DRAFT GUIDE FOR ENABLING FACTORS ANALYSIS FOR GPE SYSTEM TRANSFORMATION GRANTS

Updated November 2021

GPE Transforming Education

This draft *provides the parameters, methodology, guidance, and tools for facilitating a country-led analysis of the enabling factors as per the GPE 2025 operating model, approved by the Board in December 2020. The approach was piloted with six partner countries (Democratic Republic of Congo, El Salvador, Kenya, Nepal, Tajikistan and Uganda) as of September 2021, which generated user feedback and informed the current draft. The draft will be finalized upon completion of a more comprehensive review and further learning from its current use in Cohort II.*

CONTENTS

NOTE FOR THE READER

This guide explains the approach and the methodology to conduct the *enabling factors analysis* at country level. The country team is invited to read this guide before starting the exercise.

In addition, templates are provided to facilitate the reporting of the country dialogue around the enabling factors. These are included in the document titled *Enabling Factors Analysis Templates,* which contains the (i) *Screening Template* and the (ii) *Contextualized Enabling Factors Analysis Template*. The *Domestic Financing Matrix* should also be filled out and included in the package.

Quick links

Templates:	• Enabling Factors Analysis Templates • Domestic Financing Matrix

I. Introduction

The updated approach to the enabling factors analysis for system transformation under GPE 2025 embodies the Effective Partnership Principle that calls for rebalancing the GPE operating model to focus more strongly on sector policy dialogue and implementation.

The proposed enabling factors analysis methodology is operationalized as follows:

- First, partner countries conduct a *high-level screening* across four enabling factors:

    1. ***Data and evidence***
    2. ***Gender-responsive sector planning, policy and monitoring***
    3. ***Sector coordination***
    4. ***Volume, equity and efficiency of domestic public expenditure on education***

- Simultaneously, they reflect on persistent sector challenges and select no more than three *desirable policy outcomes* based on their potential for system transformation.

- Then, they undertake *a nuanced and context-sensitive analysis* of the enabling factors to examine the extent to which they effectively support progress toward achieving identified policy outcomes (that is, act as enablers OR bottlenecks).

The ultimate objective of the analysis is to ***promote meaningful contextualized dialogue around critical challenges across the enabling factors that would limit their effectiveness in supporting system transformation.***

II. Definitions

Enabling factors: By "enabling factors," this guide refers to the four areas above, which are key in shaping a sound foundation of an effective education system. The components of each area are detailed in **Annex A: Definitions and scoping of the four enabling factors**. When an enabling factor area performs well, it can contribute to steering system transformation; however, when an enabling factor area does not perform sufficiently well, it can become a bottleneck and impede the success of policy implementation.

GPE 2025 policy priority areas: The goal of GPE is to *accelerate access, learning outcomes and gender equality through equitable, inclusive and resilient education systems*.[1] Six priority areas,[2] detailed below, are considered critical to achieving this objective.

Access to education	› Includes enrollment and progression at an appropriate age, regular attendance, learning consistent with national achievement norms, a learning environment that is safe enough to allow learning to take place, and opportunities to learn that are equitably distributed
Learning	› Includes both the process of acquiring or developing knowledge, skills and attitudes, underpinned by values, as well as the result of that process
Quality teaching	› Involves teaching that transforms students' perceptions and their ability to apply their knowledge to real world problems
Gender equality	› Involves equal rights, responsibilities and opportunities for girls and boys. Equality means that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Equality between women and men is seen as both a human rights issue and a precondition for, and indicator of, sustainable, people-centered development.
Equity & inclusion	› Involves challenges relating to disadvantage, marginalization, disparities, inequalities, unfair treatment or discrimination; and new policies or system reforms that aim to change the distribution of resources and/or include and improve educational outcomes for marginalized and disadvantaged groups such as girls, children from poor households and/or in remote areas and children with disabilities
Early childhood care education	› Aims at the holistic development of a child's social, emotional, cognitive and physical needs to build a solid and broad foundation for lifelong learning and well-being. Early childhood care education can nurture caring, capable and responsible future citizens

These GPE 2025 policy areas can be used to frame the analysis of the enabling factors. Gender equality is central to building equitable, inclusive and resilient education systems. Therefore, a discussion on how the enabling factors can accelerate progress in this policy area must be included in the analysis.

