capacity building and the new curriculum.

136. While the GA (UNICEF) has been effective in tracking outputs for GPE funded activities, there is no programme-wide approach to monitoring or a clear M&E component associated with the programme specifically. Rather, the M&E component of the GPE programme reports against ESSP progress, rather than against sector outcomes[57]. For this reason, the programme could have been more results focused.[58]

The GPE programme areas are listed in the table below, against the ESSP programme areas, with information on the current implementation status. Progress for the period covering January to June 2017 was self-rated as moderately satisfactory.

[55] Draft Program Document, Application of the Variable Tranche Portion of the Zimbabwe GPE Program Implementation Grant and for the Approved Grant from the Multiplier Fund (May 2018), p. 14

[56] Calculated by the authors, based on funding scenario 1 in the ESSP.

[57] Zimbabwe UNICEF Education Evaluation Report. Mokoro. April 2018.

[58] Ibid.

Table 6: GPE Programme Areas, ESSP Components and Implementation Status

GPE PROGRAMME COMPONENT	GPE PROGRAMME COMPONENT DESCRIPTION	ESSP COMPONENTS [59]	PROGRESS AGAINST TARGETS [60]
COMPONENT 1 - THE PROVISION OF A STRONG LEGAL AND REGULATORY CONTEXT *Subcomponent 1.1 Constitutional, legal and policy complementarity* *Subcomponent 1.2 Preparation and implementation of the School Financing Policy and the Inclusive Education Policy*	The provision of a strong legal and regulatory context with a comprehensive policy framework: in particular aligning the Education Act and Statutory Instruments with the 2013 Constitution, and also the preparation and implementation of the School Financing Policy and the Inclusive Education Policy to address issues of equity.	Programme One: Policy, Legal and Regulatory Frameworks	Modest progress with the development of three draft policies, however many policies lagging behind. The formations of a thematic working group on policies and legislation that was formed in the first quarter of 2017 with other efforts aimed at achieving the goals underlying this component including engagement with different stakeholders and the collation and consolidation of all the information thereof to form a final written submission to the Ministry for review and implementation. Efforts were also reported as being ongoing in relation to the development of a School Financing Policy. In relation to equity, an NFE policy and action plan are now in place and initiatives toward supporting students with special needs are also underway.
COMPONENT 2 - IMPLEMENTING THE NEW CURRICULUM *Subcomponent 2.1 Implementation of the new curriculum*	This component includes a comprehensive review of the curriculum from ECD to secondary school and the development of a new curriculum focusing on quality and learning outcomes that was phased in from 2017 and will continue to be implemented until 2022. GPE is supporting the rolling out of this new curriculum (along with the Education Development Fund (EDF) program). This component also includes the purchase of textbooks and learning materials and the development of additional learning resources. It also	Programme 2: Education, research and Development	The implementation of the new curriculum started to be phased in in 2017. As part of this, two syllabus interpretation workshops were conducted for teachers who would be teaching from the new curriculum in 2018. [61]

[59] As detailed in the ESSP Education Sector Performance Review Draft Report. 2016.
[60] Based on the ESSP Education Sector Performance Review Draft Report, except where indicated otherwise.
[61] The first progress report of the second GPE grant (1st and 2nd quarter, 1 January–30 June 2017)

GPE PROGRAMME COMPONENT	GPE PROGRAMME COMPONENT DESCRIPTION	ESSP COMPONENTS [59]	PROGRESS AGAINST TARGETS [60]
Subcomponent 2.2: Purchase of textbooks and learning materials *Subcomponent 2.3 Consolidating the Early Reading Initiative (ERI)*	includes procurement of materials and distribution to the most disadvantaged schools. This component also aims to embed pedagogical skills in the pre-service curriculum to train teachers to improve early reading, through cooperation between MoPSE and MoHTESTD.		
COMPONENT 3 - THE IMPROVEMENT OF EQUITY AND ACCESS TO LEARNING OPPORTUNITIES *Subcomponent 3.1 School Psychological Services, Special Needs Education* *Subcomponent 3.2 Non-Formal education* *Subcomponent 3.3 Integrate PLAP into curriculum* *Subcomponent 3.4 Provide learning facilities for the most disadvantaged districts*	The improvement of equity and access to learning opportunities with specific focus on those children who either never entered the education system or failed to complete basic and secondary education and those children who have been unable to access normal classes due to physical and/or learning challenges. This component seeks to establish an early screening and problem identification system to identify children who have or may develop learning problems, to provide appropriate infrastructure and equipment for children with disabilities, to upgrade and adapt teaching and learning materials for them and to upskill teachers to address specific needs of children with disabilities in the classroom. This component also includes the implementation of the Non-Formal Education (NFE) policy for children aged 3-16, the integration of the Performance Lag Address Program (PLAP) into the curriculum, and the provision of learning facilities for the most disadvantaged districts. In this regard, GPE II will provide support through complementary funding for the construction and renovation of specialist classrooms.	Programme 3: Infant education	Mixed results. ECD enrolments remain low. Introduction of the use of local languages in ECD in schools has taken place. The policy on Infants Assessment has been drafted. Development of the Inclusive Education Policy and the ECD policy were lagging far behind in 2016. As of 2017, a review of the existing regulatory framework has been undertaken with the engagement of key stakeholders and gaps identified. A comprehensive document is now available for review and available to plan the next stages. [62] Grades 1 and 3 teachers were trained in syllabus interpretation and new teaching methodologies There is no evidence of PLAP integration into the newly developed curriculum, however recent project reports state that efforts were underway to align the non-formal curriculum within the new curriculum framework. [63]

[62] The first progress report of the second GPE grant (1st and 2nd quarter, 1 January–30 June 2017)
[63] The first progress report of the second GPE grant (1st and 2nd quarter, 1 January–30 June 2017)

GPE PROGRAMME COMPONENT	GPE PROGRAMME COMPONENT DESCRIPTION	ESSP COMPONENTS [59]	PROGRESS AGAINST TARGETS [60]
		Programme 4: Junior Education	Targets not met overall, however equity has improved. In 2017 the number of distributes (out of 63) with lower-secondary gross enrollment of at least 75 percent had increased. Between 2015 and 2017 the number of districts with at least 50 percent qualified ECD teachers had more than doubled. The number of children with disabilities enrolled in primary and secondary education (excl. Special schools) rose from 40, 226 to 64, 489 between 2015 and 2017. [64] While a Non-Formal Education Policy was enacted in 2015, school uptake has not been strong. [65]
		Programme 5: Secondary Education	Mixed results. Enrolment ratio targets exceeded as were the number of districts out of 63 with Lower Secondary Enrolment of at least 75 percent (demonstrating increased equity)
COMPONENT 4 - INSTITUTIONAL STRENGTHENING *Subcomponent 4.1 Leadership, management and capacity development* *Subcomponent 4.2 Establish CERID and undertake research on education needs and response*	Institutional strengthening through leadership, management and capacity development (through the review of the institutional management arrangements and the gaps in capacities of MoPSE staff) and the establishment of the Center for Educational Research, Innovation and Development (CERID), with a research agenda to undertake research on education needs and response.	Programme 2: Education, research and Development	In 2016 MoPSE was aiming to complete the Terms of Reference for the establishment of the Centre for Educational Research, Innovation and Development (CERID) in 2016. The draft concept paper for CERID is in place and a Deputy Director post was advertised that year. In 2017 CERID has been mapped out in a concept paper and a team of six people put in place.

[64] Draft Program Document, Application of the Variable Tranche Portion of the Zimbabwe GPE Program Implementation Grant and for the Approved Grant from the Multiplier Fund (May 2018), p. 14

[65] http://www.sundaymail.co.zw/non-formal-education-alternative-pathway/ Accessed 25 September 2018.

GPE PROGRAMME COMPONENT	GPE PROGRAMME COMPONENT DESCRIPTION	ESSP COMPONENTS [59]	PROGRESS AGAINST TARGETS [60]
COMPONENT 5 - PROGRAM MANAGEMENT AND MONITORING *Subcomponent 5.1 Grant Agent technical support to operational activities* *Subcomponent 5.2 Annual ESSP review programme for the districts, provinces and national levels* *Subcomponent 5.3 ESSP monitoring and evaluation*	This includes Grant Agent technical support to operational activities, annual ESSP review program and ESSP M&E.	N/A	ESSP JSR/Education Sector Performance Reviews undertaken in 2016 and 2018. A review of indicators against a selection of targets was included in the Draft Programme Document Application for the Variable Tranche Portion of the Zimbabwe ESPIG in 2018. DOPs have been submitted from all districts and POPs have also been finalized [66].

[66] As reported by Draft Programme Document (2018).

137. Given progress is tracked against ESSP progress the findings regarding implementation of the GPE programme reflect the assessment of ESSP implementation; progress is being made, but there are some early delays. Based on the stakeholder perceptions that the approval of the multiplier and variable tranche components will improve the rate of progress in implementation, subsequent reports will explore the rate of progress in implementation before and after receiving the multiplier and variable tranche in order to further examine the GPE's contribution to implementation.

138. While reviewing the period immediately prior to ESSP implementation, an in-depth evaluation of the GPE and EDF programmes in Zimbabwe found strong synergies between the programmes that enabled the programmes to achieve far more than they could have individually.[67] The report also highlights that implementation of the GPE and EDF programmes could have been better prioritized and sequenced to ensure schools were not overwhelmed, equity issues should have been prioritized early and a change management approach could have been better embedded in programming.[68] As the evaluation progresses, the evaluators will explore synergies between EDF and GPE programmes towards ESSP implementation and the value added through the GA's management of two programmes. In addition, evaluators will explore the extent to which these programme recommendations are addressed during the 2016-2020 evaluation period.

2.1.5 Alternative explanations and unintended/unplanned effects

Confirming and refuting alternative explanations

139. For prospective evaluations, confirming and refuting alternative explanations is undertaken iteratively throughout the evaluation. In this first Annual Report we have assembled the contribution story and provided a ToC, with indicators to track to confirm or refute alternative explanations. Thus far in the evaluation process we are not able to provide alternative explanations for implementation as it is too early, however evaluators will explore alternative explanations as the evaluation progresses.

140. The timeframe within which ESSP has thus far been implemented has seen immense political upheaval in the country. Therefore, this has presented serious challenges in relation to planning and implementation in the country that have been unrelated to GPE. Going forward, and in particular after the 2018 elections, it is anticipated that the true benefits of the GPE support to ESSP implementation can be better ascertained, thereby confirming or refuting alternative explanations more accurately.

Unintended consequences of GPE financial and non-financial support

141. There was little evidence of unintended consequences in the First Annual Visit. However, it is an aspect that will continue to be monitored during the evaluation.

142. One potential area highlighted by a stakeholder pertains to the potential of even well-meaning GPE-supported policies (e.g. the new curriculum) to widen pre-existing gaps (e.g. when all elements such as capacity building, training and infrastructure development need to be undertaken simultaneously but are not, or when better-resourced schools receive more support than less-resourced ones). This is especially true in Zimbabwe where the functionality of the schools relies on parents and communities. This potentially unintended consequence of GPE support is worth exploring in future years.

[67] See Summative Evaluation of UNICEF Support for Education in Zimbabwe – Final Evaluation Report. Mokoro. April 2018.
[68] Ibid.

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2.2 Progress toward a stronger education system

Summary

- *Documentary evidence and stakeholder interviews indicate that there have been improvements in strengthening system-wide structures and systems (development of a new curriculum and an improved EMIS).* Overall, the JSRs note progress in all areas of access, equity and efficiency. Similarly, system-wide improvements in teacher capacity are underway through teacher training programs. Progress reports from 2017 indicate that progress has been made in indicators such as enrollment, teacher numbers and the establishment of the ZELA assessments.
- However, while 2016 targets appear to have been largely met, there appears to be stagnation and decline in some areas. *However, the extent to which this will result in a more effective and efficient education system cannot yet be judged.*

143. Documentary evidence and stakeholder interviews indicate that implementation of the sector plan in the country has made system-wide improvements across the wider education sector.

Assessment

2.2.1 Teachers

144. Teachers are the most critical institutional input affecting a child's educational experience. They are also a very policy-amenable input into education. Research in various country contexts has indicated that while in many contexts teacher shortages are a major constraint, simply supplying more resources is not a panacea – particularly because deep-rooted distortions in developing country education systems such as weak teacher incentives can undermine efforts to produce higher student achievement through interventions and reforms focusing on education inputs. The major challenge in increasing teacher effectiveness (with the end goal of achieving high levels of student learning) lies both in recruiting and training competent teachers, improving the effectiveness of teachers already in post as well as motivating and incentivizing them through ensuring the infrastructure around them is conducive to high productivity.

145. Key sector policies relating to teachers in Zimbabwe include the TPS (2015), which aim to ensure the minimum competency levels of all teachers. School and system governance have also shown considerable improvement over time with the training of school heads in financial management, and there has been a development in data management systems (the EMIS and Teacher Development Information System: TDIS), which are now producing up-to-date information on students and teachers for timely management decisions. The TDIS and TPS are linked with teacher mentoring and performance mechanisms to ensure that teachers have a clear understanding of the expectations placed upon them. Within the TPS, there is a self-assessment component that allows teachers to self-assess and develop their professional development according to their own needs. These developments have been supported by both the EDF and GPE activities. A total of 127,000 teachers have been captured by the TDIS model.

146. Pupil-teacher ratios (PTRs) provide a useful insight into teacher shortages in an education system with a high PTR indicative of fewer teachers in the system and resources spread more thinly. Research evidence has shown that in developing countries, excessively high PTRs could be a factor that is detrimental to pupil learning. Pupil-trained teacher ratios provide an even more useful indicator, in that they provide the ratio of how many trained teachers are allocated, on average, to a given number of students at a given education level. In Zimbabwe, PTRs have been declining from 39:1 in 2002 to 36:1 in 2013. However, pupil-qualified teacher and pupil-trained teacher ratios remain high, with the

former at 49:1 and the latter at 42:1 in 2013. This indicates a need for policy efforts to focus on recruiting more qualified and trained teachers at this education level.

2.2.2 The new curriculum

147. The new education syllabus is orientated towards the modernization of the education system, to align with modern technologies and restructures the Grade Seven General Paper to include Agriculture. The new curriculum is focused on learning outcomes that include critical thinking, problem-solving abilities, leadership skills, good communication skills, team building and technological skills and applies across basic and secondary education. Concretely, this means Agriculture, languages, Information Communication Technology, Science, Math, Science, Statistics and Physics subjects are to be introduced at an earlier stage of schooling.

148. The implementation of the new curriculum which started in 2017, and is to be phased in until 2022, has placed specialization demands on teachers as well as requiring them to acquire new skills and knowledge, particularly in relation to new technologies. The Teacher Capacity Development Program (in-service training) enrolled 2,709 teachers in 2016 to pursue studies in areas considered to be of priority in meeting the demands of the new curriculum. Of these teachers, a large majority were on degree programs focusing on technical and vocational subjects, sciences, math, indigenous languages and heritage studies. The remainder were studying for a Postgraduate Diploma in Education. Additional, shorter duration programs were also being run concurrently[69]. However, the fact remains that the most crucial inputs, teachers, require support to ensure the MoPSE's goals are achieved.

149. Thus far the new curriculum is in the early implementation stages. Subsequent annual missions will explore the impact of the new curriculum on learning outcomes.

2.2.3 Learning assessment system

150. The Zimbabwe Early Learning Assessment is an annually administered sample-based survey that examines Grade 2 competencies during the first half of Grade 3. The sample of learners take tests in English, Math and a local language and additional information on a range of socioeconomic variables is also collected. ZELA has been administered every year since 2012 and has provided well-regarded and accurate information, generating evidence to help improve learning. It was initially initiated to monitor the impact of the Education Transition Fund (predecessor to the EDF), but it currently provides a valuable resource for teaching and learning as well as for intervention evaluations. One criticism of the ZELA reports is that they can be technically complex and, therefore, not amenable to use by, for example, teachers themselves.

151. Learning outcomes data are available from the third iteration of the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ III) from 2007. National assessments tests are conducted at the end of Grade 7 and for O and A Level (secondary) and provide another source of education outcome data. The Zimbabwe School Examinations Council (ZIMSEC) contains some basic analysis reports with the exam results for Grade 7, O Level and A Level. However, the underlying data from these assessments have not been easy to access and there are very limited research reports using these data from which to draw any conclusive evidence. As with other national assessments, these assessments may not adequately capture the true levels of learning among children. These summative assessments that take place at the end of primary education and secondary education in the country are not only an inadequate measure but, as in other contexts, there is anecdotal evidence of malpractice and corruption and the learning outcomes need to be carefully reviewed to ensure that they provide a more accurate and standardized measure of learner abilities to be a more useful means

[69] ZWE Implementation 2016 JSR Report

of determining who can move on to the next level of education and be equipped with the skills to lead productive lives. Learning assessment data are also reported from the ZELA initiative (discussed above), which has been conducted in recent years. These provide pupil learning outcomes data from an earlier stage in the education cycle (Grade 3).

