



Monitoring and Evaluation Strategy

For Decision

1. Purpose

The purpose of this paper is to seek approval from the Board of Directors of the Global Partnership's Monitoring and Evaluation (M&E) Strategy, including the creation of an M&E unit within the Secretariat.

2. Background

Following the results of the Mid-Term Evaluation in 2009, the Board of Directors tasked the Secretariat with the development of an M&E strategy for the partnership. The Board of Directors decided at its meeting in Washington, DC in May 2010 that the "M&E strategy will contain a Results Framework, an accountability matrix and an evaluation design." The Results Framework was approved by the Board of Directors at its November 2010 meeting in Madrid, Spain.

The **Results Framework** provides the Global Partnership with information on the goals set by its partners and the progress achieved in reaching these goals. It also provides an opportunity to make adjustments to activities in order to promote progress toward these goals. The Results Framework will be used to monitor achievements in education in the Global Partnership's developing country partners including, but not limited to, those activities that are financed through the Global Partnership for Education Fund. The Results Framework is complemented by an **Accountability Matrix**, which defines the roles and responsibilities of all stakeholders contributing to the attainment of educational objectives stated in the Results Framework. Data from both will be used to provide an annual Results Report. The Results Framework and Accountability Matrix will also be used as inputs for an **impact evaluation** of the Global Partnership.

3. Decision Requested

The Board of Directors is requested to approve the following decision:

BOD/2011/11-XX – Monitoring and Evaluation Strategy: The Board of Directors approves the M&E strategy presented in BOD/2011/11—DOC 05 including its annexes, and requests the Secretariat to establish a monitoring and evaluation unit that will be operational by August 2012. This unit will work with Coordinating Agencies to collect the information needed for the Results Framework and the Accountability Matrix in a timely and standardized manner.

4. Reasons for Recommendation

4.1 Challenges

When the Secretariat started developing the M&E strategy, the following challenges were identified:

- ***The need to improve information on quality, especially on learning outcomes.*** As the Global Partnership’s interest in quality and learning outcomes increased, it was necessary to develop some indicators in this area that could provide information on quality progress across the Global Partnership’s developing country partners.
- ***The need to avoid a top-down approach to implementation.*** For the M&E strategy to succeed, both the milestones and indicators needed to be consistent with the goals stated in the education plans of each country, which are the core of the Global Partnership Compact. At the same time, it was desirable to have standardized information on the Global Partnership’s results.
- ***The need to avoid the creation of unsustainable reporting burdens*** on partners while relying on existing sources of information as much as possible.
- ***The data were inconsistent.*** UNESCO Institute of Statistics (UIS) data and national data differ, yet both are important, and thus some mechanism for ensuring reconciliation was needed.

The Secretariat contracted a consulting company, PROMAN, to make recommendations regarding the M&E strategy. Several teams of experts visited eight of the Global Partnership’s developing country partners to “field test” the M&E strategy at the country level. PROMAN delivered a final report in early

September 2011, which was discussed by the Oversight Committee.¹ The Executive Summary of the report is presented in **Annex 1** and its recommendations address the challenges noted above.

4.2 Results Framework

Based on the report and the discussions with the Oversight Committee, **Annex 2** contains a summary of the **Results Framework**. The Results Framework will have the following features:

- It will be consistent with the monitoring systems already in place in the Global Partnership's developing country partners and minimize their reporting burden, while allowing the Global Partnership to track progress in a standardized way. The Results Framework will allow progress to be monitored against milestones and targets set in each country's own education plan. This information will be collected by the Secretariat during the joint sector reviews.
- It will provide sound information on quality achievements within the Global Partnership. However, this will require that the Global Partnership's developing country partners commit to improve assessment of learning outcome achievements. The Secretariat would work with these countries to agree on a methodology to collect the information. In addition, some of these countries could start working on the concept of quality beyond learning outcomes as described in PROMAN's report.
- It will provide information on achievements on a sex-disaggregated basis, especially regarding outcome indicators.
- Information will be collected for both fragile and non-fragile states. Therefore, it will be possible to monitor the achievements of these groups of countries separately.
- Each country will be asked to collect the information on aid effectiveness every three years based on a questionnaire prepared by the Secretariat.

4.3 The Accountability Matrix

The Accountability Matrix is presented in **Annex 3**. This matrix describes the general commitments of partners that are essential to achieve the objectives presented in the Results Framework. It is critical that these commitments are not ambiguous, so as to allow partners to understand their roles and responsibilities at the global and country level and hold each other accountable. The Secretariat

¹ This committee is made up of representatives from various stakeholders (including Board members) and technical experts. It was set up to support the Secretariat in developing the M&E strategy. It has met twice to comment on PROMAN's output.

proposes that all partners report on these commitments on an annual basis through a self-assessment. Donors and multilateral organizations headquarters will be requested by the Secretariat to submit a short report, using a simple template. At the country level, during the joint sector reviews, local partners will assess their compliance with the commitments defined in the matrix (1 or 2 pages in the joint sector review report). In addition, the Secretariat will report on its own commitments and value added, as a way of demonstrating its own accountability to the Board of Directors. Partners will also be invited to define more specific commitments through a letter of intent.

4.4 **Impact Evaluation**

4.4.1 As discussed in the Mid-term Evaluation in 2009, and as approved by the Board of Directors in 2010, PROMAN has recommended a design for an impact evaluation of the effect of the Global Partnership. The impact evaluation methodology will permit an assessment of the impact of the Global Partnership at global and local levels, including means for measuring the incremental effects of the Global Partnership. PROMAN's report highlights that there is very little experience conducting impact evaluations of global partnership programs implemented with methodological rigor.