---

[1] Global Partnership for Education, "GPE 2025 Strategic Plan," (Meeting of the Board of Directors, November 30, December 1 and 3, 2020, BOD/202/11/12 DOC 11), https://www.globalpartnership.org/content/gpe-2025-strategic-plan-december-2020.

[2] Definition provided by GPE.

Policy outcome: This refers to a policy objective that, if achieved, is deemed likely to catalyze overall system transformation. Policy outcomes usually come from national policy documents and should be at the outcome level (results oriented) and specific (that is, measurable), although for this exercise it is not necessary to set targets. When conducting the analysis, policy outcomes could be mapped against the GPE 2025 priority areas, if useful.

III.   Process for Analyzing the Enabling Factors

This section provides an overview of the process step by step, from the country-driven initial enabling factor screening and analysis to the assessment undertaken by the Independent Technical Advisory Panel (ITAP).
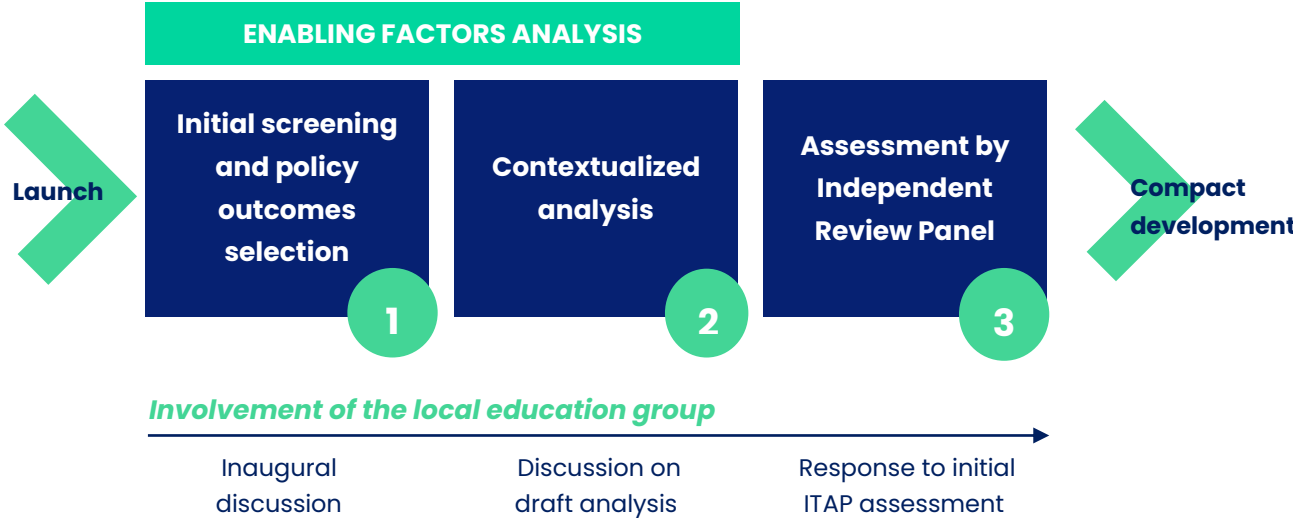
ARRANGEMENTS TO FACILITATE AN EFFECTIVE PROCESS

Task Team: It is recommended that the government, in consultation with the local education group, appoints a Task Team to lead and undertake the enabling factors analysis, ensuring broader participation of the local education group. The Task Team could also support subsequent steps related to the Partnership Compact.

While the team composition may evolve flexibly as needed, at the outset, members should combine working knowledge, technical expertise and insights in the four enabling factor areas. Thematic policy experts will join the Task Team after the identification of (up to) three policy outcomes in Step 1.

The Task Team should ideally reflect the local education group constituencies. If the local education group experiences shortcomings in terms of inclusivity, other arrangements can be

made to ensure that the enabling factors analysis represents the perspectives of all key education stakeholders, including civil society organizations.

Working arrangements: The modality for convening can take various forms depending on country preferences and feasibility in light of COVID-19 mobility restrictions, thus either through online modality, face-to-face workshops, smaller group work, or a hybrid modality. Regardless of the modality chosen, it is important to adopt an approach that creates room for inclusive dialogue to ensure buy-in/ownership and consensus on the final output.

