GLOBAL PARTNERSHIP
*for* EDUCATION
*quality education for all children*

# 2014 CIVIL SOCIETY REVIEW



Educate a Child

# Table of Contents

Executive Summary ..... 4
1. Introduction ..... 9
1.1 Why does the Global Partnership for Education support civil society participation? ..... 9
1.2 How does the Global Partnership work with civil society? ..... 9
1.3 Who is civil society? ..... 9
1.4 How is civil society represented and organized? ..... 10
1.5 How are teachers represented and organized? ..... 11
1.6 What is the civil society engagement strategy? ..... 11
1.7 What is the purpose of the 2014 Civil Society Review? ..... 12
2. Report Methodology ..... 14
2.1 The objective of the Civil Society Review ..... 14
2.2 Analytical matrix ..... 14
2.3 Literature review ..... 14
2.4 Interviews ..... 15
2.5 Survey ..... 15
2.6 Methodological limitations ..... 16
3. Global Civil Society Participation ..... 17
3.1 Achievements and supporting factors ..... 17
3.2 Enabling factors ..... 18
3.3 Challenges to civil society participation at global level ..... 20
4. National Civil Society Participation ..... 25
4.1 Achievements and progress ..... 25
4.2 Enabling Factors ..... 29
4.3 External challenges to civil society participation at national level ..... 32
4.4 Internal challenges to national civil society participation ..... 38
4.5 Recommendations ..... 43
Annexes ..... 44
Annex 1: The Global Partnership for Education global and national structures and Secretariat support ..... 45
1. Board structure and global governance ..... 45

2. National policy frameworks ..... 46
3. Global Partnership for Education Secretariat support ..... 47
Annex 2: Analytical matrix ..... 48
Annex 3: List of interview participants ..... 50
Annex 4: Survey questions ..... 51
Annex 5: Likert rankings results ..... 55
Annex 6: Overview of countries where civil society participated in programs ..... 60
Annex 7: References ..... 63

# Executive Summary

As part of its ongoing work to improve the level and quality of civil society organization (CSO) engagement in the Global Partnership for Education (Global Partnership or GPE)[1], the Secretariat has undertaken this review of civil society participation in global and national policy processes. This 2014 Civil Society Review examines both documentation and feedback from partners (from interviews and surveys) to determine the major achievements of the past five years and the extent to which various factors have supported or hindered civil society stakeholders' effective participation in the GPE Board of Directors (Board) policy work and in the work of Local Education Groups (LEGs).

This review thus functions as a resource to help the GPE Secretariat and its partners develop strategies to better tackle some of the obstacles to effective and meaningful CSO participation. The findings of the review will help to inform the design of GPE's financing of civil society through the Civil Society Education Fund, which currently provides grant funding to global, regional and national civil society networks engaged in advocacy and oversight in education. The findings will also inform the work and policies of the Board and Secretariat and their efforts to enhance the engagement of civil society constituency members in GPE's work.

The review is organized into two sections. The first section assesses the accomplishments, enabling factors and challenges to civil society participation in the GPE Board and global policy dialogue. It also identifies a range of recommendations for the GPE Board, Secretariat and for civil society to address these challenges going forward. Secondly, the review discusses the major accomplishments, enabling factors and challenges to civil society participation in national level policy dialogue, including in the work of LEGs. It then identifies recommendations for the Secretariat, Board and for GPE's funding for civil society, to help increase the level of engagement of civil society in national level policy processes.

### *At the global level*

The major achievement of the past five years, as highlighted in interviews, surveys and the literature, was the shift in the role of civil society from primarily service delivery to a policy dialogue actor as well. Civil society is generally perceived as key in terms of bringing the voice of affected populations into policy debates and holding governments accountable on their obligation to fulfil the right to education. Civil society representatives on the Global Partnership Board and Committees generally experience a large space for dialogue and influence on policy decisions, and other Board members also express that there is a good and constructive dialogue with civil society representatives.

Enabling factors include support from the GPE Secretariat which has dedicated more staff time to support civil society constituencies, and in particular through the Secretariat's increased collaboration with civil society on the recent Replenishment Campaign. Civil society has likewise improved the depth and breadth of its policy engagement with the Global Partnership for Education at the global level, significantly enabled by support from regional networks, the Global Campaign for Education (GCE) and its members. This support has helped to facilitate better global-national links and increased the level of engagement of individual organizations which have dedicated more staff time to GPE-related policy work.

[1]Civil Society Engagement Strategy, BOD/2013/11 Doc 05, Global Partnership for Education, November 2013

However, some factors were also identified as hindering effective civil society participation in the Global Partnerships global policy dialogue. The evidence pointed to several aspects of communication which have posed challenges to effective participation, including language barriers, ad hoc internal consultation practices among the civil society board constituencies, and inconsistent communication from the GPE Secretariat. The lack of resources, capacity and support for consultation on and coordination of constituency positions have prevented CSO Board representatives from developing consultative positions that are well informed by the input of national civil society networks and teachers' unions. Lack of funding for preparatory meetings, teleconferences and feedback mechanisms for board meetings, as well as a lack of understanding by national and regional networks of GPE processes, have contributed to weak constituency representation. Further feedback from partners also identified a need for more representation of certain stakeholders who should be more prominently represented in GPE's global policy dialogue, such as children, youth, parents and other disadvantaged groups. Some feedback also identified the risk that donor Board members hold more weight in the GPE Board policy dialogue than other partners.

### *At the national level*

The evidence pointed to four major achievements in terms of civil society participation in national policy dialogue, including increased: 1) influence on policy, 2) engagement in Local Education Groups, 3) social mobilization and 4) policy analysis and research. Over the past five years, civil society – represented through national coalitions – has increased its influence on policy decisions in a number of GPE developing partner countries.

Increasingly, proposals, suggested legislation and analyses from national civil society actors are being taken into account by education policy makers. This is also evident in the increasing number of Local Education Groups which have civil society members, and their increased participation in working groups and other thematic education policy processes facilitated by the Local Education Group. In addition, progress reports from the past five years show a steady increase in the scale of social mobilization being carried out – both geographically and in terms of numbers of citizens, media hits and community events organized. This is coupled with a growing use of strategic research and policy analyses, which civil society is increasingly bringing to bear on the national education challenges.

Factors that enabled these achievements include the Civil Society Education Fund (CSEF) funding and structure, which has been a key support for civil society participation at national level. It has helped to both organize the representation of civil society as a collective and to enable coalitions to be seen as credible actors by development partners and governments. The GCE, its regional networks and international non-governmental organizations (INGOs) have also played an enabling factor to support national level participation. Finally, the improvements made to the current phase of CSEF are perceived positively as having led to more strategic and effective support for civil society at the national level, for example from a clearer governance structure, more support from INGOs and an increased emphasis on cross-network learning.

However, some constraints have been identified as preventing the full participation of civil society in national level education policy processes. These hindering factors for effective participation at the national level include both external factors and internal factors. External constraints on civil society participation include governments' unwillingness to engage with civil society groups, (particularly in situations of conflict and fragility), as well as the perception that LEG members do not always proactively enable effective civil society participation and are often variable in their function, purpose and

membership. Additionally, the GPE Secretariat has not systematically intervened to support their increased participation in LEGs due to both lack of awareness and capacity constraints. Other external constraints include delays in the disbursement of CSEF funding, leading to reduced impact of the program and the consequent loss of staff and capacity. The complexity of arrangements with Supervising Entities (SEs) for the CSEF has also posed challenges for the effective and timely roll-out of CSEF activities.

Some of the internal factors which were found to hinder the participation of civil society in national policy processes include the regional variation in management, capacity and governance, with particular concerns about the ability of the African regional network to effectively implement the CSEF. The issue cited most frequently in the survey by respondents was the lack of adequate capacity among national civil society actors. Issue areas identified as requiring capacity support include capacity to undertake monitoring and policy analysis, and in certain areas such as TVET, quality, retention and transition, education financing, budget analysis and tracking, global education policy issues, the Global Partnership and LEG processes, teacher issues, inclusive and girls' education. The GCE was found to have delayed its implementation of the Learning, Monitoring and Evaluation initiative to tap into the expertise and cross-learning among its membership, which may be a factor in the continuing high demand for capacity support. At the national level, the perceived exclusion of some voices from the national civil society was seen as an issue, where coalitions may not be able to effectively represent the diversity of its members, its membership may be lacking important groups or groups may not feel that coalitions are appropriate vehicles to represent their interests.

The following recommendations represent a synthesis from the findings of the Secretariat's investigation on the nature of the Global Partnership's support for civil society. The recommendations include suggested reforms to the Civil Society Education Fund (CSEF) to improve the program, as well as actions that the Global Partnership Secretariat and its partners could take to improve its operations and better support the full participation of civil society in education policy dialogue. These recommendations provide a starting point for discussions among GPE Secretariat staff, board, partners, and civil society to determine potential strategies moving forward.

| RECOMMENDATIONS TO IMPROVE GLOBAL LEVEL PARTICIPATION OF CIVIL SOCIETY | |
|---|---|
| **The GPE Board of Directors should:** | • Review the GPE's language policy and work to ensure more documentation/translation is available in languages other than French and English.<br>• Provide clear guidance on the policy for Board observers and ensure allowance of civil society observers, particularly for disadvantaged or excluded CSO constituency groups such as children, youth, parents, people with disabilities, etc.<br>• Assess the potential to increase the formal representation of children and youth on the GPE Board of Directors, including through with children and youth stakeholder groups. |
| **The GPE Secretariat should:** | • Ensure documents in languages other than English are shared in a timely manner to allow for advance consultation.<br>• Share Board information in user-friendly formats, including short summaries with highlights of the main points for easier comprehension by civil society.<br>• Share regular updates with all civil society stakeholders via a mailing list on all major events, policy developments and news.<br>• Increase Secretariat capacity to support civil society representation at global level, including through stronger and consistent communication, procedures and outreach. |
| **Civil Society should:** | • Strengthen consultation within CSO 1, CSO 2 and CSO 3 constituency members in advance of Board and sub-committee meetings, including more regular updates and more systematic consultation processes.<br>• Dedicate organizational resources (including through the CSEF) for support to the CSO Board members, including capacity support to coordinate and organize preparatory meetings and to subsidize travel for CSO1 Board members.<br>• Allocate dedicated regional focal points to support consultation and engagement of national members to feed into Board discussions.<br>• Provide capacity building to regional and national members to strengthen awareness of GPE, its role and relevance in global policy processes. |

| RECOMMENDATIONS TO IMPROVE NATIONAL LEVEL PARTICIPATION OF CIVIL SOCIETY | |
|---|---|
| **The GPE Secretariat should:** | • Develop stronger operational links between the Secretariat and the CSEF and EI Teachers Program, including through greater collaboration to engage and support civil society (for e.g. in capacity building, national civil society grant applications, strategy development, country missions, joint monitoring of participation, conferences and events, etc.)<br>• Improve transparency through opportunities for civil society participation including workshops, country missions, GPE funding applications, sector reviews, or other relevant policy arenas.<br>• Develop minimum standards on civil society participation (in LEGs, sector processes and GPE grant processes), including standard procedures, template MOUs, and checklists to assess civil society engagement in LEGs, and explore the introduction of clearer conditionalities.<br>• Provide capacity building and sensitization to LEG members, including governments, supervising agencies and coordinating agencies, on GPE's civil society policies.<br>• Intervene with governments or other partners which are reticent to engage civil society.<br>• Ensure that LEGs are reinforcing other national democratic processes including public debate, parliament, or other national policy discussions.<br>• Promote consultation with youth, parents, and other disadvantaged groups and the use of data from these perspectives in the review and reform of education policies. |
| **The GPE Board of Directors should:** | • Continue to resource civil society participation, particularly through the CSEF, and review ways in which it can enhance the role of teachers in national policy dialogue. Ensure funding for the CSEF is provided over a sufficient period of time to achieve results (e.g. 3 to 4 years), is disbursed annually under predictable procedures, and does not risk disruptive breaks in funding.<br>• Ensure adequate allocation of CSEF resources to support consultation and coordination of constituency positions, including additional resources for the global and regional capacities to support national capacities for engagement.<br>• Assess areas for increased civil society engagement requiring further financial support outside of the CSEF and EI Teachers' Program, particularly relating to the next GPE Strategic Plan. |
| **The CSEF should:** | • Increase the capacity of global and regional Secretariats in order to provide expanded support for Board constituency communication, coordination and preparation.<br>• Provide dedicated staff time, capacity efforts, and joint support with expert organizations for civil society operating in fragile and conflict-affected contexts.<br>• Provide greater latitude for eligibility for CSEF grants, and for coalition or network structures to enable context- sensitive approaches.<br>• Increase focus on strengthening learning, monitoring and evaluation to better leverage cross-national and cross-regional experiences<br>• Increase support for the collection and use of data from school and community levels.<br>• Develop strategies to better include traditionally marginalized groups in national policy dialogue and CSEF activities, and improve monitoring of for e.g. out of school youth, parents, children with disabilities, etc. |

# 1. Introduction

## 1.1 Why does the Global Partnership for Education support civil society participation?

The aim of the Global Partnership's engagement with civil society is to achieve greater and more direct voice for citizens in education, so that reform processes at national and global levels are enhanced through greater accountability, transparency, and the collective mobilization of citizen stakeholders to improve education.

The Global Partnership for Education has its roots in the Education for All (EFA) goals and the Dakar Framework for Action, which explicitly call for strong participation of civil society actors in education processes. The Global Partnership for Education's mission is to ensure every child has a quality education, and it aims to bring together development partners and governments to align support behind national education strategies that seek to achieve this goal. As such, it considers an inclusive process as an important element to ensuring country-ownership, more efficient use of aid and the adoption and implementation of more responsive and effective policies. As one of GPE's civil society partners in Somalia notes: "*We have engagement with teachers' unions, with young people, with parents and with students….It is so important that we strengthen these kinds of networks because we have the ability to work through our members and we know what is happening on the ground*."

## 1.2 How does the Global Partnership work with civil society?

Within this inclusive business model, the Global Partnership has provided both funding and Secretariat support to civil society since 2009 in order to strengthen their role in the Global Partnership's global governance and national education policy processes. The Global Partnership has articulated its support for the participation of civil society actors in education policy through its Board policies, governance reform and the Secretariat's work with civil society partners at both national and global levels. [2]

For example, the Global Partnership has taken steps to develop guidelines for facilitating cooperation and coordination in LEGs. It has also increasingly included civil society in its governance, with increased seats for civil society representatives on its Board over recent years. In addition, the GPE has provided funding for civil society networks in approximately 50 countries since 2009 through the Civil Society Education Fund. For further details on this program and its history please see the background brief, prepared for this review.

## 1.3 Who is civil society?

In the context of the Global Partnership for Education, civil society includes any non-governmental organization which brings together actors working on behalf of citizens to engage in claims-making for

[2] It is the intention of the Global Partnership for Education to assess the policy fora only in which it engages, as these are the multi-stakeholder dialogues which it may be able to influence and strengthen – while acknowledging that the larger political context will, to varying degrees, impact on the success of these endeavours. The level of participation of civil society is impacted by the degree to which a country's governance and systems hinder or enable civil society participation. At the level of a country's governance the dimensions may include the vitality of political institutions, the quality of rule of law, media freedom, and domestic human rights mechanisms, as well as civil society specific legislation, taxation, financial support and structures for participation and multi-stakeholder dialogue (see for example OECD, 2009).

public entitlements. For the Global Partnership, civil society encompasses not only large and small INGOs but also national NGOs, decentralized grassroots organizations, parent-teacher associations, children's and youth organizations, teachers' associations and other national and international non-governmental actors. Within this political landscape, many of these groups do not share the same positions, access to resources, or to structures of power. Given that the interests of civil society are not monolithic, the Global Partnership has sought to work with organized networks that manage communication among diverse civil society members and facilitate collaboration among organizations to enhance their collective voice.

## 1.4 How is civil society represented and organized?

At the global level, the Global Partnership works with the GCE. The GCE membership currently includes national coalitions of civil society organizations active in the education sector in 86 countries.[3] Some national civil society education coalitions existed prior to the formation of GCE, many were created in the momentum brought about by the World Education Forum in Dakar, and others have since been established, often through support by GCE, regional networks and international organizations.[4]

These national civil society coalitions vary in structure, size, strength and capacity from one country to another, operate in unique political and social contexts and aim to provide a platform for civil society and citizens as a whole to have an impact on education policy and practice in each country. They usually bring together local and national civil society education and child rights organizations, parents' associations, teachers' unions, international NGOs working in the country and other civil society movement representatives with an interest in promoting the right to education. Many include associations of disabled people, youth groups and marginalized communities.

GCE supports networks of national civil society and carries out education advocacy at the global level on behalf of their members. GCE also includes within its membership regional civil society organizations networks focused on EFA and the right to education in Latin America, the Caribbean, Asia-Pacific, the Arab and African region.[5] They work at the regional level to advocate for education, creating links between the global and national policy spaces and supporting the capacity of national civil society. [6] GCE also has 120 international members, including Education International which sits on its board of directors, and several large and small INGOs.

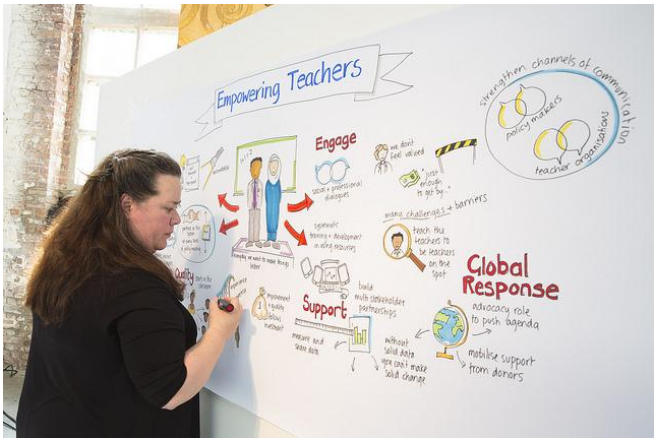
[3] National collective civil society structures may be referred to as networks, consortia, coalitions which vary widely in structure, activity, nature, membership.

[4] Transnational Advocacy, Global Civil Society: Emerging Evidence from the Field of Education, Mundy, K. and Murphy, L *in Comparative Education Review.* 45(1) 85-126, 2001.

[5] These are independent networks with their own history and structure (ASPBAE in Asia Pacific, for example, has existed for 50 years, while ACEA in the Middle East was formed in the last few years.) There is currently no equivalent network in Europe and North America; but GCE does include representation of these regions on the GCE Board, and the GCE Board representatives for this constituency and for the INGOs and GCE Secretariat staff try to encourage informal cooperation among coalitions and organizations in these countries, focused mainly on mobilizing more and better donor aid to education.

[6] Regional networks in Latin America and the Caribbean, Asia Pacific, the Arab region, and Africa are organized by Secretariats with staff that supports the activities of civil society in their region. The Europe/North America region constitutes an informal cooperation among donor country coalitions with a focus primarily on mobilizing more and better donor aid to education. The regional networks play an important role in supporting the creation and capacity of national civil society, and in addressing education advocacy issues of regional relevance.

## 1.5 How are teachers represented and organized?




GPE/Mark Hens

Teachers are also members of civil society as a discrete constituency within the Global Partnership framework, and the Global Partnership works with Education International (EI), the world's largest federation of teachers' unions, with a membership of 30 million education employees from 400 organizations in 170 countries and territories, to engage this constituency. EI advocates for the strong involvement of their affiliates in policy-making processes and the principle that quality education, funded publicly, should be available to every student in every country. GPE has also recently provided funding for a program to increase teachers' capacity to engage in national policy dialogue with development actors. For further details on this program, please see the background brief.

In addition to the GCE and EI network, many other civil society movements, organizations, associations and initiatives that have an interest in education operate in Global Partnership partner countries around the world.