4.4.2 The impact evaluation of the Global Partnership will not be one single task. The proposal is to undertake separate studies over the next five years to investigate the net impact of the Global Partnership, that is, what has happened that would not have happened without the Global Partnership. The Secretariat will produce a final report in 2015 to summarize the conclusions of the different studies and will provide guidance on how to improve the Global Partnership's impact on education in its developing country partners.

4.5 **Organization**

To implement a proper M&E strategy as recommended by the consultants does require significant effort. Therefore, the Secretariat proposes to establish the following:

- A monitoring and evaluation unit within the Secretariat (comprising a staff of 5-6 persons, with 2-3 staff each responsible for monitoring or evaluation respectively) that will be responsible for monitoring elements of the Results Framework and the Accountability Matrix. The Secretariat will present to the Board of Directors a Results report on an annual basis, describing the results against the Results Framework and the Accountability Matrix. The Secretariat proposes continuing work with the same oversight committee described in paragraph 4.1 above.

- An independent Steering Committee for the impact evaluation, which will provide advice on impact evaluation approaches and practices at all levels and guide and direct the overall design and implementation of the impact evaluation. The Steering Committee will be comprised of a team of appointed experts; the main criterion for membership being expertise and experience in conducting impact evaluations. These members will be contracted as independent consultants and paid from the Secretariat budget.

5. Next Steps

Following approval by the Board of Directors of the monitoring and evaluation strategy, the Secretariat will produce its first Results Report by March 2012. The Secretariat expects to establish a monitoring and evaluation unit by August 2012.

6. Costs of Initiative and Source of Funding

The budget for the Secretariat for the next fiscal year will take into account the creation of the M&E unit and will be submitted at the next Board meeting for approval.

7. Contact

Board members with questions on these matters are invited to contact Luis Crouch, Team Coordinator of the Global Good Practices Team, at: lcrouch@globalpartnership.org.

ANNEX 1: EXECUTIVE SUMMARY OF MONITORING AND EVALUATION STRATEGY

This executive summary presents the recommendations of PROMAN, the majority of which the Secretariat plans to implement or adapt.

Background

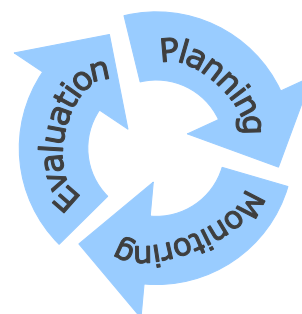
- (1) The Education for All Fast Track initiative (EFA FTI), now the Global Partnership for Education, was launched in 2002, following the commitments of the World Education Forum in Dakar 2000, as a global partnership that focuses on accelerating progress towards universal primary school completion of quality education by 2015. The Global Partnership has so far endorsed education sector plans of 43 countries. As required by the terms of reference, the assignment provided the Global Partnership Secretariat, which now is expected to play a substantial role in monitoring and evaluation, with a proposal for a monitoring and evaluation (M&E) strategy for the Global Partnership.
- (2) Following the preliminary results of the Mid-Term Evaluation (MTE), the Board of Directors tasked the Secretariat in February 2010 with the development of a mutual accountability framework based on results. The analyses under this consultancy are based on: (i) the main conclusions and recommendations of the MTE; and (ii) the study of current practices of the partnership in order to achieve progress towards the Global Partnership's objectives.
- (3) An area of high relevance to the partnership is the measurement of quality achievements, e.g., learning outcomes, and other quality aspects of education, e.g., the quality of delivery of educational services inside the classroom. Meeting and implementing a monitoring and evaluation strategy is interpreted as the achievement of an acceptable and sustainable quality of the Global Partnership model, covering the management of the Global Partnership and boosting its credibility, and enabling the Education for All-related Millennium Development Goals (MDGs) to be met.

Objectives of the Assignment

- (4) The overall objective of the assignment is to support the Secretariat in designing a results-based monitoring and evaluation strategy for the Global Partnership, in order to improve internal accountability. The proposed M&E strategy refers to a country level component ("individual level") as well as a global level component referring to the performance of the value-added of the Global Partnership. The work has taken into account the outcomes of the MTE and the impact evaluation scoping study (WHITE 2009).
- (5) The first specific objective is to develop a monitoring and evaluation system consisting of a results framework (with indicators) and accountability matrix mapping the roles and responsibilities for the various constituencies. The accountability matrix seeks to fulfill two main objectives: first, it defines the roles and responsibilities for all partners implicated in meeting the goals as specified in the results framework. Second, it aims at monitoring the extent to which the constituencies have fulfilled their commitments and provides a mechanism to readjust goals and performance indicators. This work has been based on the already existing drafts made by the

Secretariat, but with special emphasis on ensuring the active involvement of the core stakeholders and with the ambition to make it simple to use with a minimal additional burden.

- (6) The second specific objective is to develop an impact evaluation methodology on how to assess the impact of the Global Partnership at global and local level, including means for measuring the incremental effects of the Global Partnership.
- (7) For the results-based monitoring and evaluation system, **monitoring constitutes the first element. The second element affects evaluation.** Monitoring and evaluation is a two-step process: Monitoring regularly and frequently (often on an annual, quarterly, or even monthly basis) compiles routine project records by collecting information on pre-defined indicators and thus provides the opportunity to keep a close eye on how an intervention is performing and to check that the on-going intervention is still in line with what was proposed. In contrast, and in longer intervals of e.g., three years, evaluations assess the relevance of objectives and determine whether higher level outcomes have been achieved, what works and what does not, and whether changes need to be made on the basis of the monitoring data. This comprehensive internal M&E system in the Global Partnership mainly focuses on the country level. To assess the impact at the highest level of the entire Global Partnership, an additional separate impact evaluation is necessary. This needs sufficient time, strong effort, and a considerable budget. Such an impact evaluation will only be conducted once or twice during program life.