2.2.4 EMIS

152. As has already been mentioned, the EMIS system in Zimbabwe has improved immensely in the very recent past. Zimbabwe reported three of ten indicators to UIS for inclusion in the 2017 UIS data, only reporting on financial data (public expenditure as a % of GDP, Public expenditure on education as a % of public expenditure and educational expenditure in primary as % of total educational expenditure).

153. The QAR Phase III Report (2016) indicates that data collection capacity has been enhanced under the MTSP, with annual financial and education data being generated for use in the same year. Similarly, the TDIS has become operational and is being integrated with EMIS data, thus enhancing how effectively it can be used in policymaking. The QAR I had highlighted delay issues relating to submission of data to UIS, which have since been addressed.

2.2.5 ESP implementation contribution to system-level change

154. Despite changes in system-wide structures and systems, the contribution of ESSP implementation to a more efficient and effective education system in Zimbabwe is yet to be determined. While there is evidence that past programmes implementing against the sector plan were extremely effective in delivering against outputs, issues of quality and utilization remained open.[70] Certainly improving the effectiveness and efficiency of education systems requires quality outputs and the appropriate human conditions to ensure utilization of system-wide initiatives.

155. Subsequent evaluation reports will seek to assess the quality and utilization of the many outputs being generated in the early stages of ESSP implementation in Zimbabwe.

2.3 Progress toward stronger learning outcomes and equity

Summary

- *Similar to many other countries, Zimbabwe has faced challenges with respect to education sector performance. Despite this, there are some indications of improvements in relation to learning outcomes, equity and inclusion as witnessed by some of the indicators available, however these improvements are not able to be traced down the logical links to current implementation.*
- *System-wide changes tend to manifest more slowly and therefore it is too early to derive concrete conclusions at this stage.*

Assessment of learning outcomes

156. The SACMEQ has collected data in three rounds on pupil scores in specifically designed tests as well as a wide range of related information about pupils, teachers, schools and school communities.

[70] Summative Evaluation of UNICEF Support for Education in Zimbabwe – Final Evaluation Report. Mokoro. April 2018. Page xiii.

The SACMEQ III study commenced in 2006 and was completed in 2011, collecting data through four main questionnaires: pupil, teacher, school head and school information. A working paper[71] on SACMEQ III results for 15 African countries (Botswana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, the Seychelles, South Africa, Swaziland, Tanzania, Uganda, Zambia, Zanzibar and Zimbabwe) reported on the Reading and Math achievement among Grade 6 pupils in primary schools. The study reported that, among the 15 school systems studied, Zimbabwe was one of the two countries with the largest between-school variation, especially in reading.

157. As monitored by ZELA, the percentage of pupils performing at or above the grade-appropriate level after completing Grade 2 in Zimbabwe in English moved from 49 to 51 percent between 2012 and 2014. However, this difference was not statistically significant. The percentage of pupils performing at or above the grade-appropriate level for Mathematics moved from 46 percent to 63 percent in 2013 and again increased significantly to 67 percent in 2014.[72]

158. Grade 7 overall pass rates have increased from 36.5 percent in 2014 to 44.7 percent in 2017, showing that while they have been improving, pass rates still remain low. A focus on Math pass rates alone indicates that these pass rates are higher than overall pass rates, increasing from 51 percent in 2014 to 56.9 percent in 2017[73].

Assessment of equity, gender equality and inclusion in education

159. Zimbabwe, similar to many other countries, has faced challenges in relation to equity and inclusion. Therefore, mitigating barriers to education remains a clear focus of the country's education agenda, ensuring that all children can access quality education and in particular those who are at risk of never accessing the system or of dropping out early. For example, the probability of dropping out is twice as high in schools that are in the most disadvantaged areas of the country compared to those attended by children from the highest quintile. There is also the large dropout of 22.4 percent at the transitional level from primary to junior secondary. These challenges in turn have exacerbated inequity of access and quality of education provision, particularly affecting some parts of the country and the poorer populations[74].

160. Estimates from UIS data in Zimbabwe indicate that gross enrollment at the primary level has averaged more than a 100 percent since 2012 (Figure 3 below). According to the GPE Program Document (August 2016), GERs and net enrollment rates at the primary level decreased marginally in 2013 and then again in 2014, with the Ministry aware of the need to identify the causes and respond appropriately. Enrollments and GERs at the secondary level have continued to improve at both the lower-secondary level (see Figure 4 below) and at the upper-secondary level (see GPE Program Document, August 2016). The Gender Parity Index relating to enrollment shows near parity in primary and Forms 1–4 with a gender gap appearing from Form 5 onwards[75]. According to the MoPSE Education Sector Performance Review[76], the lower-secondary GER improved from 75.2 percent in 2015 to 76.7 percent in 2016 with the GoZ target of 76 percent GER at this level being exceeded.

[71] Hongi 2011

[72] Cassity, Elizabeth, "Improving Quality Education and Children's Learning Outcomes and Effective Practices in the Eastern and Southern Africa Region: Zimbabwe: Country case study" (2016). https://research.acer.edu.au/monitoring_learning/28

[73] Pass rates are from the ZIMSEC website.

[74] Draft Programme Document (2018).

[75] Ibid.

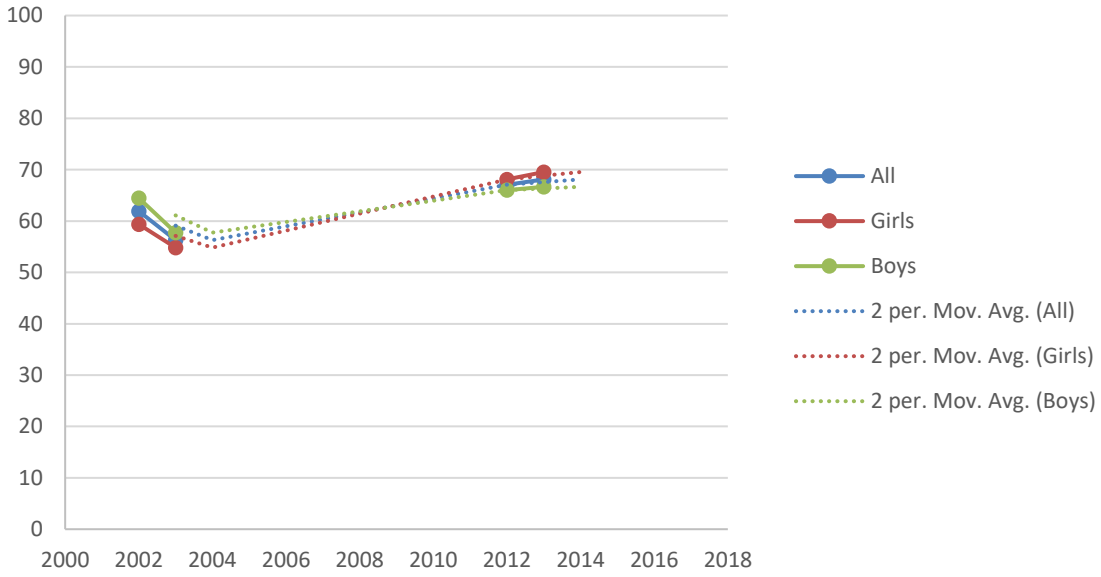
[76] Draft Education Sector Performance Review Report, November 2016.

Figure 3: Gross enrollment at primary level (percentage)



Source: UIS data

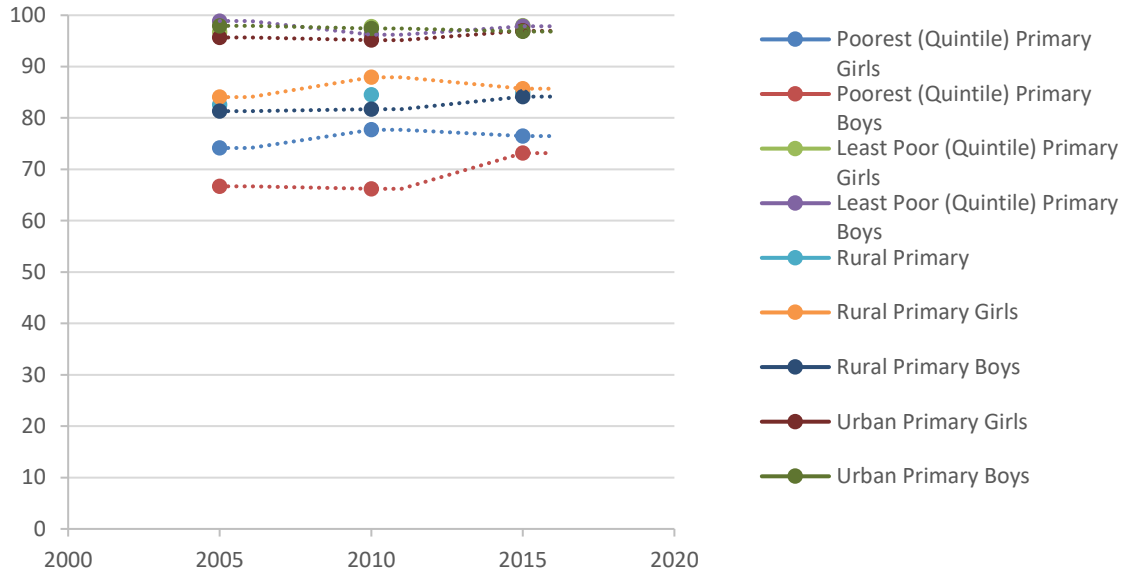
Figure 4: Gross enrollment at lower-secondary level (percentage)



Source: UIS data

161. Figure 5 below illustrates that primary completion rates have been relatively stagnant over the time period (2005–2015) for most groups of children. However, of particular note is that while there have been improvements for those displaying the lowest levels of completion (i.e. those in rural areas and the poorest children), these improvements have been marginal and completion rates for these groups still remain low. For example, the completion rates for the 'poorest boys' category over the 10-year period from 2005 to 2015 went from 67 percent to 73 percent. For rural boys, completion rates improved from 81 percent to 84 percent, a three-percentage point improvement over a 10-year period.

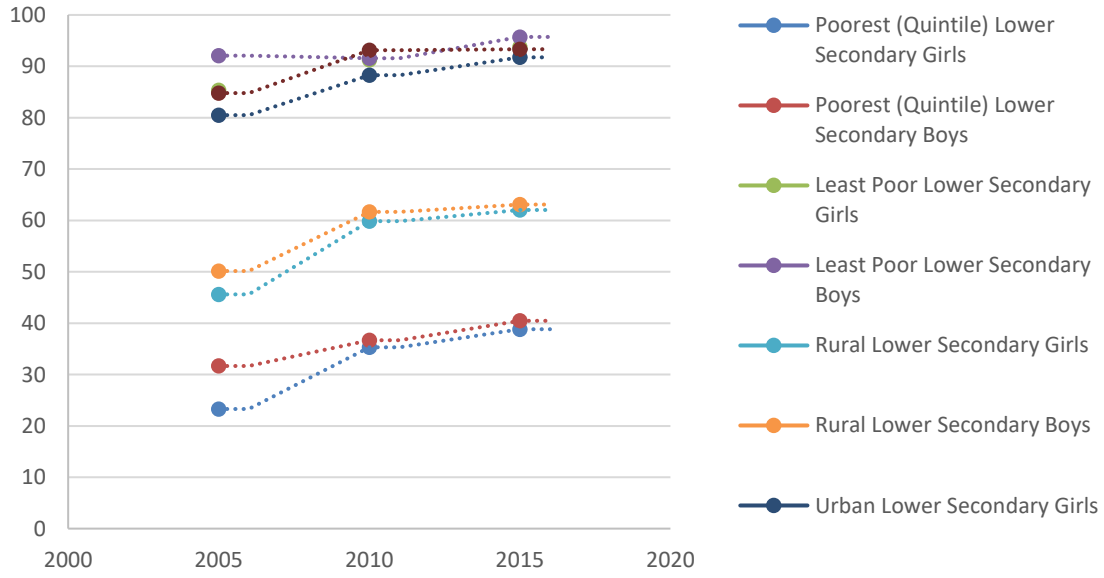
Figure 5: Primary completion rates (percentage)



Source: UIS data

162. Figure 6 below shows that lower-secondary completion rates are far lower than primary completion rates for children from the poorest households and those living in rural areas; only urban children and the least poor display relatively high levels of completion at this education level. However, over the 10-year time period (2005–2015), the former (most poor and rural) have shown improvements in completion rates. The poorest girls had a 23 percent completion rate in 2005, which had improved to 39 percent in 2015. Rural boys displayed a 50 percent completion rate in 2005 but this had improved to 63 percent in 2015. The low completion rates at lower-secondary level indicate the inefficiencies in the system in that many pupils do not complete this education level to acquire the requisite skills for productive employment and better life chances.

Figure 6: Lower-secondary completion rates (percentage)



Source: UIS data

163. A large difference in reading scores between the rich and poor pupils was also evident in Zimbabwe (114 points) and this indicates low social equity in pupil achievement at Grade 6 level. The

study also noted that, across the board at the pupil level, grade repetition, socioeconomic background, pupil age and pupil sex were found to be the most important factors affecting the variations in pupil achievement in these school systems, while at the school level it was school resources and school location that were identified as the important common factors.

164. Differences in learner performance due to geographic location and home background characteristics (such as mother's education, SES, etc.) have also been illustrated as having an impact at the very early stages of children's education, as shown by the ZELA test scores.

165. A UNICEF (2016) country case study[77] also finds that Socio-Economic Status continues to disadvantage pupils as compared to their peers from more advantaged backgrounds in both English and Math. The percentage of students performing at or above grade level in English was 34 percent for the lowest SES quartile and 77 percent for the highest SES quartile based on data from 2015. Similar albeit smaller differences were also seen in Math, with 53 percent of low-SES pupils performing at or above grade level and 84 percent of high-SES pupils performing at or above grade level. Pupils in urban schools also significantly outperformed those in rural schools in both English (42 percent difference) and Math (25 percent difference). The latest results indicate that for numeracy the percentage of children performing at or above the relevant grade level actually declined from 68 percent in 2015 to 66 percent in 2016, with the consequence that the target for numeracy for 2015 (68 percent) was not realized. However, the results for English showed an improvement from 51 percent in 2014 to 53 percent in 2016, with the improvement exceeding the 52 percent target set for 2016.[78] .

166. These various indicators of student performance in Zimbabwe suggest that while efforts have been directed toward improving learning for children, there are still many children receiving very poor-quality education and, therefore, displaying very low outcomes. Furthermore, while these large disparities in outcomes need to be specifically addressed, improvements in learning outcomes are clearly required across the board for all children.

Contribution of the education system-level improvements to improved learning outcomes, equity and inclusion

167. At this stage of the evaluation, implementation of the sector plan is still at too early a stage for system-wide changes to not only be seen but to also be attributed directly. Likewise, contributions of such improvements cannot be attributed to any gains in learning and equity. In the upcoming reports, this is an area that will be further examined. Nonetheless, to date there has been some evidence of improvements in learning outcomes, equity and inclusion.

165. Zimbabwe's primary schools have been split into three categories: P1 (located in low density urban residential areas), P2 (located in high density residential areas) and P3 (located in rural areas, constituting the majority of primary schools in the country). The table below shows that the overall pass rate for rural P3 schools are far lower than for other schools.

[77] UNICEF (2016), Improving Quality Education and Children's Learning Outcomes and Effective Practices in the Eastern and Southern Africa Region. Country Case Study ACER, UNICEF.
[78] ZWE Implementation Report 2016 JSR.

Table 7: Grade 7 overall pass rates by rural/urban location, 2014–2017

SCHOOL LOCATION	2014 PASS RATE (PERCENTAGE)	2015 PASS RATE (PERCENTAGE)	2016 PASS RATE (PERCENTAGE)	2017 PASS RATE (PERCENTAGE)
Rural	27.5	31.2	32.5	34.5
Urban	69.1	74.7	74.4	72.5
Both	36.5	41.9	43.2	44.7
Difference (Rural/ Urban)	41.6	43.5	41.9	38.0

Source: Draft Program Document (2018)

166. In the ESSP that has been developed with GPE guidance and support, outcomes in STEAM and in particular Grade 7 Math have been the focus for improvement through teacher training. The table below illustrates that Math pass rates are in fact higher than overall pass rates. Secondly, although Math rates for rural schools initially rose from between 2014 and 2015, this then decreased between 2015 and 2016 and, despite an increase in 2017, the levels of 2015 have not yet been re-gained. Thirdly, the pass rates for Math in rural schools have been consistently lower than for urban schools and female learners outperform male learners, albeit insignificantly.

Table 8: Grade 7 Math pass rates by rural/urban location, 2014–2017

SCHOOL LOCATION	2014 PASS RATE (PERCENTAGE)	2015 PASS RATE (PERCENTAGE)	2016 PASS RATE (PERCENTAGE)	2017 PASS RATE (PERCENTAGE)
Rural	43.8	49.6	48.1	48.3
Urban	74.9	81.0	80.7	80.8
Both (national)	51.0	57.7	56.6	56.9
Difference (rural vs urban)	31.1	31.4	32.6	32.5

Source: Ibid

167 The development of the ESSP helped assess the status of education and in particular learning levels. This led to the development of an education agenda to address the needs of the country and help improve outcomes in target areas, e.g. Math learning outcomes. Evaluation of the real contribution of GPE at this stage is challenging. However, over the course of the evaluation period, through these indicators, a more accurate assessment will be possible as implementation challenges are overcome, and a sufficiently long window has passed for these benefits to come to fruition and be evidenced.