Step 1: Enabling Factors Screening and Policy Outcomes Selection

The enabling factors analysis starts with two preliminary review activities, which can be organized in parallel. Both will feed into subsequent steps.

1. Initial screening

A screening of key features is undertaken up front with the dual objective to:

➔ **Identify the status in the four enabling factors for system transformation; and**
➔ **Compile supporting evidence.**

The screening consists of reviewing a series of standardized items common to all partner countries. The response options are binary (Yes/No) and designed to be easily verifiable based on the supporting documentation provided. This screening exercise is a rapid assessment; it is not comprehensive and does not require qualitative analysis.

- The Task Team completes the exercise by filling out the *Screening Template* (the first part of the *Enabling Factors Analysis Templates*, available here), as well as the *Domestic Financing Matrix* (available here).

- The Task Team discusses the results of the screening with the local education group.

- Once the *draft* template is completed, the government or the coordinating agency shares it and supporting evidence with the GPE Secretariat for information.

2. Local education group inaugural discussion on policy outcomes:

In parallel to the above and according to the agreed timeline, the government convenes the local education group for an inaugural discussion to support the contextualization of the enabling factors analysis. Framed around the GPE 2025 policy priority areas (if useful),[3] the objective of the discussion is to:

➔ **Establish consensus among stakeholders on no more than three policy outcomes that, if achieved, could result in transformation at a system level.**

---

[3] Namely access to education, learning, quality teaching, gender equality, equity and inclusion, and early learning.

- It is recommended that the Task Team start by identifying a list of policy challenges across the sector that through effective reforms would result in system transformation. These should be based on the country's policy framework and then mapped against the six GPE 2025 policy priority areas. For policy challenges that span multiple GPE priorities, it is at the Task Team's discretion to identify where to map the issue.

- The Task Team then proposes up to three policy outcomes with the greatest potential for transformative change.

POLICY OUTCOMES ARE SELECTED USING THE FOLLOWING CRITERIA	
Time frame	➤ Expected to be achieved within the time frame of the Partnership Compact
Strategic	➤ Achievement is expected to accelerate progress in multiple policy areas
Aligned with policy framework(s)	➤ Grounded in the education sector plan, operational plan, joint sector review or any other recent planning document. Alternatively, it can stem from a recommendation in an education sector analysis or any other recent diagnostics.
Political will	➤ Strong government ownership underpinned by a high level of accountability toward citizens for results
Under-addressed	➤ Does not currently receive adequate programmatic support
Coordination	➤ Requires collective action from a cross section of education stakeholders to advance progress
Commonly agreed	➤ Greater alignment of actors behind priorities increases chances of successful implementation and system transformation

- The pre-identified policy outcomes are presented to the local education group at an inclusive inaugural discussion with the objective of reaching consensus on a selection of policy outcomes (three or fewer)—noting that a policy outcome on gender equality will always need to be selected, reflecting consensus across GPE constituencies to mainstream gender in GPE 2025.

- Once consensus is reached, the Task Team is expanded with experts in the identified policy outcome areas.

The identified policy outcomes will serve as a lens in Step 2 to further explore deficiencies and strengths in the four enabling factors.