## 1.6 What is the civil society engagement strategy?

The Global Partnership for Education's *Civil Society Engagement Strategy*,[7] developed and approved by the Board in November 2013, identified three major areas of activities where the Global Partnership for Education should focus to improve its support for the effective and meaningful participation of civil society. The first entails work on the part of the Secretariat to make its operations more inclusive of civil society actors. Providing more guidelines, developing monitoring of civil society participation, meeting with civil society on its missions, undertaking joint work are some of the activities the Secretariat is in the process of conducting.

The second area of the strategy entails the GPE's financing for civil society advocacy and policy engagement through the Civil Society Education Fund (CSEF). In 2008, the Board approved funding of $17.6 million to establish the CSEF, aimed at supporting broad-based civil society education coalitions to engage with education sector planning and monitoring processes in low-income countries. The overall aim of CSEF, managed by the Global Campaign for Education, is to "contribute to the achievement of national education goals and Education for All by ensuring the effective participation of civil society organizations and citizens in education debates and sector planning and review." Regional CSEFs in Latin America, Africa, and Asia Pacific and the Arab Region provide grants to national civil society with action plans for education advocacy and policy work.

The Global Partnership financed the first phase of CSEF from 2009 to 2012, and the Australian Agency for International Development (AusAid, now Department of Foreign Affairs and Trade, DFAT) provided

[7] Civil Society Engagement Strategy, *op.cit.*

'bridging' funding of $5 million in 2012-2013, whilst a new GPE grant was being sought. In December 2012, the Board approved a second phase of GPE funding for the CSEF for the period of 2013 to 2015, amounting to $14.5 million, and which is currently supervised by UNESCO. Recently the Global Partnership has also started supporting the engagement of teachers' unions through a US$1.9 million project operated by UNESCO and EI which is anticipated to run from 2014-2016. The Global Partnership has also begun engaging with youth in conjunction with the second GPE replenishment campaign.

Finally, the third area of the strategy called on the Secretariat to work with civil society partners and the Strategy and Policy Committee to develop a proposal of funding for civil society aligned with the second GPE replenishment period of 2015 to 2018. In order to ensure that the proposal for funding builds on the lessons learned and reflects the perspectives of the partnership, the Secretariat has undertaken a thorough review of its support for civil society participation and a widespread consultation of partners operating at both global and national levels. This report reflects that work, and is meant to inform discussions of the Board and its committees to support decisions related to Global Partnership for Education's funding for civil society, including the level, purpose and changes needed in the way Global Partnership funds civil society. The report also contains recommendations for changes in the operational environment of Global Partnership engagement with civil society, which may not require funding but rather can inform changes in behaviors, policies and activities of the Secretariat and its partners.

## 1.7 What is the purpose of the 2014 Civil Society Review?

The Global Partnership has provided both funding and Secretariat support to civil society since 2009 in order to facilitate their role in both Global Partnership global governance and in national education policy processes. Feedback from the Global Partnership's stakeholders, (civil society and others) have identified that in many countries, processes and policy dialogues, barriers remain to achieving systematic and effective participation of civil society. Examples include: education policy dialogue may not be open to civil society actors, information may not be accessible to civil society actors, civil society capacity may be weak in some areas, lack of resources may be hindering effective participation, and civil society may not be functioning in representative ways.

From this feedback and the desire of the Global Partnership to help address some of the gaps in participation, this report sought information from partners to inform potential areas for increased collaboration, effort or reform to improve civil society's role within the partnership. Through a thorough consultation of its partners and a review of existing documentation, the GPE Secretariat has undertaken an analysis of the data to help illuminate the achievements, remaining challenges, and potential ways forward.

The present review seeks to establish some of the main achievements of civil society in terms of access to institutionalized spaces for engagement in Global Partnership policy dialogue and decision-making.[8] The report also examines the challenges both internal and external to civil society that may impede the effective engagement of civil society in education policy processes. In addition, it examines whether and

[8] This report does not seek to document or analyze what constitutes good practice with regards to civil society participation in policy processes. For more detailed good practice examples we refer to the ample documentation from different programs – both the CSEF and its predecessors. See for example: Civil Society Advocacy: Good Practice Case Studies, GCE, 2012; Civil Society Advocating for the Right to Education: Stories and lessons learned from Latin America and the Caribbean, CLADE, 2012; Persuading Powers: Stories from Education Coalitions in Asia Pacific, ASPBAE, 2012; Halfway to 2015 - Civil Society Engagement in Education Policy Dialogue and the EFA Process since Dakar 2000, CCNGO/EFA, 2007; Empowering civil society: On education Commonwealth Education Fund achievements, CEF, 2008; Real World Strategies: A story of civil society advocacy, GCE, 2011.

how all relevant civil society groups (e.g. NGOs, grassroots and community based organizations, teachers' unions, youth movements etc.) have been enabled to participate, both within civil society's internal processes and externally in dialogue with other actors at global and national levels. Finally, the review provides recommendations to the Global Partnership for Education Board of Directors, the Secretariat, and its partners to inform the development of a new funding program for civil society which builds on current strengths and addresses current gaps.

The recommendations are also intended to inform the Global Partnership's future strategic planning and implementation processes, particularly regarding the role of the GPE Board, Secretariat, civil society partners and the broader partnership (including LEGs, donor partners, multilaterals, etc.) in promoting a more effective and systematic engagement of civil society stakeholders in global and national policy processes.

# 2. Report Methodology

## 2.1 The objective of the Civil Society Review

This report explores civil society's engagement in education policy processes in which the Global Partnership plays a funding, facilitating, convening or normative role. The objective of this report is to take stock of the Global Partnership's experience working with civil society, building on literature, perspectives from partners, and learning from current programs and mechanisms. Based on these inputs, the GPE Secretariat has distilled recommendations to improve Global Partnership support for civil society participation in national and global education policy processes.

This report refers to "global education policy processes" which includes all of the work of the Global Partnership for Education Board of Directors, the Global Partnership Secretariat's work with constituencies, and other policy arenas as relevant. The report analyzes some of the accomplishments, including a gap analysis to understand the factors that have been perceived as supporting or hindering effective participation in Global Partnership global decision-making on education policies (for more details on the global level structures, please see Annex 1).

The report also refers to "national education policy processes" in which governments, development partners and others make policy decisions such as the development of education sector strategies and plans, Global Partnership for Education funding applications, LEG meetings, Joint Sector Reviews and other national mechanisms such as parliamentary committees. A measure of inclusion can be monitored through the LEG structure's inclusiveness of national civil society stakeholders. The report analyzes some of the accomplishments to date in this area to identify which support mechanisms need to be sustained or developed. It also includes a gap analysis to understand the factors that have been perceived as supporting or hindering effective civil society participation in national decision-making on education policies (for more details on the national level structures, please see Annex 1).

## 2.2 Analytical matrix

In order to identify the factors that may be influencing civil society, a general analytical matrix was developed to answer the question: *To what extent have the following factors been enabling/hindering an inclusive and effective participation of civil society in education policy processes at global and national levels?* (To see the analytical matrix please see Annex 2.) This matrix was used as a guideline for literature reviews, to design a set of survey questions, and finally, to structure interview questions for the stakeholder interviews.

## 2.3 Literature review

A literature review was carried out to identify relevant documentation, including institutional documentation from the Global Partnership for Education (Strategic Plan, Charter, guidelines, evaluations etc.), background documents on civil society participation in education processes, past experience and good practice (including documents from the UNESCO Collective Consultation of NGOs on EFA (CCNGO/EFA), Commonwealth Education Fund (CEF), and the Real World Strategies (RWS) etc.). Emphasis in the literature review was placed on documents related to the Civil Society Education Fund,

including project documents, guidelines, evaluations, good practice documentation (the full list of literature reviewed can be found in the Annex 3).[9]

## 2.4 Interviews

Thirty eight people participated in semi-structured interviews that were undertaken by phone, Skype and face-to-face between May and July 2014. The total number of interviews included 1 representative from a developing country partner, 3 donor partners, 23 representatives from civil society organizations/coalitions, 4 representatives from multilateral agencies, and 3 representatives from the private sector and foundations with experience in this area, 1 specialist in youth, 1 specialist in program evaluation and 2 staff members of GPE Secretariat. At least three participants from each of Global Partnership for Education's Board constituencies from diverse geographic locations were invited to participate in the interviews based on their knowledge and experience of GPE processes and technical expertise.

The interview questions were developed from the general analytical matrix discussed above. The same basic set of questions guided all interviews, but emphasis was laid on questions where the informant had greater expertise and a diverse perspective to contribute (please refer to the Annex 4 for further details on the interviews).

## 2.5 Survey

The survey used a gap analysis approach to assess the themes of performance of structures, management and leadership, capacity, communication and inclusion in supporting civil society participation. These dimensions were explored in relation to the GPE Board and Secretariat, LEGs and civil society. The survey consisted of an online questionnaire of 38 questions divided into six main sections that addressed the above themes. The questionnaire included a Likert scale asking respondents to rank (from strongly agree at 1 up to strongly disagree at 10) the current state of these factors, coupled with open-ended questions to elicit recommendations for areas of improvement and to provide further comments related to the ranking questions.

One hundred and thirteen (113) respondents from 58 countries participated in the survey, including 61 representatives from civil society organizations or networks, 13 representatives from Multilateral Agencies or Development Banks, 11 representatives from donor country partners, nine representatives from developing country partners, three representatives from the private sector or foundations, 12 identified themselves as "other" and four participants of the survey did not answer the question. The survey was open from July 21 until August 15, 2014, and was distributed publicly through partner networks and constituencies, including the GPE Board of Directors and their constituencies, the Coordinating Agencies who were asked to share it with the members of the LEGs and the GCE network. For the survey questions and further information on the Likert rankings please see Annex 5.

[9] It should be noted that the ambition of the literature review has not been to give a full account of the history and development in civil society engagement in public policy and education processes, nor to document or analyse what constitutes good practice. The intention has been rather to draw out the main lessons learned with regards to achievements and challenges for civil society participation in education policy processes at global and national levels and to draw lessons learned for the way forward.

## 2.6 Methodological limitations

The methodology encountered a few limitations which should be considered while reading the review. First, language diversity of the constituents of the Global Partnership for Education requires a more multi-lingual inquiry approach in order to elicit the full breadth and quality of responses possible. Interviews, surveys and the literature review were conducted in French and English. This may have unintentionally excluded responses from representatives, particularly from the developing country partner constituencies from other language groups, and it also meant that survey questions were open to greater interpretation by respondents. The Likert scale ratings show a wide range of perspectives on the current state of enabling factors for civil society participation, and raise questions about the generalizability of the rankings - therefore the survey's written recommendations provided a more nuanced sense of the respondents' views. Finally, the use of GPE's official languages narrowed the available research and documentation to only French or English which may have left out other evidence on issues linked to civil society participation.

Given the subject of the consultation, there was a higher interest, and therefore rate of participation from civil society respondents. The report therefore draws from the input of civil society respondents acknowledging that the recommendations made are largely from this perspective. Given the large number of inputs from the civil society constituency members it would be good to elicit similar levels of engagement from other constituencies, particularly developing country partner governments. It was particularly difficult to secure interviews and survey respondents from country education ministries.

In addition, the research primarily aimed to identify the areas for improvement to inform planning for the next period of GPE civil society support. The use of a survey provided additional focus on this by providing a gap analysis of areas requiring improvement. The evidence of the achievements of the GPE's work to increase civil society participation was drawn only from the documentation and interviews.

It should be noted that this research was carried out between May and September, and due to time constraints the interview and survey phases were shorter than would have been preferable. Given the policy formulation that this report will inform, it has been necessary to accelerate the process. In future, it is recommended that the GPE Secretariat maintain regular monitoring of progress on this agenda, with further efforts to bring in perspectives from across a broader range of constituencies.

# 3. Global Civil Society Participation

## 3.1 Achievements and supporting factors[10]

### *Civil Society increasingly seen as policy dialogue partner*

The major achievement of the past five years, as highlighted in interviews, surveys and the literature, was the shift in the role of civil society from service delivery only to a policy dialogue actor as well. Civil society is generally perceived as key in terms of bringing the voice of populations into policy debates and to hold governments accountable on their obligation to fulfil the right to education. While national civil society work usually focuses on national policies and processes, there are efforts to ensure links to and influence on regional and global debates and deliberations.

As one developing country partner noted: "*civil society participation bring[s] accountability and ownership to the process and this leads to sustainability*." This paradigm shift seems to be affirmed in the recognition by the Global Partnership Board of Directors that resources are required to enable civil society to meaningfully engage, for example through the establishment of the CSEF.

In terms of civil society contribution to global processes, donor partners in interviews also express that the civil society representatives generally are very efficient and constructively taking part in dialogues. The positive perception of civil society is due to their contributions in particular on country level information and also due to the fact that they refrain from pushing their own narrow issues, but are perceived as working for the general good of the partnership. Donors also highlight in particular the contribution of civil society in terms of pushing for increased funding to education (both domestic and donor funding) and for playing an essential role in relation to the GPE replenishment event. Civil society representatives on the Global Partnership governing bodies generally experience a large space for dialogue and influence on Global Partnership policy decisions, and other Board members also express that there is a good and constructive dialogue with civil society representatives.

### *Civil Society influence has increased*

Civil society representatives on the Board and Committees also seem to have had significant influence in a number of cases relating to Global Partnership policy issues.

**Example of civil society influence in the Global Partnership for Education strategy development process**

When the Global Partnership developed its strategic plan 2012–15, civil society reported in two interviews being actively engaged in the process and in thematic working groups. With regards to the discussions on how to improve the quality of education, civil society opposed what they saw as a narrow focus on measuring the outcomes of education, and the CSO Board representatives worked together to ensure that a stronger emphasis was laid on the input side and in particular on improving recruitment and training of teachers. This appears to have resulted in a specific objective to: 'Improve teacher effectiveness by training, recruiting and retaining teachers and supporting them to provide good quality education'.

[10] As there is not much literature describing the development in civil society participation in Global Partnership for Education global level processes, the sources for this section are mainly data from interviews and surveys carried out in relation to the present review.

A civil society respondent also reports having had some influence on concrete grant application processes and decisions through the Global Partnership Board and in the Country Grants and Performance Committee (CGPC). For this to happen successfully, the enabling factors which were identified included a good communication between global level civil society representatives and national level coalitions and teachers unions or other civil society organizations. This was reported as useful in several cases to function as a check on validity of governments' positions in national level debates. For example in one case a government had stated that they were not able to increase education budgets due to macro-economic constraints, but this was confirmed not to be true. Discussions of concrete grant applications also at times apparently led to more general changes in Global Partnership policies and procedures.

**Example of influence in grant application processes and decisions**

According to interviews with three civil society constituency members, there have been strong instances of effective civil society influence on GPE's global policy approaches. When the grant application from Uzbekistan was presented for consideration, civil society representatives raised concerns about reports of child labor in the country. As there is no national civil society coalition in Uzbekistan, the documentation on child labor was obtained from some specific civil society groups in Uzbekistan with the support from the Open Society Foundation. This led to postponing the decision on the GPE grant and to engagement with the government by the World Bank and GPE to improve legislation on this issue. It also led to a more general discussion in the CGPC on whether the Global Partnership should develop a standard for human rights violations, and a recommendation to consider this was put forward to the Governance, Ethics, Risk and Finance Committee. Other examples cited in interviews were the reviews of grant applications from Uganda and from Cambodia, where the national civil society coalitions and teachers unions (with the support also from an INGO) were very active in liaising with global level civil society representative to raise the issue of decreasing domestic education financing. This gave rise to discussions in the CGPC that led to the establishment of a general condition for grant approval that domestic financing of education should be, as a minimum, maintained at current levels.

## 3.2 Enabling factors

Several factors have helped to enable civil society participation in GPE Board and other global work over the past five years. The Global Partnership for Education Secretariat provided enabling support to civil society participation, and the replenishment campaign galvanized positive collaboration with civil society. In addition, support from the regional networks and from the GCE Secretariat has helped to enable stronger global-national links, which have informed Board positions, the replenishment campaign, and some GPE country grants. Members of the CSO constituencies (CSO1, 2 and 3) have also increased policy engagement with the Global Partnership for Education, dedicating more organizational resources and time to support collective positions on GPE policy issues.

### *Secretariat Support*

Several interviews highlighted that the Global Partnership Secretariat's newly-dedicated staff person in charge of liaising with civil society is an important enabling factor for efficient participation, and is highly valued. There is also a perception among respondents that there is generally a good flow of information from the Global Partnership Secretariat to civil society stakeholders which generate greater awareness

of the Partnership. One interview mentioned in particular the use of social media (Facebook) during the Second GPE Replenishment Pledging Conference. Another interview cited the Global Partnership as "the only international partnership that engages civil society in a meaningful way," sharing the perspective that the Global Partnership's efforts in this area are unique.

GPE replenishment events in particular are highlighted in several interviews and 3 survey respondents as great momentum-drivers for civil society involvement, and civil society was very actively engaged in internal preparatory debates. Civil society has also been instrumental in contributing to significant pledges made at the GPE replenishment from a number of developing country and donor partners. Enabling factors to this have been both the engagement of civil society and coordination on the part of the GCE Secretariat and Civil Society Board representatives. One survey respondent stated:
*"In the run-up to the replenishment, the GPE Secretariat 'staffed up' and had better capacity to engage in regular, valuable dialogue with civil society. As much as possible, these dialogues should continue."*
The Global Partnership Chair and Secretariat have also made great efforts to visit almost all donor partners in the planning process, and made sure to always meet with civil society representatives during country visits, and contributed to enhancing civil society participation.

### *Support from regional networks and GCE*

National civil society is enabled to provide input to global level policy when processes are led and facilitated by regional networks or by global networks such as GCE. CSEF-supported national civil society coalitions contributed to relevant regional and global education advocacy processes in at least 17 specific cases during the second half of 2013. These contributions included, for example, evidence-based input from coalitions to the global debate on the post-2015 agenda; inputs from national research into regional advocacy on youth and adult literacy policies in Asia-Pacific; national research from six Latin American countries to inform regional advocacy on the reality of "free" education; and national contributions to the development of GCE global positions on domestic resource mobilization, inclusive education, and mother-tongue education.

### *Increased CSO constituency engagement*

Three interviews noted that there has been a considerable improvement in civil society internal consultation processes on policy issues relating to the Global Partnership. Another achievement pointed out in interviews is that the Global Partnership has become a clear target on the advocacy agenda of civil society, and that civil society has become better at using the space for policy dialogue. This seems to have occurred in a process similar to that of the Global Partnership governance reform initiated in 2009 – not so much due to the structural changes taking place, but rather because the debate helped clarify constituencies and their internal processes, and also led to engagement from larger groups of civil society organizations and coalitions.

It should be noted however, that the satisfaction with internal processes and participation seems to be higher with regards to the CSO 1 constituency and lower with regards to the CSO 3 (more on this below, under Challenges). Interviews with CSO 3 also noted that it has increased its engagement in Global Partnership global policy dialogue, allocating more staff time and participating across Global Partnership working groups, committees and other ad hoc global bodies over the past two years.

## 3.3 Challenges to civil society participation at global level

Several surveys and interviews cite the need for a stronger process and more support to more effectively enable the global CSO representatives to develop consultative positions informed by the input of national coalitions. Interviews and survey responses observe that the CSO 3 is very large, geographically and linguistically diverse, and within each country comprises a multitude of different civil society organizations, movements and networks.

**Some of the challenges cited as hindering effective CSO Board representation of constituency positions**

- Communication issues, including language, internal constituency communication, and communication with the Board Secretariat is a significant challenge for the CSO 3 constituency with many different language groups.
- Lack of capacity and resources to engage in GPE policy, including a lack of understanding of Global Partnership processes among civil society.
- Representativeness issues, including that stakeholders such as disadvantaged children and youth are not fully represented through the global CSO1 and CSO 2 representatives.
- Board and Secretariat awareness of civil society policies needs strengthening to ensure awareness and practice of civil society policies.

