

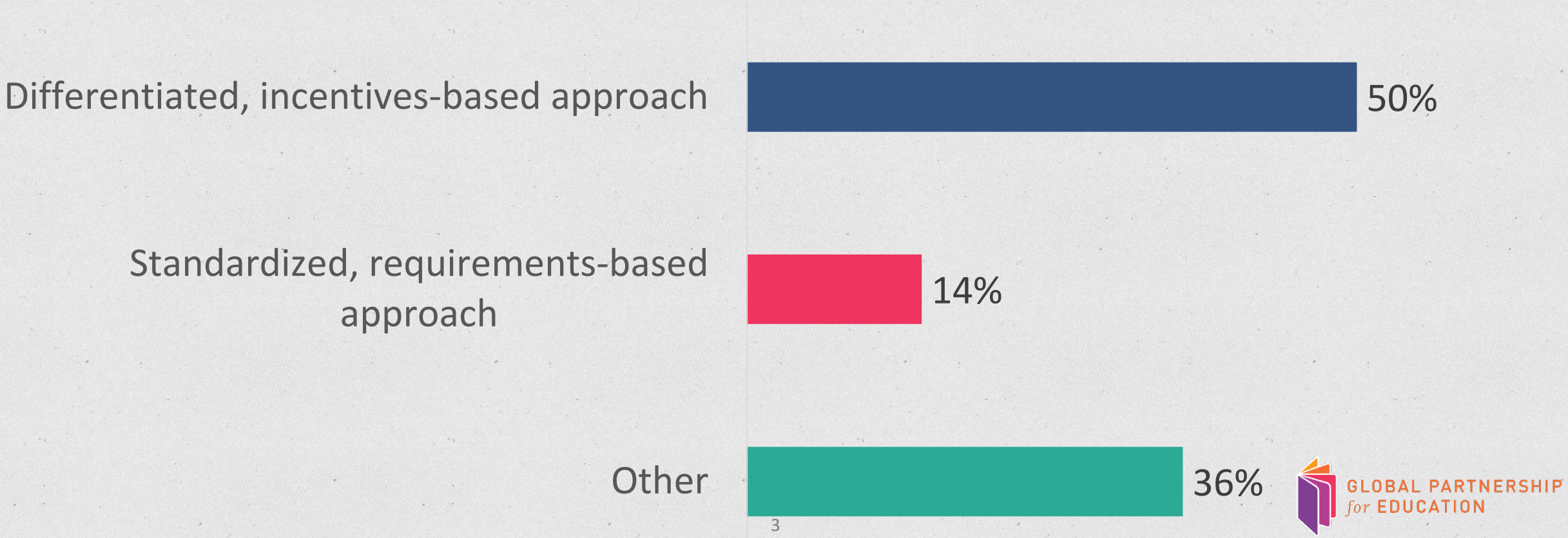
Operational Model

Survey Response

Background

- Survey opened on May 8, closed on May 25
- Supporting materials included a presentation and two podcasts on the operating model and domestic financing.
- 14 constituencies provided input through the survey.

The Board in December recognized that "how GPE operates in countries will need to adapt to context" and asked for options to operationalize the proposed strategic shifts including the "focus on delivery." Per the options included in the Board pre-read do you prefer Option A- standardized and requirements-based approach (status quo), Option B- differentiated and incentives-based approach or something different?



Survey responses

Option A

- Private Foundations
- CSO 3

Option B

- Donor 6
- Donor 2
- Donor 3
- Donor 5
- Private Sector
- Africa 2
- Multilateral 3

Other

- Donor 1
- CSO 1
- CSO 2
- Multilateral 1
- Donor 4

GLOBAL PARTNERSHIP for EDUCATION

Comments: **Other**

Multilateral Agency 1: This cannot be an either/or question: a combination of "requirement-based" and "differentiated incentive-based" approach is needed—but the challenge is to find a fair and effective balance between the two. Clearly, contextualization is necessary, but operationalization standard is also needed and some standards remain useful as sources of inspiration. While placing requirements, it should be borne in mind that details of the requirement should be differentiated and requirements are kept to minimum. The problem with the requirements is that they were too strictly defined and did not take enough into account the country context. A better consideration of national and local contexts, as well as a stronger focus on implementation, is thus necessary for the constitution of a more effective operating model. On the other hand, GPE should be careful not to create the expectation that the change in its operating model will lead to a profound transformation of the education system in the beneficiary countries. Promises such as "This approach delivers impact by driving the policy and institutional conditions for system transformation" (slide 9) appear a bit naïve and overconfident. It is unlikely that external funding leads to such significant internal change, except if these conditions were already largely present. This will even be more the case when "incentives are designed to be achievable" and when the measurement of performance on incentives is easily manipulated. The operating model does not change many of the deep contextual and institutional factors, related both to GPE and to the beneficiary countries. In other words, there is a limit to what incentives can do to create the conditions for and engender profound change, and the model does not recognize this limit. GPE Board members and partners should be informed of some of the anticipated risks of this new model.