2.4 Plausibility of the ToC at Year 1

168. Section 1.2 provided a detailed, emerging ToC for the country. There has been an increased commitment on the part of the GoZ to improve educational quality and to reach the most marginalized.

169. At this stage, the GPE ToC appears to be plausible in Zimbabwe. This is particularly due to the fact that there is harmonization across the second GPE program, GoZ activities and other donor

activities within the country. There appear to be good links between stakeholders and a well-functioning LEG, which provide the requisite space and voice to all stakeholders in the form of an inclusive dialogue.

170. Some stakeholders did feel that the operational model of GPE may result in certain partners having more influence and recognition than others, with much of the influence and recognition sitting with the GA. Systems of mutual accountability and monitoring are developing and appear to be strengthening in line with GPE goals.

171. In relation to GPE's contribution to intermediate outcomes, there has been evidence of a focus on credible and evidence-based planning, inclusive monitoring, equitable and efficient implementation, civil society engagement in policy dialogue, mutual accountability and strengthening of the EMIS. If the assumptions hold at the system strengthening and impact levels, GPE support will likely contribute to ESSP implementation and, ultimately, to system-level change, which will bring about improvements in terms of equity, gender equality, inclusion and learning outcomes.

172. The assumptions that underpin the ToC from context to inputs to activities to intermediary outcomes are identified below, including an assessment of the extent to which they are likely to hold.

Table 9: Findings against assumptions at the first annual reporting stage

ASSUMPTION	ASSESSMENT
Grants and increased national financing are sufficient to support required improvements.	As shown by the indicators above and by the evidence collected during the First Mission, it would appear that the GPE grants and national funding will be sufficient to meet targets.
There is sufficient alignment across partner activities.	This report highlights that there are many synergies across partner programs, e.g. EDF and GPE II.
There is sufficient political will to improve education systems.	There is strong evidence of political will from all stakeholders to improve the education system. This has been evidenced by the data collected to date as well as the interviews with a wide range of stakeholders. However, the country faces a critical election and evidence on this continued political will be available at midline.
GoZ has the capacity to continue to implement the ESSP.	There is strong evidence that GoZ has the capacity to continue to implement GPE II.
Context is conducive to effective partnership engagement.	There is strong evidence that the Zimbabwean context is conducive to partnership engagement, as witnessed through the wide range of stakeholders engaging effectively and contributing to the partnership.
Generated evidence is trusted and accurate.	Efforts to improve the EMIS system have been lauded by a wide range of stakeholders and the resultant data are not only timely but also accurate and reliable.
Civil society groups have the capacity to monitor service delivery and the voice to engage in sector dialogue.	There is strong evidence to suggest that, as a result of GPE engagement, civil society has now become more engaged and has a louder voice in sector dialogue. While some civil society groups were engaged in sector dialogue to an extent previously, this engagement has now become more widespread than was the case pre-GPE.

139. The following table outlines each of the contribution claims in the country-level ToC and assesses the plausibility of contribution, based on the evidence available at the point of drafting this first Annual Report.

Table 10: Assessment of plausibility of contribution claims

CONTRIBUTION CLAIM	ASSESSMENT OF PLAUSIBILITY
Claim A: "GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning."	**Plausible.** GPE has had a crucial and positive influence through the initiation of and the development of the ESP. Evidence would suggest that this plan has been based on evidence and is aligned with GPE goals relating to equity, efficiency and learning. Evidence suggests that this plan has benefited significantly from financial and non-financial support of GPE but that the GoZ take full ownership of this plan that has been developed in a fully consultative manner with the Ministry and other key stakeholders in education (e.g. Camfed, other DPs, etc.).
Claim B: "GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress."	**Plausible.** High levels of mutual accountability and joint monitoring appear to have been witnessed during the time period assessed up until now. There is evidence of alignment of the plan with not only GPE goals but the wider goals of the country. The structures through which monitoring occurs are being strengthened with GPE support and monitoring and accountability indicators are in-built into various components of government planning and implementation documents but also GPE planning and implementation.
Claim C: "GPE advocacy and funding requirements contribute to more and better financing for education in the country."	**Plausible**. All the stakeholder reports and documentary evidence assessed in this evaluation suggest that GPE advocacy and funding are critical in improving education financing in the country considering that the GoZ budget does not allow for any education expenditure outside of human resource expenditures. All stakeholders highlighted the crucial role that financial and non-financial support plays in the education system in the country. Evidence from previous evaluations indicates the quality of funding (through programming synergies between GPE and EDF funding) has increased through GPE financial support in previous years and there is no reason this will not continue.
Claim D: "GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans."	**Somewhat plausible**. The evidence available at this stage of the evaluation suggests that there has been some effective and efficient implementation of the sector plan. However, recognizing the political situation and the focus of resources in the application and planning process, it is expected that implementation will improve going forward.
Claim E: "The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system."	**Too early to assess.** It is too early to assess the plausibility of this claim. Certainly, improvements have been made to EMIS, however it is too early to assess the plausibility of improvements to overall system efficiency and effectiveness.
Claim F: "Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education."	**Too early to assess.** Evidence available at this stage of the evaluation suggests that system-level improvements *can* result in improved learning outcomes and improvements in equity, gender equality and inclusion, however it is too early to assess the plausibility that these improvements will take place in Zimbabwe.

Source: Authors' elaboration

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2.5 Available evidence at Year 1

173. A comprehensive literature and data review have been undertaken for this first Annual Report. The availability and quality of documents and data has been assessed against the indicators in the EM and each country-level question. In doing so, gaps in documentation and data have been identified, where relevant. For Zimbabwe, the scoping exercise for documents and data availability and quality was satisfactory as substantial information is available.

3 Evaluation focus

174. This evaluation aims to identify GPE's contribution to changes in learning outcomes, access, equity and inclusion as well as system-wide changes that influence each of the above. In addition to this, the evaluation will identify areas where GPE inputs and the partnership can be strengthened as well as aiming to capture any positive or negative unintended effects of GPE's support. The key objective is to assess the relevance, efficiency and effectiveness of GPE inputs in Zimbabwe in light of the GPE's strategic Plan 2020 and the GoZ strategy in country.

3.1 Focus themes

175. This evaluation assesses the ToC of GPE funding as applicable to Zimbabwe. In particular, it examines the links and assumptions between inputs, outputs and outcomes. In addition to this, it specifically examines the various components of GPE engagement during the evaluation period and assesses them in relation to planning, implementation, monitoring and dialogue, and changes in the education system as a result of GPE engagement in country.

176. The evaluation team will focus on the various components of GPE support, including support to planning, implementation, financing and monitoring/dialogue, and evaluate GPE's contributions toward each. These components will drive the focus themes of the evaluation.

177. As referenced throughout this report, subsequent missions and reporting will focus on:

- Improvements in Zimbabwe's PFM systems and any financial and non-financial support which may have contributed to advances
- Tracing the genesis of observed changes described in this report, in the area of monitoring and dialogue, in order to further explore the GPE contribution
- The extent to which any implementation delays may derive from underlying systemic issues, rather than delays being related to predictable early minor implementation complications
- The implications of the multiplier and variable tranche grants for GPE's financial and non-financial support to Zimbabwe, including exploring if the rate of implementation progress improves as a result
- The quality and utilization of ESSP implementation outputs and GPE programme outputs; and
- Potential unintended consequences related to equity in the implementation of the new curriculum and other sector-wide interventions.

3.2 Gaps to fill

178. The data at this stage of the evaluation appear to be of sufficient quality and able to address many of the questions relating to the outcomes. Further data are expected to become available through the EMIS system, ZELA and ZIMSEC, and these data should provide further accurate, reliable and timely information on issues of equity, gender equality and inclusion to be assessed in the Annual Report for 2019.

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3.3 Risks to address

179. Initial country visits would appear to mitigate some risks that were identified in the desk review. For example, stakeholders within the country appear to be very positive about the evaluation process and willing to engage with the evaluation teams. There is reason to believe that these relationships will only strengthen during the course of the evaluation period. However, some GoZ stakeholders did display reservations during the interview process and it is hoped that during the course of the first country visit, these concerns were mitigated and will be further alleviated during the course of future visits.

180. The political will and engagement of any newly elected stakeholders remain to be seen.

3.4 Key steps

181. This first Annual Report concludes the first phase of the evaluation, including the first four stages as per the described methodology. Continuing from the country-specific work planning, data collection and elaboration of country-specific tools, the next phase will focus on assessing how progress is being made toward education goals and envisaged country-level intermediary outcomes. It will include:

- **Stage Five:** Assembling the contribution story and seeking out additional evidence over time;
- **Stage Six**: Revising and strengthening the contribution story; and
- **Stage Seven**: Elaboration of the GPE contribution story.

3.5 Workplan

182. Key activities and dates for the remainder of this project are detailed below in Table 13.

Table 5: Activities and key dates

DELIVERABLE	DATE
Inception Report	November 2017
Baseline studies (desk review)	April 2018
Country Mission I	Q2 2018
First Annual report (first year)	June 2018
CY18 Synthesis Report	December 2018
Country Mission II	Q3 2019
Second Annual report (second year)	Q4 2019
CY19 Synthesis Report	January 2020
Learning	Ongoing

Source: Project work plan and timeline

4 Conclusions and recommendations

183. This section summarizes some of the key findings emerging from an extensive desk review and stakeholder interviews from a range of key informants during the First Country Visit to Zimbabwe (May 2018). The aim of this prospective country-level evaluation report is to provide evidence from baseline plus progress since baseline relating to: (i) GPE's contributions to strengthening education systems and, ultimately, the achievement of education results within Zimbabwe in the areas of learning, equity, equality and inclusion; and, hence, (ii) the relevance, efficiency and effectiveness of GPE's ToC and country-level operational model.

184. In this report, an emerging country-specific ToC has been developed and discussed and a stakeholder mapping exercise conducted. The existing evidence base has been examined and strengths and gaps identified. Based on the desk review and the in-country visit, this report has aimed to assess the plausibility of the key assumptions in the ToC and provide a contribution story in regard to GPE activities in Zimbabwe.

4.1 Conclusions

185. Zimbabwe has faced numerous challenges in the last few decades, with major economic and political upheavals presenting significant challenges to the education sector. Despite this, the country appears to have made some progress and has witnessed achievements within the sector. However, numerous challenges in relation to access, equity, inclusion and learning outcomes still remain.

186. GoZ, in collaboration with GPE, has built a strong foundation for future growth in the education sector through the creation of a comprehensive and widely lauded sector plan. The GoZ itself has shown political commitment, will and ownership of the plan. Several stakeholders were also engaged in the consultative processes through which this plan was developed, which should benefit any implementation going forward. These efforts have been complemented by the efforts of donor partners and other stakeholders (such as civil society) engaged in the sector.

187. Across the board, stakeholders have indicated the important role GPE has played through financial and non-financial support (with GPE and DFID, through EDF and NGOs, forming the two key donors to this sector) in country. With regards to financing, education in the country has tended to be underfunded despite a large increase in total spending on education as a percentage of total government expenditure. However, all this finance has typically been used on teacher salaries. Therefore, there has been a continued and heavy reliance on off-budget and non-wage education support by donors. The importance of GPE financial support has been unequivocally emphasized. Infrastructure financing has been highlighted as an area of future focus by many stakeholders.

188. There is evidence of progress having been made toward the implementation of the new curriculum, but some challenges such as insufficient teacher training and lack of resources have been faced. Further progress is expected on the implementation side now that planning has been completed and the additional funding applications complete. There have been indications in relation to improvements in learning outcomes, equity and inclusion.

189. Despite stakeholders perceiving GPE processes relating to the application to be highly bureaucratic and arduous, they still presented an overwhelmingly positive view of GPE's contributions toward strengthening the education system in the country. One key achievement of this collaboration that stakeholders highlighted is the improvement in dialogue among stakeholders that has been witnessed due to this relationship. While historically this relationship was weak and lacking in trust, according to stakeholders, this situation has been largely overturned and they overwhelmingly attribute this newfound mutual trust and strengthening of government–donor relationships to GPE.

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190. There is also evidence that M&E systems have been strengthened through the GPE engagement process. There has been evidence of efforts being made toward collecting more timely, accurate and credible data and a political will to feed these data into policymaking, planning and resource allocation decisions.

191. Identifying the impact of education system improvements on learning outcomes remains more complex and will be assessed during the course of this evaluation.

4.2 Recommendations

192. The critical role that GPE funding has played in supporting the education system in Zimbabwe cannot be underestimated. Therefore, future funding should build upon past program initiatives.

193. GPE has played an instrumental role in changing the landscape of sector dialogue in the country. Engagement of key stakeholders and encouraging their voice in sector dialogue has been cited by stakeholders as one of the main achievements of GPE in Zimbabwe to date. The foundations of strong relationships and open dialogue have been initiated and should be built upon.

194. Balancing the roles and responsibilities of donor partners should be examined to ensure everyone has sufficient voice and recognition. While most donor partners felt that they had sufficient voice, some felt that recognition of their inputs was lacking as GPE funding was often attributed to the GA without the recognition that this is a partnership of several donor agencies.

195. Stakeholders indicated that GPE processes must maintain an equilibrium between stringency and effectiveness without causing hindrance to actual implementation and government processes.

196. Several stakeholders highlighted their own views on where funding should be targeted, namely toward infrastructure. Future GPE initiatives should continue to ensure that recipient countries have sufficient voice in directing future funded programs to ensure that the needs of the country are truly met while at the same time balancing GPE objectives and Grant Agent objectives and risk-aversion measures.

Annexes

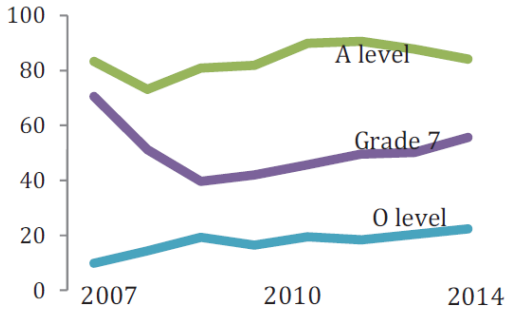
Annex A: Exam Pass Rates

Annex Table 1: Pass Rates for all Pupils (and Females) in Grade 7, O-Level and A-Level Examination

Examination Results	2012		2013		2014	
	Total	Female	Total	Female	Total	Female
Grade 7	49.6%	56.4%	50.2%	52.6%	55.7%	59.3%
O-Level	21.0%	19.3%	23.5%	21.8%	23.8%	22.1%
A-Level	87.2%	88.3%	85.5%	87.6%	84.2%	88.0%

Source: Education Sector Strategic Plan (2016-2020)

Annex Figure 1 Examination pass rates (2007-2014)



Annex Table 2: Comparison of National Percentage Pass Rate by Gender Since 2010

Year		2010	2011	2012	2013	2014	2015	2016
Pass Rate	Females	27.40	30.85	33.30	33.66	40.30	44.29	45.29
	Males	22.59	26.90	29.70	30.72	35.67	38.88	40.43

Source: ZIMSEC website (zimsec.co.zw accessed 21/02/2018)

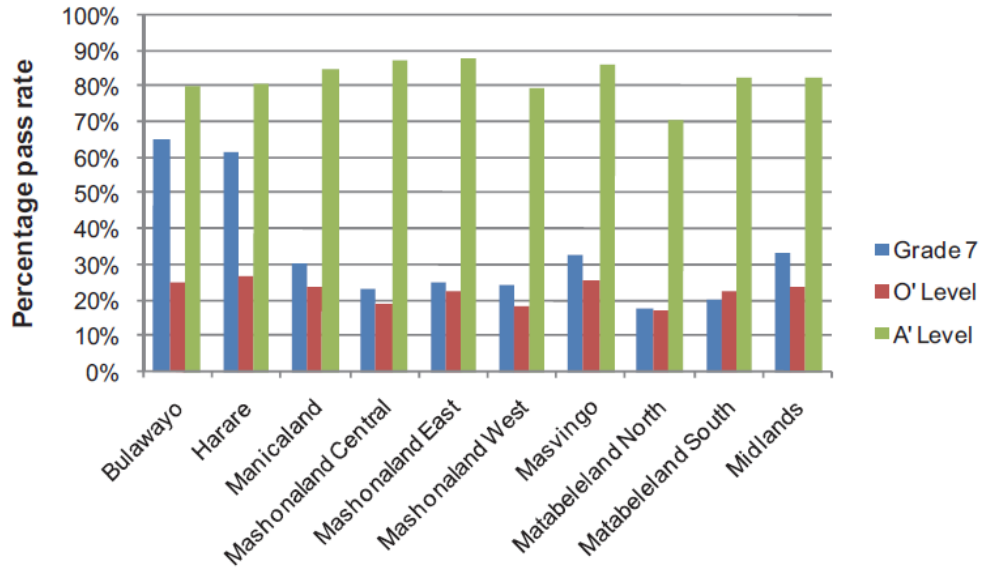
Annex Table 3: Year on Year Comparison of Pass Rates for Those Who Took 5 or More Subjects, June 2014-June 2017