### *Communication*

One of the most significant challenges cited in several interviews and survey responses concerns the challenge of achieving good communication, consultation and feedback with national civil society and national teachers' unions around global level processes. In all, nine survey respondents recommended that communication and coordination among civil society should be improved. The CSO2 representatives on the Board have taken the initiative since 2013 to send out a monthly email update to their members to inform them of Global Partnership global policy processes and to solicit their input on policy positions. However, three interviews cited that very few coalitions use this opportunity. One civil society respondent stated that there has been little feedback from national coalitions or regional networks on Global Partnership grant applications to their representative on the Country Grants and Policy Committee, with "*only a few cases where outreach from their committee member led to real engagement on the grant application process*."

Several respondents also identified a need at the Secretariat level for increased engagement. The Secretariat was recommended by three respondents to facilitate consultations on important GPE policy issues and two recommended more regular calls and meetings for CSO constituencies. In particular one recommended that greater effort to communicate to the wider CSO community about why GPE is important and how it affects them was needed. Two respondents suggested that the Secretariat should enhance its desk capacity for work with Civil Society structures, improving the link with the CSO 2 representatives on the Board such that their constituency feedback process is harnessed. One civil society interview cited the inadequate flow of information between the global and national level which also prevents CSO 3 constituency from providing timeline and evidence-based input to the GPE Board processes, including decisions on funding applications from national governments.

Eight survey respondents recommended sub-regional and other preparatory meetings for civil society to take place before Board meetings, as did six interview respondents. Lack of financing to organize in-person meetings for civil society representatives to prepare for meetings was seen as hindering effective coordination. One interview expressed that the communication and engagement with national teachers'

organizations around global policy issues and grant processes is better, but that much could still be improved.

Language barriers were cited in 16 survey responses as one of the most important impediments to effective engagement of civil society in the Global Partnership's global processes. Whereas for example the GCE works with 5 official languages (English, French, Spanish, Portuguese and Arabic), the Global Partnership only uses English and French and large groups of civil society members and GPE Board members are not always able to communicate in these languages. This means that large groups within the constituency do not have access to documents in languages they are able to read, and the constituency lacks the means to provide translations. Seven survey respondents suggested that availability of key Board papers in additional languages and communications would help to include more civil society organizations in the process.

The language issue is also a challenge when holding teleconferences or in-person meetings as this is not possible without either simultaneous translation or separate meetings for different language groups, for which again there is currently very limited resources. This de facto exclusion of major language groups poses a challenge in terms of equal participation and legitimacy of CSO Board representation.

### *Lack of civil society capacity and resources*

Civil society capacity has been improved, including through the CSEF. However, the capacity of national, global and regional civil society networks to effectively analyze GPE policy work and to engage the various global processes for policy discussion among Global Partnership stakeholders at the global level still needs to be increased. In particular, two respondents and seven surveys cited the need for increased capacity of the regional networks to support national-global links.

This may be a matter both of expanding capacity and of making information more accessible: according to interviews very large volumes of documents are prepared by the GPE Secretariat and shared with the GPE partners in relation to Board and Committee meetings and other policy processes. Five survey respondents conveyed that while policy processes are communicated effectively to a technical audience who are already engaged, GPE Board papers could be more concise, highlighting key decision points for each meeting more clearly.

Respondents from the Global Campaign for Education shared that GCE does coordinate member positioning and engagement at global level on some key issues, by coordinating conference calls, producing consensus positions and campaign materials, for example in the build-up to GPE replenishment and around Global Action Week themes. Nevertheless, this is severely limited by current capacity, given that the CSEF has largely focused the support of global and regional networks on national activity, as a priority aligned with GPE's focus on national outcomes. One interview expressed that the relatively weak GCE capacity at global level is an impediment to the effective engagement of its members and coalitions in policy debates (for example in the preparation of the post-2015 agenda). Several survey respondents reaffirm this observation in citing the need for increased global capacity of GCE to coordinate global civil society positions and activities; "*Education community consistently looks to them to act as global [civil society] coordinator…. Global Partnership could work more closely with GCE in this role, especially in areas of GPE replenishment and [Board] activities*."

Another aspect raised in the interviews relates to the issue that national coalitions have limited time, resources and capacity – thus choosing to prioritize engagement in more immediate national policy

processes rather than the global level. Civil society representatives on the Global Partnership governing bodies lack financial support for internal consultation processes, and at present the Global Partnership financial support to this is very limited as the CSEF does not currently provide targeted funding for Board-related activities of the civil society network.

Several interviews and 12 survey respondents shared the perspective that there is also dearth of understanding of the Global Partnership, its processes or mandate, among national and even regional civil society partners. GCE had highlighted this gap during earlier processes, and the new handbook it has produced to support civil society engagement in national planning processes also includes a section explaining GPE. The focus of this tool, however, is still on national processes, and there may be a need to expand the work to similar tools to support engagement in global debates.

### *Representativeness*




GPE/Alexandra Humme

The CSO 1 constituency holds regular calls in English to coordinate and inform their engagement with evolving GPE policy issues. However, four survey responses and one interview cited the ad-hoc nature of the CSO 1 preparatory teleconferences as insufficient to systematically and strategically engage in the Global Partnership's global policy dialogue. Relevant information is often not circulated and policy positions are not harmonized. Communication is made further challenging by the complexity of several committees.

One interview respondent said the degree of representativeness of CSO1 Board members, and whether and how positions are systematically informed by the constituency, is not clear. Two interviews (with both donor and civil society constituency members) shared the perception that there is a tendency for large INGOs to become dominant (in particular UK- and US-based ones), thus leaving out voices of some INGOs and national coalitions.

An issue that was raised in an interview concerns the financial support for CSO Board members. Whereas CSO2 representatives are currently funded to participate in meetings, the CSO1 representatives are not. So far these costs have been borne by the organizations of representatives, potentially limiting Board candidates from less financially strong organizations to serve as a representative. Another issue raised by three survey respondents regards whether Board meetings are open to civil society observers: some civil society organizations have been willing to resource their own attendance at Board meetings as part of the civil society constituency, but the policy of the Global Partnership Board is unclear on the status of observers and at times, they have not been allowed.

Several interviews and survey responses pointed to the issue of exclusion, identifying groups perceived as not being represented in GPE global policy dialogue. The survey responses cited organizations that work on disability issues (8 times), youth (8 times) ethnic and linguistic minorities (5 times), children (4 times), marginalized groups (4 times), women and girls' rights groups (4 times), parents associations (3 times), teachers unions (2 times). In total, 12 survey respondents pointed to the need for children and youth to be better included in the Global Partnership global policy processes and as more equal partners

in the Global Partnership and governance. One survey recommendation articulated this theme in stating that GPE should "*Create a formal youth group…and sustain their way of being involved. Help them create a sustainable group structure and a diverse representation*."

Reaching the most marginalized youth groups (non-literates, poor youth, disabled, girls etc.) is particularly difficult as they tend to be less organized. Working with children and youth also requires that special consideration is taken to make sure that the participation is genuine and not tokenistic. There is currently no unifying structure that organizes and represents children and youth at global, regional and national level, but rather a number of different types of organizations, networks and initiatives. Three interviews suggest that young people need capacity support and guidance on how to analyze education issues and to present their views.

### *Board and Secretariat capacity and awareness*

At the Board level, four interviews shared the perspective that while in general there is openness and space for participation in the global level policy fora, it happens that views of civil society are overruled. One interview pointed out that generally the donors seem to have a stronger voice on the Global Partnership Board, and that increasingly civil society and developing country partners share the same viewpoints, but may not be able to win the arguments. One example was the process of developing the Global Partnership strategic plan, where the informant perceived that donors succeeded in adopting their agenda on measuring the quality of education despite objections from civil society that it had a much too narrow focus on measuring reading and writing skills.

According to some interviews the expectations of 'genuine' civil society engagement with the GPE Secretariat are not met. Whereas some staff are proactive and promote civil society participation at both global and national levels, others are not as proactive. One respondent perceived that civil society is invited to take part in working groups for example on the strategic plan, and is asked to carry out a lot of work, but much of the direction and decisions are already laid out by the Secretariat. The Secretariat also has lacked capacity to provide additional dedicated support to ensure that CSO Board representatives and their constituencies have the tools, information and in person meetings to work together and with their constituencies on Board issues. In addition, capacity constraints have limited the pace at which the Secretariat can build on existing tools, develop new guidelines, promote collaborative arrangements among civil society and Global Partnership partners such in LEGs, Board and sub-committees, etc.

| RECOMMENDATIONS TO IMPROVE GLOBAL LEVEL PARTICIPATION OF CIVIL SOCIETY | |
|---|---|
| **The GPE Board of Directors should:** | • Review the GPE's language policy and work to ensure more documentation/translation is available in languages other than French and English.<br>• Provide clear guidance on the policy for Board observers and ensure allowance of civil society observers, particularly for disadvantaged or excluded CSO constituency groups such as children, youth, parents, people with disabilities, etc.<br>• Assess the potential to increase the formal representation of children and youth on the GPE Board of Directors, including through with children and youth stakeholder groups. |
| **The GPE Secretariat should:** | • Ensure documents in languages other than English are shared in a timely manner to allow for advance consultation.<br>• Share Board information in user-friendly formats, including short summaries with highlights of the main points for easier comprehension by civil society.<br>• Share regular updates with all civil society stakeholders via a mailing list on all major events, policy developments and news.<br>• Increase Secretariat capacity to support civil society representation at global level, including through stronger and consistent communication, procedures and outreach. |
| **Civil Society should:** | • Strengthen consultation within CSO 1, CSO 2 and CSO 3 constituency members in advance of Board and sub-committee meetings, including more regular updates and more systematic consultation processes.<br>• Dedicate organizational resources (including through the CSEF) for support to the CSO Board members, including capacity support to coordinate and organize preparatory meetings and to subsidize travel for CSO1 Board members.<br>• Allocate dedicated regional focal points to support consultation and engagement of national members to feed into Board discussions.<br>• Provide capacity building to regional and national members to strengthen awareness of GPE, its role and relevance in global policy processes. |

# 4. National Civil Society Participation

## 4.1 Achievements and progress[11]

***National civil society's influence on policy has increased***

**Some examples of National civil society's influence on policy**

- **CAMPE Bangladesh** organized a week of events in which more than 45,000 people participated. CAMPE produced and disseminated 50,000 posters and 70,000 leaflets among stakeholders including disabled people all over Bangladesh. CAMPE's reports shared online prompted immediate government intervention in one district (Jamalpur).
- Budget tracking results from a coalition in **Malawi** were used to highlight discrepancies in service delivery.
- Using research findings, a coalition in **Nicaragua** puts reintegration of youth dropped out due to early pregnancies, child labor and human trafficking on government agenda.

Over the course of the program, the majority of CSEF-supported coalitions have been able to report influence on or contribution to education policy reform and legislative changes such as new education laws, the implementation of approved rules or the launching of new policies. The evaluation of the first phase of CSEF found an increase in the national education budget in 15 out of the 45 countries analyzed. Interviews with donors highlight the role played by civil society at national level in terms of influencing policy agendas on a number of issues: girls' education, children with disabilities, education in fragile states, and the rights based approach. CSEF-supported coalitions contributed at least 129 oral or written submissions (including policy proposals and implementation analysis) from January to June 2014 and participated in 224 political and/or policy making forums in the education sector during the current phase.[12]

Through research, information gathering, and membership consultations, coalitions are better able to bring relevant evidence and expertise to the table to influence discussions. This enhanced capacity and ability to engage has enabled increased civil society participation in various forms of education sector dialogue forums such as LEGs, Joint Sector Reviews, official Technical Working Groups, government committees and others.[13]

[11] The main source of information for this section is from the CSEF program. The CSEF is very well documented in terms of Phase 1 (covering the first 3 years) and a comprehensive progress report for the Phase 2 covers the period until the end of 2013. The main documents used in this summary of national level civil society participation from mid-2009 to mid-2014 are: Regional and National Civil Society Education Funds – CSEF: Evaluation Report, GCE, 2012; Civil Society Education Fund (CSEF) Closing Report, GCE, 2012; CSEF 2013 – 2015 Progress Report to UNESCO for the period 01 July to 31 December 2013, GCE, 2014. In addition, the Grant Report to the Australian Agency for International Development on the CSEF Bridging Fund, GCE, 2003 covers the period for the bridging phase from February 2012 until June 2013. As the M&E system has changed from Phase 1 to 2, indicators are not all the same for each Phase, and therefore it is not possible to indicate the exact evolution over time with regards to all indicators. It should also be noted here, that with regards to Phase 1, data from the evaluation report are mainly used here as they are more comprehensive (the evaluation report draws on the CSEF Closing Report, but also on additional data from national coalitions and other sources).

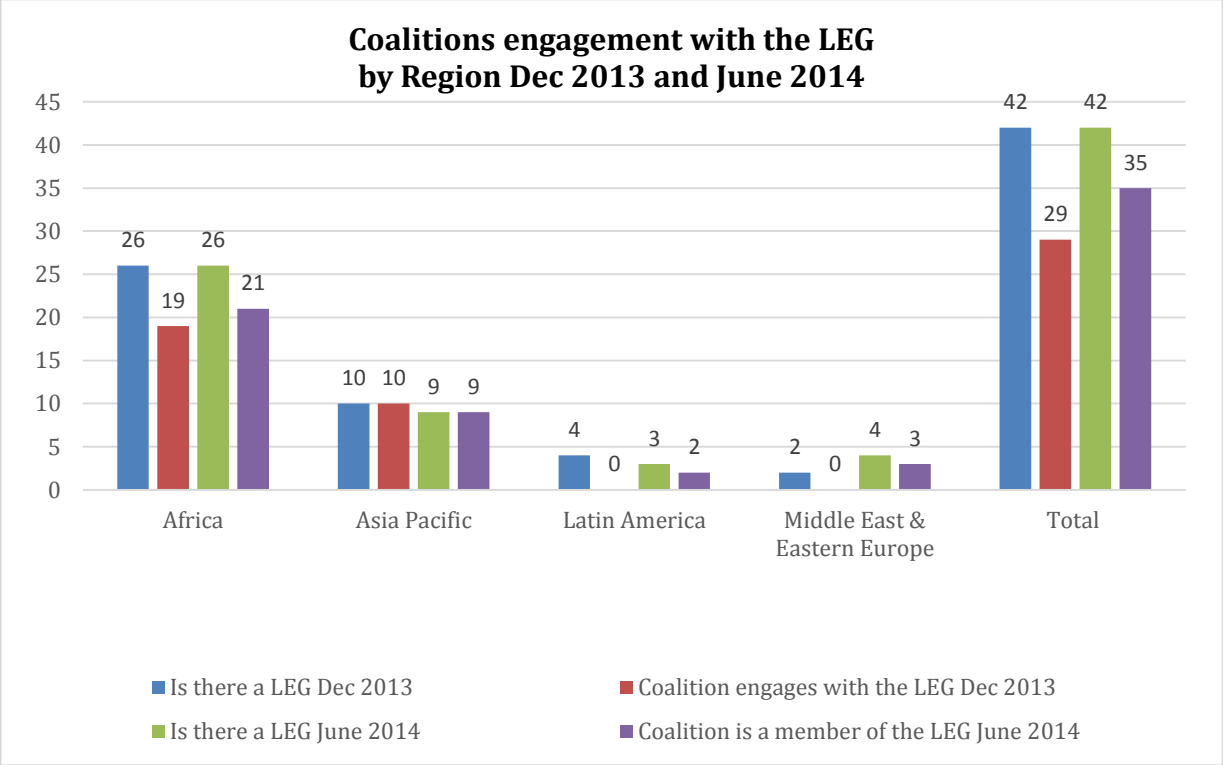
[12] CSEF 2013 – 2015 Progress Report to UNESCO for the period January 1, 2014 to June 30, 2014, GCE, 2014.

[13] This has led to important results on the ground, for example: (1) Coalitions in Sierra Leone and Burkina Faso contributed to increased domestic financing commitments; (2) Coalitions in Bolivia and Kenya influenced legal language in the countries' constitution; (3) Coalitions in Ghana and Zambia influenced policies around girls education and teachers; (4) Coalitions in Malawi and Bangladesh held governments to account for discrepancies in spending and implementation of planned activities.

### *Engagement in LEGs*

The engagement of civil society with the LEGs and national policy processes is highlighted in interviews as one of the major achievements over the last five years. Several interviews with civil society members stressed that the credibility and recognition of civil society is rising among government ministries, parliaments and national assemblies, district and municipal councils, and development partners, and in many countries official spaces for policy development have opened and allowed for formal agreements that incorporate civil society as a mutual player with governments and donors.

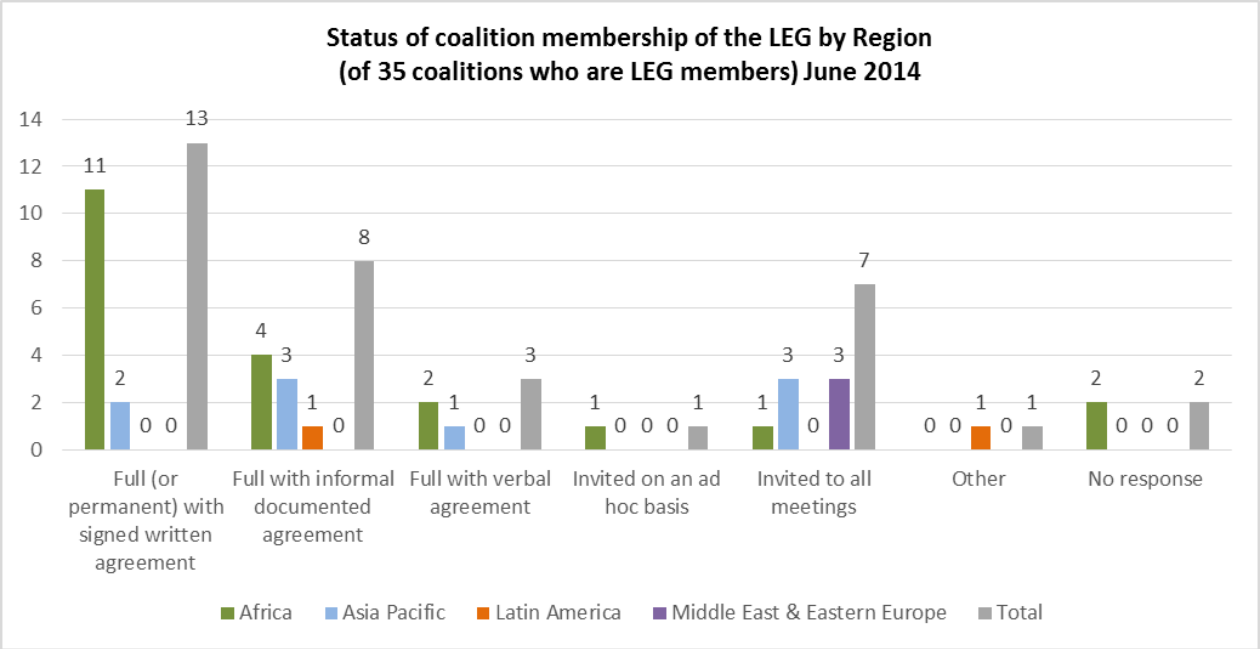
CSEF has strengthened the skills and ability of many national civil society coalitions to participate and represent citizens' views and recommendations in policy dialogue. At present, 35 CSEF-supported national coalitions report engagement with the LEG in their countries, of which a third had a formal written agreement. This number has increased by six since December 2013, thus progress continues to be made to increase the inclusivity of LEGs. Outstanding examples mentioned in one interview are Bangladesh where the donors requested CAMPE, the CSEF-supported coalition, to lead the review in preparation of a GPE funding proposal. Another example is Cambodia, where the LEG is jointly chaired by the CSEF-supported coalition, NGO Education Partnership (NEP), and the NEP was co-signer to the Global Partnership funding application.