Comments: **Other**

Donor 1: In the view of DONOR 1, the two options proposed by the Secretariat today have shortcomings. Option A (the current model) can be made more flexible so as to adapt to the specific situations of each country, as noted by the Board in December 2019, and improved upon in some areas in order to enhance effectiveness (greater emphasis on implementation rather than on planning and also more capacity building during this phase). Option B seems promising as it capitalizes on the demonstrated effectiveness of incentives (variable part, GPE multiplier) and ESPIGs, but seems too drastic as it eliminates all the requirements, in particular those related to a level of education sector financing and a national education sector plan. Moreover, the requirement that the share of the national budget allocated to the education sector be greater than 20 percent could instead take the form of an incentive (GPE top up if the government increases its financing by more than X percent over a given period). DONOR 1 would also like to receive assurances that countries will keep an indicative allocation (how this is construed may vary from one PowerPoint presentation to the next). For partner countries, a guaranteed allocation remains essential to facilitate visibility and long-term planning. DONOR 1 also holds the view that the current model applied by GPE merits improvement. In fact, some conditions of the differentiated model do not appear to have been met (for example, access to evidence-based, comprehensive data to improve diagnostics, full implementation of the Effective Partnership Review, the effects of which are currently difficult to gauge, etc.). However, DONOR 1 favors a more differentiated and qualitative approach as well as the introduction of incentives that target GPE priority objectives (gender, teachers, etc.) but would like to retain some requirements such as the target of a 20 percent allocation of the national budget to the education sector.

Comments: **Other**

Donor 1 cont'd: While we think that this threshold continues to be a valid objective in order to guarantee ownership by recipient States of their sector plan in particular, which, based on the evaluation done, is still insufficient, we cannot yet see, given the information available, how GPE would implement a more sophisticated and differentiated approach by country to the mobilization of domestic resources without relying on greater external expertise or the expertise of other donors. DONOR 1 would also like to receive detailed information on how GPE intends to mobilize the technical assistance needed to scale up capacity building. We are, however, willing to move toward a model that takes the different readiness levels of the countries more into account with respect to planning, without giving up the key objective of planning and improving sector plans. Consequently, at this point, DONOR 1 would prefer to work on a transition model (an intermediate option between options A and B) so as to improve the current model and lay the groundwork for its development later on.

Donor 4: It looks like there is a significant push to differentiate the model, an approach which is supported by evaluation findings. However, there are also a number of inherent risks and/or changes that will have to be made. These are covered in more detail below**.**

CSO 1: While we recognize the need to improve and strengthen the existing tools and requirements (see below) and apply it consistently, we do not want GPE to move away from the existing model. It has not yet been explained to us what is meant by 'incentives-based'. We are very concerned about results-based financing, if that is what is meant.

CSO 2: Context-sensitive and requirements-based approach

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Private Foundations: We do have a fundamental issue with the way the Secretariat is putting this issue forward, when it has not made an effort to date to explain what "differentiation" would mean, and how "incentives" would apply. We have repeatedly asked for such a clarification, in practical terms, of what differentiation and incentives mean, but have not received a response. It is not enough to brandish and repeat words that have a nice ring to them (differentiation; incentives) without giving their substance and practical translations into different GPE country contexts. Consequently, we'd like to underline the following: 1. In the absence of such detailed, or for that matter a sufficiently outlined, ideas about "differentiation" and "incentives", we believe that doing away with the current GPE requirements (credible ESP; an agreed % of national budget share going to education; and data systems) –all of which were developed in response to gaps identified in grant applications and country processes- risks reversing important gains made in: elevating domestic financing to a priority issue; engaging stakeholders in the ESP formulation as a social contract for the education sector; and 2. The one differentiation we feel is self-evident is that between fragile and conflict-affected countries and countries enjoying relative stability and growth. The proposed "differentiation" for the new operational model is not even articulating such a clear demarcation of FCACs and the other countries. It is not answering questions such as: - What happens when countries are achieving high economic growth rates but are not translating this into increased budget allocations to education? -What happens when countries are regressing in their domestic financing? -How do we measure / assess a country's commitment to achieve equity through ensuring resourcing of basic education towards universal primary education?