Type of candidate	(June), Year	Candidates who entered for 5 or more subjects	Candidates who passed 5 or more subjects with Grade C or better	% Pass rates
School Candidates	2014	816	240	29.41
	2015	614	278	45.28
	2016	668	311	46.56
	2017	863	451	52.25
Private Candidates	2014	2,844	244	8.58
	2015	2,146	183	8.53
	2016	1,723	168	9.75
	2017	2,184	278	12.72

Source: ZIMSEC website (zimsec.co.zw accessed 21/02/2018)

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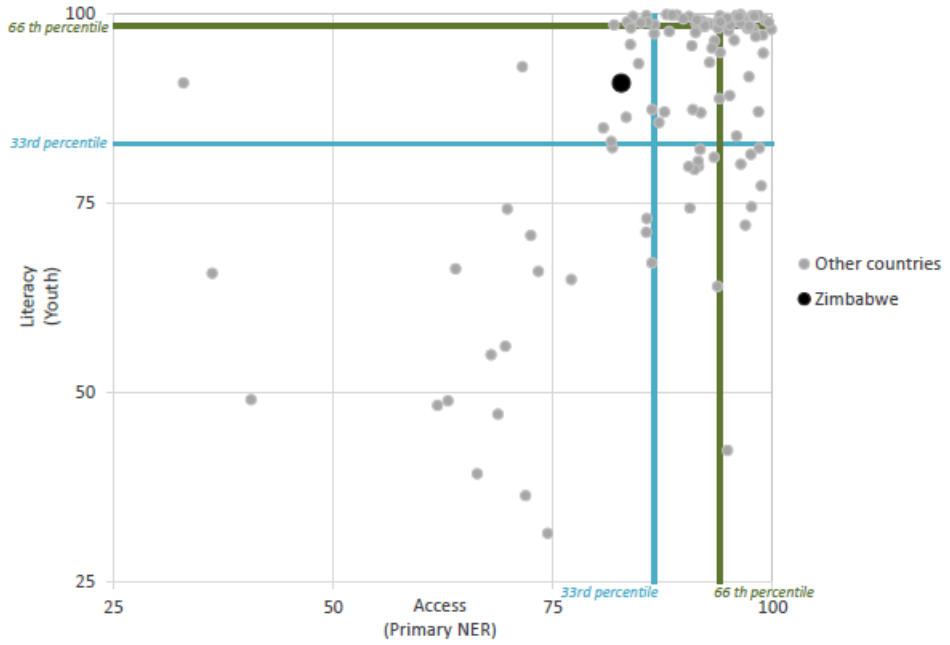
Annex Figure 2: Exam Pass Rates (%) by Region



Source: Education Sector Strategic Plan (2016-2017)

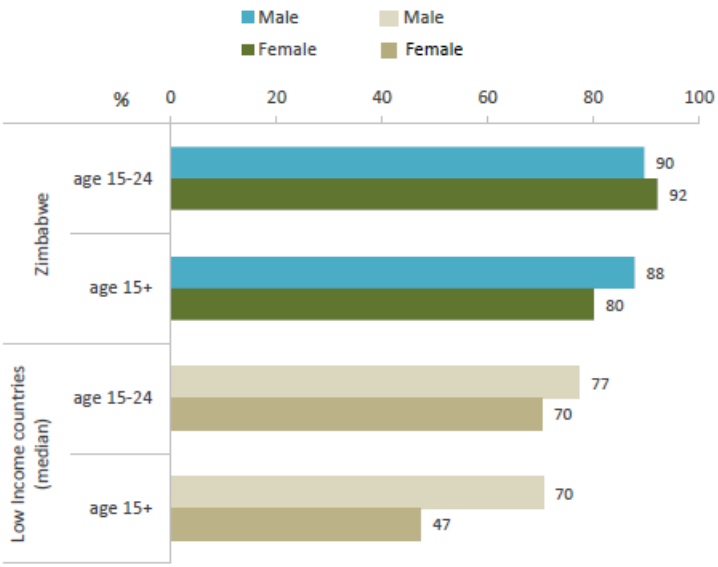
Annex B: Education data

Annex Figure 3 Access and Literacy in Zimbabwe



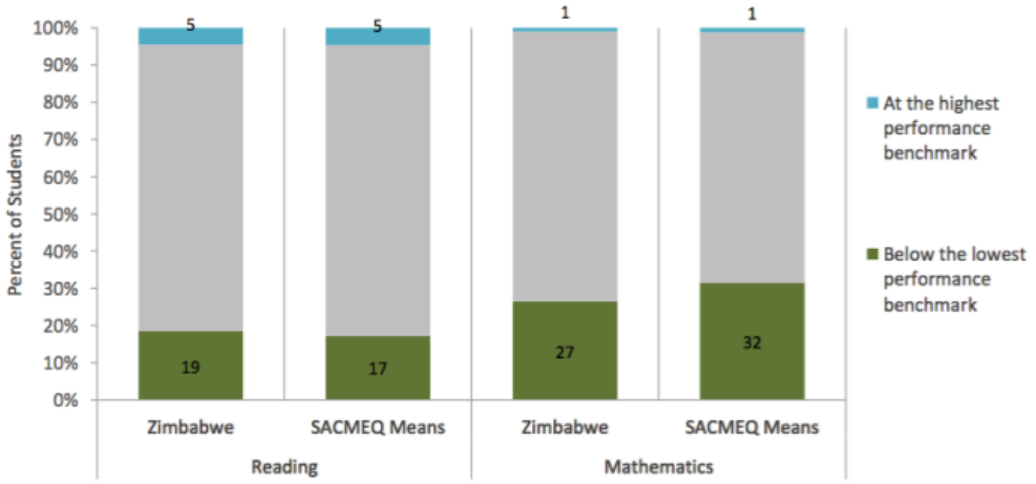
Source: FHI360 Education Policy and Data Centre Brief on Zimbabwe, 2014

Annex Figure 4 Literacy Rate Among Youth and Adult Population



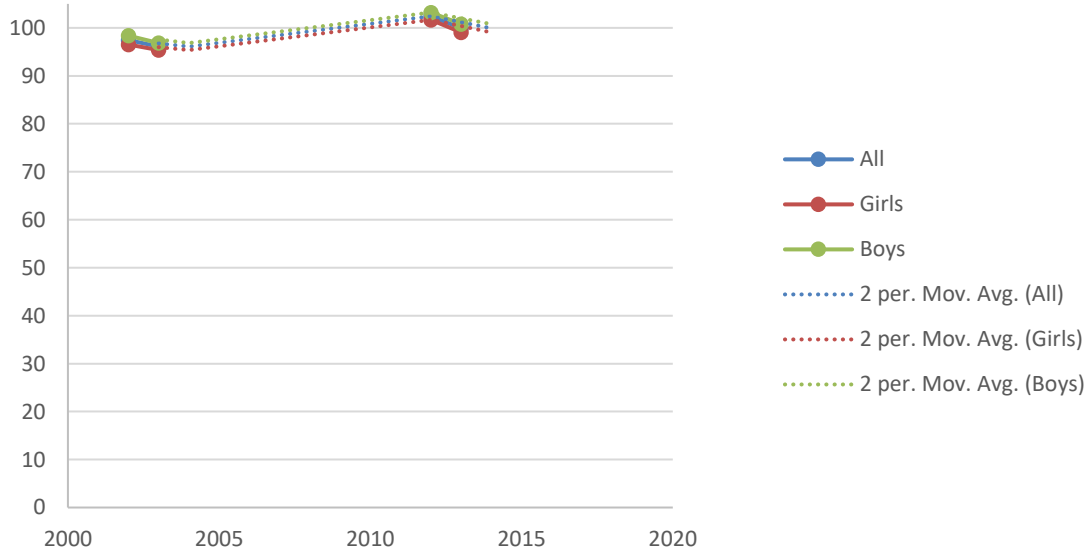
Source: FHI360 Education Policy and Data Centre Brief on Zimbabwe, 2014

Annex Figure 5 Literacy Rate Among Youth and Adult Population Compared to Other Developing Countries



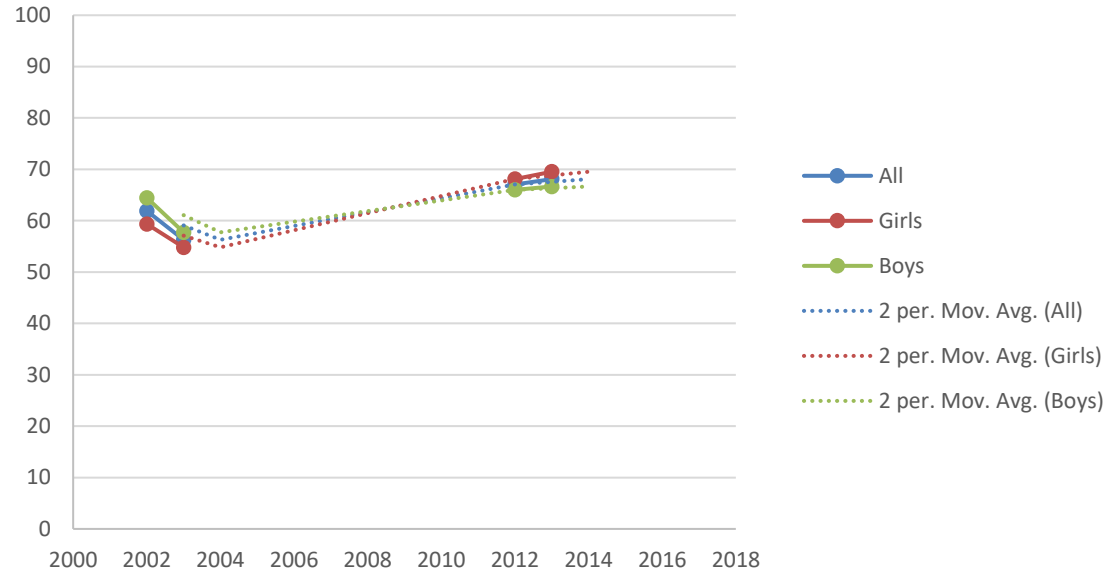
Data source: EPDC extraction of SACMEQ dataset 2007

Annex Figure 6: Gross Primary Enrollment (%)



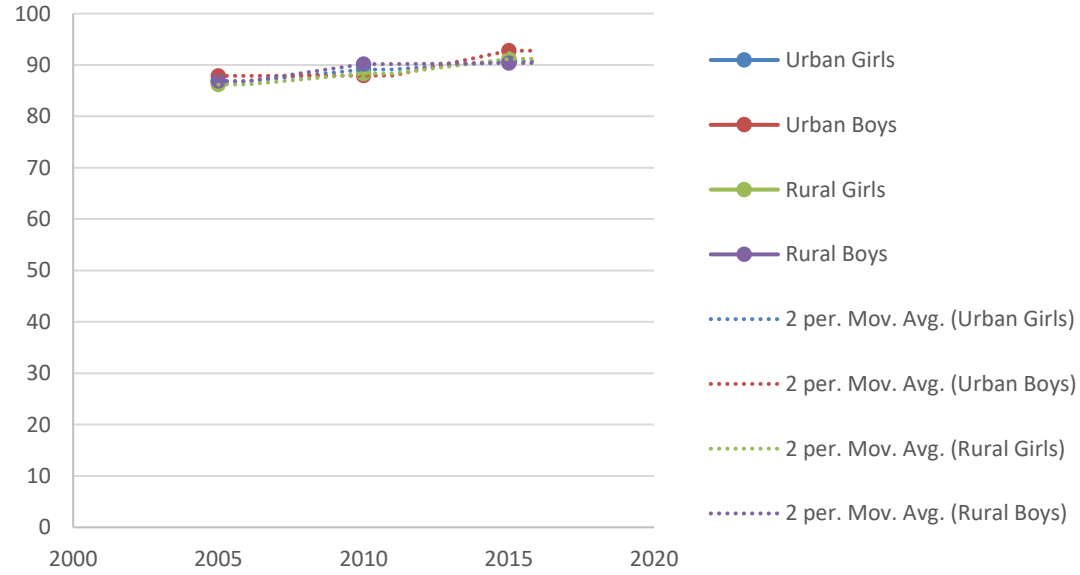
Source: UIS data

Annex Figure 7: Gross Enrollment Lower-secondary (%)



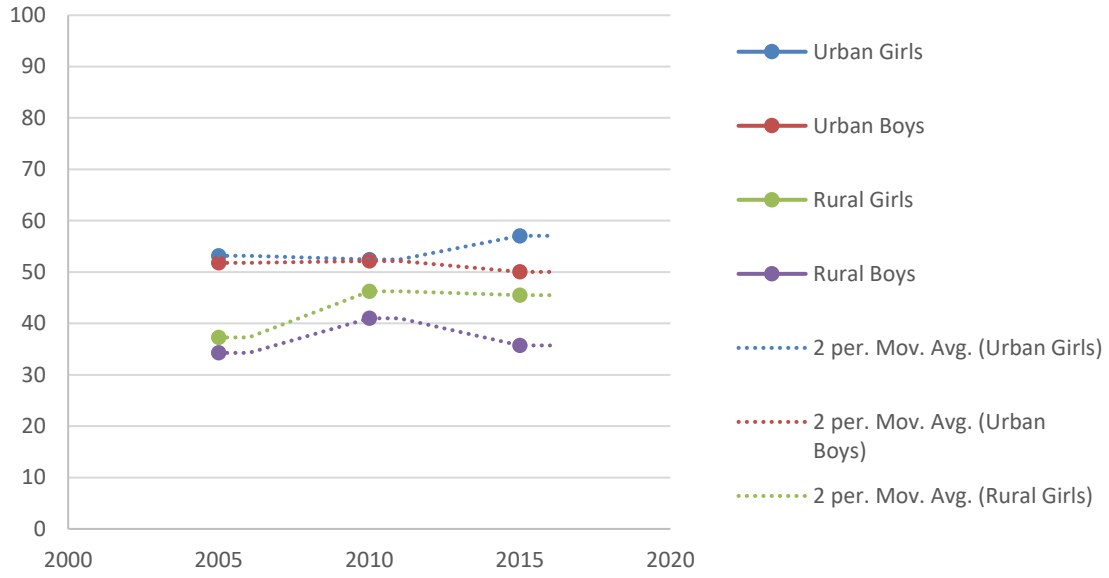
Source: UIS data

Annex Figure 8 Net Primary Attendance (%)



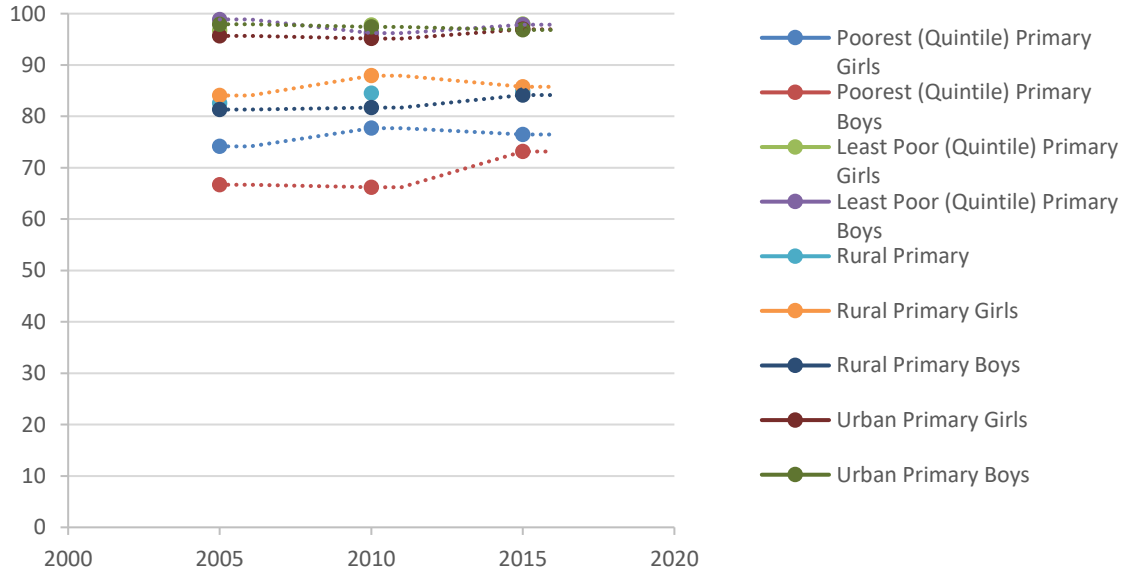
Source: UIS data

Annex Figure 9 Net Lower-secondary Attendance (%)