***UNESCO and GCE Progress Report on CSEF, September 2014.***

The CSEF Phase 1 evaluation stated that civil society presence at meetings can be considered a good starting point, as it fosters the development of a close relationship between donors, civil society and policy-makers in the design and implementation of education policy. However, it also warned to keep in mind that formal presence does not in itself guarantee significant participation in policy processes. In

efforts to better understand the nature of "membership" in a LEG, the GCE have monitored the status of agreements made regarding participation.




***UNESCO and GCE Progress Report on CSEF, September 2014.***

### *Social Mobilization*

Through the CSEF program, coalitions reach out to citizens to create awareness and encourage public engagement through a variety of mechanisms, such as mass-mobilization initiatives, door-to-door campaigns, community meetings, workshops and awareness raising 'roadshows', production of user-friendly documents explaining policy and legislation, and (where relevant) social media and new technologies. This scale of social mobilization has been facilitated by the growth in coalition membership, from 3,162 in December 2013 to 4,216 in June – with the aim of increasing the representative function of coalitions, particularly historically disadvantaged groups and their perspectives.

Innovative partnerships are also being formed with journalists and media (including community media) to create and broadcast radio and TV programs that aim to put key issues on the agenda and give the public a space to voice their concerns and make recommendations on policies and plans. For example, the most recent progress report on activities between January and June 2014 indicate that 763 media interventions were undertaken by national coalitions. GCE also reports that media activity encompassed press releases on events and reports; media briefings on education issues and developments; contributing articles to print media; taking part in or organizing TV talk shows; and producing radio programs. Coalitions also reported a marked increase of the use of web-sites, electronic newspapers and online media like You-Tube, Twitter and Facebook, which may reflect shifting use in coalition countries as a whole and/or greater knowledge and familiarity with such platforms. The CSEF program has supported a considerable expansion and increase in the sophistication of such work, including, for example, an outreach campaign targeting traditional leaders in Yemen, regular community radio

programs in Papua New Guinea, district-level workshops across Bangladesh, an annual awareness-raising roadshow/'caravan' across Niger, and a mass social media campaign in Nicaragua.

**Some examples of the social mobilization activities which national civil society networks have undertaken most recently**

- **CEFAN Cameroon** organized five public events and programs for Global Action Week (GAW), in Yaoundé and four other districts. They also organized a public event on June 16 for the Day of the African child.
- **FADE Djibouti** organized public outreach campaigns on birth registrations, registering thousands of people in two districts.
- **Elimu Yetu Kenya** organized a public event for GAW in Nairobi; 1,000 education campaigners took part in a march, kicked off by the Cabinet Secretary for Education, Science and Technology through the busy central business district, where they distributed flyers, policy briefs and stickers carrying advocacy messages on special needs education.
- **AFE Mongolia** held 19 community orientation events in Ulaanbaatar (UB) and seven other locations to raise awareness of and discuss the EFA goals and accountability for education. These events aim to address ongoing gaps around civic education and rights awareness in Mongolia.
- **EFA Sierra Leone** initiated a schools-based awareness campaign on the Ebola virus. Working with partners, they visited 15 schools in the Western area and developed messages for dissemination in other districts.

### *Research and policy analysis*

CSEF supports coalitions and their civil society members to carry out strategic and quality research, in particular including research to track the delivery and impact of government services. Most recipients are now actively engaged in monitoring of sector activities and budget tracking and analysis, using findings to advocate and develop concrete proposals for improvements in plans, policies and budgets. For example, between January and June 2014, 66 studies were completed, covering a range of issues and topics.

**Some examples of Research and policy analysis**

- **ZANEC Zambia** is using research on children with disabilities and special educational needs as the basis of joint advocacy on inclusive education between ZANEC members and other civil society organizations, including those focused on disability and representing disabled people.
- **NEP Cambodia** presented the key findings of its Right to Education assessment at the Launch of the Global Monitoring Report 2014, with the attendance of the senior managers in the Education Ministry, development partners and NGOs.
- **AFE Mongolia** disseminated its assessment of EFA implementation at local levels, enabling local government official to become more aware of EFA goals. More discussions and forums on education related topics are now being held at provincial levels involving CSOs.
- **NCE Nepal**: the government has not yet committed to any policy changes in response to the coalition's budget analysis, but the focal person in the Ministry of Finance has committed to raise the issues submitted by NCE-Nepal to the budget formulation committee. The report also gained news coverage.

## 4.2 Enabling Factors

Several factors were identified as enabling civil society participation at the national level. The CSEF funding and structure has been a key support for civil society participation at national level and has had a transformative impact on civil society access to institutionalized policy spaces. Linked to this is the CSEF national education coalition structure, which has helped to make the representation of civil society more effective and inclusive, while allowing for a more efficient means of bringing collective positions into a common agreement. The GCE Secretariat, Regional networks and INGOs have also played an enabling factor to support national level participation, particularly through outreach, capacity building, and making global-national links. The reform and improvement of CSEF Structures and Management in Phase 2 has led to improvements which have also increased the engagement of national civil society.

### *The Civil Society Education Fund resources*



UNICEF Burundi/Colfs

Overall the CSEF is perceived as essential in promoting civil society participation in national level education policy processes. The interviews carried out in relation to this review globally assess the CSEF to be a very suitable program with an adequate overall architecture and design. It represents a substantial amount of funding for civil society participation and at the same time leaves a lot of space for civil society to define their own strategies. The CSEF has provided the means to civil society to organize itself, while the Global Partnership has worked to institutionalize the space into which they can direct their participation in the design of public policy. While this institutionalized participation is still being consolidated in many countries, the CSEF has enabled civil society to structure its representation, collaborate on activities and develop common positions in order to effectively participate in policy dialogue. CSEF has supported coalitions to build their credibility and recognition as serious actors, and has facilitated dialogue between coalitions and decision-makers.

CSEF has clearly reinforced the visibility and the recognition of national civil society. Many coalitions has been recognized for the first time or have reinforced their position before the government thanks to the fact that the CSEF identifies them as the primary civil society reference point for working on the EFA goals. This is also revealed by the large number of international donor agencies which identify CSEF-supported coalitions as the key actor to collaborate with, both financially and through political action. In many, CSEF support (and the expanded capacity it has helped build) has helped to attract more sources of funding from other organizations. Simultaneously collaboration with development agencies helps to increase the level of recognition of the national coalitions –and national civil society in generally- before governmental bodies. In short, the 'recognition' effect has been one of the greatest outcomes of the CSEF, as is also underlined by a number of interviews.

### *The CSEF structure*

CSEF requires coalitions to work actively (and continuously) on ensuring broad and diverse representation, both in terms of the representation and focus of member organizations and of the coalition's geographical reach. Through CSEF, coalitions across all regions have worked to expand their constituencies, which range from grassroots-based civil society actors, including teachers and other civic unions, and women, children, youth, indigenous, and disability oriented groups, to media, academia and tax justice networks – with the intention of allowing voices across broad segments in society to be represented and heard.

By the end of June 2014, CSEF-supported coalitions had a combined membership of 4,216 civil society organizations with an average of 88 members per national coalition and variation among countries resulting in a median membership of 45 organizations per coalition.[14] Half of the coalitions reported having teacher unions in their membership and 5 reported cooperation with teacher unions on specific campaigns or projects. Almost all coalitions are working with issues related to youth, although the way of engagement may vary from including youth organizations in their membership, to consultation with youth or association with organizations that organize or work with youth.[15] At the same time, CSEF is also working to expand nationally, to support the establishment of civil society networks where there are currently no coalitions and coordinated citizen engagement remain fragmented, aiming to ensure that there is active civil society representation in all the Global Partnership partner countries.

### *GCE, regional networks and INGOs*

The GCE Secretariat and regional networks have played an important role in terms of facilitating shared learning and capacity building of national coalitions. The International Partners Group (IPG) of INGOs has also played a positive role in terms of supporting national level participation of civil society through coordination around CSEF. The IPG has carried out a mapping of where they work and they stepped in to support various coalitions in developing proposals to the CSEF. They have also started using the mapping in a few cases to join resources (for example VSO and IBIS joined to support the national coalition in Sierra Leone). The partners also engage in discussions on how to better support at national level – for example by playing more supporting roles rather than sitting as members of the National Coalition Boards.



GPE/Olivier Badoh

Two interviews with civil society respondents stated that INGOs have over the years played an important role in terms of providing funding and technical support to national coalitions and have also at times hosted national coalition secretariats in their national offices.

[14] CSEF 2013 – 2015 Progress Report to UNESCO for the period January 1 to June 30, 2014, *op.cit.*
[15] *Ibidem*

INGOs can also play a positive role by acting as link between the Global Partnership global level and civil society at national levels. An example given in one interview shared that the Global Partnership Secretariat contacted VSO International before going on country visits to connect with national level CSOs (in Nepal). INGOs also bring valuable technical knowledge and experience from their national level programs.

The Regional Secretariats have also facilitated sharing experiences and capacity building of coalitions through a number of initiatives since CSEF was established in 2009, including: face-to-face meetings, website/newsletters/e-mail exchanges, training workshops, direct support and counselling to coalitions, documentation and publication of good practices support to peer-learning among coalitions. For instance, from January to June 2014, 15 collaborations and partnerships were established cross-nationally and cross-regionally; 29 coalitions received support visits and additional support was provided through, email and calls; and 12 briefings, reports and/or tools were developed to support the work of the coalitions.[16]

### *Reform and improvement of CSEF structures and management*

The CSEF evaluation in 2012 recommended that GCE simplify its procedures and reporting systems, reform the Regional Funding Committees (RFC), better support country-driven advocacy campaigns, address weak human resource capacity and high turnover, and improve financial management. The new SE UNESCO highlights that the management was strengthened in the current phase with a better separation of the role of funder/receiver of the CSEF grant with the establishment of the Global Oversight Committee and with new Terms of Reference for the Regional Financial Management Agencies with clear separation of roles. Overall the interviews express satisfaction with the strengthening of management guidelines and procedures since then.

Interviews do point out that there has been a progression in the CSEF in the sense that more focus is now laid on policy engagement and activities, rather than on strengthening the civil society coalitions themselves. Capacity building is still needed, but it is more strategically linked to advocacy objectives of the coalition. There is more focus on learning and better support from international partners. The Phase 1 evaluation showed a number of challenges in relation to financial management. In the current phase, the CSEF financial and grant management procedures were revised and updated to include budgets for national support that are more detailed and have activities linked to objectives. Budgets are also required to be are updated and standardized across regions in the current CSEF phase so as to enable more effective monitoring and evaluation of expenditure. UNESCO has conducted a Financial Risk and Control Assessment in order to assess the adequacy of the financial and administrative framework and the assessment found for the most part that control mechanisms and structures are appropriate. The assessment made some recommendations about completing recruitments, and these have been addressed by UNESCO with GCE and are considered resolved.

[16] *Ibidem*

## 4.3 External challenges to civil society participation at national level

Several challenges pose constraints on the full participation of civil society in LEGs and in national policy dialogues, and of these many are external to civil society itself. Governments, LEG members and the GPE Secretariat have roles to play in better enabling civil society participation. Fragile or conflict affected contexts also pose specific challenges to civil society. In addition, factors related to the sustainability of civil society organizing have hindered effective participation, such as delays in CSEF funding, eligibility for funding, and other factors which may have denied resources to national civil society to carry out this work.

**Some examples of external challenges to civil society participation at national level**

- Governments may be unwilling to engage with civil society group.
- LEGs may not be effectively enabling civil society participation.
- GPE Secretariat outreach to national civil society is still not systematic and it has lacked the capacity to sufficiently integrate civil society engagement across all of its work streams.
- Contexts of conflict and fragility pose serious challenges to civil society.
- Securing sustainable financing for national civil society oversight activities can be difficult, making delays in CSEF funding more severe in their impact.
- The Supervising Entity should have a proactive manner and engage in every stage of program development and offer assistance when grants run into difficulties or delays.
- Eligibility criteria for coalitions to access CSEF needs greater latitude.
- Systematic information about marginalized groups, and particularly about the nature of youth participation, is lacking.

### *Governments may be unwilling to open spaces to civil society*

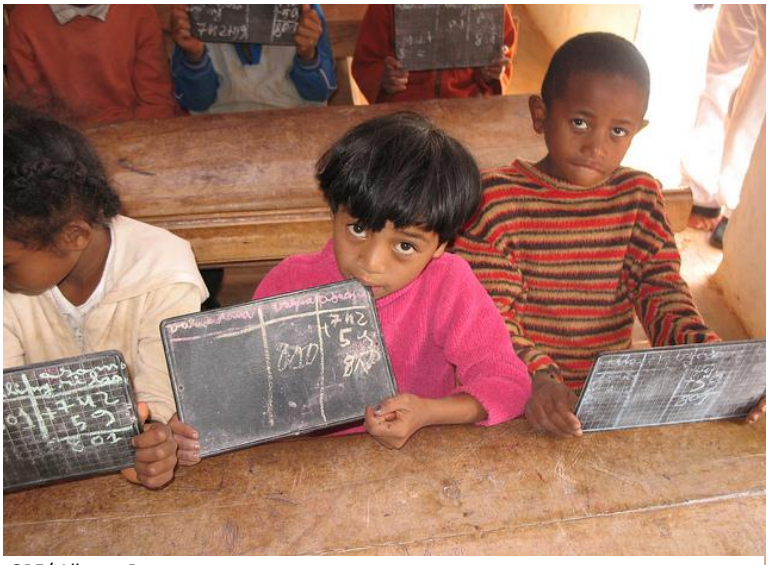
Through CSEF and the work of EI, it has been observed that the engagement of local civil society organizations in political dialogue in the education sector is still restricted in many countries, which limits CSOs' ability to influence policy processes and decision-making. Sometimes there is a lack of formal mechanisms to provide civil society with an official role in the LEGs and other forums, and participation may occur on an ad hoc and inconsistent basis. In some countries, the authorities are reluctant to meet with or attend civil society events, or to share official information with citizens. Other times, civil society is only allowed an observer role, and actual decisions are made in separate forums to which civil society does not have access.

Both the evaluation of Phase 1 of the CSEF and more recent progress reports mention that in some countries government lacks willingness to include civil society in policy processes. In these cases, sometimes openness in the Ministry of Education conflicts with a more averse attitude of the government in general. At times civil society coalitions facing this challenge adopt a 'collaborative' strategy in order to be included in policy fora and processes to seek influence. However, the "collaborative" strategy does not necessarily mean that civil society achieves a more substantial impact.

Participation is particularly challenging in repressive regimes or climates of political instability. In some countries civil society is totally excluded from policy processes, or at times when governments are under external pressure to work with civil society they establish phony organizations/networks with no independence or representative character. In more serious cases, there are legal limitations or even

criminalization of civil society participation. Some governments do not allow NGOs to work, control money entering or leaving the country, and demand permits – hence creating serious difficulties for civil society operations.

### *Local Education Group members may not enable effective participation*



GPE/ Alberto Begue

Overall there seems to be a lack of planned or institutionalized procedures for policy dialogue/communication and for ensuring inclusion of civil society in policy processes at many levels, both internal and external to civil society. Twenty-three survey respondents stated that the Global Partnership Secretariat should intervene to promote the inclusion of civil society in LEGs and nine survey respondents indicated the need to develop detailed guidelines on minimum standards for CSO involvement. For example, some donor or multilateral partners in the LEG, including Supervising Entities and Coordinating Agencies are not aware of the Global Partnership's policy regarding the inclusion of civil society, do not have capacity to engage civil society, lack awareness of who to engage, or lack the leadership to promote civil society participation in the face of resistance from government or other LEG members.

Insufficient collaboration between donor or multilateral agencies and civil society, particularly with teachers' organizations, also hinders effective communication and engagement in LEGs. For example, the LEGs typically do not engage with teachers organizations, although in some cases teachers may be members of national coalitions. EI has found, based on a detailed list of composition of LEGS provided by the Global Partnership for Education secretariat and on a survey conducted among its affiliated organizations in Global Partnership partner countries that in only three out of 57 developing country partners are teacher-representatives part of the LEG. EI also found that teachers' representatives had not participated in any joint sector reviews as of February 2014, and only one out of 16 Global Partnership for Education grant applications submitted to the Global Partnership Board in November 2013 had been presented to the national teachers' organization.

A crucial enabling factor for effective participation which has been raised by civil society informants is the presence of one or more well-placed individuals committed to ensuring that this takes place – be those individuals in government or in a donor agency (often the Coordinating Agency). While this commitment is positive, when individuals are less committed or when they move on from a key post, opportunities for policy engagement are lost and institutional structures do not ensure continued engagement.

Ten survey respondents recommended better communication with civil society as a strategy to improve participation in LEGs, including not only through social media, use of websites and newsletters, but also

through earlier invitations to participate in meetings or feedback to enable sufficient time for consultation. The most recent CSEF progress report also highlights that most coalitions have cited limitations of time and resources as hindering their ability to consistently enable effective participation of members in policy processes. Short notice of policy and/or political dialogue meetings/fora, as well as to prepare submissions/positions for the same, was frequently mentioned by coalitions, as well as limited human and/or financial resources to convene members. The democratic debate on policy issues in within the membership of civil society coalitions can be inhibited by external causes such as time constraints for giving input, lack of translated documents and limited resources to convene members. Lack of documentation in local languages was another concern. Survey respondents recommend that the LEG should be restructured to include more civil society partners, and gather inputs from groups such as disability organizations (10 times), children (3 times) youth (3 times) teachers, parents, women and minority groups (3 times) and social entrepreneurs and grassroots leaders (1 time each).

Interviews also gave rise to a number of reflections on the concept, structure and functioning of the LEGs, given that even when civil society gains access to official policy spaces, what is considered a LEG, its purpose and authority, are not uniform. Often the composition of the LEG does not include all relevant groups, or the real decision making does not take place in the LEG. In one interview, the respondent observed that "at times the donors have a lot of power in the LEG and if the LEG is promoted by the Global Partnership or civil society as the main forum for decision making, this tends to emphasize the power of donors rather than the government and relevant ministries." Important policy debates also take place outside the LEG, in particular in parliament but also in committees, hearings and public spaces.

According to one interview, an external challenge to civil society participation at national level is the fact that a number of donors are pulling out of bilateral aid to education and are therefore no longer present in the LEGs. Donors often have a positive role to play in terms of supporting civil society participation, and their support in this respect will thus be missing. According to another interview respondent, donors may still support civil society engagement in education though civil society support programs and via dialogue with the government even if this does not take place in the LEG.

### *Global Partnership Secretariat support*

Due to the volume of inquiries regarding civil society, the diversity of organizations and competing demands for the Global Partnership Secretariat time, staff have not sufficiently supported civil society engagement at global and national levels. Several interviews and 28 surveys expressed expectations that the Global Partnership Secretariat staff would among other things: play a mediating role between civil society, donors and government; advocate for civil society inclusion in LEGs; build the capacity of national civil society to understand the Global Partnership processes; support civil society to participate in national or regional workshops; coordinate global level civil society; and other duties.

Given these expectations, the data reveals a prominent gap between the perspective from civil society and the current capacity of the Secretariat to scale up this level of support. Feedback from country partners has also identified that country missions still rarely include outreach to teachers' unions. Awareness among Secretariat staff also requires further work to ensure that they understand how, when and who to engage with, what practices are helpful to increase participatory approaches, and what role civil society and particularly teachers' unions play in the countries which they support.

### *Conflict and fragility*



GPE/ Alberto Begue

There are particular challenges facing coalitions and teachers' organizations in conflict-affected, post-conflict and fragile states, which cover not just the specific policy challenges related to building education systems in such contexts, but also the challenges of civil society organizing itself. CSEF has so far seen the strongest challenges around supporting coalition engagement in Liberia, Afghanistan, Haiti, Myanmar, Angola, Djibouti, Sudan and Sri Lanka, indicating a need for focused support.