Review of the Results Framework

- (8) The consultant team has reviewed the initial draft Results Framework, which was provided to the team at the onset of the consultancy. This report proposes amendments regarding the inclusion of quality indicators specifically in the area of service delivery, an area which is also considered to be a separate output in a revised results framework.
- (9) In terms of monitoring, the report distinguishes between the global level (Global Partnership, covering the total group of developing country partners) and the country (“individual”) level, i.e., individual developing country partners at country level. In addition, and in the interest of quality monitoring regarding the quality of service delivery, a third level (“school”) has been included which would be concerned with participation, follow-up and monitoring of ongoing activities. It is proposed that partner organizations that have a strong involvement at the implementation level could assist in such monitoring if deemed appropriate by the developing country partner. This would also facilitate a stronger involvement of developing country partners in the execution of the overall M&E strategy, and would likewise ensure that no additional burden would be placed on developing country partners.

- (10) The review of the results framework includes proposals for the sharpening of existing indicators where applicable, together with proposed data sources, monitoring levels, reporting formats and reporting values. Issues of data availability and (local) collection procedures – alongside soliciting overall commitment on the side of the developing country partners – have been discussed during the field visits. Current baselines and targets are shown if these are currently available. In all other cases, proposals are presented on how to establish baselines and targets where these are not yet available.
- (11) For the indicator at the goal level (youth literacy rate in the 15-24 years age group) it needs to be borne in mind that there might be very little impact by the end of the current Global Partnership. 15-24 years seems to be rather late after school in order to assess impact related to schooling – or, a too distant goal such as this one might even pave the way for justifying failure. Therefore, this, as a variable to actually monitor and evaluate the Global Partnership, is of limited worth. However, if the aim of this indicator is purely to get a sense of progress and focuses on the results one wants, it should be adequate.
- (12) The indicators at outcome level relate to an increase in children (learners) receiving “a basic education of good quality”. Indicators in the original Results Framework were identified by the Secretariat based on the mid-term evaluation report proposal and additional discussions with partners. However, these indicators did not reflect any quality issues. The updated Results Framework now contains two quality indicators focussing both on: (i) learning outcomes; and also (ii) educational quality issues beyond mere learning outcomes. It will be of crucial importance to consider both aspects of educational quality simultaneously, since learning outcomes alone do not necessarily reflect educational quality if such quality is defined in a larger context of critical thinking, life skills, relevance of the learning content and also educational democratisation.
- (13) While the proposal assumes that there is, in principle, mutual commitment for a comprehensive quality assessment (both at global and country levels) beyond the monitoring of mere learning outcomes, it needs to be highlighted that the process of implementing quality monitoring as proposed might be rather lengthy. This consultant team certainly fully acknowledges government ownership of M&E procedures in the respective countries, and is also fully aware of the fact that the proposed M&E strategy for the Global Partnership should not be perceived to be an additional burden imposed from the outside.
- (14) Field missions carried out to a balanced sample of eight Global Partnership developing country partners demonstrated that countries already collected most or even all the information according to the results framework, particularly regarding quantitative issues. On quality issues, countries generally endorsed the necessity of monitoring quality issues beyond mere learning outcomes, whereby the current status of quality monitoring differed from country to country.
- (15) Among others, UNICEF, being a key partner in the Global Partnership, has done substantial work in promoting and assessing quality issues which go beyond the monitoring of learning outcomes.

Over the past 10 years, UNICEF has been actively engaged in the promotion of the Child-friendly School (CfS) approach and development of CfS initiatives worldwide. Due to the close linkage of quality issues to child-friendly issues, child friendly schools therefore operationalise the need to realise quality learning in a non-threatening learning environment. The Secretariat could provide advice on what has worked in the past, and point to successful approaches. In concrete terms, while governments and/or ministries of education will take the lead in quality assessment, other partners could play a valuable supporting role.

- (16) The fact, however, that “educational quality beyond learning outcomes” is captured in the revised Results Framework by means of a relevant indicator such as “score of educational quality”² will ensure that the importance of that issue is clearly signalled by the Secretariat, even if not all countries will be in a position to provide data on such indicator. It is important to consider such flexibility in implementation, also acknowledging that the Results Framework primarily outlines critical areas for monitoring, whereby target setting for quality issues would be a process involving the developing country partners and other stakeholders.
- (17) The indicators at output level refer to four results related to: (i) sound sector policies in education; (ii) mobilisation of adequate and sustainable domestic and external financing for education; (iii) delivery of aid for education according to aid effectiveness principles; and (iv) the improvement of service delivery. In the original Results Framework, the results related to: (i) delivery of aid for education according to aid effectiveness principles; and (ii) the improvement of service delivery were subsumed under one result and are predominantly focused on increased enrolments and the consequences in terms of dimensioning additional inputs of teachers, classrooms and other inputs. None of those indicators creates a bridge between inputs and outcomes as far as these relate to the quality of education.
- (18) It is considered important to clearly distinguish between two types of service delivery indicators, i.e., (i) input indicators (related to service delivery for reporting and communication purposes); and (ii) process, outcome and management indicators (related to service delivery to learners). Therefore, a new indicator has been added to the revised Results Framework, which specifically addresses the aspect of service delivery to the final beneficiaries of any education program, the learners. This new indicator #9 is thus closely linked to the quality indicators at Outcome Level, in terms of: (i) learning outcomes; and (ii) educational quality beyond learning outcomes.

Review of the Accountability Matrix

- (19) The consultant team proposes adjustments to the accountability framework, in line with the results framework and the related field consultations. The updated Accountability Matrix consequently reflects: (i) the draft updated result framework which has added emphasis on quality and accountability; (ii) the changes in the governance structure of the Global Partnership that have occurred since the first draft accountability matrix was produced; (iii) changes agreed upon by the Board of Directors in November 2010; (iv) the updated Charter from May 2011; and

² Proposals for measurement of such an indicator are discussed in the main report.