Step 2: Contextualized Enabling Factors Analysis

Based on the consensus-driven initial identification of policy outcomes and the initial screening, Step 2 reviews the more qualitative aspects of the enabling factors to:
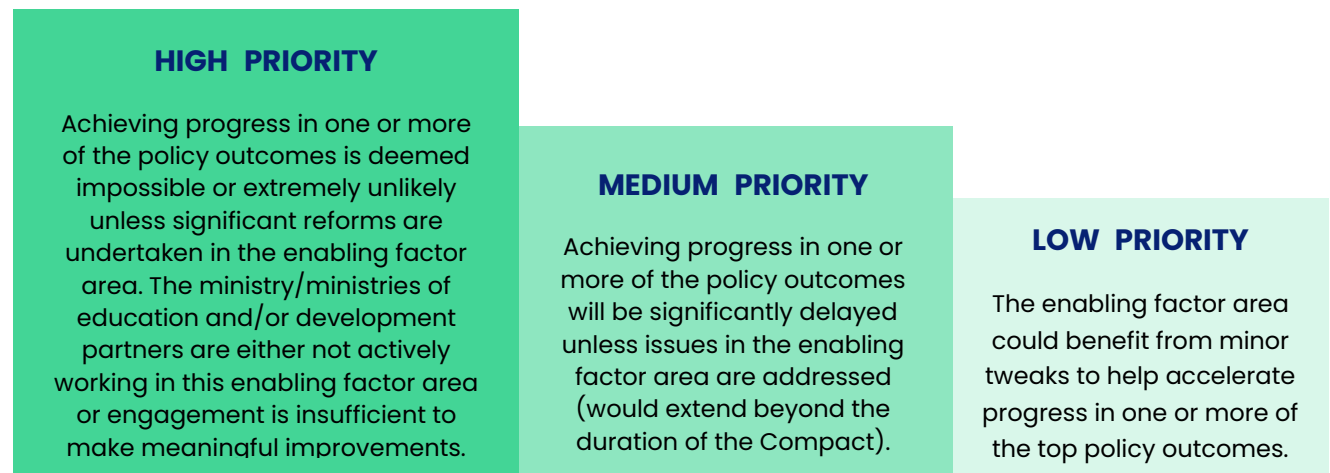
➔ **Produce a nuanced and context-sensitive analysis of the country status in all four enabling factor areas vis-à-vis persistent challenges in policy outcomes, with a view to submitting the analysis for independent assessment.**

Using the guiding considerations in **Annex A**, the Task Team produces the enabling factors analysis in consultation with the local education group as follows:

- First, as a preparatory task, the Task Team collates and synthesizes key outputs from Step 1: (i) documentation and inputs gathered through the initial screening; and (ii) the identified policy outcomes agreed by the local education group to inform the review.

- Then, all Task Team members convene in a working session to collectively conduct the contextualized analysis. For each enabling factor, the Task Team (with support from the GPE Secretariat as needed):

  - Unpacks key issues in each area that inhibit progress toward achieving the (up to) three identified policy outcomes with potential for system transformation; and

  - Reflects on opportunities for addressing the issues identified.

This part of the exercise is analytical rather than descriptive; the Task Team is invited to consider the enabling factors through the lens of the identified policy outcome(s). For each enabling factor area, key questions include the following: Does the area constitute an *enabling* or *impeding* factor to the achievement of the policy outcome? What specific component of the enabling factor is the bottleneck? Are there opportunities to address these challenges?

- Based on this analysis, the Task Team categorizes the enabling factors by level of priority (high, medium, low) on the basis of the scale and impact of the issues identified, and the gaps in terms of support to address them.

HIGH PRIORITY

Achieving progress in one or more of the policy outcomes is deemed impossible or extremely unlikely unless significant reforms are undertaken in the enabling factor area. The ministry/ministries of education and/or development partners are either not actively working in this enabling factor area or engagement is insufficient to make meaningful improvements.

MEDIUM PRIORITY

Achieving progress in one or more of the policy outcomes will be significantly delayed unless issues in the enabling factor area are addressed (would extend beyond the duration of the Compact).

LOW PRIORITY

The enabling factor area could benefit from minor tweaks to help accelerate progress in one or more of the top policy outcomes.

- The Task Team then summarizes the findings of its analysis, using the second part of the Enabling Factors Analysis Templates (available [here](#)).

- The Task Team presents its draft findings to the broader local education group to discuss and review the outputs of the enabling factors analysis. Based on the discussion, the Task Team finalizes the analysis.

The Task Team should also ensure that minutes or a summary of the local education group discussion is produced, during which consensus is reached on the enabling factors analysis, as this will be required for the package for the Independent Technical Advisory Panel.

Submission to the Independent Technical Advisory Panel: Based on the outputs generated in Steps 1 and 2, the country can proceed with its submission to the GPE Secretariat. While the GPE Secretariat supports the process throughout, at this stage it undertakes a completeness check and forwards the package to the Independent Technical Advisory Panel for an independent review of the country status with respect to the enabling factors.