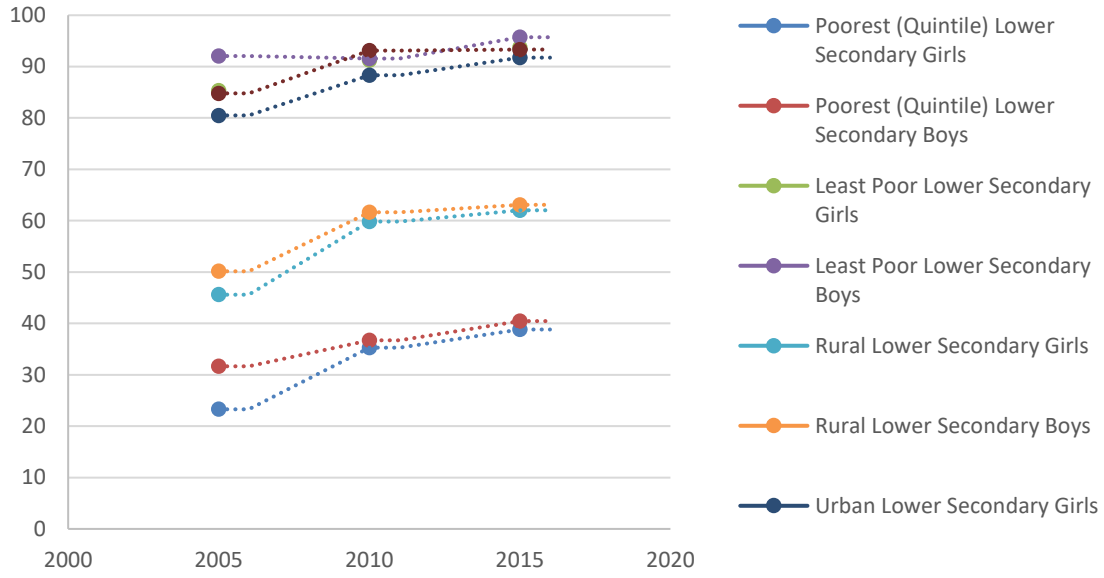
Source: UIS data

Annex Figure 10 Primary Completion Rates (%)



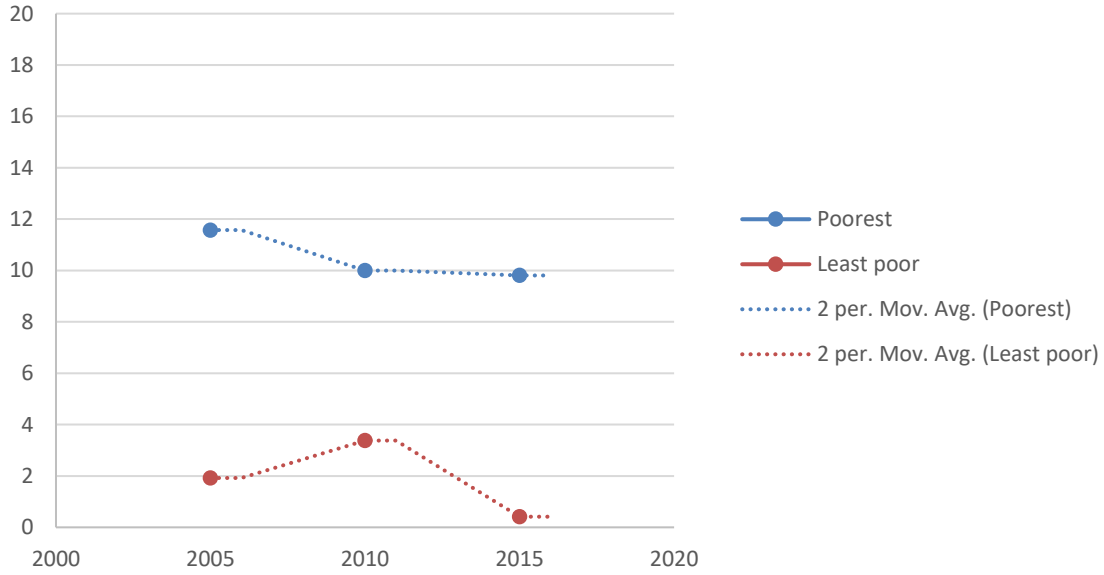
Source: UIS data

Annex Figure 11: Lower-secondary Completion Rates (%)



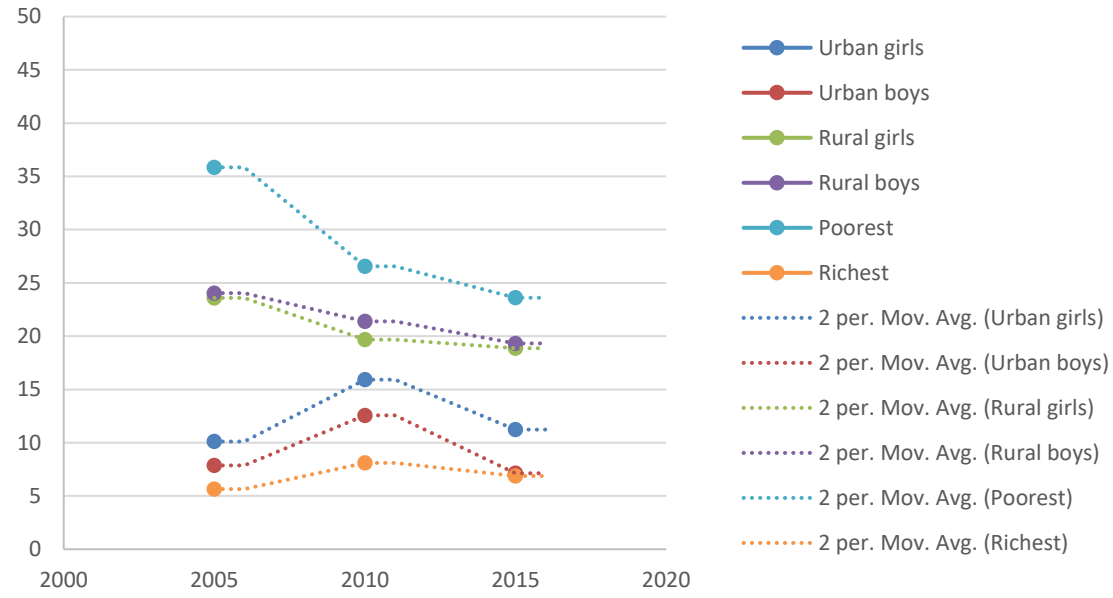
Source: UIS data

Annex Figure 12 Out-of-school Children of Primary Age (%), by Wealth



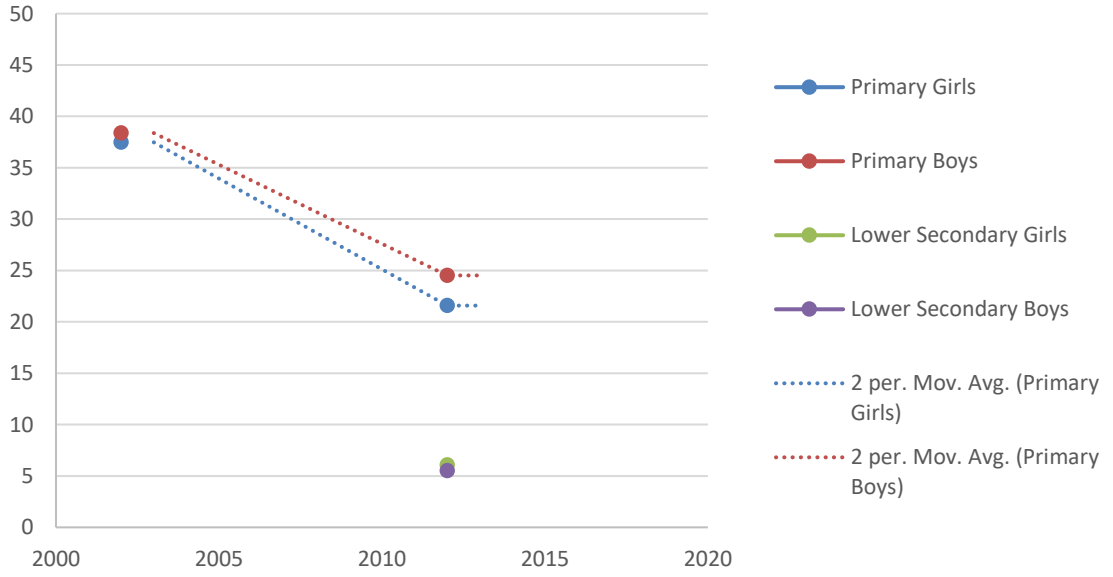
Source: UIS data

Annex Figure 13 Out-of-school Children of Secondary Age (%), by Gender, Location and Wealth



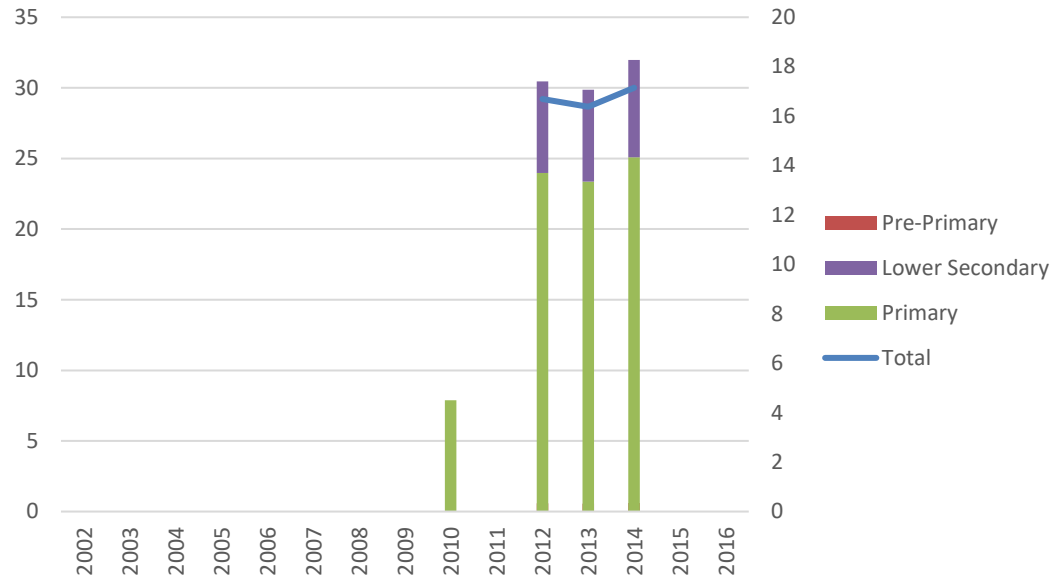
Source: UIS data

Annex Figure 14 Cumulative Dropout (%), by Level and Gender



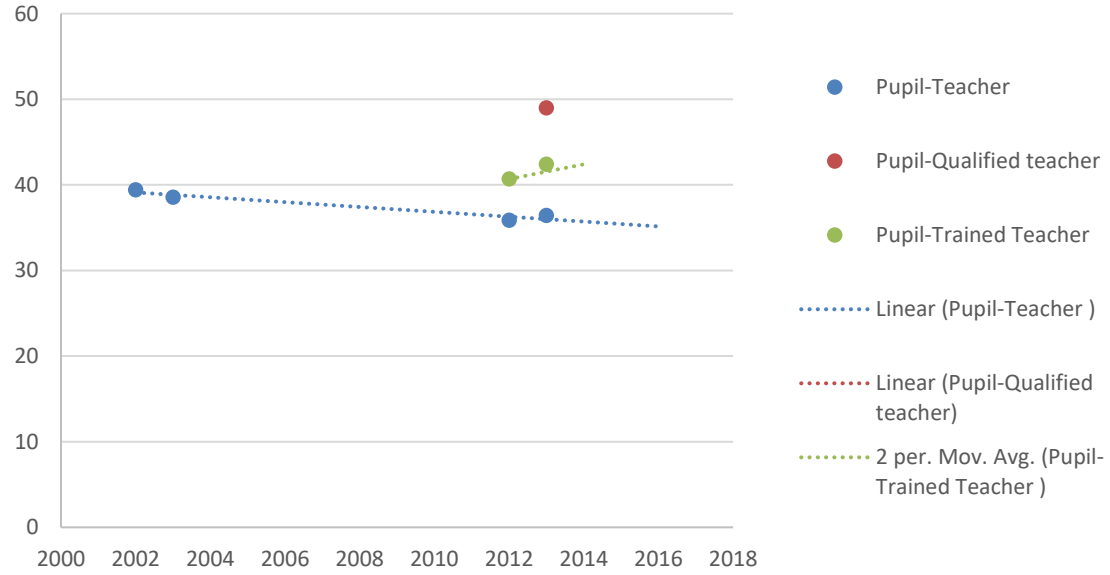
Source: UIS data

Annex Figure 15 Expenditure on Education as % of Total Government Expenditure



Source: UIS data

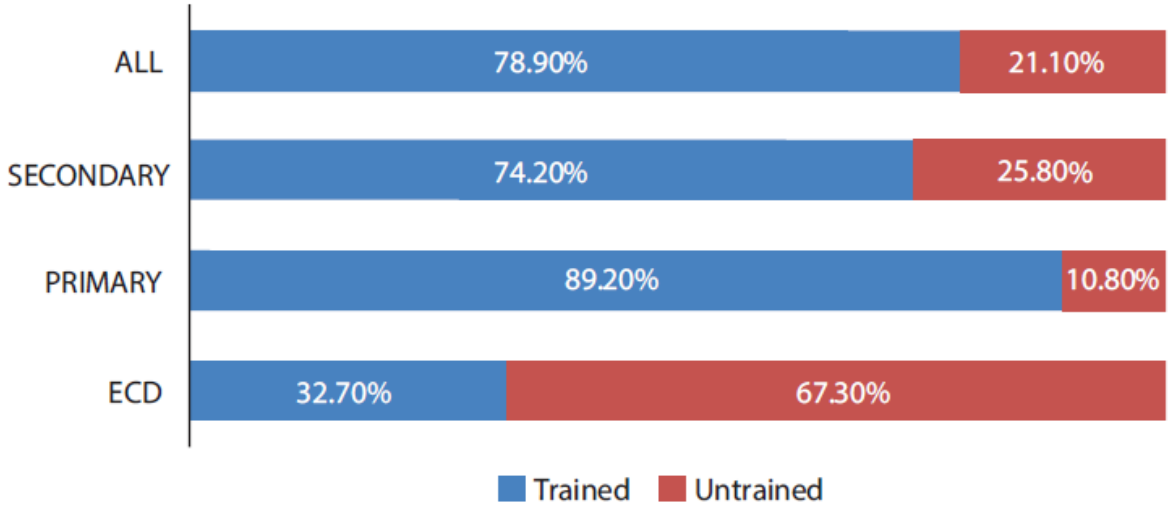
Annex Figure 16: Pupil-teacher Ratios



Source: UIS data

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Annex Figure 17 Percentage of Trained and Untrained Teachers by Education Level



Source : ESSP (2016-2020), Figure 8, EMIS 2014 data.

Annex C: Stakeholder Mapping

197. The assessment of the ToC underpinning GPE's support to Zimbabwe is based on KIIs, which were undertaken with key stakeholders in Harare between May 19 and 25, 2018. A number of national-level stakeholders or actors working in sectors relevant to GPE's support were also interviewed. The assessment also makes use of a document review of secondary data sources and literature.

198. Table 4 below illustrates the categories of informants that were consulted during the First Annual Visit. The last two columns depict our evaluation of the interest in and influence of these stakeholders at the country level and being evaluated and the importance of these stakeholders in the current evaluation.

Annex Table 4: Stakeholder map

CATEGORY	STAKEHOLDER	INTEREST IN AND INFLUENCE ON PROGRAMS RECEIVING GPE SUPPORT IN COUNTRY	IMPORTANCE FOR EVALUATION
GPE	GPE Secretariat	High/High	High
Government	MoPSE	High/Medium	High
Government	Ministry of Finance	High/Medium	High
Grant Agent	UNICEF	High/High	High
Coordinating Agency	DFID	High/High	High
Donor partner	UNESCO	High/Medium	High
Multilateral agencies	World Bank	Medium/Medium	Medium
Non-governmental organizations	ECOZI	High/High	High
Non-governmental organizations	Camfed	High/High	High
Teacher organizations	ZIMTA	Not Applicable	High

Source: Prepared by the authors

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Annex D: Background to the GPE

199. GPE is the only global fund solely dedicated to education in developing countries. Established in 2002, it is a multi-stakeholder partnership and funding platform that aims to strengthen education systems in developing countries to increase the number of children who are in school and learning. GPE brings together developing countries, donors, international organizations, civil society, teachers' organizations, the private sector and foundations.

200. GPE works closely with partner countries to help them develop and implement quality ESPs. At the national level, GPE convenes all education partners in a collaborative forum, the LEG, which is led by the ministry of education. The LEG participates in the development, implementation, monitoring and evaluation of ESPs and programs. A coordinating agency is selected among its members to facilitate the work of the LEG. Additionally, a grant agent is chosen by the government, and approved by the LEG, to oversee the implementation of GPE grants.

201. GPE's country-level approach is set out in a series of Country-Level Process Guides. GPE supports DCPs through financial and non-financial support, though the following:

- ESPDGs: support the development of national ESPs, and are complementary to government and other development partner financing.
- Program Development Grants: support the development of an ESPIG program proposal.
- ESPIGs: support the implementation of national ESPs.
- CSEFs: support civil society engagement in education sector policy, planning, budgeting and monitoring.
- Global and Regional Activities program: engages education stakeholders in researching and applying new knowledge and evidence-based practices to resolve education challenges.