Civil society structures, citizen and labor movements and free media are often weaker in such contexts, creating problems for building strong coalitions. Where governments are weak, approaches to the questions of with whom and how to engage in order to influence policy are also different to those used in contexts of strong state structures. The conditions for dialogue with teachers' unions are also more adverse in countries governed with weak governance. Education International reports that in countries such as Fiji, Zimbabwe, Rwanda, Guinea Bissau, Djibouti, Mozambique, Swaziland, teachers have been impacted by the political environment and have not been free to discuss issues affecting them, have been restricted from unionizing, raided by military forces, arrested for assembling in public, or otherwise prevented from making claims on behalf of teachers. Where dialogue does occur it is often in the private sector and is limited to pedagogic issues, at the exclusion of working conditions and terms of employment.[17]

### *Sustainability is a challenge*

Securing support to civil society from donors in low-income countries, particularly long-term, remains a challenge. This is partly because of a difficult economic climate, which has resulted in diminished international aid budgets over the last decade, and also because of a frequent donor preference for organizations that provide service delivery rather than policy engagement.

In the first phase of CSEF (2009-2012), the idea of establishing National Civil Society Education Funds (NCSEF) – pooled donor funds at national level to finance civil society engagement in the education sector – was explored as a strategy to obtain a more stable funding source. However, establishing NCSEFs was found to be difficult due to a number of contextual and organizational factors. According to the evaluators of the first phase of CSEF, the NCSEF might work in some countries where, for instance, there is room for improvement in donor coordination and might not be taken up in countries in which donors have built another civil society fund – since they will feel they are duplicating efforts. NCSEFs are not being pursued as an explicit strategy in the current CSEF phase, although national coalitions are encouraged and in crisis situations assisted to find other sources of funding nationally.

[17] Informal email communication with Education International staff, August 22, 2014.

### *Delays in CSEF funding*

The Global Campaign for Education and regional and national networks are heavily dependent on the resources from the GPE, which means that delays, lack of predictability and complex supervision arrangements have an outsized impact on the program to continue its activities. Delays in both the first and second phase of CSEF due to the time needed by GPE and supervising entities to put in place institutional arrangements for the program led to detrimental breaks in funding. This caused cancellation of activities, loss of national coalition staff and institutional memory, and lost opportunities in terms of political events and partnership-building. For example, the delay of funding to reach national coalitions in the first phase of CSEF in 2009, with an extension of the implementation period only agreed very late, seriously affected and delayed the implementation of coalition activities. The CSEF Phase 2 also experienced delays, when the program was approved by the Global Partnership Board in December 2012 with funds intended to flow as of April 2013. Finalizing the funding agreement with UNESCO meant that funding reached national coalitions in July, three months late.

According to the 2013 CSEF progress report and several interviews, this delay had severe consequences for the CSEF program, particularly for the national coalitions which depend on CSEF to cover salaries and rent. In some countries, staff were forced to leave, and others worked for several months without pay. These delays caused a risk in terms of destroying capacity created and institutional memory gained within coalition secretariats, lost advocacy opportunities and momentum, and diminished credibility due to absence from policy debates.

The issue of delayed funding also had repercussions in terms of creating time constraints in implementing activities. Nine survey respondents indicated issues with delays and predictability of funding. One interview noted that this risk still exists for the transitional period once the current phase of CSEF completes national level activities in March 2015, and that to avoid loss of staff and momentum, a clear indication of support is needed as soon as possible.

### *The role of Supervising Entity can be problematic*




GPE/ Dan Petrescu

The CSEF Phase 1 evaluation revealed a number of challenges related to the role of SE as carried out by the World Bank. Evaluators recommended that the next phase would need a Supervising Entity that wants and can play the supervising role in a proactive manner, and that the SE should engage in every stage of program development and offer assistance when grants run into difficulties or delays. For the current phase, UNESCO as the new SE has worked closely with the GCE in the preparation and planning phase to improve the program procedures, the Learning, Monitoring and Evaluation framework and capacity building plan, and the GCE secretariat express satisfaction with the role played by UNESCO as a technical dialogue partner.

However, four interview respondents questioned the added value of having a SE separate from GCE, taking into account the cost in terms of fees and the administrative challenges. In the current model

with an external SE, administrative procedures and systems need to be aligned between the Global Partnership, the SE and the GCE. This is seen as extremely complicated, burdensome and the primary cause of delays in disbursements. At present there is a process ongoing where the GCE is seeking accreditation to be able to manage GPE funds directly, such that this might be an option available for any future phases of the CSEF.

### *Eligibility criteria for coalitions to access CSEF needs greater latitude*

The CSEF Phase 1 evaluation found that there is need for support to civil society engagement in the education sector also in countries that are not eligible for GPE funds but which still have significant challenges around education delivery and transparency. In Latin America, in recognition of this need, AECID has been funding 10 additional non-GPE-eligible countries during the current CSEF phase, but will not continue this support after 2014. This challenge is particularly the case for both in Latin America and the Arab region mentioned in several civil society interviews.

Four interview respondents spoke in favor of supporting civil society in all countries eligible for all GPE grants, whether program development or implementation grants: "*if countries need support to develop plans, then civil society should also be supported to engage in this development and to monitor progress*." Some also raised concerns about formerly GPE-eligible countries, where civil society has been supported through CSEF and has built strong engagement, but where changes in GPE eligibility might leave civil society coalitions unsupported and unable to continue. In addition, one interview raised the issue that the lack of education has consequences across borders, for example through migration, and as a global problematic requires a more holistic approach.

### *Youth participation is not monitored or prioritized*

While it is difficult to monitor the quality of participatory processes, there is clear gap in knowledge about youth engagement. The International Institute for Educational Planning (IIEP) has found that the first obstacle to supporting youth engagement with Ministries of Education is the lack of information about the situation of youth. Secondly, they found that even if there are plans in place to consult with youth, there is no documentation of the processes involved and so there is no body of knowledge to build strategies from.

Interviews and survey responses also point to a need for better engagement of youth in national education policy processes. Challenges in working with youth at national level mirror those at global level in terms of: identifying representative youth groups, how to reach those most marginalized and how to best support youth to make sure that participation is genuine and not tokenistic. Most CSEF-supported coalitions (36 to 47) undertake research, tracking, advocacy or awareness projects specifically focused on out-of-school youth, working with specialist organizations (often coalition members) who work with these populations.

GCE is conducting a mapping of how many coalitions include organizations or associations of youth and children in their membership and, most coalitions have some kind of youth engagement, with a diversity of forms, given the diversity in how youth are organized in different countries, and there is scope for strengthening the youth engagement in the national coalitions. While CSEF can engage with existing

structures and movements, however, it is not within the scope of the program or networked civil society structure to organize youth directly.[18]

## 4.4 Internal challenges to national civil society participation

**Some examples of internal challenges to national civil society participation**

- There is a wide regional variation in management, capacity and governance, and in particular concerns were raised about the African regional network.
- Civil society and teachers unions have large capacity gaps in everything from policy analysis to human resource management, and these have not been adequately filled to date.
- CSEF learning, monitoring and evaluation need strengthening.
- In addition, some groups still perceived to be excluded (or at least not effectively represented) by national civil society structures.
- Internal consultation among civil society networks also needs improvement to ensure more representative and informed positions are established which draw on the perspectives of diverse network memberships.

Despite important progress over the past five years to increase the level of engagement of civil society in national policy processes, and particularly in Local Education Groups, a number of challenges which originate from within civil society itself remain.

### *Regional variation in management, capacity and governance*

The most recent progress report from UNESCO highlights the regional variation in CSEF management and implementation as problematic. UNESCO cites a specific concern "about the successful delivery of CSEF objectives in the Africa region" due to management issues with the regional secretariat, ANCEFA. In the interim, the GCE Secretariat has intervened and is providing administrative and financial management functions for ANCEFA, and it has also been taking steps to resolve the issues.

The interviews for this report reinforced the perception that ANCEFA has suffered from a number of challenges in terms of financing, capacity and management. However, should the current issues with ANCEFA remain unresolved, it is important to ensure that a strong regional function is in place to support coalitions in the region for future work. It should be noted that in addition to this challenge, the GCE Secretariat is also functioning as the financial management agency for the Arab regional network as no other organization is currently able to play this role, which has caused additional capacity strains for the GCE Secretariat staff.

### *Capacity constraints for national civil society and teachers' unions continue*

The CSEF Phase 1 evaluation argued that capacity is essential for civil society coalitions as a whole to be successful in advocacy, and that the rapid growth in coalition members raises a challenge to build sufficient capacity. Coalitions vary considerably in the extent and nature of their capacity-building needs, and overall a wide range of issues and aspects are covered. For example, the education themes, raised by one or more coalitions include: TVET, privatization, quality, retention and transition, education financing, budget analysis and tracking, global education policy issues, the Global Partnership and LEG processes, teacher issues, and inclusive and girls' education.

[18] CSEF review – for input to Global Partnership for Education background report on civil society participation, GCE secretariat, 2014.



GPE/Natasha Graham

In terms of functioning of coalitions and capacity to engage in advocacy, 26 survey respondents noted the need for additional capacity to increase civil society participation in global or national processes. The range of areas in which capacity needs have been identified in the survey include: coalition governance and effective stakeholder representation, coalition-building, networking and alliance-building; campaign and advocacy skills; research skills; budget and policy analysis; leadership and engagement skills; communications, project management, and government engagement and functions. It was also the area ranked the highest as requiring additional support in the survey responses, with 13 respondents citing it as an area perceived as having insufficient resourcing. Other areas requiring attention in terms of resourcing capacity included hiring and retaining staff (for instance to coordinate the LEG work and liaising with the Ministry of Education.

Insufficient knowledge of the Global Partnership mechanisms is also an issue, particularly for teachers' organizations. One interview reinforced the rationale for the GRA funded teachers program and established that the lack of capacity prevents unions from influencing decision-making processes at national level. Combined with the exclusion of teachers' unions from national dialogue processes by governments and lack of engagement with active donors at the national level, teachers' unions continue to lack information and access to enable their effective participation in policy dialogue. Similarly, teachers' unions often lack the capacity to develop evidence-based policy proposals on issues the national governments include in the education sector plans, and Global Partnership funding proposals, including teacher absenteeism, evaluation processes, quality of education, teacher training, effects of decentralization, contract teachers and others.

According to the CSEF Phase 1 evaluation, research is essential in the strategies of most coalitions to undertake evidence based advocacy. Capacity in this area has been strengthened in the current phase of CSEF, as evidenced by the 66 research reports developed in the period between January and June 2014. It should also be noted that some coalitions engage in partnerships with scholars and universities, while others rely on members with special expertise to conduct research which is then used to inform the positioning and advocacy of the coalition as a whole. However, the capacity of some coalitions to carry out research is still weak.

The survey identified several areas to improve the use of national monitoring tools including: capacity building (12 times), budget tracking (10 times) social audits and community participation (9 times), report cards (3 times), and media campaigns (3 times). This was seen as particularly important for tracking both the GPE policy and financial pledges (3 times) as well as for the post 2015 processes (3 times). In addition, six other survey responses recommended undertaking research and policy analyses for alternative policy solutions. Nevertheless, this has been identified as an area for continuing support given the uneven capacity for strong policy research and monitoring. In the current phase of CSEF, assessment of capacity needs has been incorporated into program design, including self-assessments by national coalitions.

### *Learning, Monitoring and Evaluation need strengthening*

The CSEF Phase 1 evaluation highlighted that the CSEF suffered from insufficient learning systems and recommended that GCE should take advantage of being a global network to play a more active role in promoting cross-fertilization of experiences and south-south collaboration. A number of initiatives have been undertaken in the current phase by GCE to improve learning systems and interviews emphasized the need for GCE to continue developing a globally GCE-led learning and documentation system.

The UNESCO progress report on recent activities notes that there are still a number of data collection and data analyses gaps in the Learning, Monitoring and Evaluation strategy. In particular the implementation of the online database and discussion forum has been delayed, which has made it more difficult to ascertain what kind of learning and collaboration is happening across the civil society network. Six survey responses also recommended that sharing of experiences and best practices is needed.

### *Some groups still perceived to be excluded*



GPE

Overall, CSEF-supported coalitions include 4,197 different civil society organizations across 51 countries, with the majority being grassroots organizations. Nevertheless, interviews point to several constituency groups which may still be under-represented in many coalitions' activities, policy positions and governance. For example, the need for children and youth groups to be included in the national level processes was raised in several interviews and in 14 survey responses. The current CSEF eligibility guidelines state that supported structures must be "a coalition, network or consortium with a broad base, national reach and accountability to members", focused on EFA and the right to education, have a credible track record of performance, and engage in "activities related to citizen engagement in education policy processes, including engagement with national policy debates; participation in or influence on development of national education sector plans; and monitoring of implementation of these plans." It does not require any particular structure, but nevertheless, in some cases an expectation of particular structure or formations seems to have developed. Survey respondents recommended capacity building for coalitions to facilitate inclusion of marginalized groups in policy processes (7 times), undertake awareness raising (5 times), increased engagement of marginalized groups (5 times) and efforts to identify marginalized groups (4 times).

Survey respondents cited several groups as currently excluded from national policy dialogue. It may be worth considering whether all coalitions are effective in leveraging the perspectives and reach of the following groups: parents' associations, professional associations, academia, the private sector and foundations, and organizations working on disability and with youth, refugees, smaller and rural based grassroots CSOs.



GPE/Mark Hens

Most coalitions have some kind of youth engagement, with a diversity of forms given the diversity in how youth are organized in different countries. Given this, there is scope for focusing on youth engagement as a cross-cutting theme, including sharing of best practice and support on youth engagement, as well as better reporting on and sharing this at global level. National coalitions should be encouraged to become more inclusive in terms of working with young people.

There have been efforts to improve the representation of women's organizations in CSEF-supported coalitions and particularly in their leadership: At present, a little over one third of coalition Board members are women. While this is a comparatively strong figure given the educational and social contexts in which many of these coalitions operate, it still falls short of ambitions. The 2012 evaluation of CSEF pointed out that a systematic gender-mainstreaming approach is missing within the GCE/CSEF network, and advised that the CSEF would benefit from the adoption of a more explicit organizational gender approach, in particular to address gender inequalities in coalition boards. Systematic tracking is happening, but there has not been capacity to build an overall gender approach; GCE is planning to include this in future tools on effective representation of civil society by coalitions.

Community outreach through CSEF necessarily targets parents, and in many cases parents' associations are formal members of CSEF-supported coalitions. In some countries, however, there is limited formal organization of parents, and in many, engagement of parents is limited by widespread illiteracy. While CSEF should continue to focus on engaging parents and parent organizations, it is acknowledged that there are barriers to parental engagement which require changes in national policy, such as government action to tackle adult literacy, and ensuring formal space for parents' associations in school management, encouraging organization of parents' groups. GCE shares that "*there can be considerable difficulties in reaching some of these groups, in particular practical difficulties of engaging with organizations in remote areas without reliable communication. Many coalitions now have district or local networks that provide more scope for such engagement, and this should be encouraged*".

From 2013-2014, many coalitions saw increased engagement of disabled people's organizations in their membership and work. In particular, in 2014 (supported by Global Action Week activities), there has been significant outreach to Disabled People's Organizations, many of which have through this become more engaged in civil society processes and discussions in the education sector. CSEF should continue to build on this, and not allow engagement with these groups to slip. This can also include specific efforts to engage with language minorities, which can be particularly difficult when language divisions are replicated within civil society.

There was also a perception in one country that coalition members do not have equal access to opportunities given to coalition staff, such as training, capacity building, exposure and inclusion in formal policy spaces and respondents called for the consistent decentralization of learning and sharing opportunities among civil society organizations that are members of the coalition. It should be noted, as did one interview, that there will always be some degree of exclusion of civil society groups because of

its sheer size and plurality which must be balanced with sensible capacity support and a coherent agenda.

With regards to teachers' unions it has been the ambition of the GCE movement to include these in national coalitions in order for civil society to speak with one voice, but in many contexts there have been tensions and challenges related to the cooperation between unions and other civil society organizations. In addition, the interests of teachers' organizations and coalitions may not be aligned, leading to weak representation of teachers interests via the coalition structure.

### *Internal consultation needs improvement*

Several interviews and thirty-one survey respondents perceive that the CSEF-supported coalitions are not always effectively representing members' views and input. This is both due to external challenges such as short timelines for response to official policy documents (for example, when governments or LEGs ask for inputs on a policy document with very short timelines and without translations into national languages), but also because of the insufficient use of consultation mechanisms among national coalitions. Some coalitions are dominated by certain organizations or lack membership of important groups. Others are not consulting sufficiently on policy positions, although as noted above short deadlines and language could be constraint for these consultations. A noteworthy concern of the vast majority of coalitions was that face-to-face consultative meetings are typically held in the capital city and preclude the participation of marginalized voices due to the costs associated with travel, particular in countries with vast or challenging geographical terrain. Some coalitions succeed in holding meetings and events around the country; but even in these cases, the cost of such an exercise means that it may only take place once per year.

Some civil society respondents also working for the right to education reported feeling poorly represented by the national coalition of which they are a member or stated that they do not wish to join the national coalition, in which they may not feel they fit well. This is the case in some contexts for example with youth organizations, grass root movements, community based organizations or indigenous peoples' movements in Latin America. The CSEF eligibility requirements state that CSEF-supported coalitions must be broad-based and representative, and coalitions must report to GCE every six months on what they are doing to ensure member engagement and input to policy positions. Nevertheless, this remains a challenge. GCE reports that it has been gathering examples of best practice on stakeholder representation to inform a handbook for sharing with CSEF-supported coalitions.

## 4.5 Recommendations

| RECOMMENDATIONS TO IMPROVE NATIONAL LEVEL PARTICIPATION OF CIVIL SOCIETY | |
|---|---|
| **The GPE Secretariat should:** | • Develop stronger operational links between the Secretariat and the CSEF and EI Teachers Program, including through greater collaboration to engage and support civil society (for e.g. in capacity building, national civil society grant applications, strategy development, country missions, joint monitoring of participation, conferences and events, etc.)<br>• Improve transparency through opportunities for civil society participation including workshops, country missions, GPE funding applications, sector reviews, or other relevant policy arenas.<br>• Develop minimum standards on civil society participation (in LEGs, sector processes and GPE grant processes), including standard procedures, template MOUs, and checklists to assess civil society engagement in LEGs, and explore the introduction of clearer conditionalities.<br>• Provide capacity building and sensitization to LEG members, including governments, supervising agencies and coordinating agencies, on GPE's civil society policies.<br>• Intervene with governments or other partners which are reticent to engage civil society.<br>• Ensure that LEGs are reinforcing other national democratic processes including public debate, parliament, or other national policy discussions.<br>• Promote consultation with youth, parents, and other disadvantaged groups and the use of data from these perspectives in the review and reform of education policies. |
| **The GPE Board of Directors should:** | • Continue to resource civil society participation, particularly through the CSEF, and review ways in which it can enhance the role of teachers in national policy dialogue. Ensure funding for the CSEF is provided over a sufficient period of time to achieve results (e.g. 3 to 4 years), is disbursed annually under predictable procedures, and does not risk disruptive breaks in funding.<br>• Ensure adequate allocation of CSEF resources to support consultation and coordination of constituency positions, including additional resources for the global and regional capacities to support national capacities for engagement<br>• Assess areas for increased civil society engagement requiring further financial support outside of the CSEF and EI Teachers' Program, particularly relating to the next GPE Strategic Plan. |
| **The CSEF should:** | • Increase the capacity of global and regional Secretariats in order to provide expanded support for Board constituency communication, coordination and preparation.<br>• Provide dedicated staff time, capacity efforts, and joint support with expert organizations for civil society operating in fragile and conflict-affected contexts.<br>• Provide greater latitude for eligibility for CSEF grants, and for coalition or network structures to enable context- sensitive approaches<br>• Increase focus on strengthening learning, monitoring and evaluation to better leverage cross-national and cross-regional experiences.<br>• Increase support for the collection and use of data from school and community levels.<br>• Develop strategies to better include traditionally marginalized groups in national policy dialogue and CSEF activities, and improve monitoring of for e.g. out of school youth, parents, children with disabilities, etc. |

# Annexes

# Annex 1: The Global Partnership for Education global and national structures and Secretariat support

## 1. Board structure and global governance

The Board of Directors (Body) is the supreme governing body of the Global Partnership that sets policies and objectives and makes all funding decisions. The Global Partnership consists of developing country partners, donor partners, multilateral agencies, private sector and foundations and civil society organizations (CSOs). Civil society became formally engaged in the global level policy processes of Global Partnership in 2005, when the GCE president got a seat on the Steering Group of Global Partnership, at the time called the Education for All –Fast Track Initiative, (EFA-FTI). This Steering Group became a 19 member Board of Directors in 2009, and meets twice a year face to face. In addition, the Body participates in ad hoc teleconferences on issues which arise during the year.