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Private Foundation con't: At the moment, GPE uses the measure of 45% of education budget to be devote dto basic education if UPE has not been achieved? What will happen to this requirement? We have repeatedly asked the Secretariat to draw up a number of other options that can better capture the equity dimensions of domestic financing of education, but we do not see any such ideas circulated now when the operational model is under review. 3. We are also not clear about how ESP and "system diagnostics" relate to each other, and to what extent the proposed "diagnostics" would support and insist on broad and meaningful inclusive and participatory education sector dialogue. If there is an issue with the feasibility of ESPs ("not realistic enough"; not sufficiently detailed in its implementation plans), then this is what needs to be addressed, not a dismissal of ESPs, which are really a broadly supported vision for the role and future development of the education sector at the country level. 4. Through our involvement in the GPC, and the information we receive on grant performances, we are inclined to think that the variable part of GPE ESPIG grants have harvested more positives than negatives. As a specific form of results-based financing which demands stretch and potential for transformative impact, and which focused on equity, learning and system-strengthening, GPE's variable part is different than the more output and process oriented disbursement-linked indicators. As such, we believe that it should be maintained in the operational model. 5. The operational model should make very clear that the GPE grant and GPE engagement will lead to visible and measurable capacity gains by the country in question.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Multilateral Agency 1: SYSTEM STRENGTHENING: we call for continued GPE attention to system-wide approach in its funding model if GPE partners are serious about system strengthening and SDG 4 commitments. We see the formulation of an ESP as a visioning process to design the sector over the long-term, and to bring all stakeholders around that vision and the identified priorities. GPE funding has incentivized better plans but can also undermine an ESP if it funds only basic education and treats ESP as a disbursement tool when that is not its purpose. In addition, taking into account the COVID-19 emergency (and other crises), it is imperative that the responsiveness and resilience of the education systems (in addition to their strength) be at the heart of GPE's strategy. CAPACITY DEVELOPMENT: This cannot be emphasized enough. The focus should be more on strengthening national capacities, in its widest interpretation, through incentive-based and other approaches. GPE supports countries in varying degrees of development and capacities: some countries have long experience working through the GPE model and have made tangible results, while others do not and cannot due to situations on the ground. The proposed new approach requires fairly high diagnostic and monitoring capacities, which many DPC may not have. Investing in countries capacity to better implement the ESP, not just plan it, seems crucial. PARTNER ENGAGEMENT AND ALIGNMENT: The GPE process is known to be complicated and process-heavy at country level. What matters at the end of the day is not only GPE's contribution to national education development, but that all partners are fully aligned to national strategies/plans. Thus, it is necessary to put more emphasis on the quality of partner engagement both in GPE process and partners' own contributions. This would mean that GPE should measure not only how successful their model is/would be (through strategic planning, ESPIG and other programme achievements and financial disbursement) but also the extent to which their model has been successful in strengthening partner engagement and contributions to country capacities. In this sense, it is critical to empower CAs and hold them to account through support from the Secretariat and incentives (if possible). In some contexts, due to government make-up (geographical division, conflicts, etc.) and lack of capacity, CA plays a significant role (even more so in 'normal contexts') to support governments and engage with partners.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Donor 2: We agree with the overall direction but would like to underline that all measures taken to differentiate the GPE-funding must be based on a thorough country ownership and a national owned education plan. All efforts have to be taken to decrease the all too long application process and diminishing transactions costs. It will be important for GPE to prevent unintended consequences through reduction of funding that may hamper continued progress on results in education. Lowering funding substantially when a country begins to perform well may both be a disincentive and prevent sustainable impact. Considerations on how to better measure and monitor learning outcomes, in particular with a view to analyse the quality of education beyond completion rates, will be very welcome, especially in light of the emphasis in SDG4 on equity and inclusiveness in education. Additionally, prioritizing the practical application of gender responsive and gender transformative approaches in the operational model will be essential to ensure better access to education for women and girls and not least to realise the transformative potential of education in the way children learn and are raised as citizens. The role of the Grant agent, the Coordinating agency and a strong partnership demonstrated through the LEG is key to uphold the country led model and to ensure national ownership. This implies full responsibility for the country level to manage the contributions from GPE.

Donor 5: • Work on scoping/understanding of enabling conditions. How will the "enabling conditions " be defined? How will these be different from the current GPE funding model requirements? • Development of the incentive model

Africa 2: Attention should be paid, on a priority basis, to the country context (conflict-affected fragile States, per capita GDP, performance of the education system, etc.)

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

CSO 3: The Teaching Profession remains firmly committed to the fundamental principle of the GPE: country ownership. Stronger public education systems require effective national leadership in the pursuit of policies that respond to the unique challenges affecting education in each developing country partner's context (DCP). Better education will emerge from concrete actions and commitment to translate speech that education is a priority into reality. In order to achieve this, we must try to provide a balance of push and pull support. We believe that basic requirements with regards to domestic financing, stakeholder involvement (LEGs) and education sector plans, support the long-term sustainability of change. Education sector plans can still be differentiated according to country needs, existing sector plans, identified bottlenecks and should not be unnecessarily standardized. It should also be possible to combine basic requirements and incentives. Both are set externally and should support at the same time as they make it possible for DCPs to lead in their own context.

CSO 2: We prefer to start from the status quo and work to improve it. We do not think that the status quo option is best described as "standardized", as has been named in the survey, and suggest that Option A be named only as "requirements-based" approach. Building on this, we strongly recommend basic principles be maintained, such as having credible ESP and an agreed % of national budget share going to education, as well as data systems. What has to be done in order to improve the current situation, in order to respond to increased country ownership and nuanced approaches that can be sensitive to country context, is foster more engagement of all actors at national level, really ensure LEGs work as a place of debate, negotiation and consensus building of NATIONAL actors, shifting the power balance from external actors, consultants and so on, to local actors, with the governments actually being the convenors of democratic, inclusive, meaningful and participatory dialogues and processes.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

CSO 2 continued: The new GPE Strategic Plan needs to ensure sensitivity and ability to have tailored responses to conflict-affected countries. Furthermore, it will have to be able to tackle scenarios where countries are actually regressing in terms of budget allocation or to scenarios where we see broader human rights violations taking place. This is a challenging and sensitive issue that needs to be fully and explicitly addressed. Last but not least, current ineffectiveness of the model should not be fully attributed to the existence of the minimum requirements. Instead, we recommend much more unpacking be done in order to identify the root causes of ineffectiveness identified, such as weak implementation or other procedures that are transaction-heavy or that could be improved at the secretariat level.