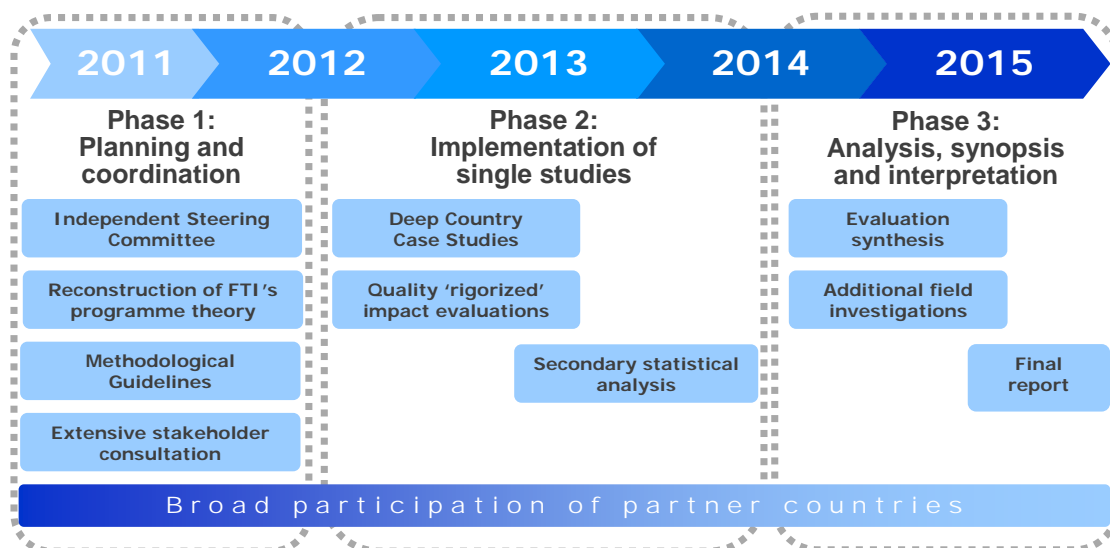
- (v) the methodology and focus of the ongoing monitoring exercise on aid effectiveness, seeking to leverage the information that will be yielded in this context. Careful attention has been given to precise definitions of the role and responsibilities of the core stakeholders in the Global Partnership.
- (20) For the accountability matrix to be effective, a process for ensuring that the core partners commit to the matrix will be needed. Obviously the first step will be to obtain consensus on the core objectives and accountability obligations proposed in the matrix and make adjustments if deemed relevant. It is consequently suggested that, as a part of the dissemination of this report, the Secretariat should explicitly request all partners included in the accountability matrix to sign up to these, or provided suggestions for adjustments. At the global level, the main method for monitoring generating the required data on fulfilment of commitments will be self-reporting to the Secretariat, whereas at country level the Local Donor Group (esp. the coordinating agency) will assume primary responsibility for information aggregation.
- (21) In implementing the accountability matrix there is a need to minimise transaction costs for the local partners, not least the government and its ministry, which again imposes some limitations on what additional processes and reporting procedures that can be suggested. The basic principle is thus to rely on existing information and procedures to the largest extent possible. Fortunately a substantial part of the requested information is likely to already be generated through e.g., joint reviews. These reviews often include focus on core accountability matrix components of equity, access, quality and finance, as well as discussions of the data and M&E systems upon which they rely. The regular monitoring exercises on aid effectiveness also cover developing country partner governments and their performance in honouring the commitment made in e.g., the Paris Declaration.

Impact Evaluation of the Global Partnership

- (22) The monitoring system including the results framework provides the necessary basis and facilitates improved evaluability of the Global Partnership by establishing the key conditions for the impact evaluation of the Global Partnership.
- (23) The TORs for the M&E Strategy request to “propose an evaluation design/methodology to assess cause-effect relationships and measure impact of the [then FTI] partnership” taking into account the counterfactual. As for *large-scale complex policy-based programs such as global partnership*, it is not easy to determine the counterfactual and it is impossible to measure the quantitative impact of such multi level programs in a clear-cut manner, it is not possible to attribute causality or to directly assess the Global Partnership’s impact.
- (24) So far, there is barely any experience with conducting impact evaluations of global partnership programs implemented with methodological rigour. Two exceptions are the *Five-Year Evaluation of the Global Fund to fight AIDS, Tuberculosis and Malaria* and the *Evaluation of the Paris Declaration on Aid Effectiveness*. These two evaluations demonstrate how impact evaluations of large-scale complex programs can be designed with the utmost rigour and care leading to credible and reliable findings and conclusions on impact. In addition, these two examples

illustrate that a serious impact evaluation of a large-scale global partnership program like the Global Partnership for Education needs sufficient time, strong effort, and a considerable budget: The Global Fund evaluation took about three years for the entire implementation, the Evaluation of the Paris Declaration about four years. The budget for the Global Fund evaluation was valued at US\$16,204,000.

- (25) Based on these experiences and professional literature it is recommended to implement the impact evaluation of the Global Partnership as follows:



As can be seen, the impact evaluation of the Global Partnership is not one single task. With regard to the Global Partnership's underlying intervention theory the causal chain is broken down into several components explored by separate single studies focusing on different levels of analysis:

- (26) For focusing on the effects of the Global Partnership on educational policy and resource allocation in the developing country partners deep country case studies conducted in about 16 endorsed countries are recommended, i.e., a descriptive study of policy change analysing changes in Education Sector Plans (ESPs) for a long period of time. Within additional stakeholder analysis the roles and positions of all parties involved in and possibly influenced policy changes are to be worked out.
- (27) For focusing on the effects these changes in education policy and resource allocation have on educational outcomes quantitative studies are recommended: country-wide quality "rigorized" impact evaluations should be done to give a broader picture of the impact on outcomes per country. Here too, we recommend about 16 countries for these studies. The term "rigorized" implies that the impact evaluations are conducted as rigorously as feasible.
- (28) To further analyse the determinants of educational trends a secondary statistical analysis of existing data sets is recommended. Whereas the quality "rigorized" impact evaluations focus on the *effects of causes* for the secondary statistical analysis the *causes of effects* are brought to the

fore. Caused by several limiting aspects it is recommended to work with a *structural equation model* based on “*partial least squares*” analysis as this approach seems to be feasible even for non-experts.