202. GPE adopted as its vision the new Global Goal for education, SDG4, which aims to 'ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' by 2030. In June 2016, the GPE Strategic Plan 2016–2020 aligned its vision and mission to the SDGs, and recognized that education is pivotal to the achievement of all of the other SDGs. It also articulated this vision in actionable goals, as well as both country and global objectives.

203. The GPE Strategic Plan 2016–2020 adopted an M&E strategy for the 2016–2020 period. This includes a results framework for monitoring progress across three goals and five strategic objectives in GPE's ToC, and a set of 37 indicators. The strategy includes linked evaluation studies, including programmatic, thematic, and country-level evaluations, which in combination will inform a summative 2020 evaluation on the entire GPE portfolio.

204. There are three key evaluation questions for the GPE country-level evaluations (both the prospective and summative evaluation streams), which are presented below.

Annex Box 1. Key evaluation questions

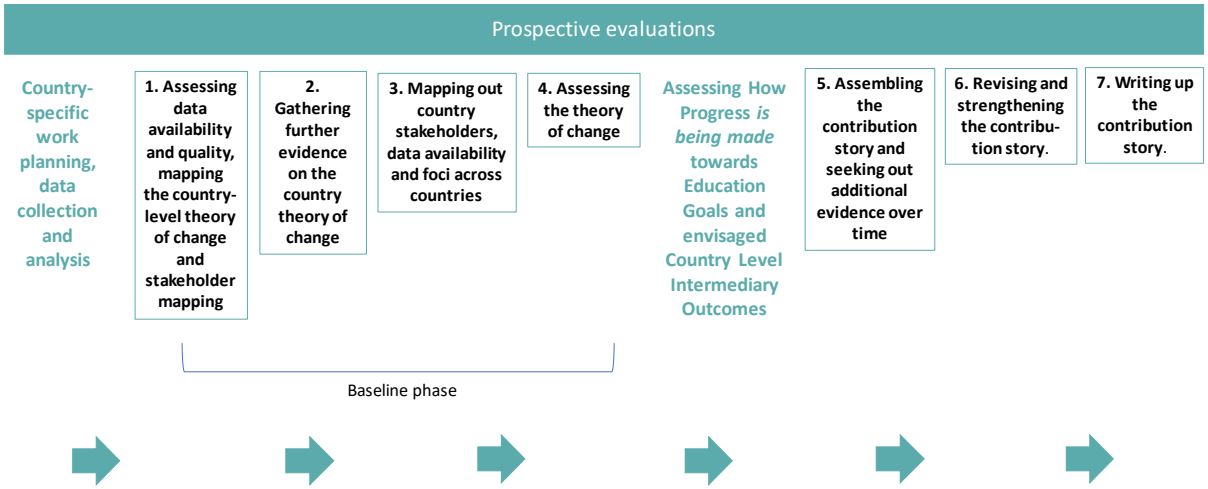
Key Evaluation Question 1: Has GPE's support to the country contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? If so, how?

Key Evaluation Question 2: Has the achievement of country-level objectives contributed to making the overall education system in the reviewed country/countries more effective and efficient?

Key Evaluation Question 3: Have changes at education system level contributed to progress toward impact?

Annex E: Evaluation tools

Annex Figure 18: Prospective evaluations – Stages of the evaluation



i. GPE Results Framework

Annex Table 5: GPE 2016–2020 Results Framework – 1/10

IMPACT **Strategic Goal 1: Improved and more equitable learning outcomes** **Strategic Goal 2: Increased equity, gender equality, and inclusion**									
Strategic Goal 1: Improved and more equitable student learning outcomes through quality teaching and learning									
Indicator	**Source for Data**	**Periodicity**	**Baseline**		**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
1. Proportion of developing country partners (DCPs) showing improvement on learning outcomes (basic education)	UNICEF, others[1]	Every other year	Overall:[2]	54%	n/a	n/a	60%	n/a	65%
			FCAC:[3]	33%	n/a	n/a	40%	n/a	50%
			Baseline timeframe = CY2000-2013 N = 14 DCPs with international assessment data available						
2. Percentage of children under five (5) years of age who are developmentally on track in terms of health, learning, and psychosocial well-being[4]	UNICEF	Every other year	Overall:	66%	n/a	n/a	70%	n/a	74%
			FCAC:	62%	n/a	n/a	-	n/a	-
			Female:	68%	n/a	n/a	71%	n/a	75%
			Baseline timeframe = CY2011-2014 *N = 22 DCPs*						
Strategic Goal 2: Increased equity, gender equality, and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalized, including by gender, disability, ethnicity, and conflict or fragility									
3. Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE	UIS and GPE Secretariat	Yearly	Overall:	7.2 million	11.3 million	17.3 million	22.3 million	n/a	n/a
			FCAC:	5.6 million	7.2 million	9.5 million	11.4 million	n/a	n/a
			Female:	3.4 million	5.4 million	8.3 million	10.7 million	n/a	n/a
			Baseline timeframe = CY2015 *N = 49 DCPs*						

[1] Including international, regional and national assessments.
[2] Throughout this table, the "Overall" fields display data for all DCPs for which data are available.
[3] Fragile and conflict-affected countries.
[4] "Children under five years of age" refers to children between 36 and 59 months of age.

[cont.] GPE 2016–2020 Results Framework – 2/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
4. Proportion of children who complete: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	72.5%	73.7%	74.8%	76.0%	77.1%	78.3%
			FCAC:	68.1%	69.3%	70.6%	71.9%	73.3%	74.6%
			Female:	70.1%	71.1%	72.3%	73.5%	74.7%	75.9%
			(a) Lower Secondary Education:						
			Overall:	47.9%	48.6%	49.5%	50.3%	51.2%	52.1%
			FCAC:	41.1%	41.9%	42.7%	43.6%	44.5%	45.4%
			Female:	45.7%	46.9%	48.1%	49.3%	50.6%	51.8%
			Baseline timeframe = 2013 N = 61 DCPs						
5. Proportion of GPE DCPs within set thresholds for gender parity index of completion rates for: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	62%	64%	65%	66%	68%	69%
			FCAC:	54%	54%	55%	57%	59%	61%
			(b) Lower Secondary Education:						
			Overall:	49%	52%	56%	59%	62%	66%
			FCAC:	36%	32%	38%	43%	48%	54%
			Baseline timeframe = 2013 N = 61 DCPs						
6. Pre-primary gross enrollment ratio	UIS	Yearly [two-year time lag]	Overall:	28.2%	29.0%	29.8%	30.6%	31.4%	32.2%
			FCAC:	22.6%	23.3%	24.0%	24.6%	25.3%	26.0%
			Female:	27.5%	28.3%	29.1%	29.9%	30.8%	31.6%
			Baseline timeframe = 2013 N = 61 DCPs						
7. Out-of-school rate for: (a) children of primary school age; (b) children of lower secondary school age	UIS	Yearly [two-year time lag]	**(a) Children of Primary School Age:**						
			Overall:	20.3%	19.6%	19.0%	18.3%	17.7%	17.0%
			FCAC:	25.8%	25.0%	24.2%	23.4%	22.5%	21.7%
			Female:	22.7%	21.9%	21.1%	20.2%	19.4%	18.6%
			(b) Children of Lower Secondary School Age:						
			Overall:	33.4%	32.7%	32.0%	31.3%	30.6%	29.9%
			FCAC:	38.4%	37.2%	36.0%	34.8%	33.6%	32.4%
			Female:	35.3%	34.3%	33.3%	32.2%	31.2%	30.2%
			Baseline timeframe = 2013 N = 61 DCPs						

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[cont.] GPE 2016–2020 Results Framework – 3/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
8. Gender parity index of out-of-school rate for: (a) primary education; (b) lower secondary education	UIS	Yearly [two-year time lag]	**(a) Primary Education:**						
			Overall:	1.27	1.26	1.25	1.24	1.23	1.22
			FCAC:	1.34	1.33	1.32	1.31	1.30	1.29
			(b) Lower Secondary Education:						
			Overall:	1.12	1.10	1.09	1.07	1.05	1.04
			FCAC:	1.19	1.17	1.15	1.14	1.12	1.10
			Baseline timeframe = 2013 *N = 61 DCPs*						
9. Equity index	UNICEF	Yearly	Overall:	22%	24%	26%	28%	30%	32%
			FCAC:	13%	15%	17%	19%	21%	23%
			Baseline timeframe = CY2010-2014 *N = 59 DCPs*						

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[cont.] GPE 2016–2020 Results Framework – 4/10

OUTCOME Strategic Goal 3: Effective and efficient education systems									
Strategic Goal 3: Effective and efficient education systems delivering equitable, quality educational services for all									
Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
10. Proportion of DCPs that have (a) increased their public expenditure on education; or (b) maintained sector spending at 20% or above	DCPs / GPE Secretariat	Yearly	Overall:	72% (a - 26%; b - 47%)	76%	79%	83%	86%	90%
			FCAC:	71% (a - 29%; b - 43%)	74%	77%	80%	83%	86%
			Baseline timeframe = CY2015 *N = 47 DCPs*						
11. Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each DCP	DCPs / GPE Secretariat	Every other year	Overall:	29%	n/a	n/a	38%	n/a	48%
			FCAC:	18%	n/a	n/a	n/a	n/a	n/a
			Baseline timeframe = CY2010-2014 *N = 21 DCPs*						
12. Proportion of DCPs with pupil/trained teacher ratio below threshold (<40) at the primary level	UIS	Yearly [two-year time lag]	Overall:	25%	27%	29%	31%	33%	35%
			FCAC:	13%	13%	17%	17%	21%	21%
			Baseline timeframe = 2013 *N = 55 DCPs*						
13. Repetition and drop out impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each DCP	DCPs / GPE Secretariat	Every two years	Overall:	26%	n/a	n/a	32%	n/a	42%
			FCAC:	17%	n/a	n/a	n/a	n/a	25%
			Baseline timeframe = CY2010-2014 *N = 19 DCPs*						
14. Proportion of DCPs reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)	UIS	Yearly [two-year time lag]	Overall:	30%	30%	38%	43%	54%	66%
			FCAC:	32%	32%	39%	43%	46%	54%
			Baseline timeframe = 2012-2013 *N = 61 DCPs*						
15. Proportion of DCPs with a learning assessment system within the basic education cycle that meets quality standards	UIS, UNESCO, World Bank, DCPs	Every other year	Overall:	32%	n/a	n/a	38%	n/a	47%
			FCAC:	21%	n/a	n/a	29%	n/a	36%
			Baseline timeframe = CY2011-2015 *N = 60 DCPs*						

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[cont.] GPE 2016–2020 Results Framework – 5/10

COUNTRY-LEVEL OBJECTIVES Strategic Objective 1: Strengthen education sector planning and policy implementation									
(a) Support evidence-based, nationally owned sector plans focused on equity, efficiency and learning									
Indicator	**Source for Data**	**Periodicity**	**Baseline**		**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
16.a Proportion of endorsed (a) education sector plans (ESP) or (b) transitional education plans (TEP) meeting quality standards	GPE Secretariat	Every two years	Overall:	58% of ESPs/TEPs met at least the minimum number of quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	56% of ESPs met at least 5 quality standards out of 7	n/a	n/a	95%	n/a	100%
			TEPs:	67% of TEPs met at least 3 quality standards out of 5	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.b Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards	GPE Secretariat	Every two years	Overall:	58% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	50% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	100% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.c Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)	GPE Secretariat	Every two years	Overall:	68% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	63% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	100% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						
16.d Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards	GPE Secretariat	Every two years	Overall:	53% of ESPs/TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			ESPs:	50% of ESPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			TEPs:	67% of TEPs met at least 4 out of 5 quality standards	n/a	n/a	95%	n/a	100%
			Baseline = CY2014-2015 *N = 19 sector plans (16 ESPs and 3 TEPs)*						

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[cont.] GPE 2016–2020 Results Framework – 6/10

(b) Enhance sector plan implementation through knowledge and good practice exchange, capacity development and improved monitoring and evaluation, particularly in the areas of teaching and learning and equity and inclusion								
Indicator	**Source for Data**	**Periodicity**	**Baseline**	**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
17. Proportion of DCPs or States with a data strategy that meets quality standards	GPE Secretariat	Yearly	n/a	100%	100%	100%	100%	100%
			Baseline timeframe = FY2015 *N = 1 ESPIG application identified with data gaps to inform key indicators.*					
COUNTRY-LEVEL OBJECTIVES **Strategic Objective 2: Support mutual accountability through effective and inclusive sector policy dialogue and monitoring**								
(a) Promote inclusive and evidence-based sector policy dialogue and sector monitoring, through government-led local education groups and the joint sector review process, with participation from civil society, teachers' organizations, the private sector and all development partners								
Indicator	**Source for Data**	**Periodicity**	**Baseline**	**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
18. Proportion of joint sector reviews (JSRs) meeting quality standards	GPE Secretariat	Yearly	Overall: 29% of JSRs met at least 3 quality standards out a total of 5	41%	53%	66%	78%	90%
			FCAC: 25% of JSRs met at least 3 quality standards out of a total of 5	38%	51%	64%	77%	90%
			Baseline timeframe = CY15 *N = 35 JSRs*					
(b) Strengthen the capacity of civil society and teacher organizations to engage in evidence-based policy dialogue and sector monitoring on equity and learning, leveraging social accountability to enhance the delivery of results								
19. Proportion of LEGs with (a) civil society and (b) teacher representation	GPE Secretariat	Yearly	Overall: 44% (a – 77%; b – 48%)	n/a	48%	52%	55%	59%
			FCAC: 55% (a – 77%; b – 58%)	n/a	59%	63%	66%	70%
			Baseline timeframe = FY16 *N = 61 LEGs*					
COUNTRY-LEVEL OBJECTIVES **Strategic Objective 3: GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency and learning**								
(a) GPE financing is used to improve national monitoring of outcomes, including learning								
20. Proportion of grants supporting EMIS/learning assessment systems	GPE Secretariat, Grant agents	Yearly	Overall: 34%	n/a	n/a	50%	n/a	60%
			FCAC: 33%	n/a	n/a	43%	n/a	51%
			Baseline timeframe = FY15 *N = 53 active ESPIGs at the end of FY*					

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[cont.] GPE 2016–2020 Results Framework – 7/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(b) GPE financing is used to improve teaching and learning in national education systems									
21. Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	79%	n/a	82%	85%	87%	90%
			FCAC:	86%	n/a	87%	88%	89%	90%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
22. Proportion of teachers trained through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	76%	n/a	79%	82%	86%	90%
			FCAC:	66%	n/a	69%	72%	76%	80%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
(c) GPE financing is used to improve equity and access in national education systems									
23. Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants	GPE Secretariat, Grant agents	Yearly	Overall:	67%	n/a	70%	74%	77%	80%
			FCAC:	50%	n/a	55%	60%	65%	70%
			Baseline timeframe = FY16 *N = 33 active ESPIGs with data available*						
(d) The GPE funding model is implemented effectively, leading to the achievement of country- selected targets for equity, efficiency, and learning									
24. Proportion of GPE program grant applications approved from 2015 onward: (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning	GPE Secretariat	Yearly	Overall:	(a) Not applicable[5] (b) Not applicable[6]	(a) 95% (b) 90%	(a) 95% (b) 90%	(a) 95% (b) 90%	(a) 95% b) 90%	(a) 95% (b) 90%
			FCAC:	(a) Not applicable (b) Not applicable	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%	(a) 90% (b) 90%
			Baseline timeframe = FY15 *N = (a) 3 ESPIG applications; (b) 0 active ESPIGs with such performance indicators due for assessment in FY15*						
(e) GPE financing is assessed based on whether implementation is on track									
25. Proportion of GPE program grants assessed as on-track with implementation	GPE Secretariat, Grant agents	Yearly	Overall:	78%	n/a	79%	81%	83%	85%
			FCAC:	77%	n/a	79%	80%	82%	83%
			Baseline timeframe = FY16 *N = 54 active ESPIGs at the end of FY*						

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[cont.] GPE 2016–2020 Results Framework – 8/10