Donor 3: • Important to do/share risk analysis of moving completely away from requirements model. For instance, donors need to be able to demonstrate that GPE drives domestic spend as well as securing donor spend, so important to model how this shift would secure that. It might be that we end up with a hybrid as a full incentives and results based approach will be more resource heavy and burdensome for the Partnership. • Important to prioritize equity and transparency in moving to an incentives-based approach. • Need to be clear who determines the enabling conditions and corresponding incentives. The incentive across the Partnership is to spend, so need to be clear without requirements how quality of GPE grants would be ensured. Related to this is the need to consider GPE's Results Framework, which will need to be well-designed to demonstrate if the new model is working and driving results. It is important that the shift does not lead to less inclusivity at country level. • Biggest concern we have is around the reality-check of rolling out such an ambitious and fundamental change to GPE's operating model if the current GA model stays the same, as this could be a limiting factor in success. We would like to see more thinking on how the shift would be made, to maximise likelihood of success. • We would recommend applying the incentives to specific case studies (eg the Uganda MCA), to determine if this new operating model is likely to lead to improved outcomes. • We would ask for the Secretariat to provide the Board with some indications of the gains to be had from this model, such as time saved, funds saved, increased flexibility with funds etc. Also question of how this would work in federal countries?

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Donor 4: Incentivisation – will be good to see more on the details around this. Who will define what needs to be incentivized? What will the role of the Secretariat be here? What about key equity areas that a developing partner country does not prioritise? Will GPE lose some of its leverage through this approach? A differentiated model means that a much greater understanding of local context will be needed – GPE has no in-country presence and the Country Team has limited capacity, so this will likely result in changes to the Secretariat set-up. Whilst one reason for transferring to a differentiated model is to reduce transaction costs, this model may potentially be just as, or more demanding. We would therefore appreciate more information on what this might entail in terms of potentially increased administration costs. Implementation - GPE will need to draw upon the results of the evaluations and start to increase their focus on implementation and following-up grants. As highlighted in the recent evaluation; Education sector plans are often not used by in-country actors to guide implementation, monitoring and reporting, which raises questions about the relevance of the plans. Moreover, sector plan implementation tended to be partial and fragmented. Work should also ensure a much greater focus on efficiency of spending, that budgets are realistic, and strengthening public financial management. Approaches to rectify this could include adapting the GPE results framework to measure implementation progress and tying incentive disbursements to progress in implementation. Capacity building - GPE needs to improve how it assesses capacity to implement, as well as how it builds capacity during the life of a grant. Moreover, given the high level of project support, it needs to do a better job of highlighting how support leads to long-term sustainable capacity building, including in public financial management. The focus on capacity building should also cover how GPE draws on the partnership to support this, and how Knowledge & Innovation Exchange (KIX) ties in to support capacity building at country level.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

CSO 1: We would like to prioritize: 1) Context-specific benchmarks and requirements: GPE must, of course, have requirements for its funding. The question is not whether there will be requirements (an incentives-based approach would also have requirements we assume), but rather how to structure those requirements and how to make sure that they are adhered to. Yes the current model needs to be improved, both in terms of implementation (more context-specific benchmarks perhaps rather than absolute requirements and yet strict adherence to them unlike today). Ideally there would be context-specific benchmarks within each requirement, so countries have to meet benchmarks that are relevant to them. This would lead us towards something differentiated, but not all the way to results-based financing, of which we are deeply sceptical. 2) A discussion about what we mean by incentives: The only incentive GPE really has is money. That heads us in the direction of results-based financing, which has a long history of being extremely problematic and will make it all but impossible to reach the most marginalized. However, GPE needs to be willing to use the one incentive it has (money) to incentivize countries to improve their work on domestic financing of education (taking seriously the domestic financing requirement, but also going beyond share of the budget to size of the budget as well as other issues), and on gender, inclusion and Human Rights. We feel like GPE has a responsibility to incentivize countries to prioritize gender, equity, inclusion, Human Rigths and leaving no-one behind. This should both be done through upholding Human Rights principles and ensuring that GPE speaks out and ultimately is willing to refuse funding to countries breaking Human Rights in education (for example that pregnant girls and mothers can return to school, that there's no mandatory subscription into the military through education, that students are allowed to organize etc.). But also that GPE more broadly incentivizes equity and inclusion and to go far beyond simply 'learning'. Equity and inclusion etc. should not simply be a checklist, but be built into every aspect of the grants.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

CSO 1 continued: 3) GPE taking seriously its own rules, procedures, requirements, tools, and strategies: In order for countries to take GPE rules and requirements seriously, we must be willing ultimately to refuse funding to countries that are not willing to meet those (context-specific) requirements. Every time a proposal comes to the GPC or to the Board without meeting the requirements, time and money is wasted and we lose the ability to incentivize. Context specific requirements should be non-negotiable and grants that don't live up to them should be refused at the secretariat stage. 4) It would be interesting to discuss how to incentivizing the active use of new learning the Partnership has gained through KIX and ASA.