- (29) To give answers to the main questions of the impact evaluation and in order to describe how the inputs are used for what activities resulting in what outputs, and how these produce intermediate outcomes, which results in final outcomes, in 2014/2015 a consolidated evaluation synthesis out of the information gathered by all these studies has to be done. This includes mainly in-depth content analyses of all available documents, reports and studies, etc., deriving and synthesizing findings, and combining the information to a comprehensive picture in a more “forensic” manner, i.e., “telling the causal story” for each level of analysis. Furthermore systematic reviews with respect to education should be considered. Some promising sophisticated systematic reviews in the field of evaluation are being carried out currently awarded by DfID, AusAID and 3IE, and are expected to be published at the end of 2011/beginning of 2012. Hence, these could be used to help assessing the relevance of policies and programs promoted by the Global Partnership. In addition, further Global Partnership documents and reports should be taken into account. Based on the evaluation synthesis, additional field investigation as well as supplementary analysis of the M&E data will be required to address information gaps not covered in existing documents.

Comparative Analysis of M&E Issues across Other Partnerships

- (30) Based on the updated Results Framework, common indicators utilised by the Global Health Fund (GHF) and the Global Environmental Facility (GEF) to measure impact, outcomes, outputs and service delivery were identified. The methods these global funds use to collect and present these indicators were also closely examined in order to determine whether or not they could be applied in the M&E strategy.
- (31) Due to differences in organisational arrangements and priorities, very few similar indicators were found. However, the central issue of interest was not the common indicators, but rather, the ways in which partnerships’ flexible M&E systems allow programs to select their own indicators, based upon such practicalities as data availability. The GHF’s approach used of providing a list of the 10 most used indicators in collaboration with partners is perhaps an approach that can be adapted when developing portions of the Global Partnership’s M&E Strategy, if required. This system would grant each country ownership of certain indicators at the Country level, while at the Global level, whether or not targets were being met would be monitored. Of course, such an approach implies that there would be little value in comparing these indicators across different countries.
- (32) To collect data, the GEF uses an elaborate Project Information Management System that was developed over a period of years. The Global Partnership for Education may wish to look into developing such a system in the future. However, doing so would take time; in the first year, a very simple electronic data collection system would be required. The GHF has such a data collection system. From reviewing GHF documentation, each program appears to be responsible for providing its own data for the GHF Performance Framework on a spreadsheet template. In the

short term, the Global Partnership may wish to investigate such a data collection system, particularly for circumstances in which data cannot be obtained as required from recognised international sources, such as the UNESCO Institute for Statistics.

- (33) The Global Partnership would do well to consider the scorecard system that the GHF has implemented in order to make outcomes comprehensible to the public. In theory, a scorecard system may be one method of engaging stakeholders at the country level, as it may encourage them to take ownership of their indicators, since the tool is simple and even someone with limited numeracy skills can quickly analyse indicators in this format. All of these factors have made such tools very effective. By linking stakeholders' indicators with those of the Results Framework at the global level, the scorecard system can also provide stakeholders at the country level with a clear understanding of how exactly their area of interest is linked with the Global Partnership's Strategic goals.
- (34) The GHF has developed such M&E documentation as an M&E manual, toolkit, and a data quality assessment tool as part of their approach to improving M&E in their partnership. On reviewing the organisational arrangements for M&E in the GEF and the GHF, their M&E functions are clearly an independent function that report directly to the partnership's respective boards. The GEF now places a high priority on possessing an operational knowledge management system. These are good practice examples that the Global Partnership might wish to consider when finalising its M&E Strategy.

Presentation and assessment of the UIS indicators in the Results Framework

- (35) One of the roles of the UNESCO Institute of Statistics (UIS) is to provide member states and international organisations with a definitive set of statistical information about education. The Secretariat, therefore, aspires to utilise UIS data whenever possible in order to monitor its proposed Results Framework. In total, the Framework includes nine different EFA outcome indicators that the UIS potentially could supply. Although these indicators enable the Secretariat to offer full international comparisons of these indicators, the population data and methodology may not be in line with that utilised at the national level.
- (36) The UIS data collection processes ensure their indicators are internationally comparable because the International Standard Classification of Education (ISCED) is applied at UIS headquarters to conduct a series of data checks. This results in indicators being released between October of the year following the end of the school year and the next May. It is noted that UIS can process data in six weeks in theory. However, a number of checks are conducted by UIS, and these queries are resolved by contacting the source in each country, which can cause a delay in the release of indicators. Furthermore, not all countries collect information on all the UIS indicators on an annual basis, resulting in gaps in the data, which are clearly not ideal for monitoring the Framework each year. The report notes that 73% of Global Partnership developing country partners' indicators were released for the 2008-9 school year by October 2010.