GLOBAL LEVEL OBJECTIVES Strategic Objective 4: Mobilize more and better financing								
(a) Encourage increased, sustainable, and better coordinated international financing for education by diversifying and increasing GPE's international donor base and sources of financing								
Indicator	**Source for Data**	**Periodicity**	**Baseline**	**Milestone 2016**	**Milestone 2017**	**Milestone 2018**	**Milestone 2019**	**Target 2020**
26. Funding to GPE from non-traditional donors (private sector and those who are first-time donors to GPE)	GPE Secretariat	Yearly	5.0 million USD	6.4 million USD	8.5 million USD	11.3 million USD	n/a	n/a
			Baseline timeframe = FY15					
27. Percentage of donors pledges fulfilled	GPE Secretariat	Yearly	100% of pledges fulfilled	100%	100%	100%	100%	100%
			Baseline timeframe = FY15					
28. Proportion of GPE donors that have (a) increased their funding for education; or (b) maintained their funding	OECD/DAC	Yearly	48% (a – 38%; b – 10%)	n/a	50%	52%	54%	56%
			Baseline timeframe = CY2010 - 2014 *N = 21 donors*					
(b) Advocate for improved alignment and harmonization of funding from the Global Partnership and its international partners around nationally owned education sector plans and country systems								
29. Proportion of GPE grants aligned to national systems	GPE Secretariat	Yearly	Overall: 34% of ESPIGs meet at least 7 elements of alignment out of a total of 10	37%	41%	44%	47%	51%
			FCAC: 27% of ESPIGs meet at least 7 elements of alignment out of a total of 10	29%	31%	34%	37%	38%
			Baseline timeframe = FY15 *N = 68 active ESPIGs at any point during FY*					
30. Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms	GPE Secretariat	Yearly	Overall: 31% of ESPIGs are co-financed or sector pooled (a – 18%; b – 13%)	34%	37%	40%	43%	46%
			FCAC: 30% of ESPIGs in FCAC are co-financed or sector pooled (a – 19%; b – 11%)	32%	34%	37%	40%	42%
			Baseline timeframe = FY15 *N = 68 active ESPIGs at any point during FY*					

[cont.] GPE 2016–2020 Results Framework – 9/10

Indicator	Source for Data	Periodicity	Baseline		Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(c) Support increased, efficient, and equitable domestic financing for education through cross-national advocacy, mutual accountability, and support for transparent monitoring and reporting									
31. Proportion of country missions addressing domestic financing issues	GPE Secretariat	Yearly	Overall:	47%	51%	54%	58%	61%	65%
			FCAC:	62%	65%	65%	65%	65%	65%
			Baseline timeframe = FY15 *N = 57 missions*						
GLOBAL LEVEL OBJECTIVES **Strategic Objective 5: Build a stronger partnership**									
(a) Promote and coordinate consistent country-level roles, responsibilities, and accountabilities among governments, development partners, grant agents, civil society, teacher's organizations, and the private sector through local education groups and a strengthened operational model									
32. Proportion of (a) DCPs and (b) other partners reporting strengthened clarity of roles, responsibilities, and accountabilities in GPE country processes	GPE Secretariat	Yearly	**All respondents**						
			DCPs:	n/a	n/a	65%	70%	75%	80%
			Other partners:	n/a	n/a	65%	70%	75%	80%
			Respondents in FCAC						
			DCPs:	n/a	n/a	65%	70%	75%	80%
			Other partners:	n/a	n/a	65%	70%	75%	80%
			Baseline timeframe = FY16 *N = 70 respondents in 28 DCPs*						
(b) Use global and cross-national knowledge and good practice exchange effectively to bring about improved education policies and systems, especially in the areas of equity and learning									
33. Number of policy, technical and/or other knowledge products developed and disseminated with funding or support from GPE	GPE Secretariat	Yearly	4		6[7]	21	37	50	64
			Baseline timeframe = FY15						

[7] The target for FY16 was set by the Organization Indicators, which, by definition, does not include KPs developed by partners through GPE funding (GRA KPs).

[cont.] GPE 2016–2020 Results Framework – 10/10

Indicator	Source for Data	Periodicity	Baseline	Milestone 2016	Milestone 2017	Milestone 2018	Milestone 2019	Target 2020
(c) Expand the partnership's convening and advocacy role, working with partners to strengthen global commitment and financing for education								
34. Number of advocacy events undertaken with partners and other external stakeholders to support the achievement of GPE's strategic goals and objectives	GPE Secretariat	Yearly	11 *Baseline timeframe = FY16*	n/a	26	38	51	65
(d) Improve GPE's organizational efficiency and effectiveness, creating stronger systems for quality assurance, risk management, country support, and fiduciary oversight								
35. Proportion of significant issues identified through audit reviews satisfactorily addressed	GPE Secretariat	Yearly	*In process* *Baseline timeframe = FY16*	n/a	100%	100%	100%	100%
36. Proportion of GPE Secretariat staff time spent on country-facing functions	GPE Secretariat	Yearly	28% *Baseline timeframe = FY15;* *N = 2,254.74 total work weeks*	32%	36%	40%	45%	50%
(e) Invest in monitoring and evaluation to establish evidence of GPE results, strengthen mutual accountability and improve the work of the partnership								
37. Proportion of results reports and evaluation reports published against set targets	GPE Secretariat	Yearly	n/a *Baseline timeframe = FY15* *N = 1 results report and 0 evaluation reports*	n/a	n/a	71%	89%	100%

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ii. Evaluation matrix

Annex Table 6: Evaluation matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key Question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education? [79] If so, how?			
CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review? [80] How?			
CEQ 1.1 What have been strengths and weaknesses of education sector planning during the period under review?	• Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria. [81] – Plan preparation process has been country-led, participatory and transparent – Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector – Issues of equity, efficiency and learning are soundly addressed to increase sector performance – There is consistency between different components of the sector plan – Financing, implementation and monitoring arrangements offer a good perspective for achievement • Extent to which previous sector plans met current GPE or other (e.g. country- specific) quality standards (if and where data are available) • Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of: – Leadership for and inclusiveness of sector plan preparation – Relevance and coherence of the sector plan – Adequacy of sector plan in addressing equity, efficiency and learning issues – Timeliness of plan preparation processes	• Current and past sector plans (including from period prior to country joining GPE, if available) • GPE ESP/TSP quality assurance documents • JSR reports • Other relevant reports or reviews that comment on the quality of previous sector plans • Interviews	• Pre/post analysis (where data on previous policy cycles are available) • Triangulation of data deriving from document review and interviews

[79] OECD DAC evaluation criteria of relevance, effectiveness and efficiency.

[80] The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period from early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

[81] GPE, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 1.2 What have been strengths and weaknesses of sector plan implementation during the period under review?	• Progress made toward implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data are available: compared to progress made on implementing previous sector plan) • Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data are available) • Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to: – Extent to which plans are coherent and realistic – Implementation capacity and management – Funding – Other (context-specific)	• Current and past sector plans (including from period prior to country joining GPE, if available) • DCP government ESP/TSP implementation documents, including mid-term or final reviews • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports • Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government • CSO reports • Interviews	• Pre/post analysis (where data on previous policy cycles are available) • Triangulation of data deriving from document review and interviews
CEQ 1.3 Has GPE contributed to the observed characteristics of sector planning? How? a) Through the GPE ESPDG grant (funding, funding requirements) b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national	a) Contributions through GPE ESPDG grant and related funding requirements: • ESPDG amount as a share of total resources invested in sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG b) Contributions through other (non-ESPDG-related) support: • Support directed at priority needs/gaps identified by the DCP government and/or LEG • Support adapted to meet the technical and cultural requirements of the specific context in [country] • Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation • Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to:	• ESP implementation data including JSRs • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents	• Triangulation of data deriving from document review and interviews • Where applicable: comparison of progress made toward ESPIG grant objectives linked to specific performance targets with those objectives without

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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
sharing of evidence/good practice).[82]	– Addressing existing needs/priorities – Respecting the characteristics of the national context – Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)	• Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper	targets (variable tranche)
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? How? a) Through GPE ESPDG and ESPIG grants-related funding requirements and the variable tranche.[83] b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice).[84]	a) Contributions through GPE ESPDG and ESPIG grants, related funding requirements and variable tranche (where applicable) • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Maximum allocation amounts and actual amount a country receives from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Progress made toward targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable) • Proportion of overall sector plan funded through GPE ESPIG • Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant • Proportion of teachers trained under current/most recent sector plan funded through GPE grant • Proportion of classrooms built under current/most recent sector plan funded through GPE grant	• ESP implementation data, including JSRs • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on technical assistance/advocacy • Country-specific grant applications • Interviews	• Triangulation of data deriving from document review and interviews • Where applicable: comparison of progress made toward ESPIG grant objectives linked to specific performance targets with those objectives without targets (variable tranche)

[82] Technical assistance and facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at the global level (e.g. Board meetings, agreed-upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

[83] Where applicable.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Progress made toward objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets) • Timeliness of implementation of GPE grants (ESPDG, Program Development Grant, ESPIG) • Grant implementation is on budget b) Contributions through non-financial support • GPE support aimed at strengthening sustainable local/national capacities for plan implementation • Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)	• Education sector analyses • Country's poverty reduction strategy paper	
CEQ 1.4 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? a) Leveraging of additional finance from the government? b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)? c) Leveraging of additional finance from other partners through means other than the multiplier funding mechanism? d) Improvements in the quality of education finance (e.g. short-, medium- and long-term predictability, alignment with government systems)?	a) Leveraging additional finance from government • Changes in country's public expenditures on education during period under review (by sub-sector if available) b) Leveraging additional finance through multiplier funding • Extent to which country has achieved, maintained or exceeded 20 percent of public expenditures on education during period under review • Amount received through the GPE multiplier fund (if applicable) c) Leveraging additional finance through other means • Amounts and sources of domestic resources mobilized through GPE advocacy efforts (b and c): • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Changes in donor aid to country; extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging d) Quality of education finance • Alignment of GPE ESPIGs with GPE's system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively) • Possible reasons for non-alignment or non-harmonization (if applicable)	• Interviews with national actors (e.g. ministry of finance, ministry of education, LEGs/ development partner groups) • GPE data (e.g. grant documents, country commitments and disbursements, donor pledges and contributions) • Creditor Reporting System of OECD DAC • UIS data of UNESCO • National data (e.g. EMIS, school censuses and surveys, National Education Accounts, JSRs, public expenditure reviews)	• Trend analysis for period under review • Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, how?			
CEQ 2.1 Has sector dialogue changed during the period under review?	• Composition of the country's LEG (in particular, civil society and teacher association representation), and changes in this composition during period under review • Frequency of LEG meetings, and changes in frequency during period under review • Stakeholder views on changes in sector dialogue in terms of: – Inclusiveness – Frequency, consistency, and clarity of roles and responsibilities – Relevance (i.e. perceptions on whether stakeholder input is taken into account for decision-making) – Quality (evidence-based, transparent)	• LEG meeting notes • JSRs or equivalent from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • Interviews	• Pre-post comparison • Triangulation of results of document review and interviews • Stakeholder analysis and mapping
CEQ 2.2 Has sector monitoring changed?	• Frequency of JSRs conducted, and changes in frequency during period under review • Extent to which JSRs conducted during period of most recent ESPIG met GPE quality standards (if data are available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented • Stakeholder views on changes in JSRs in terms of them being: – Inclusive and participatory – Aligned to existing sector plan and/or policy framework – Evidence-based – Used for learning/informing decision-making	• LEG meeting notes • JSRs or equivalent from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Pre/post comparison • Triangulating the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Embedded in the policy cycle (timing of JSR appropriate to inform decision-making; processes in place to follow up on JRS recommendations).[85] • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector		
CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? How? a) Through GPE grants and funding requirements b) Through other support.[86]	a) Grants and funding requirements • Proportion of EMIS-related improvements outlined in current/most recent sector plan funded through GPE grant b) Non-grant-related support • Support is targeted at issues identified as priorities by DCP government and/or LEG • Support is adapted to meet the technical and cultural requirements of the specific context in [country] • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring a) and b) • Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs)	• LEG meeting notes • JSRs or equivalent from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Triangulation of the results of document review and interviews
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) – Political context (e.g. changes in government/leadership)	• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors with related	• Triangulation of the results of document review and interviews

[85] Technical assistance and facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from the Secretariat, grant agent, coordinating agency, LEG and GPE at global level (e.g. Board meetings, agreed-upon standards). Knowledge exchange – including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

[85] Criteria adapted from: GPE. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews

[86] Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation and cross-national sharing of evidence/good practice.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific)	implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) report on changes in relevant national contexts and implications for the education sector • Interviews	
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	• Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants) • Types of unintended, positive and negative, effects deriving from other GPE support	• All data sources outlined for CEQs 1 and 2 above • Interviews	• Triangulation of the results of document review and interviews
Key Question II: Has the achievement of country-level objectives [87] contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the education system changed in relation to: a) Quality of teaching/instruction b) Evidence-based, transparent decision-making c) Country-specific areas of system strengthening for	a) Quality of teaching/instruction • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) b) Evidence-based, transparent decision-making • Changes in number of education indicators that country reports to UIS during period under review • Changes in whether country has quality learning assessment system within the basic education cycle during period under review	• EMIS • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports	• Pre/post comparison of statistical data for periods under review • Triangulation of the results of document review, with statistical

[87] GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring

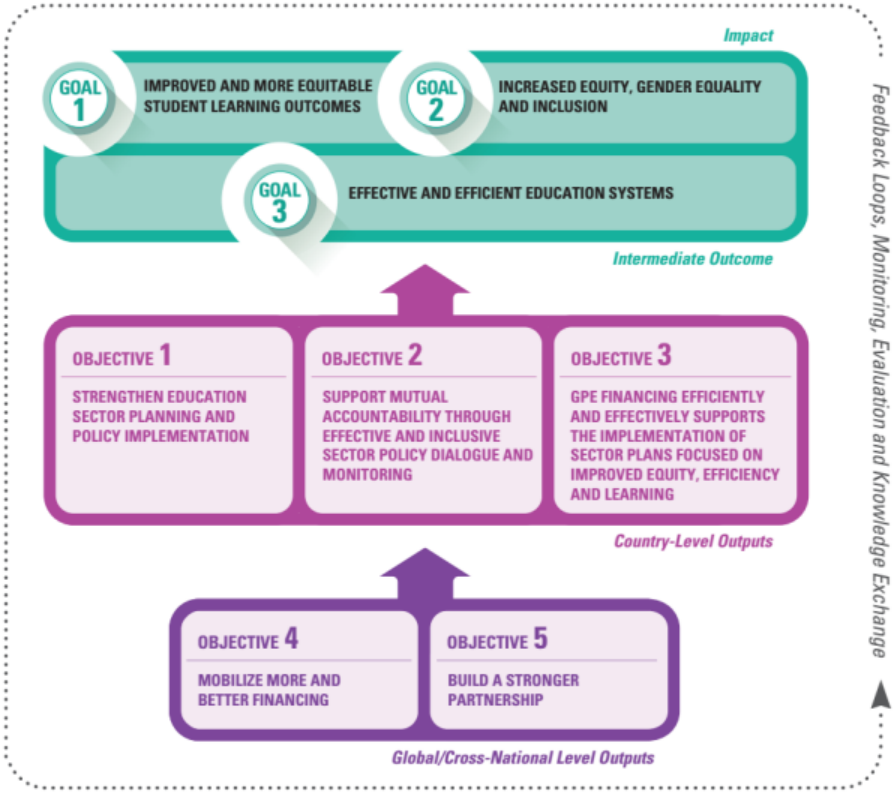
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
furthering equity and/or learning, and for ensuring effective and efficient use of resources	• Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision-making c) Indicators for specific areas of education systems strengthening, as outlined in the country's current sector plan, related to: • Sector management (e.g. changes in ministerial, district and/or school-level management structures, guidelines, staffing, financing, and approaches to ensuring effective and efficient use of resources) • Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g. through new/improved incentives for schools/teachers) • Equity (removal of barriers to school participation for all learners; creating inclusive learning environments) (a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review	• Implementing partner progress reports • Mid-term evaluation reports • GPE annual results report • Appraisal reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews	data, interviews and literature on 'good practice' in specific areas of systems strengthening
CEQ 5 How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?	• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of a trend that was already present before current/most recent policy cycle, targeted efforts outside of the ESP) • Stakeholder perceptions of reasons for observed changes	• Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan • Education sector analyses • Country's poverty reduction strategy paper	
Key Question III: Have changes at education system level contributed to progress toward impact?			
CEQ 6: During the period under review, what changes have occurred in relation to: a) Learning outcomes (basic education)?	a) Learning outcomes: • Changes in learning outcomes (basic education) during period under review. • Changes in percentage of children under five years of age in [COUNTRY] who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys b) Equity, gender equality and inclusion:	• Sector performance data available from GPE, UIS, DCP government and other reliable sources	• Pre/post comparison of available education sector data during period under review

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
b) Equity, gender equality and inclusion in education?	• Changes in proportion of children who complete (i) primary, (ii) lower-secondary education • Changes in out-of-school rate for (i) primary, (ii) lower-secondary education • Changes in the distribution of OOSC (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) • ESP sets Gender Parity Index/targets for (i) primary, (ii) lower-secondary education • Extent to which these targets have been achieved • Stakeholder perceptions of extent of, and reasons for, impact-level changes during period under review (a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework	• Teacher Development Information System • EMIS • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys • Grant agent and implementing partner progress reports • Mid-term evaluation reports • GPE annual results report • Appraisal reports • Interviews	• Triangulation of statistical data with qualitative document analysis and interviews
CEQ 7 Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified under CEQ 4? What other factors can explain changes in learning outcomes, equity, etc.?	• Changes in country's change trajectory related to learning outcomes, equity, gender equality and inclusion during period under review • Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 • Stakeholder perceptions of extent of, and reasons for, impact-level changes during period under review	• Studies/evaluation reports on education (sub-)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity, equality and inclusion in comparable settings • Interviews	• Pre/post comparison of available education sector data during period under review • Triangulation of statistical data with qualitative document analysis and interviews • Weighing supporting and refuting evidence of GPE contributions to sector outcomes