Also in 2009 as part of Global Partnership governance reform, the Body moved to a constituency based model whereby each Board member must represent a wider collective constituency in Global Partnership business. Each constituency determines its own process for selection of its Board Member and Alternate Board Member (every 2 years). The constituencies are self-governed and manage their own internal processes for how they consult and communicate, but the *Global Partnership for Education Global Governance Manual* gives a number of recommendations on good practice, including: Criteria for successful Board members (political backing, knowledge, experience and language skills); the holding of audio-conferences to discuss issues before Body meetings; appointment of a Communications Focal Point to ensure effective communication within the constituency.[19]

As such, 2 seats were provided to represent civil society. The first seat is called “CSO1” for donor country-based civil society and international non-governmental organizations. The second seat is “CSO2” which represents civil society in GPE developing country partners. The GCE facilitates elections every 2 years to nominate their Global Partnership for Education board members. In addition, a seat called “CSO3” was provided to represent the teaching profession. EI represents teachers on the Body, as mandated by their members through elections of EI leadership of the federation. Initially only the GCE was representing civil society on the Global Partnership Board. According to EI interviews this came to constitute a challenge for representatives of teachers to be truly engaged and close to policy decisions and information flow. This challenge was met with the governance reform in 2011 and the establishment of a Board seat for the teachers, and EI sees this as a major achievement in ensuring that their views are better represented in the global policy processes.

[19] Global Governance Manual, Global Partnership for Education, 2013.

| | Board member | Alternate Board member |
|---|---|---|
| Civil Society Organizations 1 International NGO/Donor country-based civil society | David Archer, International Head Program Development, ActionAid International | Joseph O'Reilly, Senior Advisor, Save the Children |
| Civil Society Organizations 2 Developing Country-based civil society | Cheikh Mbowe, National Coordinator, Coalition des Organisations en Synergie pour la Défense de l'Education Publique | Madiana Nyanda Samba, Board member, Education For all Sierra Leone |
| Civil Society Organizations 3 Teaching Profession | Marième Sakho Dansokho, General Secretary, Syndicat des Professeurs du Senegal | David Edwards, Deputy General Secretary, Education International |

**Board Subcommittees**

More recent reforms in 2013 also established board committees which meet more regularly throughout the year to provide recommendations to the Board for decisions related to Global Partnership business. Currently there are 4 Committees with the following civil society representatives:

| Committee | Civil Society Member |
|---|---|
| Coordinating Committee | Joseph O'Reilly, Senior Advisor, Save the Children |
| Country Grants and Performance Committee (CGPC) | Imad Sabi, Programme Officer, Oxfam Novib |
| Governance, Ethics, Risk and Finance Committee (GERFC) | Cheikh Mbow, National Coordinator, COSYDEP Senegal |
| Strategy and Policy Committee (SPC) | Joseph O'Reilly, Senior Advisor, Save the Children Chair of the Strategy and Policy Committee |
| | Dennis Sinyolo, Senior Coordinator, Education International |

## 2. National policy frameworks

According to ***the Global Partnership for Education Charter and guidelines***, the Local Education Group (LEG) lies at the heart of the Global Partnership interface with national level policy and financing processes. The Global Partnership recommends that the LEG should be constituted and led by the government and preferably it should include donors, multilateral organizations, CSOs and other non-governmental organizations. The Global Partnership requires that a LEG be in place in order to apply for funding from the Global Partnership for Education Fund; however it may have different names in different countries, and be structured in various ways. These stakeholders should then work together with the government to support the development, monitoring, and evaluation of the national education sector plan. The LEG also oversees the development of applications for funding from the Global Partnership. Ideally, as outlined in the ***Global Partnership Charter and guidelines***, CSOs should ensure that broad and representative voices are brought into the LEG. CSOs should support the development, implementation, and monitoring of the education sector plan, and monitor and promote progress toward better harmonization and alignment of CSO support to the implementation of the education

plan. Finally civil society should also participate in the preparation and undertaking of Joint Reviews of education plan implementation.[20]

***The Global Partnership for Education Strategic Plan 2012 – 2015*** also puts emphasis on strengthening civil society participation in particular at the national level: *The Global Partnership will support greater civil society, teaching profession, and private sector and private foundation involvement in LEGs and in policy dialogue at the country level. The meaningful inclusion of civil society, including international nongovernmental organizations (NGOs), local NGOs and associations, teacher unions, and community-based organizations and local stakeholder groups such as parents and students, will require greater and more timely participation of those partners in developing national education plans, program implementation grant applications, and joint sector reviews. By ensuring that Global Partnership for Education processes include civil society, the Global Partnership can help promote national education strategies that respond to community needs and that empower local actors to demand and monitor the implementation of quality education services.*[21]

## 3. Global Partnership for Education Secretariat support

The Global Partnership Secretariat has provided variable support to civil society which has changed over time as the Secretariat has increased its own capacity. Initially, the CSEF was supervised by the World Bank, which was a role that the Global Partnership staff (as World Bank staff) played to support the program. The responsibilities related to this work focused primarily on the reporting and disbursement procedures for the multi-donor trust fund from which the first phase of CSEF was funded.

As the work of civil society has become more central to Global Partnership for Education's theory of change and operating model, the Secretariat has allocated increased time from staff to support engagement with civil society. Currently the Country Support Team allocates a portion of its time for outreach to national civil society, the Board Services Team allocates a portion of its time to support the CSO Board members, and the Partnerships and External Relations Team has allocated a portion of the donor relations team time to engage with CSOs in donor countries. In addition, one-half staff time has been allocated to manage the CSEF program and the Civil Society Engagement Strategy. While this increased support has enabled the Global Partnership Secretariat to have much closer working relations with civil society, there continue to be capacity constraints on all sides to be able to effectively implement and monitor the Civil Society Engagement Strategy.

[20] Charter for the Global Partnership for Education, Global Partnership for Education, 2011 and Country Level Process Guideline, Global Partnership for Education, 2012.
[21] Strategic Plan 2012 – 2015, Global Partnership for Education, 2012.

## Annex 2: Analytical matrix

In order to identify the factors that may be influencing civil society participation a general analytical matrix was developed to respond to the following overall question: *To what extent have the following factors been enabling/hindering an inclusive and effective participation of civil society in education policy processes at global and national levels*?

| Factors internal to civil society | Enabling factors | Hindering factors |
|---|---|---|
| 1. Structures | Suitable internal structures/form of organisation of civil society | Unsuitable internal structures/form of organisation of civil society |
| 2. Management | Good management of civil society organizations/networks | Poor management of civil society organizations/networks |
| 3. Financing | Sufficient and stable financing of civil society organizations/networks | Lack of sufficient and stable financing of civil society organizations/networks |
| 4. Capacity | Strong civil society capacity for participation in policy processes | Weak civil society capacity for participation in policy processes |
| 5. Communication | Good internal communication in civil society | Poor internal communication in civil society |
| 6. Inclusion | Inclusion of all relevant civil society groups | Exclusion of some civil society groups |
| 7. Democratic culture | Internal democratic culture and decision making processes in civil society | Lack of internal democratic culture and decision making processes in civil society |
| **Factors external to civil society:** | **Enabling factors** | **Hindering factors** |
| 1. Structures | Suitable structures/form of organisation to allow civil society to participate | Unsuitable structures/form of organisation to allow civil society to participate |
| 2. Management | Willingness of decision makers to include civil society in policy process | Lack of willingness of decision makers to include civil society in policy process |
| 3. Financing | Willingness of donors to provide sufficient and stable financing for civil society participation | Lack of willingness of donors to provide sufficient and stable financing for civil society participation |
| 4. Capacity | Sufficient external support to capacity development of civil society | Insufficient external support to capacity development of civil society |
| 5. Communication | Timely and relevant information shared with civil society by decision makers | Timely and relevant information not shared with civil society by decision makers |

| Factors external to civil society: | Enabling factors | Hindering factors |
|---|---|---|
| 6. Inclusion | Inclusion of all relevant civil society groups in policy processes and fora | Exclusion of some civil society groups from policy processes and fora |
| 7. Democratic culture | Democratic culture and decision making processes in policy fora | Lack of democratic culture and decision making processes in policy fora |

## Annex 3: List of interview participants

| Constituency | Region | Number of persons interviewed |
|---|---|---|
| **GPE Board CSO** | CSO 1 Board Member | 2 |
| | CSO 2 Board Member | 1 |
| | CSO 3 Board Member | 2 |
| **Global and Regional CSOs** | International | 2 |
| | Latin America | 1 |
| | Asia-Pacific | 1 |
| | Africa | 2 |
| **INGOS** | International | 8 |
| **National Coalitions** | Africa | 1 |
| | Latin America | 1 |
| | Africa | 1 |
| | Asia-Pacific | 1 |
| **Developing Country Partners** | Asia-Pacific | 1 |
| **Donor Country Partners** | Europe | 2 |
| | Asia-Pacific | 1 |
| **Private Foundations** | North America | 3 |
| **Youth** | International | 1 |
| **UNESCO** | International | 4 |
| **GPE Secretariat** | | 2 |
| **Evaluator** | | 1 |
| **Total** | | 38 |

## Annex 4: Survey questions

1. Please indicate your Global Partnership for Education Board of Directors constituency below. If you are not formally a member please indicate below in the text box marked "other".

2. Please indicate the country in which you are currently based (and not your home country).

3. Please indicate the name of your organization and your country if it is not included in the drop down menu in Question 2.

**GLOBAL PARTNERSHIP FOR EDUCATION STRUCTURES**

4. Civil society participation Global Partnership for Education's global education policy processes is supported by external structures such as the Global Partnership for Education Board of Directors and other Global Partnership for Education global governance structures. (Rank 1 through 10)

5. Please list recommendations (if any) you have to improve Global Partnership for Education's global structures to increase civil society participation in Global Partnership for Education's global education policy processes.

**COUNTRY LEVEL STRUCTURES**

6. Civil society engagement in national policy processes is supported by country-level structures such as the Local Education Group or other national education policy fora. (Rank 1 through 10)

7. Please list recommendations (if any) you have to improve the Local Education Group structures to increase civil society participation in Global Partnership for Education's national education policy processes.

**CIVIL SOCIETY STRUCTURES**

8. Civil society participation in the global and national education policy processes of the Global Partnership for Education is effectively supported by civil society structures, including global, national, and regional structures (such as the Global Campaign for Education and Education International). (Rank 1 through 10)

9. Please list recommendations (if any) you have to improve the civil society structures to increase civil society participation in Global Partnership for Education's global and national education policy processes.

**GLOBAL PARTNERSHIP FOR EDUCATION MANAGEMENT AND/OR LEADERSHIP**

10. The Global Partnership for Education Board of Directors, Secretariat and other global Global Partnership for Education governance structures proactively include and engage civil society in Global Partnership for Education's global education policy processes. (Rank 1 through 10)

11. Please list recommendations (if any) you have to improve Global Partnership for Education's management and/or leadership to increase civil society participation in Global Partnership for Education's global education policy processes.

**COUNTRY LEVEL MANAGEMENT AND/OR LEADERSHIP**

12. Local Education Group members proactively include and engage civil society in national education policy processes. (Rank 1 through 10)

13. Please list recommendations (if any) you have to improve Local Education Groups management and/or leadership to increase civil society participation in national education policy processes.

**CIVIL SOCIETY MANAGEMENT AND/OR LEADERSHIP**

14. Civil society has strong management and/or leadership to enable civil society participation in global and national education policy processes. (Rank 1 through 10)

15. Please list recommendations (if any) you have to improve civil society's management and/or leadership to increase civil society participation in global and/or national education policy processes.

**GLOBAL PARTNERSHIP FOR EDUCATION CAPACITY**

16. Global Partnership for Education Board of Directors and Global Partnership for Education Secretariat have sufficient capacity to effectively support CSO participation in global education policy processes. (Rank 1 through 10)

17. Please list recommendations (if any) of what capacities are needed by the Global Partnership for Education Board of Directors or Global Partnership for Education Secretariat to improve the participation of civil society in global and/or national education policy processes.

**COUNTRY LEVEL CAPACITY**

18. Local Education Groups have sufficient capacity to effectively engage civil society partners in national policy processes. (Rank 1 through 10)

19. Please list recommendations (if any) of what capacities are needed by Local Education Groups to improve the participation of civil society in national education policy processes.

**CIVIL SOCIETY CAPACITY**

20. Civil society has sufficient capacity to support effective participation in global and national policy processes. (Rank 1 through 10)

21. Please list recommendations (if any) of ways the Global Partnership for Education, external partners and civil society can improve civil society's capacity to participate in global and/or national education policy processes.

**GLOBAL PARTNERSHIP FOR EDUCATION COMMUNICATION**

22. Global Partnership for Education Secretariat and Board of Directors share relevant information in a timely way, enabling effective civil society participation in Global Partnership for Education's global level processes. (Rank 1 through 10)

23. What recommendations (if any) do you have to improve the communication by Global Partnership for Education Board of Directors and Global Partnership for Education Secretariat with civil society to

better enable civil society participation in Global Partnership for Education's global education policy processes?

**LOCAL EDUCATION GROUP COMMUNICATION**

24. Relevant information is shared with civil society in a timely way by the Local Education Group, enabling effective civil society participation in national education policy processes. (Rank 1 through 10)

25. What recommendations (if any) do you have to improve Local Education Group communication with civil society to better enable their participation in national education policy processes?

**CIVIL SOCIETY COMMUNICATION**

26. Internal civil society communication is effective in supporting strong engagement in Global Partnership for Education's global and national policy processes. (Rank 1 through 10)

27. What recommendations (if any) do you have to improve civil society's internal communication to better enable civil society participation in Global Partnership for Education's global and national policy processes?

**GLOBAL PARTNERSHIP FOR EDUCATION INCLUSION**

28. All relevant civil society groups are included in Global Partnership for Education's global policy processes and decision-making structures. (Rank 1 through 10)

29. What groups are excluded from Global Partnership for Education's decision-making bodies and global education policy processes which require support to effectively participate?

**LOCAL EDUCATION GROUP INCLUSION**

30. All relevant civil society groups are included in Local Education Groups enabling effective participation in national level policy processes. (Rank 1 through 10)

31. What groups are excluded from Local Education Groups which require support to effectively participate in national education policy processes?

**CIVIL SOCIETY INCLUSION**

32. All relevant groups are included in national civil society structures. (Rank 1 through 10)

33. What groups are excluded from global and/or national civil society structures which ought to be supported to fully participate in Global Partnership for Education's global and/or national policy processes?

**BEST PRACTICE TO DATE**

34. What is working well to increase civil society participation in Global Partnership for Education's global and national policy processes which should be built on and maintained?

**FINANCING FOR CIVIL SOCIETY**

35. Is there sufficient funding for global, national and/or regional civil society to increase participation and social accountability in education? If not, what do you think requires additional financial resources?

**CIVIL SOCIETY STRATEGIES TO IMPROVE ACCOUNTABILITY**

36. What civil society activities or strategies should be considered to increase social accountability in education over the period 2015 to 2018?

**SUPPORTING INCLUSION OF MARGINALIZED GROUPS**

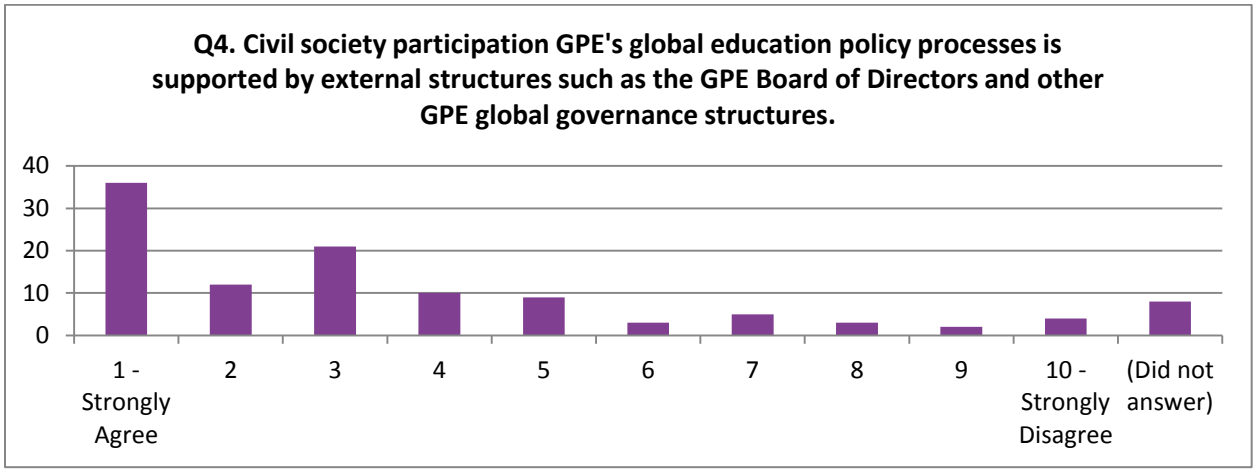
37. What best practices, partnerships or strategies are needed to effectively include groups which are currently marginalized from education sector policy processes?

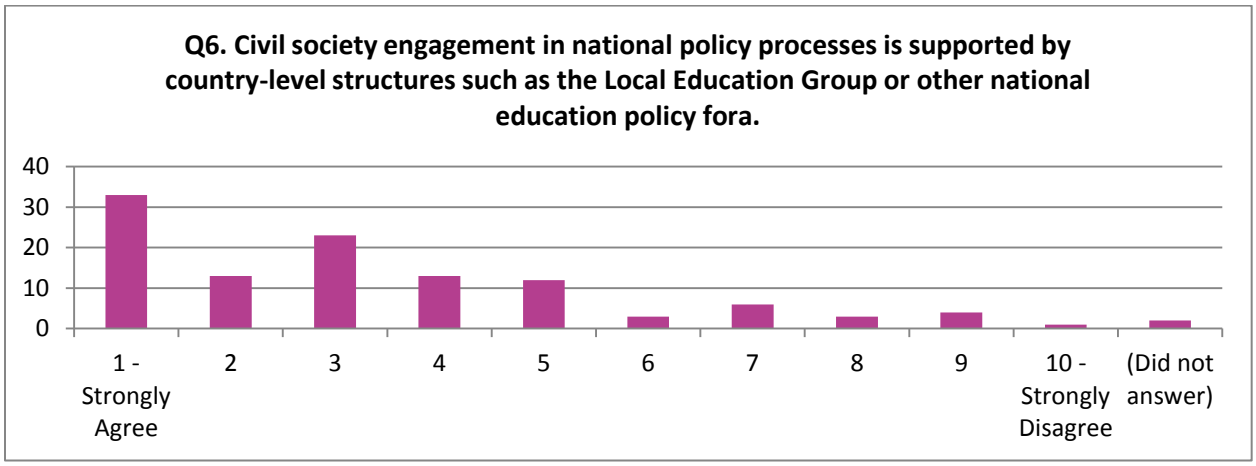
38. Please provide any other comments which have not been elicited by the survey.