Private Sector: We agree with the overall direction of the proposed shifts, but would prioritize further work on the following: 1. Ensuring a more context-specific approach will not lead to further delays and inefficiencies in delivery - making sure processes are streamlined with safeguards and timelines. 2. A focus on how to balance maintaining an overall coherence of thematic issues that GPE funds are supporting in different countries while still empowering and encouraging countries to change their systems and have more ownership in flexible allocations. 3. Making sure incentives will result in GPE resources being deployed where they will be most effective in accordance with its goal and objectives.

Multilateral Agency 3: There are large and significant risks under the new approach. We gain context, flexibility, adaptability and ownership. But with discretionary power, there are also differences in interpretation, prioritization and judgment that will need to reconciled in order to heed against paralysis in decision making. Lack of clarity in roles, responsibility, authority, and risk bearing has been an Achilles heel in the partnership; and the Effectiveness Partnership Review has fallen short of resolving this core concern.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Donor 6: We welcome a number of specific ideas in the proposed Operating Model approach and specifically in the differentiated and incentives-based approach and call on partners to constructively support it. We commend the work on the operating model and that it has taken into account the ideas shared by the donor group. We welcome the example of the operating model applying to girls education and that gender is considered throughout. -- It is/will be important to review the evidence-base on incentives e.g. what works – what doesn't, and integrate those findings in a risk analysis of moving away from a requirements model while still demonstrating that GPE drives domestic resource mobilisation. The analysis will also need to integrate evidence that addresses concerns about who influences and controls incentives. -- Workload implications on the Secretariat and on partners is not adequately discussed. Recommend comprehensive analysis of capacity of the Secretariat and partners to implement this model taking into account the EPR and additional COVID response pressures. Recommend harnessing the existing capabilities and practices of partners, not creating escalating workload for the Secretariat which is already reliant on consultants and overworked. -- GPE's Results Framework will need to be well-designed to demonstrate if the new model is working and driving results – balancing partnership incentive to spend with ensuring quality grant outcomes. GPE needs to better distinguish between GPE's grants and its overall education sector/global work. They are two separate things, which GPE has struggled at times to articulate and to find the appropriate balance between. -- Integration of this change in EPR+. The shift in the requirement approach is important – how is this change supported or constrained by continuation or change in the Grant Agent model? -- Seek quantification of gains from this revised model – does it advance the EPR goal of a streamlined, less burdensome and more effective operational model.

With respect to your preferred option, what issues would you prioritize for further work in order to develop the model further?

Donor 1: In the view of DONOR 1, to transition toward a more ambitious model (option B), - first, conduct work on data collection and access so as to facilitate better diagnostics (planning) and closer tracking of sector plan implementation - prepare an initial assessment of EPR implementation - ensure greater country ownership and strengthen the feasibility and impact of sector plan implementation by setting priorities based on solid diagnostics and improving country dialogue (dialogue should include LEGs as this is the area in which GPE provides added value—supporting the policies decided upon by LEGs rather than granting financial assistance tied to public policy reforms). If GPE is to fully play its role in donor circles so as to move forward with dialogue with recipient States on public policy, it should not lose sight of the originality of its approach—namely, inclusiveness at the local level and ownership by all school community actors. DONOR 1 thinks that GPE should continue to distinguish itself from other actors such as the World Bank, the IMF, and the other UN agencies. It should not engage in broad dialogue on public policies as a whole; rather, it should continue to focus on education policies and form alliances with the relevant partners and institutions so as to encourage the inclusion of issues related to education in the public policies that impact this sector (health, nutrition, sanitation, finance, etc.).

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

Multilateral Agency 1: The model will always retain a dose of uniformity necessary to ensure GPE´s effectiveness (thus certain generalities in cause and effect), and the challenge is to find a fair and effective balance between contextualization and uniformity. In this sense, one could imagine either maintaining at least a certain number of criteria/requirements applicable for all the partner countries, or choosing for each country—in agreement with them—the most relevant of the same criteria. Should GPE take the concept of differentiated engagement seriously, we could also imagine that each country either (i) indicates which operational model (A or B) seems best suited to its context, conditions and characteristics, and/or (ii) discusses and negotiates its own operational model on the basis of a menu of options and requirements to be defined within a certain scope. While such a solution may a priori appear difficult to carry out, it would also build on the huge progress made within the Partnership over the past few years, particularly with regard to the involvement of DCPs in co-decision-making. Variation in the prerequisites for partnerships and thereby implementation should be adapted to support delivery.

CSO 3: The Teaching Profession appreciates the focus on delivery and the need to adapt to context. We do not believe that the requirements, such as the existence of a quality sector plan, or those related to domestic funding, are an obstacle to DCPs. Effective and targeted delivery requires a realistic needs-based plan which guides different actors in the same direction in order to secure coordinated implementation on the ground.