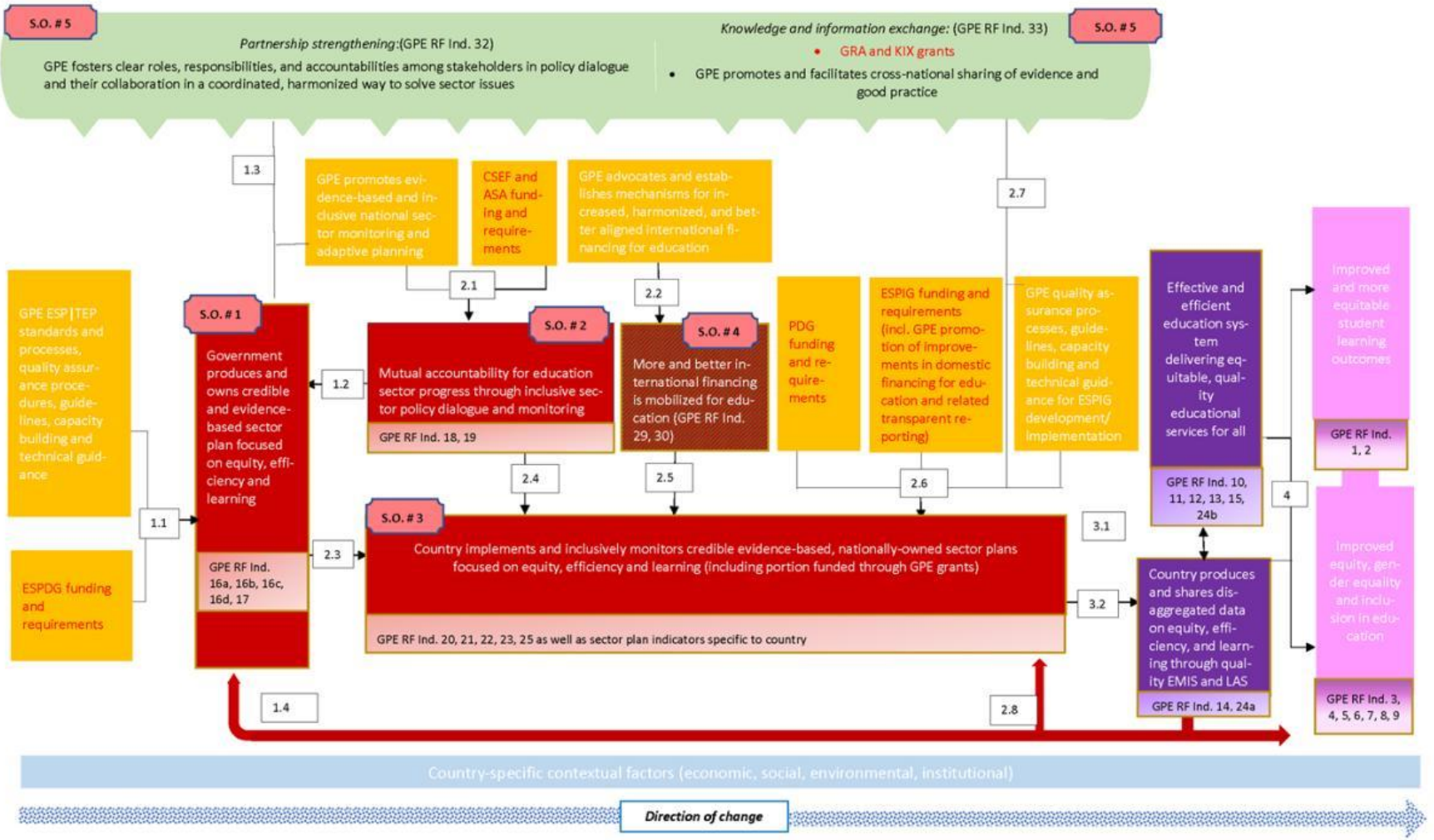
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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
			during period of review

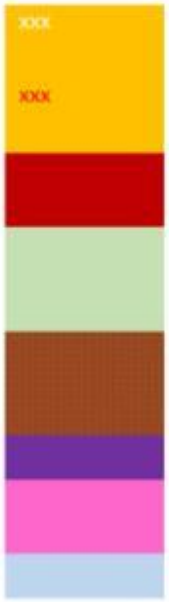
iii. GPE 2020 ToC



Generic country-level ToC, Explanatory Mechanisms and Contribution Claims



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LEGEND

Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)

GPE **financial** inputs/support (grants) and related funding requirements

Country-level objectives that GPE support/influence directly contributes to

Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)

Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence

Intermediate outcomes: Education system-level changes

Impact: Changes in learning outcomes, equity, equality, and inclusion

Contextual factors

S.O. # 3

Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another ('*because of x, y happens*'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact.

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Annex Table 7: Explanatory Mechanisms and Contribution Claims

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	1 – GPE contributions to sector planning	
1.1, 1.2, 1.3 and 1.4	**BECAUSE** • (1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance • (2) GPE promotes (at global and country levels) evidence-based and adaptive planning • (3) GPE promotes and facilitates cross-national sharing of evidence and good practice • (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues • (5) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning **DCP government produces and owns credible and evidence-based sector plans focused on equity, efficiency, and learning**	**Contribution claim A:** GPE (financial and non-financial) support and influence contribute to the *development* of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.
	2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue	
2.1	**BECAUSE** • (1) GPE provides CSEF and ASA grants • (2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels • (3) GPE promotes and facilitates cross-national sharing of evidence and good practice • (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues **There is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring**	**Contribution claim B:** GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* for education sector progress.
2.2	**BECAUSE** • (1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and	**Contribution claim C:** GPE advocacy and funding requirements contribute to more and better financing for education in the country.

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#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	• (2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes **There is more and better financing for education mobilized in the country**.	
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	**BECAUSE** • (1) GPE provides funding through PDGs and ESPIGS • (2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation • (3) there is mutual accountability for education sector progress • (4) the country has developed a credible and evidence-based sector plan • (5) more and better domestic and international financing for education is available • (6) GPE promotes and facilitates cross-national sharing of evidence and good practice • (7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation **The country implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning**	**Contribution claim D:** GPE (financial and non-financial) support and influence contribute to the effective and efficient *implementation* of sector plans.
	3. From country-level objectives to system-level change (intermediary outcome)	
3.1	**BECAUSE** • (1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning **The education system becomes more effective and efficient towards delivering equitable quality educational services for all**	**Contribution claim E:** The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall *education system*.
3.2	**BECAUSE** • (1) sector plan implementation includes provisions for strengthened EMIS and LAS • (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress **Country produces and shares disaggregated data on equity, efficiency, and learning**	

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#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	4. From system-level change (intermediate outcomes) to impact	
4	**BECAUSE** of improvements at the level of the overall education system, **there are improved learning outcomes and improved equity, equality, and inclusion in education**.	**Contribution claim F:** Education system-level improvements result in *improved learning outcomes* and in *improved equity, gender equality, and inclusion* in education.

Annex F: People consulted

Annex Table 7: List of people consulted

ORGANIZATION	NAME	TITLE (AND DEPARTMENT)
Ministry of Primary and Secondary Education	Mr Mukwala	Deputy Director
UNESCO	Carolyn Mendel-Anouevo	Head of Education (Regional Office)
UNESCO	Mr Moses Mukabeta	National Programme Officer
UNESCO	Mr Abdoul Coulibaly	Education Specialist
Ministry of Finance, Budgets Division	Mr Takavarasha	Deputy Director (National Budgets)
Ministry of Finance, Budgets Division	Various Team Members	International Support (Treasury Team)
DFID	Tanya Zebroff	Senior Education Specialist
UNICEF	Chiharu Kondo	Education Specialist
UNICEF	Naomi Robiati	Programme Specialist
CAMFED	Faith Nkala	Head of Operations
ECOZI	Maxwell Rafomoyo	Director and civil society representative of Grants Performance Committee GPE
World Bank	T Jongwe	Education Specialist
Ministry of Primary and Secondary Education	Honorable Professor Paul Mavhima	Minister of Primary and Secondary Education
Ministry of Primary and Secondary Education	Mr Mugari	Acting Director
Ministry of Finance, Budgets Division	Mr Gamu	Budgets Officer

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Annex G: Interview guides

205. These guidelines are not intended as questionnaires. It will not be possible to cover all issues in all categories with all individuals or groups. The evaluation team members will use their judgment and focus on areas which are likely to add most to the team's existing knowledge, while allowing interviewees and groups to highlight the issues that are most important to them.

206. The evaluators will formulate questions in a (non-technical) way that respondents can easily relate to, while generating evidence that is relevant to the evaluation questions that the evaluators have in mind.

i. Approach to interviews

1. Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review, and will form part of the consultative process.
2. A stakeholder analysis, as presented in baseline report, will inform the selection of interviewees. Over the evaluation period the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent under-representation of key stakeholders.
1. All interviews will comply with the team's commitment to the respective evaluation ethics (the work of the evaluation team will be guided by: OECD DAC Evaluation Quality Standards for Development Evaluation;[88] UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;[89] the World Bank's principles and standards for evaluating global and regional partnership programs;[90] ALNAP's Evaluation of Humanitarian Action Guide;[91] the Sphere Handbook and Standards for Monitoring and Evaluation;[92] and Guidance on Ethical Research Involving Children.[93])
3. Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable note-taking). Reports will not quote informants by name and will not include direct quotes where it could risk revealing the participant's identity or attribution without prior consent.
4. A protocol and standard format for recording interview notes is presented below. This will be used for all interviews and will ensure systematic recording of details, while allowing for flexibility in the specific questions asked. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable searches on key thematic terms, initiatives and so on. This will maximize the analytical potential of interviews and the possibilities for triangulation.

[88] http://www.oecd.org/development/evaluation/qualitystandards.pdf
[89] http://www.uneval.org/document/detail/21 and http://www.uneval.org/document/detail/22 , http://www.uneval.org/document/detail/102 and http://www.unevaluation.org/document/detail/100
[90] http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf
[91] http://www.alnap.org/resource/23592.aspx
[92] http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf
[93] http://childethics.com/

ii. Focus group discussions

5. The evaluation team may also make use of focus group discussions. Similar to the interview guides, the sub-headings and discussion guide points used are linked to the areas of enquiry and evaluation questions set out in the evaluation matrix, and are intended as a guide only, for the evaluation team to follow flexibly in order to maximize its learning from each discussion group.
6. All focus group discussions will reflect with the evaluation team's commitment to appropriate evaluation ethics (as referenced above).

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Annex H: Risks to the Evaluation, Quality Assurance and Ethics

i. Risks to the evaluation

1. The table below outlines the key anticipated risks and limitations as outlined in the risk management and contingency plan section of the inception report. It also puts forward the anticipated mechanisms to mitigate risks.

Annex Table 8: Key anticipated risks and limitations, and proposed mitigation mechanisms

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Delays in the timing of the 24 country visits Consequences: some country evaluation reports are submitted later than required to inform GPE strategy and impact committee and/or Board meetings, or to feed into the synthesis report. *Likelihood: High*	If full evaluation/progress reports are not yet complete, the evaluation team will provide the Secretariat with at least an overview of emerging key findings at the agreed-upon timelines that are linked to SIC and Board meetings or the submission of synthesis reports. The full reports will be submitted as soon as possible thereafter and will be reflected in subsequent synthesis reports in case important information was missed.
Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations Consequences: international consultants cannot conduct in-person data collection on the ground. Delays in conducting of site visits and of subsequent deliverables. *Likelihood: Medium to high*	Change timing of site visits, and postpone related deliverables. Change order in which 22 summative evaluations are conducted and/or make use of the contingency provision of two extra countries included in the sample for summative evaluations. Collect data from individual in-country stakeholders via email, telephone, Skype; use electronic survey to reach several stakeholders at once. Increase level of effort of national consultant(s) to ensure in-country data collection.
Interventions are not implemented within the lifecycle of the evaluation This constitutes a particular risk for the *prospective* evaluations. While a lack of implementation can create learning opportunities in impact evaluations, such situations do not present value for money. *Likelihood: Medium*	If interventions are not implemented within the lifecycle of the evaluation, data on bottlenecks, barriers, contextual factors and the political economy will be able to shed light on why implementation did not take place and the extent to which such factors were within GPE's control.
Large data and evidence gaps Consequences: inability to conduct reliable trend analysis. Lack of a solid basis on which to assess country progress made in strengthening the overall education system and education outcomes, as well as GPE contributions along the ToC. *Likelihood: Medium, but varying by country*	Inclusion of data availability as a consideration in the sampling strategy. Work with the Secretariat and in-country stakeholders to fill data gaps. For prospective evaluations, if gaps identified as baseline cannot be filled, adjust the prospective evaluation focus to make the most of alternative data that may be available. Use of qualitative data – e.g. based on stakeholder consultations – to reconstruct likely baseline for key issues relevant for assembling the contribution story.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
	Clearly identify data gaps and implications for data analysis in all deliverables.
Structure of available data is limiting To assess education sector progress, the evaluation team will use the best data available at country level. However, the format of available data may vary by country. For example, countries may use different criteria to define 'inclusion' in their data. This can pose challenges to synthesizing findings on GPE contributions in the respective area. *Likelihood: Medium*	As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.
Inaccessibility of in-country partners, resulting in incomplete datasets; limited triangulation; partners not fully seeing their views reflected in, and therefore rejecting, evaluation findings and forward-looking suggestions; increases in costs and time required for data collection; and delays in completing data collection and submitting deliverables. *Likelihood: Medium*	Reaching out to in-country stakeholders as early as possible before scheduled missions to explore their availability. Data collection via email, telephone, Skype, or through local consultants before or after site visits. Close collaboration with the Secretariat country lead and in-country focal point (e.g. coordinating agency) to identify and gain access to all key in-country stakeholders. Consult other individuals from the same stakeholder group if key envisaged informants are not available.
Being part of an evaluation changes the behavior of actors, independent of GPE support GPE partners within *prospective* evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts due to the evaluation. *Likelihood: Medium to low*	The evaluation team will review the performance data for the full set of GPE countries and see if the prospective evaluation countries have moved in their performance ranking over the lifecycle of the evaluation.
Evaluations (perceived to be) not sufficiently independent from the Secretariat Consequences: negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision-making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members. *Likelihood: Medium to low*	Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence. Review of all draft deliverables by an Independent Technical Review Panel (ITRP). The evaluation team will incorporate feedback received on draft deliverables as follows: (a) factual errors will be corrected; (b) for other substantive comments, the evaluation team will decide based on the available evidence whether (and how) to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.
***Prospective* country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits** This can result in overly positive reports that miss areas requiring constructive criticism. *Likelihood: Medium to low*	The internal, independent and external quality assurance mechanisms described in Section 4.3, as well as feedback received from the ITRP, will make it possible to identify any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.

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ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Countries no longer willing to participate in, or wish to withdraw partway through, an (prospective) evaluation Consequences: an unbalanced sample of summative or *prospective* evaluations. Difficulty completing all eight prospective evaluations in a consistent manner. *Likelihood: Medium to low*	A transparent selection/sampling process. Early work with GPE country leads and in-country implementing partners to build support for all country-level evaluations. Early and ongoing direct engagement with senior decision-makers in DCPs to ensure that key stakeholders understand the nature and anticipated duration – especially of the prospective evaluations.

ii. Quality assurance

1. Our consortium is committed to providing high-quality reports to GPE. The Team Leader, working with the Itad coordinator, will play the principal role with respect to liaison and coordination with the Secretariat regarding quality assurance throughout the assignment. The table below provides an overview of our approach to ensuring the high quality of all deliverables submitted to the Secretariat.

Annex Table 9: Quality Assurance Mechanisms

Prospective country evaluations	• **Internal quality assurance**: Rachel Outhred and/or Stephen Lister will review (from drafting stage to finalization stage) all major outputs of country team leaders contracted by Itad or Mokoro for the prospective country evaluations. During finalization of reports, Rachel Outhred and Stephen Lister will ensure that feedback received from the Secretariat and the ITRP has been addressed. • **Independent quality assurance**: will be provided by the Itad Quality Advisor, Sam MacPherson, an Itad Director external to the evaluation team, who will provide written comments on all major deliverables, once reviewed by Rachel Outhred or Stephen Lister. • **External quality assurance**: will be provided through members of the Expert Advisory Panel, who will conduct a review of draft deliverables in parallel to reviews conducted by the Secretariat and the ITRP.

iii. Ethics

1. The members of our consortium abide by and uphold internationally recognized ethical practices and codes of conduct for evaluations, especially when they take place in humanitarian and conflict situations, and with affected and vulnerable populations.

2. For this evaluation the team has been guided by: OECD DAC Evaluation Quality Standards for Development Evaluation; UNEG Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System; the World Bank's principles and standards for evaluating global and regional partnership programs; ALNAP's Evaluation of Humanitarian Action Guide; the Sphere Handbook and Standards for Monitoring and Evaluation; and Guidance on Ethical Research Involving Children.

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