- (37) A faster and more comprehensive system by which to gather all the indicators may entail using the Joint Sector Review (JSR) process to collect these Results Framework EFA outcome indicators. This would imply building the capacity of national statisticians and set up mechanisms of data quality insurance. An additional advantage of applying Results Framework indicators to the JSR process is the fact that these indicators can be used to strengthen evidence-based planning and to set targets for each developing country partner, as the likelihood of achieving these targets is far greater if the developing country partner is the one to set them. Utilising Results Framework indicators would align the JSR with the Results Framework and assist in increasing the awareness of the importance of the JSR. However, the data used in the JSR stems from country data, which are not internationally comparable, as country percentage points are not comparable with percentage points reported in the JSR reports of other countries. This is mainly because the country indicators are based on population projections of national statistical offices, and the UIS indicators are based on population projections made by the UN Population Division.
- (38) To present each EFA outcome Indicator, it is suggested that the Results Framework be designed in such a manner that it details performance at the national and global levels. This presentation will be based upon both: (i) country data collected through the JSR process; and (ii) data retrieved from the UIS data centre. At the national level, the JSR Report will present actual country data and country-owned targets plus the *relative* difference between these two data points. This relative difference will be used to generate a 3-point scale indicator to monitor a country's performance against target.
- (39) The country data and country-owned targets are not comparable with other developing country partners' data, so this data will not be used at the global level to make comparisons. However, it is possible to compare Global Partnership developing country partners' relative differences in performance using this 3-point scale in the Results Report.
- (40) Therefore, the Results Report, which will be produced to monitor global performance by the Global Partnership, will display the EFA outcome indicators by: (i) a country template using the internationally comparable UIS data and the 3-point scale data, which measure actual distance from target; and (ii) a global template using the aggregated total of UIS internationally comparable data, a Global Partnership global projection and 3-point scale data based on the country-level template. A mechanism that could be used to estimate the global projection for each of the EFA indicators based on country-set targets and adjusted to align them with the UIS data, is described in the main report.

ANNEX 2: RESULTS FRAMEWORK KEY PERFORMANCE INDICATORS

Results Framework	
Key Performance Indicators	
Goal level	
Literacy rate in Global Partnership-endorsed countries improved - Youth (15-24 years) literacy rate	
Outcome level	
Number of children (girls and boys) receiving good quality primary education, and transitioning to lower and upper secondary	1. Gross Enrolment Ratio in the grade prior to Grade 1
	2. Primary Gross Intake Rate (GIR)
	3. % of Global Partnership endorsed countries that achieved gender parity in GIR
	4. Rate of out-of-school children
	5. Primary Completion Rate (PCR)
	6. % of Global Partnership endorsed countries that achieved Gender Parity in primary completion
	7. Transition rate from primary to lower secondary education
	8. % of Global Partnership endorsed countries that achieved gender parity in transition from primary to secondary
	9. Lower Secondary Completion Rate
	10. % of Global Partnership endorsed countries that achieved Gender Parity in lower secondary
	11. The proportion of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text
	12. The proportion of students who, by the end of the primary or basic education cycle, are able to read and demonstrate understanding, as defined by the national curriculum or agreed-upon by national experts
Output level	
1. Sound sector policies are developed and implemented	
2. Adequate and sustainable domestic and external financing for education in Global Partnership endorsed countries are mobilised	
3. Education sector is supported according to aid effectiveness principles by Global Partnership donors	
4. Service delivery is improved	

ANNEX 3: GLOBAL PARTNERSHIP FOR EDUCATION DRAFT ACCOUNTABILITY MATRIX

The Global Partnership’s Mutual Accountability Matrix is a summary of the roles and responsibilities of its partners as mainly described in the Partnership documents such as the Charter of the Global Partnership for Education, the country-level process guide and the documents describing the process to implement the Global Partnership for Education Fund.

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
Objectives	Sound Sector Policies in Education developed	Adequate and sustainable domestic and external financing for education mobilized	Aid for basic education provided and managed efficiently and effectively	Reliable, timely and relevant data being produced, analysed, and used by global and local education stakeholders	Effective advocacy for achieving quality basic education	Communication of good practice and knowledge-sharing among the GPE partners to contribute to improved educational outcomes
GLOBAL LEVEL						
Board of Directors	<ul style="list-style-type: none"> Sets overall policies and strategies for the Partnership 	<ul style="list-style-type: none"> Mobilize political support for increased levels of aid for basic education Ensure the effective governance and monitor implementation of the Global Partnership for Education Fund Responds to specific resource challenges threatening progress towards Global Partnership goals 	<ul style="list-style-type: none"> Ensure that the Global Partnership policies and practices reflect internationally-agreed principles on aid effectiveness Ensure implementation of this accountability matrix 	<ul style="list-style-type: none"> Oversight of the Global Partnership’s M&E efforts Promote evidence-based policy making 	<ul style="list-style-type: none"> Advocate for the Global Partnership at the global level Advocate for policies that improve learning outcomes, girls’ education and support to fragile states 	<ul style="list-style-type: none"> Enhance links among the various partners of the Global Partnership by strengthening channels of communication and collaboration Ensure that partners commit to take the lead in specific education areas Provides inputs to the high level group on EFA