Africa 2: - implement a monitoring/evaluation strategy to measure progress in each country; - build on the progress made by countries given their specific contexts; - encourage greater participation by local education groups in developing education systems.

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

Donor 2: Allow good enough plans for weaker partners and work through the implementation to gradually strengthen the capacity. Perfect plans for committees and Board, without ownership is a lost opportunity to change. Sharply reduce transaction costs for additional funding on an already approved grant. E.g. 140 pages additional application and assessment for GPE II in Tanzania for a recently approved grant that has not yet even been effective is not in line with cutting transaction costs at any level of the partnership. Work in the direction to approve one annual report from DCP; no specific parallel GPE reporting. Put efforts and emphasis of strengthening national reporting would immensely improve ownership, national dialogue, transparency, democracy, enhanced capacity and strengthened education systems.

Donor 3: We welcome the push for more focus on what GPE will fund, based on systems diagnostics. Relatedly, we would like to see shift that ensure ESPIGs are focussed on specific deliverables based on the outcome of targeted diagnostics. It is essential that interventions are evidence-based, and based on realistic results chains that set out the theory of change at project level from GPE funded inputs to learning outcomes. To accompany this, we need to make progress in partner alignment to deliver other elements of the ESP and to explicitly and actively support capacity-building. • We see a need to: (a) urgently fully roll out the agreed EPR; (b) reassess operating model/transaction burden to identify where new ways of business can be applied ("EPR+") – as this stage of the strategy does; and (c) go further in understanding and improving accountability of GAs to act as GPE partners and not in their usual manner. This could be a limiting factor in success of these proposals. • We need to strengthen grant reporting to ensure a good understanding of what GPE funds are achieving, beyond disbursement and timeliness. This must include revisiting the GPE Results Framework and addressing the 'missing middle' between sector level results barely attributable to GPE and input level which tell us nothing about quality or outcomes. We need better indicators on the effectiveness of the GPE grants, and more reliable, objective reporting that goes beyond the GA's own assessment of progress. Grants that are not delivering results need to be amended/course corrected quickly to ensure momentum and gains are not lost. There is an important role for the GPC here.

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

Donor 6: Needs-based allocation methodology revision to support quality learning reforms – not only access. Educational need is not confined to LICS: particularly when shifting focus to learning. As a global fund, GPE's allocation model should better respond to the varied contexts of its members. -- ESPIGs need to focus on results driven by targeted diagnostics, based on evidence and driven by realistic results chains and theory of change. ESPIGs should be focused on outcomes (not just outputs) and strengthen national education systems. -- EPR: Full roll out to partners is urgently needed. This is key to reducing the operating model/transaction burden for effective country engagement and results. Further GA dialogue and actions are important for GAs to act as GPE partners. There also needs to be Improved grant management and oversight of GAs by the Secretariat. -- Grant reporting improvements must continue, to ensure knowledge of what GPE funds are achieving, beyond disbursement and timeliness. Accompany Strategic Plan development with a new Results Framework that better balances indicators measuring the broad sector/global level and those measuring GPE's own grants. Objective reporting needs to go beyond the GA's own assessment and outputs. Grants not delivering results need to be course corrected quickly to ensure performance. The GPC role is key along with improved Secretariat grant management work. -- A differentiated approach and strengthened engagement on domestic resource mobilisation will have operational implications. Harnessing partners is needed – specifically, what contribution can the World Bank make on domestic resource mobilisation? Suggest a joint approach with the GPE. -- Ideas for GPE to strengthen country ownership and capacity: (1) evidence on what works to build country ownership (2) incentives structured to work more with countries showing reform leadership (incentives as investments likely to lead to results – not 'sanctions'), (3) more accessible and engaging diagnostics and processes: replacing excessive jargon, processes and complexity with clear, targeted and accessible diagnostics and communications, political engagement, and a results focus. (4) GPE needs clear and deliberate capacity building approaches that engage and inspire local/national education stakeholders and community. Effective capacity development is country-led.

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

CSO 1: This question is framed in a way that no-longer leaves it open whether we chose option A or B or something else. Rather it seems to be assumed that we choose option B. I would be better if these questions were phrased more openly, in order to facilitate real debate. We would suggest holding on to requirements but to make them more context-specific so countries don't all have to live up to the same level of requirements. However, we also need to take the requirements we have seriously and be willing to refuse funding for countries that do not live up to them. Otherwise they are not requirements, but simply a negotiation and we lose the power of the partnership and instead become simply a funding mechanism.