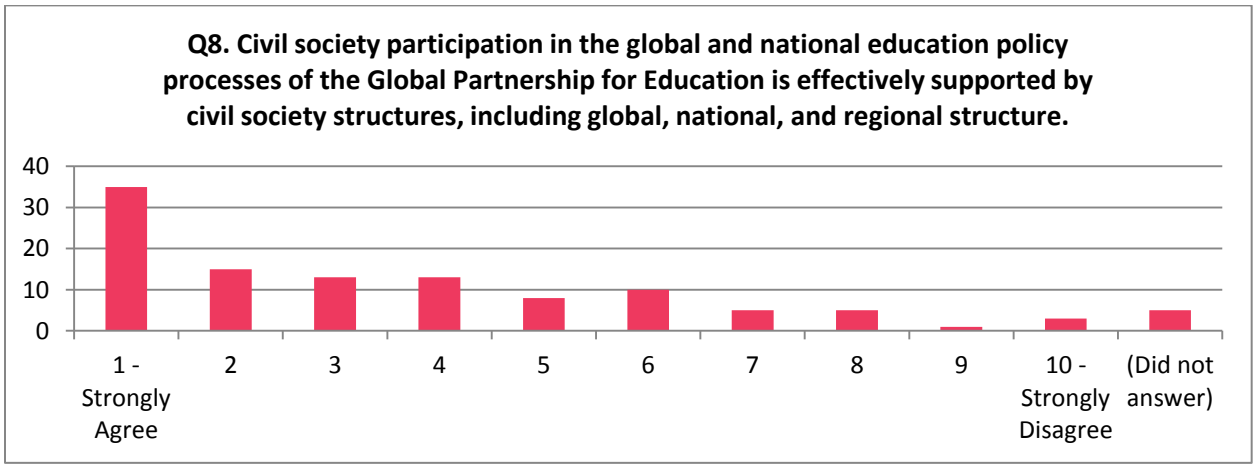
## Annex 5: Likert rankings results

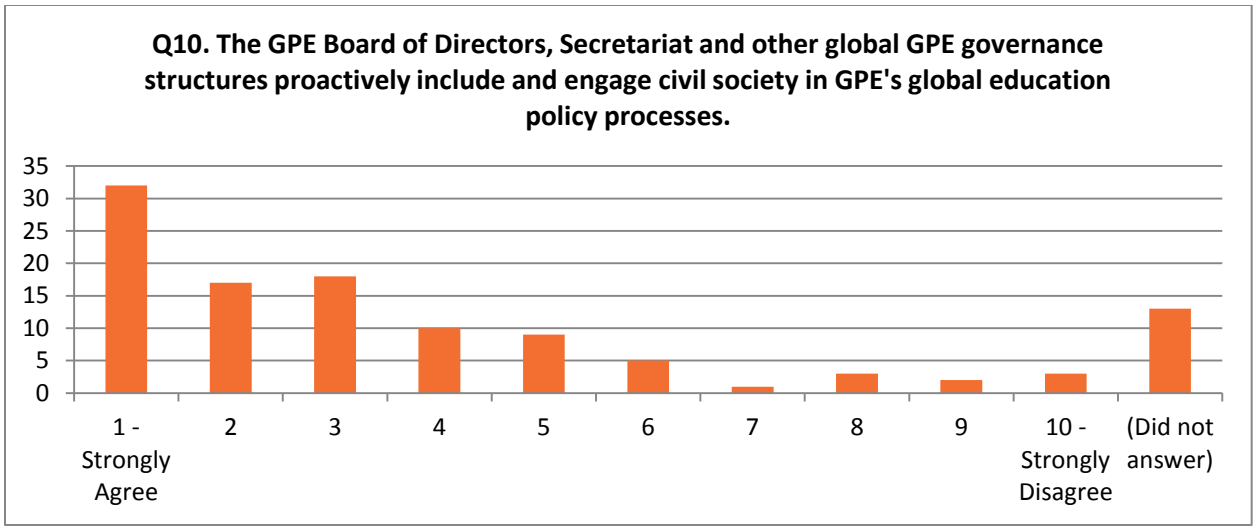
**FREQUENCY GRAPHS**

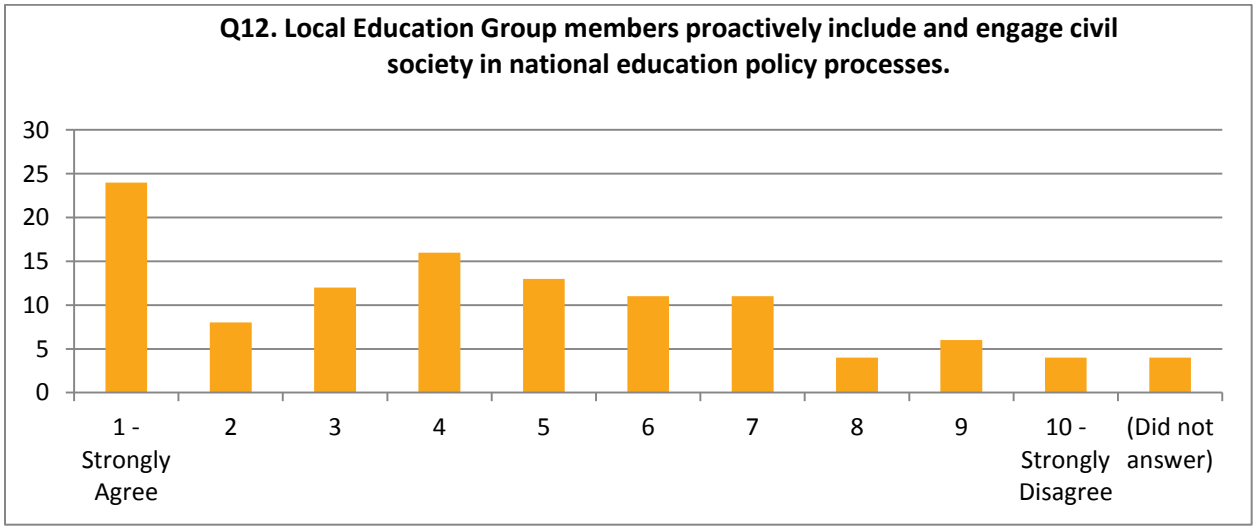
Note: The Y axis represents the total number of respondents who selected a specific response within the range 1-10.

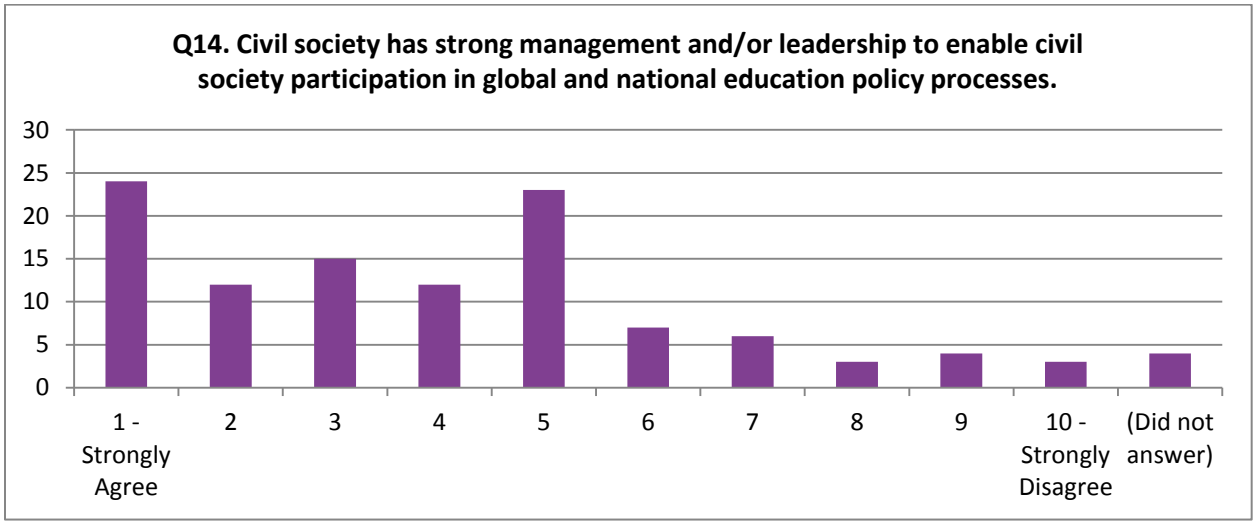


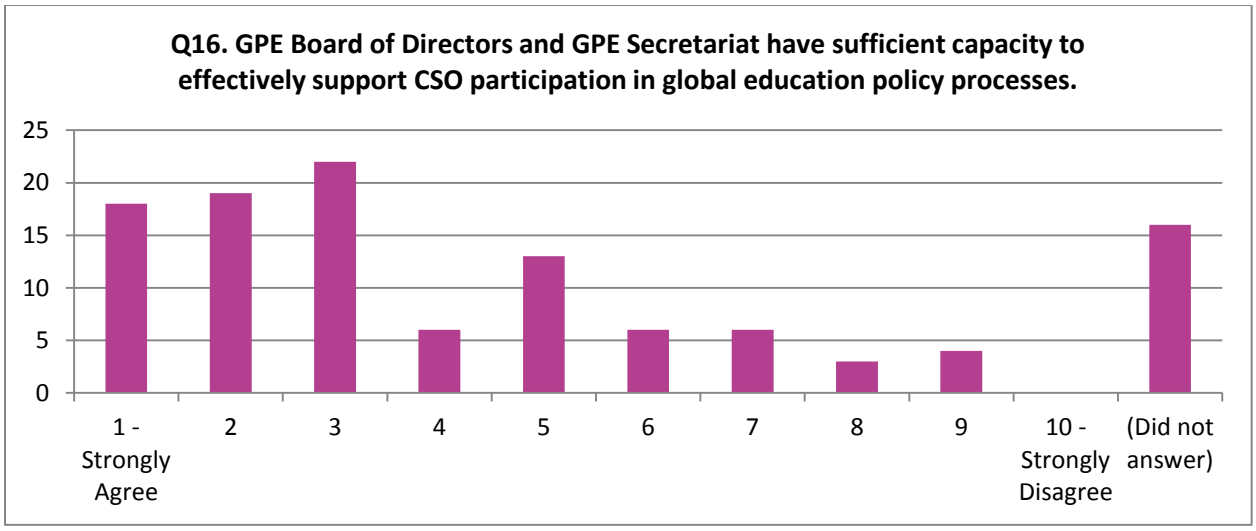



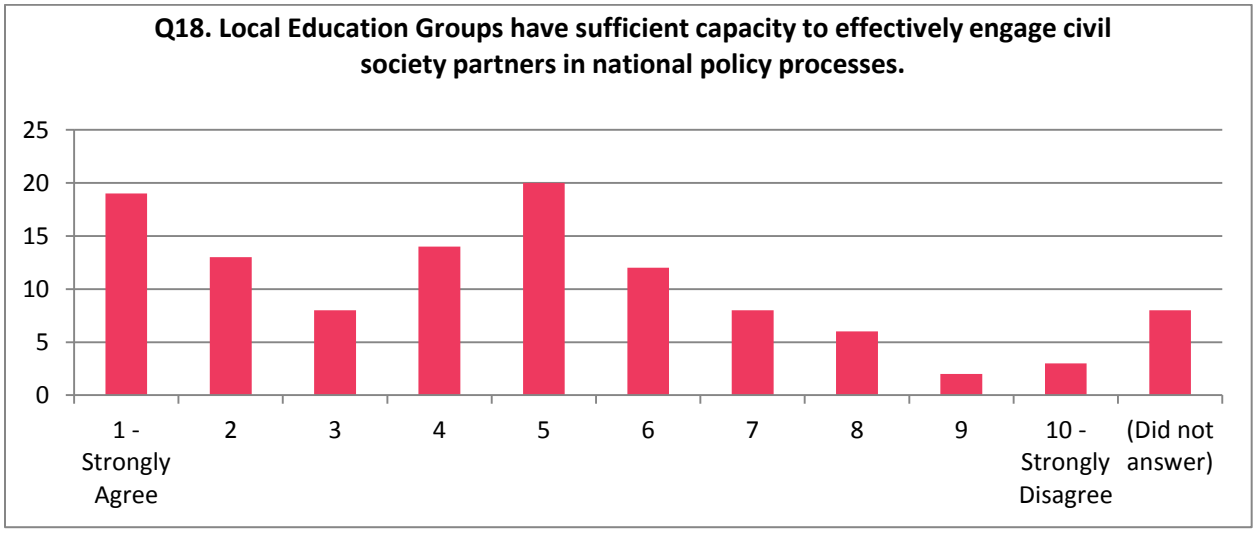



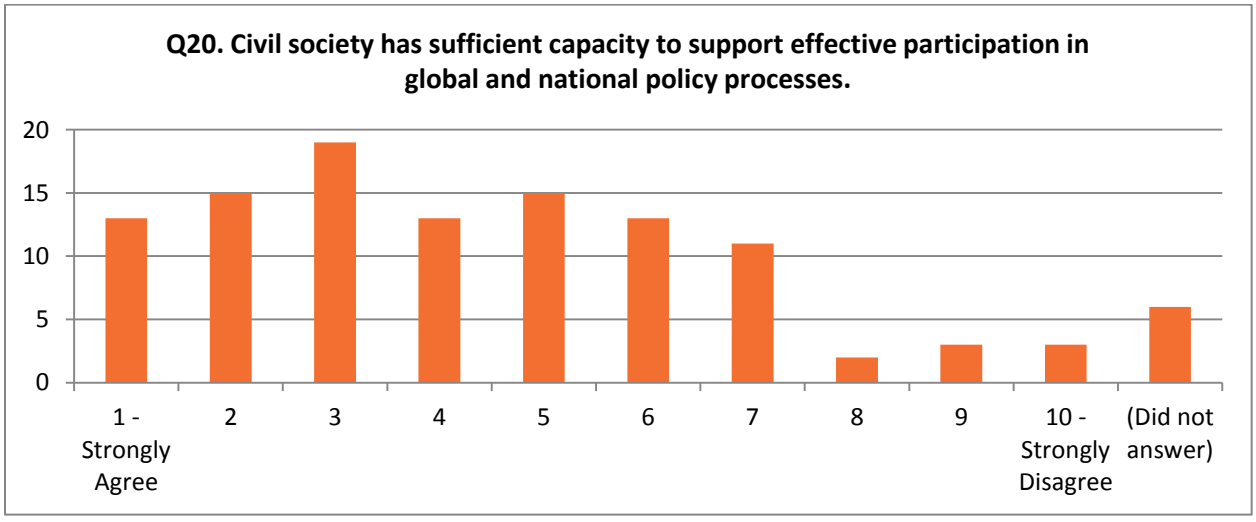

Q10. The GPE Board of Directors, Secretariat and other global GPE governance structures proactively include and engage civil society in GPE's global education policy processes.
35
30
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

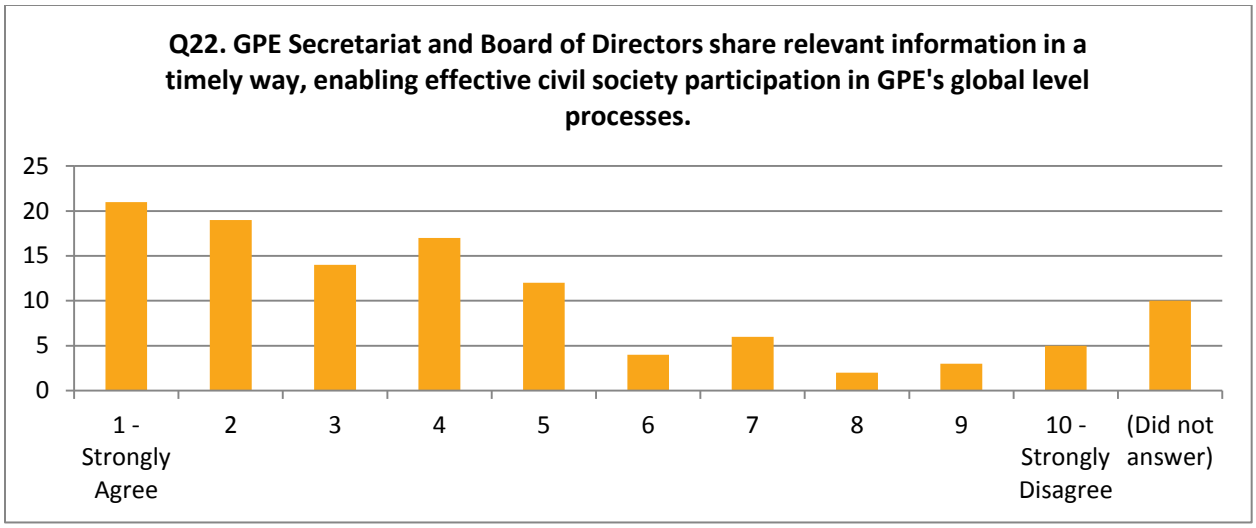

Q12. Local Education Group members proactively include and engage civil society in national education policy processes.
30
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

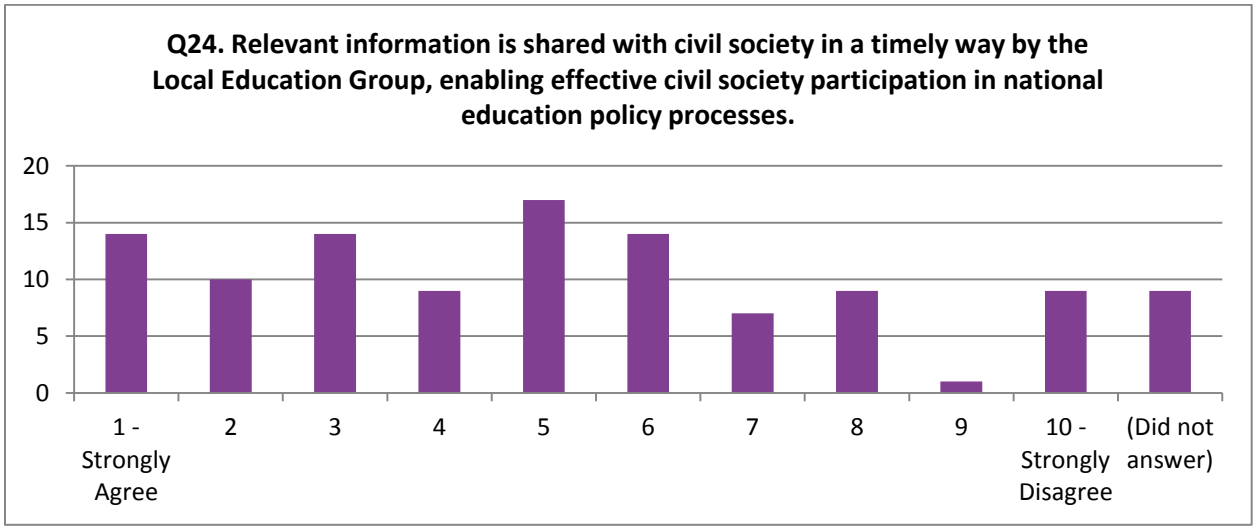

Q14. Civil society has strong management and/or leadership to enable civil society participation in global and national education policy processes.
30
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