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
Chair	<ul style="list-style-type: none"> • Provide political and intellectual leadership for the Global Partnership • Facilitating Global Partnership decision making on strategy and policies, and follow-through to ensure their implementation 	<ul style="list-style-type: none"> • Advocate for increased levels of external and domestic financing for basic education • Lead efforts to mobilize funds 	<ul style="list-style-type: none"> • Advocate for aid effectiveness among partners 		<ul style="list-style-type: none"> • Takes the lead on advocacy and promotes dialogue amongst partners 	<ul style="list-style-type: none"> • Promote knowledge sharing at Partnership/Board meetings
GPE Secretariat	<ul style="list-style-type: none"> • Provide quality support to planning monitoring processes, including education plan development and Joint Sector Reviews • Inform/support, collect & share information on the country processes leading to education plan endorsement • Ensure endorsed education plans meet agreed criteria as defined in the guidelines for Sector Plan preparation and Development Partner Appraisal • Ensure Global Partnership funding requests meet agreed policy/quality criteria 	<ul style="list-style-type: none"> • Support resource mobilization efforts • Support each SE to ensure timely and effective disbursement of the Global Partnership for Education Fund • Coordinate progress reporting on activities financed by the Global Partnership for Education Fund • Maintain Needs and Performance Framework and recommend indicative allocations 	<ul style="list-style-type: none"> • Support LEGs to negotiate and monitor aid effectiveness agenda at country level • Support LEGs to better harmonize and align their work and support around one education plan • Help LEGs to identify and put in place the best modality to support a program-based approach and support strengthening country systems 	<ul style="list-style-type: none"> • Collaborate with existing data collection agencies to improve data reliability and availability • Provide annual progress report on Partnership performance on the basis of the Results Framework and the Accountability Matrix • Monitor the utilization of Global Partnership for Education Fund funding in line with Global Partnership objectives and policies 	<ul style="list-style-type: none"> • Advocate for the Global Partnership at the global and country levels through communication strategy: briefs, outreach activities, newsletter, web site, dissemination role • Advocate policies and practices that improve learning outcomes, girls' education and support to fragile states • Discuss and remind partners of their funding commitments. If needed, publish information pertaining to failures of honouring financing commitments 	<ul style="list-style-type: none"> • Facilitate the implementation of the Global and Regional Activities Program • Production, dissemination and follow-up of the use of Global Partnership knowledge products that are strategic • Draw on lessons emerging from country experiences and gather feedback to inform the Global Partnership's strategic directions • Identify and disseminate best policy practices

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
Bilateral and Multilateral Donor Partners	<ul style="list-style-type: none"> • Ensure that ODA is aligned with national education plan priorities • Champion best practices • Ensure coordinated and demand driven technical and financial assistance to education plan development and implementation 	<ul style="list-style-type: none"> • Increase level and predictability of aid to basic education • Ensure that commitments made result in timely disbursements 	<ul style="list-style-type: none"> • Increase education aid flows to government sector • Ensure that education aid is recorded on government's budget • Increase the use of country public financial management and procurement systems to the extent possible and otherwise help to improve their quality • Help develop or strengthen common arrangements/program-based approaches and provide education aid in their context • Phase out project implementation units while at the same time strengthening absorptive capacity of country systems to manage and utilize aid 	<ul style="list-style-type: none"> • Provide information on financial commitments and disbursements • Support the development of locally owned M&E systems and capacities • Review and provide inputs to Global Partnership's global M&E strategy including suggestions for refinement of indicators 	<ul style="list-style-type: none"> • Advocate for basic education as a large part of multilateral and bilateral aid programs • Advocate for Global Partnership focus areas 	<ul style="list-style-type: none"> • Active involvement in the implementation of the GRA program • Share good practices and experiences with the Partnership to be disseminated by the Secretariat • Support countries in developing and documenting good practices

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
International Civil Society	<ul style="list-style-type: none"> Identify and disseminate best practices 	<ul style="list-style-type: none"> Advocate for increased levels of aid aligned to national priorities 	<ul style="list-style-type: none"> Advocate for improved implementation of the aid effectiveness principles to achieve results 	<ul style="list-style-type: none"> Provide additional data as available to inform policy process and critical discussion on sector progress 	<ul style="list-style-type: none"> Advocate for Global Partnership at the global and country level through providing and engaging in constructive debates/discussion Support Civil Society participation in Global Partnership discussions Assist in holding governments and global institutions accountable for their education commitments 	<ul style="list-style-type: none"> Enhance dialogue around Global Partnership focused areas Support the implementation of the GRA program
Private Partners, Think Tanks, Foundations	<ul style="list-style-type: none"> Identify and finance innovation (e.g., non-state provision) 	<ul style="list-style-type: none"> Support development of innovative financing 	<ul style="list-style-type: none"> Advocate for private foundations to align and harmonize education aid with national education plans and procedures 		<ul style="list-style-type: none"> Advocate policies that improve learning outcomes, girls' education and support to fragile states 	<ul style="list-style-type: none"> Provide insight into opportunities and challenges for engaging non-state actors in the education sector

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
Objectives	Sound Sector Policies in Education developed	Adequate and sustainable domestic and external financing for education mobilized	Aid for basic education provided and managed efficiently and effectively	Reliable, timely and relevant data being produced, analysed, and used by global and local education stakeholders	Effective advocacy for achieving quality basic education	Communication of good practice and knowledge-sharing among the GPE partners to contribute to improved educational outcomes
COUNTRY LEVEL = All partners below are considered partners in the LEG						
Ministry of Education/ Government	<ul style="list-style-type: none"> Develop education sector plans addressing equity, access and quality and coherent with the three Global Partnership strategic directions when relevant Use evidence to improve policy and planning Improve accountability towards learners/parents Improve participation, communication and transparency in education planning 	<ul style="list-style-type: none"> Provide agreed domestic financing for basic education as a share of government budget Improve education budget execution by reducing discrepancy between budgets and expenditures Provide equitable resource allocation to reduce disparities Ensure close collaboration between the MoE and Ministry of Finance and the Ministries/departments involved in education Ensure efficient and effective use of the resources for agreed purposes with no tolerance for corruption 	<ul style="list-style-type: none"> Engage with national Civil Society, Parliament, decentralized authorities and other education stakeholders to create ownership of the national education plan Take the lead on the implementation, monitoring and management of aid effectiveness principles Take the lead in Joint Sector Reviews 	<ul style="list-style-type: none"> Establish and maintain reliable data collection systems Monitor and report on progress in implementing education plans incl. through Joint Sector Reviews Report to the LEG on core accountability data as presented in the Global Partnership Results Framework and the Mutual Accountability Matrix Collaborate with any broad impact evaluation of the Global Partnership 	<ul style="list-style-type: none"> Raise awareness for equity & quality education within the government Engage in resource mobilization for the funding of education plans 	<ul style="list-style-type: none"> Be informed about good practice and models and apply them to the country context Share experiences from pilots and quality evaluation on what works in improving education quality and equity Ensure that all relevant Ministries and authorities with a stake in the plan are involved in Global Partnership processes