CSO 2: We recommend GPE moves from a solely "results- based" model to a more "needs-based" model. This was discussed in depth during the December GPE Board meeting, and there needs to be a better balance between "results" and "needs" cross-cutting the new Operational model This will give the necessary nuance at country level, and ensure that the GPE actually responds to context. It is a much more sensitive and fair approach, because it stands on the assumption and the acknowledgement that countries have different starting points, are in different situations. In fact, the solely results based model is set within a standardized framework, in that it assumes countries are in a vacuum, under the same circumstances and conditions, and thus are expected to show results in the same way. GPE needs to shift to a needs- based model and respond to the reality on the ground. This does not imply giving away with the importance of showing the grants are making a difference, are being effective, which is a principle that should be maintained. In fact, the operational model needs to make visible that GPE engagement leads to concrete and observable gains by the countries it serves. What we are proposing is an operational model more nuanced and sensitive, that strikes a balance between results-based and needs-based. Furthermore, we think it's timely for GPE to address the issue of setting a framework capable of capturing progress or regression in terms of how broader human rights, especially in education, are being respected or violated.

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

CSO 2 continued: Establishing such a framework implies on the one hand committing more explicitly to principles, and at the same time will enable to draw up country and context specific responses that ultimately will ensure increased effectiveness of GPE grants, withing the human rights framework that the Partnership is committed to and needs to operate within. GPE's funding mechanism being clearly within a human rights framework has also an important reputational aspect to it, given that the Partnership has to be able to ensure that it does not turn a blind eye to human rights violations, and that, on the contrary, it fosters an overall context that is tuned and respectful of human rights.

Donor 5: We could also consider introducing incentives for certain thematic priorities such as gender, children with disabilities, integration of refugees, pre-primary

Donor 4: A tailored approach will also be more demanding on the Grant Agent, we would therefore urge GPE to consider ensuring that all Grant Agents have an in-country education presence. In general, there is a need to strengthen mutual accountability. For instance, the evaluation found that half of all joint sector reviews were not systematically used to inform sector plan implementation or other decision-making.

Private Sector: A tailored approach will also be more demanding on the Grant Agent, we would therefore urge GPE to consider ensuring that all Grant Agents have an in-country education presence. In general, there is a need to strengthen mutual accountability. For instance, the evaluation found that half of all joint sector reviews were not systematically used to inform sector plan implementation or other decision-making.

Multilateral Agency 3: A credible and effective conflict resolution mechanism will be necessary under a greater flexibility scenario.

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

Donor 1: In the view of DONOR 1, the current model (option A) could be improved, particularly with respect to the following points: improving planning while strengthening diagnostics (better data collection and processing) through the allocation of technical assistance on the ground, the inclusion of public institutions (including ministries of social affairs and the economy) as early as the preliminary phase, and more systematic collaboration with the IIPE-Pôle de Dakar team in the area of sector planning, including collaboration on gender-related issues in the context of the Gender at the Center initiative led by UNGEI. – Maintain and even strengthen the objective of donor alignment with national priorities/strategies (by taking into account existing structures, methodologies, and planning processes and, in particular, work methods, consultative bodies, and national financing timelines/schedules). Greater use of pooled funds would also help improve this alignment. – Maintain the domestic financing requirement but allow for the possibility of a flexible approach in specific circumstances (for example, crisis/weakness in the institutional framework) so as to permit access to implementation financing when the ESP has been developed, while relying, on an ongoing basis, on capacity building through technical assistance other than planning. In the case of countries that have already reached the threshold of 20 percent of the budget allocated to education, more qualitative differentiated incentives could be established with the aim of strengthening the equity and effectiveness of domestic financing. – Maintain the variable part while expanding its access modalities and revising the fixed part/variable part distribution formula (increase the variable part while avoiding the negative effects of pressure to meet numbers that could lead to emphasis on certain areas such as overall learning outcomes, to the detriment of others such as inclusion of more vulnerable groups):

Would you propose any additional changes to the operational model to further enable differentiated engagement adapted to context and a focus on delivery?

Donor 1 con't: - Introduction of specific incentives based on diagnostics and linked to the key GPE objectives (gender, teachers, financing) for the variable part. For example, in the area of gender responsiveness, we could propose an allocation model based on: (i) ex-ante conditionalities for the inclusion of measures that promote the education of girls in countries with the greatest lag (based on such indicators as the net enrollment rate for girls in primary/secondary schools); (ii) release of a supplementary part of financing reserved for countries with better outcomes (for example, where universal primary education for girls has already been achieved and secondary education needs to be strengthened). - Provide incentives to promote adequate funding for teachers and teaching using domestic resources while emphasizing the qualitative aspect of teacher training (initial and in-service training) and capacity building for education staff so as to modernize and enhance the effectiveness of their support for teachers.

Is there anything included in the proposals that you think will not support the shift to a more differentiated operational model that is focused on delivery? Why?

Multilateral Agency 1: It is too early and there are not sufficient details presented in the PPT to say any elements of the model 'will not support the shift to a more differentiated operational model'. On the other hand, it is important and necessary to measure the risks entailed and thus to take great care of this particular aspect in the future stages of the process of defining a new operating model. The mechanism for evaluating the 'enabling conditions for system transformation' is interesting but runs the risk of a return to an overly rigid and bureaucratic 'indicative framework' (to be provocative). Emphasis on domestic finance would be a deterrence for some countries and should be complemented with in-kind contribution and support for roll-out for policy reform; and such contributions should be incentivized. In other words, take an approach which encourages ownership and change in a differentiated manner and build incentives for sustainability.