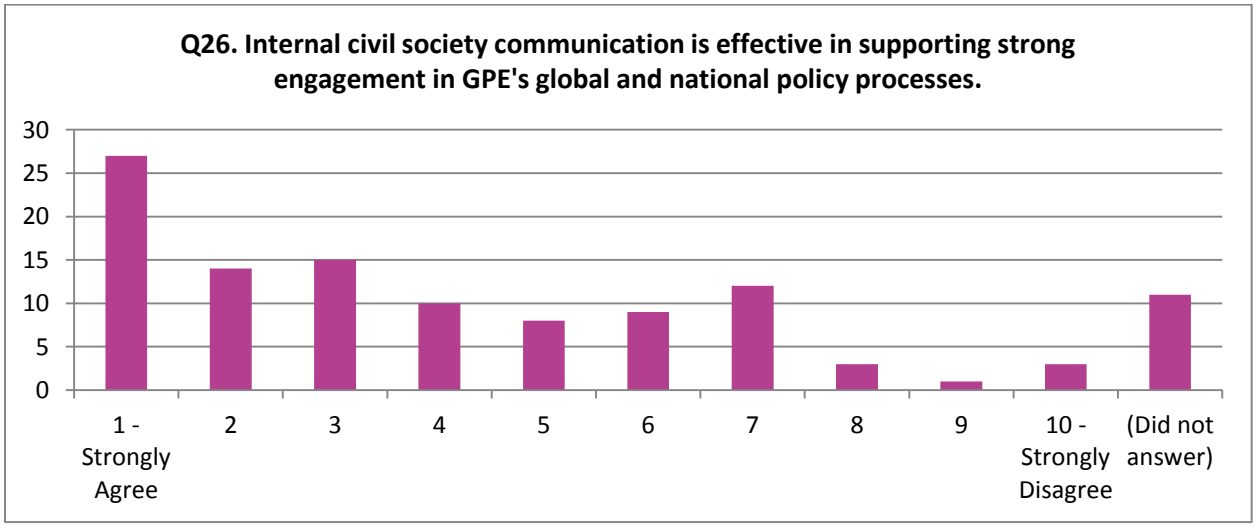

Q16. GPE Board of Directors and GPE Secretariat have sufficient capacity to effectively support CSO participation in global education policy processes.
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

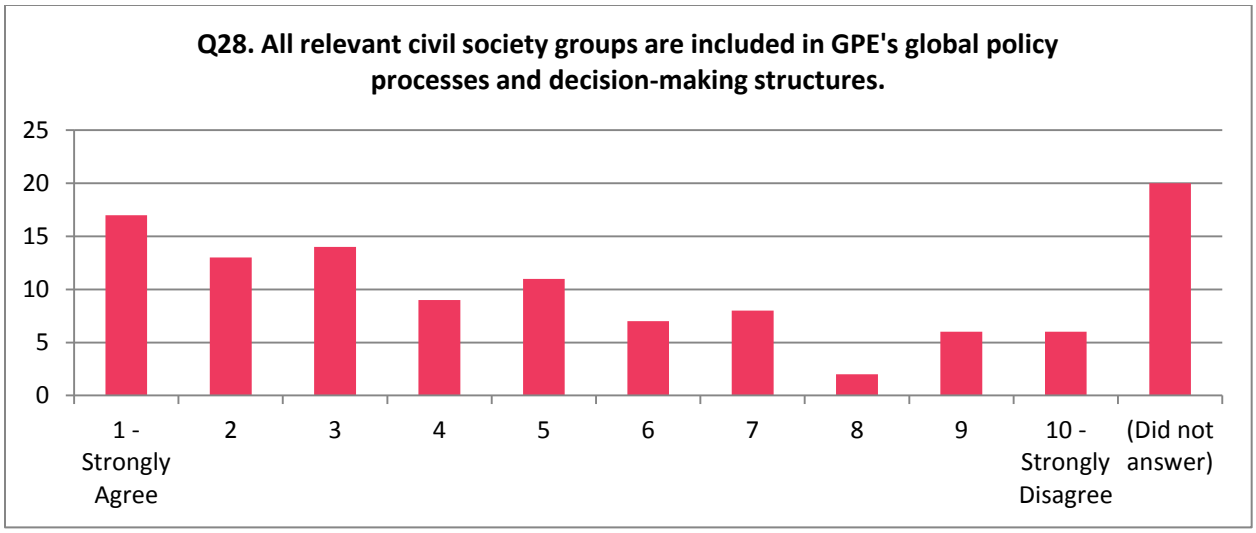

Q18. Local Education Groups have sufficient capacity to effectively engage civil society partners in national policy processes.
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

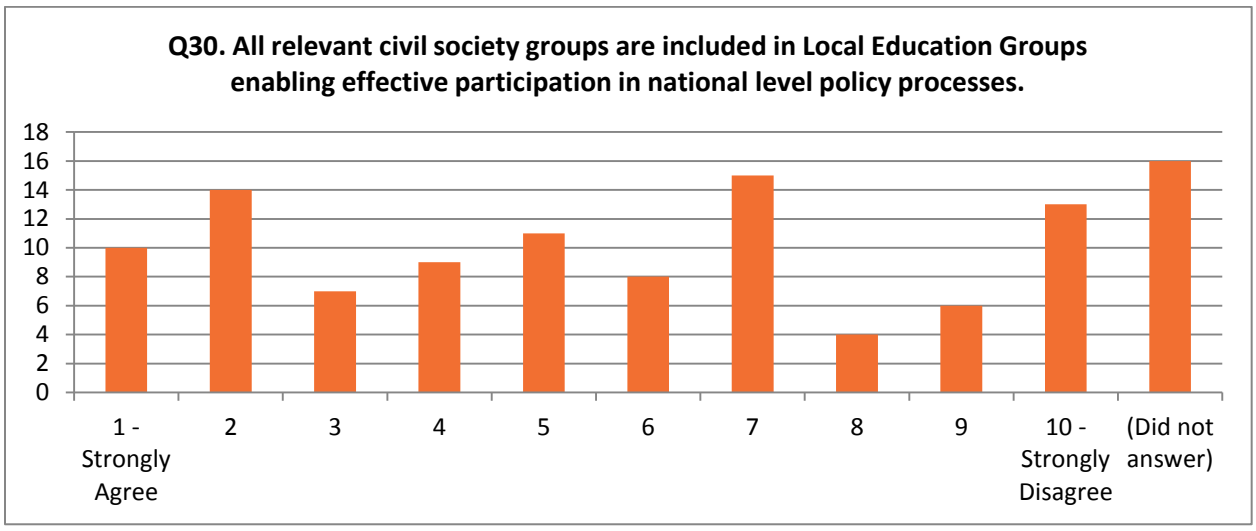

Q20. Civil society has sufficient capacity to support effective participation in global and national policy processes.
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

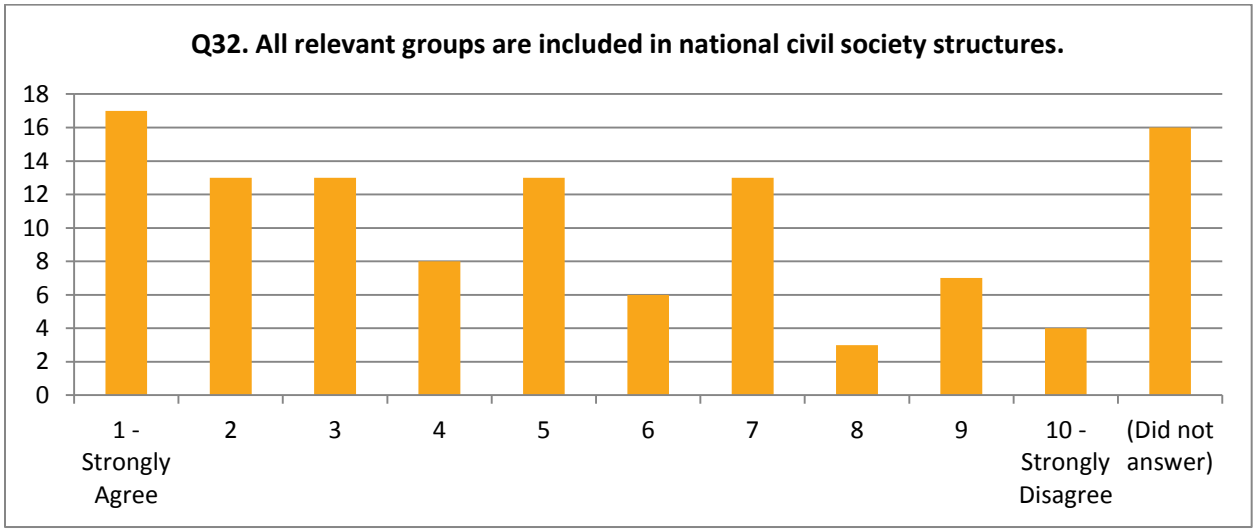

Q22. GPE Secretariat and Board of Directors share relevant information in a timely way, enabling effective civil society participation in GPE's global level processes.
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)


Q24. Relevant information is shared with civil society in a timely way by the Local Education Group, enabling effective civil society participation in national education policy processes.
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)


Q26. Internal civil society communication is effective in supporting strong engagement in GPE's global and national policy processes.
30
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)


Q28. All relevant civil society groups are included in GPE's global policy processes and decision-making structures.
25
20
15
10
5
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)


Q30. All relevant civil society groups are included in Local Education Groups enabling effective participation in national level policy processes.
18
16
14
12
10
8
6
4
2
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)


Q32. All relevant groups are included in national civil society structures.
18
16
14
12
10
8
6
4
2
0
1 - Strongly Agree
2
3
4
5
6
7
8
9
10 - Strongly Disagree
(Did not answer)

## Annex 6: Overview of countries where civil society participated in programs

| Countries | CSEF Phase 1 Total | CSEF Phase 2 By end 2013 | Supported by AECID | GPE/EI program |
|---|---|---|---|---|
| **TOTAL** | **45** | **49** | **10** | **10** |
| | | | | |
| **AFRICA** | **28** | **27** | **0** | **8** |
| Angola | * | | | |
| Burkina Faso | * | * | | |
| Benin | * | * | | * |
| Burundi | * | * | | |
| Cameroon | * | * | | |
| Cape Verde | * | * | | |
| Central Afr. Rep. | | | | |
| Côte d'Ivoire | | * | | * |
| Djibouti | * | * | | |
| DRC | * | * | | * |
| Ethiopia | * | * | | |
| Gambia | * | * | | |
| Ghana | * | * | | |
| Guinea | | | | |
| Guinea Bissau | * | * | | |
| Kenya | * | * | | |
| Lesotho | * | * | | |
| Liberia | * | | | * |
| Madagascar | | | | |
| Malawi | * | * | | |
| Mali | * | | | * |
| Mauritania | * | * | | |
| Mozambique | * | * | | |
| Niger | * | * | | |
| Nigeria | * | * | | |
| Rwanda | | * | | |
| Senegal | * | * | | * |
| Sierra Leone | * | * | | * |

| Countries | CSEF Phase 1 Total | CSEF Phase 2 By end 2013 | Supported by AECID | GPE/EI program |
|---|---|---|---|---|
| Somalia | | * | | |
| Tanzania | * | * | | |
| Togo | * | * | | |
| Uganda | * | | | * |
| Zambia | * | * | | |
| Zimbabwe | * | * | | |
| **ASIA** | **13** | **13** | **0** | **1** |
| Afghanistan | | | | |
| Bangladesh | * | * | | |
| Cambodia | * | * | | |
| India | * | * | | |
| Indonesia | * | * | | |
| Kyrgyz Republic | | | | |
| Mongolia | * | * | | |
| Myanmar | | * | | |
| Nepal | * | * | | * |
| Papua New Guinea | * | | | |
| Solomon Islands | * | * | | |
| Sri Lanka | * | * | | |
| Tajikistan | | | | |
| Timor Leste | * | * | | |
| Vanuatu | * | * | | |
| Vietnam | * | * | | |
| Pakistan | * | * | | |
| **LATIN AMERICA & CARRIBEAN** | **4** | **4** | **10** | **1** |
| Argentina | | | * | |
| Bolivia | * | * | | |
| Brazil | | | * | |
| Chile | | | * | |
| Colombia | | | * | |
| Costa Rica | | | * | |
| Dominican Republic | * | * | | |

| Countries | CSEF Phase 1 Total | CSEF Phase 2 By end 2013 | Supported by AECID | GPE/EI program |
|---|---|---|---|---|
| Ecuador | | | * | |
| Guatemala | | | * | |
| Haiti | * | | | * |
| Honduras | | * | | |
| Mexico | | | * | |
| Nicaragua | * | * | | |
| Paraguay | | | * | |
| Peru | | | * | |
| **EASTERN EUROPE** | | **3** | **0** | **0** |
| Albania | | * | | |
| Georgia | | * | | |
| Moldova | | * | | |
| **MIDDLE EAST** | | **2** | **0** | **0** |
| Sudan | | * | | |
| Yemen | | * | | |

## Annex 7: References

**About the Global Partnership for Education:**

- Mid-Term Evaluation of the EFA Fast Track Initiative, Final Synthesis Report, GPE, 2010
- Charter for the Global Partnership for Education, GPE, 2011
- Country Level Process Guideline, GPE, 2012
- Strategic Plan 2012 – 2015, GPE, 2012
- Global Governance Manual, GPE, 2013
- Results for Learning Report, GPE, 2013
- Civil Society Engagement Strategy, BOD/2013/11 Doc 05, Global Partnership for Education, November 2013.

**About the Civil Society Education Fund (CSEF):**

- Global Campaign for Education (GCE). 2012. *Regional and National Civil Society Education Funds – CSEF: Evaluation Report and Country Reports*.
- Civil Society Advocacy: Good Practice Case Studies, GCE, 2012
- Civil Society Advocating for the Right to Education: Stories and lessons learned from Latin America and the Caribbean, CLADE, 2012
- Persuading Powers: Stories from Education Coalitions in Asia Pacific, ASPBAE, 2012
- Civil Society Education Fund (CSEF) Closing Report, GCE, 2012
- Expedited Review of Civil Society Education Fund Proposal, Global Partnership for Education Secretariat, 2012
- Civil Society Education Fund 2013 – 2014: Program Document, 2013
- CSEF 2012 – 2014 program documents: CSEF capacity support: South-South learning and collaboration; CSEF governance approach; CSEF guidelines on funding decisions for national coalitions; Human Resources Plan; CSEF & broad engagement of the civil society sector; Program Overview and National Coalition Proposal Guidelines; National Coalition Proposal Template, Budget Template; Revised Monitoring and Evaluation Framework, GCE, 2012 - 2014
- UNESCOs role as Supervising Entity, UNESCO & the Global Partnership for Education, 2013
- CSEF 2013 – 2015 Progress Report to UNESCO for the period 01 July to 31 December 2013, GCE, 2014
- Civil Society Strategy Update, Meeting of the Board of Directors, Global Partnership for Education, 2014
- Planning Matters in Education: A handbook for civil society participation in national education sector plan activities and processes, GCE, 2014
- CSEF review – for input to Global Partnership for Education background report on civil society participation, GCE secretariat, 2014

**About civil society involvement in education policy processes:**

- World Declaration on Education for All, World Conference on Education for All, Jomtien, 1990
- The Dakar Framework for Action, World Education Forum in Dakar, 2000
- Civil society engagement in EFA in the post-Dakar period. A self-reflective review, CCNGO/EFA, 2004
- Halfway to 2015 - Civil Society Engagement in Education Policy Dialogue and the EFA Process since Dakar 2000, CCNGO/EFA, 2007
- Funding Change: Sustaining Civil Society Advocacy in Education, CEF, 2007

- From NGOs to CSOs: Social Citizenship, Civil Society and "Education for All" – An Agenda for Further Research, Mundy, K. ,Ontario Institute for Studies in Education, University of Toronto, 2008
- Mundy, K., Cherry, S., Haggerty, M., Maclure, R. & Sivasubramaniam, M. (2007). Basic education, civil society participation and the new aid architecture: Lessons from Burkina Faso, Kenya, Mali and Tanzania. Toronto: Comparative and International Development Centre, OISE/UT
- Empowering civil society: On education Commonwealth Education Fund achievements, CEF, 2008
- Driving the Bus: The Journey of National Coalitions, Commonwealth Education Fund, CEF, 2008
- Civil Society and Aid Effectiveness: Findings, Recommendations and Good Practice, Organisation for Economic Cooperation and Development, 2009
- Report back on FTI Reform process. May 2010 FTI Board Meeting: Decisions Update. Policy Briefing, GCE , 2010
- Real World Strategies: A story of civil society advocacy, GCE, 2011
- Transnational Advocacy, Global Civil Society: Emerging Evidence from the Field of Education, Mundy, K. and Murphy, L in Comparative Education R3eview. 45(1) 85-126, 2001
- The Right to Education & Post 2015 Frameworks, GCE, 2013
- Review of Evidence: Progress on Civil Society Related Commitments of the Busan High Level Forum. Task team on Civil Society Development Effectiveness and Enabling Environment, 2014


**About teacher participation in education policy processes and the GPE support:**


- Recommendation Concerning the Status of the Teachers, ILO/UNESCO, 1966
- Developing and Implementing Teacher Policy. Teachers Matter: Attracting, Developing and Retaining Effective Teachers. OECD, 2005
- Review of Application of the Recommendations concerning Teaching Personnel (CEART), Joint ILO/UNESCO Committee of Experts, UNESCO, 2006
- Methodological Guide for the Analysis of Teacher Issues. Bernard, J., Tiyab, B., Bonnet., G. & Rodriguez, R., UNESCO, 2010
- Teacher self-efficacy, voice and leadership: towards a policy framework for Education International, Bangs, J. & Frost, D., EI Research Institute, 2012
- Teacher Union Governmental Relations in the Context of Educational Reform. Education International, Bascia, N. & Osmond, P., 2013
- Global Partnership for Education/GRA: Improving teacher support and participation in LEGs, Proposal Outline and budget, EI/UNESCO, 2013
- Engaging Teachers' Unions with the Global Partnership for Education. Draft Strategy Concept Note, EI, 2013
- The Role of Teachers' Unions in Latin America. Promoting Education Quality. Background Paper prepared for the Education for all Global Monitoring Report 2013/14, Gindin, J. & Finger, L., 2013.


**About youth participation in development and in education:**


- Office of the Secretary General's Envoy on Youth, web site: http://www.un.org/youthenvoy/
- Global Partnership for Youth in the Post 2015 Agenda, Office of the UN Secretary General's Envoy on Youth, web site: https://crowdsourcing.itu.int/
- UN Secretary General Global Education First Initiative: Youth Advocacy Group (YAG) web site: http://www.globaleducationfirst.org/youthadvocacygroup.html

- UNESCO and Youth Strategy, UNESCO web site: http://www.unesco.org/new/en/social-and-human-sciences/themes/youth/strategy/
- Convention on the Rights of the Child, UN, 1990
- World Bank Development Report: 'Development and next generations', underlining the importance of youth in the development agenda', The World Bank, 2007
- The Role of Child and Youth Participation in Development Effectiveness. A literature review, Child Fund Australia, 2011
- Global Monitoring Report 2012: Youth and Skills: Putting Education to Work, UNESCO, 2012
- Expert Meeting on the Human Rights of Youth, UN, 2013: http://www.ohchr.org/Documents/Issues/Youth/ExecutiveSummary.pdf
- World Conference on Youth, Sri Lanka, May 2014, http://wcy2014.com/
- Youth Resolution: The Education we Want, General Global Education First Initiative: Youth Advocacy Group (YAG)
- The Education we Want: An Advocacy tool kit, Global Education First Initiative YAG, World at School and Plan International
- UNESCO Operational Strategy on Youth 2014 – 2021, UNESCO, 2014
- Conclusions of the 8th UNESCO Youth Forum held at Headquarters, UNESCO, 2013
- IIEP Policy Forum 'Engaging Youth in Planning Education for Social Transformation', 16-18 October 2012, Paris: Concept Note; Summary Report; Agenda for Action, IIEP, 2012
- Planning education with and for youth: Volume I: 'Can you hear me? Now, are you listening? by Anja Hopma, Volume II: A review of youth engagement in national education and youth plans and policies, by Lynne Sergeant, IIEP
- Youth Participation in Development: A Guide for Development Agencies and Policy Makers, DFID-CSO Youth Working Group: http://restlessdevelopment.org/file/youth-participation-in-development-pdf
- Youth recommendations, Second Global Partnership for Education GPE replenishment Conference Brussels, June 26th 2014, Global Partnership for Education, 2014