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
<p>Bilateral and Multilateral Donor Partners Local Donor Group</p>	<ul style="list-style-type: none"> • Support the government to develop education sector plans credibly addressing access, equity and quality and coherent with the three Global Partnership strategic directions when relevant • Appraise and endorse education sector plans • Use domestic and international evidence to improve policy and planning • Accept binding division of labour among LEG partners based on government priorities 	<ul style="list-style-type: none"> • Ensure adequate, long term and predictable additional resources are available for education plan implementation • Ensure reduced gap and lead time between commitments and disbursements and share information with relevant partners • Support inter-ministerial work between the MoE and the Ministry of Finance to secure sufficient resources for the sector • Promote public financial management reforms in the education sector • Assist the government in assessing and reducing fiduciary risks • Assist the government in accessing Global Partnership funding instruments 	<ul style="list-style-type: none"> • Agree on a binding process to develop, implement and monitor the aid effectiveness principles/ indicators as stipulated in the Paris Declaration and Accra Agenda • Promote the use of common donor arrangements and procedures through, e.g., budget support or pooled funds • Promote the engagement of non-state actors (NSAs) in sector processes 	<ul style="list-style-type: none"> • Support the government to develop and maintain an effective country-wide M&E system • Ensure regular Joint Sector Reviews • Conduct joint field visits and systematic school observations to document service delivery • Assist in monitoring accountability challenges and disseminate findings • Monitor and report on progress in implementing Education Plans • Promote quality evaluations owned by national stakeholders 	<ul style="list-style-type: none"> • Advocate for increased domestic resources for basic education • Assist in stimulating demand for equitable quality education • Assist in disseminating findings from both government and NSAs on educational matters • Promote dialogue on findings from M&E and quality evaluations pertaining to quality and equity issues 	<ul style="list-style-type: none"> • Become informed, adopt suitable good practices • Share findings and methodologies from quality evaluations • Make use of Global Partnership knowledge products • Ensure coordination and information-sharing with their headquarters

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
Coordinating Agency	<ul style="list-style-type: none"> Coordinate local donor group in support of government policies and plans Lead donors in their support to the Ministry of Education during the development, endorsement and implementation of the education plan Ensure government has appropriate and coordinated support for education plan development and implementation Serve as the communication link between government, donors and Secretariat 	<ul style="list-style-type: none"> Support the government to ensure sustainable funding for the education plans Facilitate timely and efficient disbursement of all funds supporting implementation of the education plan Report on progress of education plan implementation, including on funding commitments and disbursements 	<ul style="list-style-type: none"> Coordinate with government, donors and civil society partners on the development, endorsement and implementation of the education plan Promote engagement with national Civil Society in overall sector dialogue Promote the aid effectiveness agenda with Ministry of Education and donor partners and encourage agreement/implementation of partnership principles 	<ul style="list-style-type: none"> Advocate/support timely data reporting to UIS and Secretariat based on the Results Framework, the accountability matrix and other general indicators as requested by UIS Support the MoE in organizing the Joint Sector Review and send the Term of References and the report to the Secretariat Report to Secretariat and country partners on commitments and disbursements Coordinate and support any evaluation of broad impact of the Global Partnership 	<ul style="list-style-type: none"> Uptake of the Global Partnership tools and ensure two-way communication with Partnership/Secretariat and LEG Advocate for sustained/increasing aid to education 	<ul style="list-style-type: none"> Ensure that the Global Partnership knowledge products are used when useful Inform the LEG and government about good practices shared by the Secretariat Share good practices and experience with the Secretariat
Supervising Entity	<ul style="list-style-type: none"> Ensure Global Partnership support is directed to appropriate policies and plans Ensure Global Partnership-funded activities are aligned with the education plan Ensure adequate capacity for Global Partnership-funded activities 	<ul style="list-style-type: none"> Ensure timely disbursement of grant allocation to the country 	<ul style="list-style-type: none"> Support the use of common arrangements for financing and resource transfers Support the use of country systems 	<ul style="list-style-type: none"> Report on the use of Global Partnership-funded activities Ensure that the Global Partnership grant supervision is in line with the overall national M&E or sector progress monitoring 		<ul style="list-style-type: none"> Share good practice and experience with the Secretariat, e.g., on the use of common arrangements or funding requests

Areas of Work	Education Policy and Planning	Education Finance	Aid Effectiveness	Data and M&E	Advocacy	Good Practice and Knowledge Sharing
<p>National Society Civil</p>	<ul style="list-style-type: none"> Participate actively in LEGs to promote new policies and practice at a country level 	<ul style="list-style-type: none"> Ensure accountability of the government on education budget and expenditure Ensure transparency of education spending and implementation at national & school level 	<ul style="list-style-type: none"> Monitor and promote progress toward better harmonization and alignment of civil society support to the implementation of the education plan Engage in the Local Education Group Promote government accountability 	<ul style="list-style-type: none"> Provide data on performance and importance of NSAs in education sector 	<ul style="list-style-type: none"> Advocate for adequate government budget allocations for education Work with Parliamentarians and advocate for the Global Partnership Ensure broad and representative voices are brought into the LEG regarding the development, implementation and monitoring of the education plan Advocate policies and policy implementation for improving learning outcomes, girls' education and support to fragile states 	<ul style="list-style-type: none"> Coordinate outreach activities and NSA representation on the Board Share good practices and innovation