CSO 3: The Teaching Profession is concerned that the proposals do not address what we believe are some of the key problems preventing the GPE from achieving its ambitions. We need a model which encourages political will to increase domestic funding and political will to promote meaningful policy dialogue. True country ownership is dependent on both and so is the long-term sustainability of an education system. If a more differentiated model reduces the commitment and accountability in these areas, we fear it may take us in the wrong direction.

Donor 3: We see potential benefits in all of the proposed shifts, but the critical factor will be how they are rolled out, as there are barriers across GPE as a Partnership itself that could impinge upon successful reform of the operating model. It will be important to ensure buy-in from across the Partnership. - Any new approaches being introduced need to take into account the need to streamline and not further complicate processes - Communications, ongoing communication and tracking with partners will be critical.

Is there anything included in the proposals that you think will not support the shift to a more differentiated operational model that is focused on delivery? Why?

Donor 5: We need to see more clearly what the different proposals are in concrete terms, before being able to see if we are leaving something behind. What is the paradigm we are shifting from toward which new paradigm, and what does this very concretely mean? We need to see the whole picture of the strategy to connect the dots. • It would be particularly useful to develop case studies to simulate how certain options would actually work in some countries.

Donor 4: The proposal does not sufficiently address the issue of alignment and harmonization or that the trend is of donors moving away from sector budget support, pooled funds and joint programming to increased use of project modality (evaluation showed that pooled funding mechanisms were in place in only 6 out of 28 countries). The new model does not mention steps to adequately address aid effectiveness, or how to work in a context where aid alignment is unlikely, and there is a risk that this could undermine country ownership and implementation by further fragmenting the education sector. There is a risk that the flexible allocation model – rewarding those with conditions present may have the reverse effect, and lead to inequitable results. If we focus on those with stronger systems we risk that weaker countries fall further and further behind. This is particularly pertinent given GPE's important support to fragile and conflict-affected states.

Private Sector: We appreciate that ''country-level, government-led partnership agreement on priority reforms and programs to address system bottlenecks'' is at the heart of the differentiated, incentivized approach - but we are concerned that this could be a source of major delays without appropriate mechanisms in place to streamline the relevant processes and achieve consensus.

Africa 2: We think that the new model, in the form proposed—differentiated and incentive-based—could allow GPE to obtain much better results in terms of improving the quality of learning.

Is there anything included in the proposals that you think will not support the shift to a more differentiated operational model that is focused on delivery? Why?

CSO 2: Furthermore, we recommend GPE unpacks what it means by “differentiated” and “incentive-based approach”. Incentives are a mechanism that are part of the results-based framework. We need mechanisms that can respond to the needs that arise. This means the new operational model has a monitoring mechanism that allows progress to be tracked, and adjustments to be made, to foster effective implementation.

CSO 1: Again this question assumes that we have all answered B to the first question. We would like a more open discussion of these issues, rather than focusing quickly on what we can only assume is the preferred option of the ones drafting the questions. We are not sure what is meant by differentiated or indeed 'focused on delivery'. When has the model not been focused on delivery. Rather than start over, let's keep what works and GPE's added value (the Partnership and the focus on systems), let's be flexible on the requirements different types of countries have to meet, but let's take our own rules and requirements seriously. We are fundamentally against results-based financing which has a tendency to focus on access and completion rather than on quality. We would like the 'incentives' mentioned to be used to promote Human Rights, equity, equality, inclusion, gender etc.

Donor 6: The outcome and delivery of the EPR has been mixed – and demonstrates the barriers in the partnership to achieving a less burdensome governance and operational model for GPE. Partners' support to the new operational model will need to be demonstrated through compromise and partner contribution. Moreover, GPE’s governance structure may also need to be examined and aligned in order to facilitate this shift.

Is there anything included in the proposals that you think will not support the shift to a more differentiated operational model that is focused on delivery? Why?

Donor 1: DONOR 1 thinks that some information is still missing in the discussions and would like to obtain additional information from the Secretariat on: - a thorough assessment of the potential negative effects of the domestic financing requirement - modalities related to ongoing assistance with capacity building in the areas of diagnostics, analysis, planning, monitoring and evaluation, and implementation of sector plans - consideration of the COVID-19 context from the standpoint of the resilience of education systems, in particular for distance teaching (teacher training in new distance teaching methods and new assessment systems) and distance learning (pupils working independently) as well as for adjustment of the scope of the GPE strategy and related costs in the context of the global economic crisis triggered by the pandemic. In the view of DONOR 1 therefore, the differentiated approach can be integrated into the current model (option A) by doing more in-depth work on the variable part concept. A number of current requirements such as the domestic financing requirement could also be reviewed so as to introduce greater flexibility and take country contexts into account (in this regard, a classification based on country fragility could be used as a baseline). For this reason, we would be in favor of an intermediate model between options A and B, which would be based on the existing model but would introduce greater flexibility and avoid any negative effect linked to incentives. DONOR 1 is, however, completely opposed to any model based on a “first-come, first-served” approach, as this would ultimately place the most vulnerable countries, GPE’s primary target group, at too great a disadvantage.