The package should be signed off by the minister of education and consist of the following:

1. Enabling Factors Analysis Templates, including supporting documents
2. Domestic Financing Matrix
3. Minutes or a summary of local education group discussions (where policy outcomes were agreed on and consensus reached on enabling factors analysis)

SUBMISSION

The government submits the package for the Independent Technical Advisory Panel to the GPE Secretariat, copying the coordinating agency and the GPE country team lead, using the following email address: **gpe_grant_submission@globalpartnership.org**

SUMMARY OF ROLES AND RESPONSIBILITIES	
Partner country Ministry of education	Responsible for *leading* the Task Team and the Enabling Factors Analysis process: • Expresses its readiness to the GPE Secretariat to undertake the analysis • Establishes a feasible timeline and the Task Team • Convenes the local education group as needed • Validates identified policy outcomes and enabling factors analysis • Submits the package to the Independent Technical Advisory Panel
Coordinating agency	Responsible for *facilitating coordination* as needed: • Facilitates communication between the partner country and the

	GPE Secretariat • Facilitates inclusive dialogue during the enabling factors analysis • Provides technical and process support as needed
Task Team	Responsible for the *technical aspects* of the enabling factors analysis: • Completes the Enabling Factors Analysis Templates and Domestic Financing Matrix under government leadership • Prepares a synthesis of available evidence to inform the selection of policy outcomes • Presents analysis to the local education group for (i) policy outcomes identification and (ii) discussion of the overall package prior to finalization and submission
Local education group	Serves as a *consultative and advisory forum* of dialogue for: • Building consensus on policy outcomes • Discussing the draft enabling factors analysis
GPE Secretariat	Responsible for *assessment approach being clear and applied purposefully*: • Provides guidance and supports country partner as needed relative to context • Supports the Task Team in preparing the synthesis of available evidence • Verifies that the package for the Independent Technical Advisory Panel is complete

ANNEX A: Definition and Scoping of the Four Enabling Factors

1. DATA AND EVIDENCE

This examines the capacity of a country to produce and make use of data and evidence for formulating policies and plans, monitoring implementation progress and, more broadly, the overall management of the education system. The analysis of this factor looks at the quality of the following components.

Components	Guiding considerations
Education Management and Information System (EMIS): EMIS is defined as a multifaceted structure comprising both the technological and institutional arrangements for collecting, processing and disseminating education administrative statistics and information about education inputs, processes and outcomes within an education system. A well-performing EMIS reflects the interplay of appropriate policies, budget, human resources, organizational structure and institutions to produce robust education data for policy planning and monitoring and for the management of the education system.	▪ *Existence of functional EMIS, with a consistent master list of schools OR individual learner IDs that can be used to compare data longitudinally for the same units; structure of data collection (web- vs. paper-based); coverage of existing EMIS (including whether information for nongovernment schools is available)* ▪ *Existence of LAS (classroom assessment, examinations, large-scale assessments), alignment of LAS to the system's learning goals and curriculum* ▪ *Reliability, frequency, timeliness and level of disaggregation (by sex, children with disabilities, and other relevant groups of students) of data (LAS, EMIS, household surveys)*
Learning Assessment System (LAS): An LAS is broadly defined as a group of policies, practices, structures, organizations and tools for generating sound and high-quality data on learning and achievement that provide robust evidence for education policy and practice with the ultimate aim to improve education quality and learning outcomes.	▪ *Comprehensiveness: A repository of available evidence (household surveys, studies, diagnostics, etc.) is adequate to provide a functional overview and analysis of key issues. Specific kind of data/diagnostics to consider include:* ○ *Availability of data on quality of teaching (teacher qualification/training and teacher pedagogical/content knowledge, quality of instructional delivery, classroom climate, teacher motivation, teacher behaviors)*

Evidence production and use: Evidence is understood as any piece of information hailing from empirical research, evaluations, statistical data, education stakeholders' experiences that has the potential to understand the situation, deliberate options and make informed policy and operational decisions. This component looks at the capacity of the education stakeholders to regularly produce and consistently mobilize and make use of evidence throughout the policy formulation and implementation continuum. This would entail the capacity of producing and using the following:

i. System performance reports like education sector analyses or public education expenditure reviews

ii. Discreet diagnostic studies to better apprehend the causes of identified system bottlenecks (e.g., gender equality diagnostics)

iii. Global-level evidence based on rigorous evaluations of what works, robust global and contextualized evidence on what works

iv. Country-level evaluations of innovation/programs/plan implementation

- o *Diagnostics at either macro or sector level that analyze external/contextual risks to the education sector (e.g., climate change, disasters, public health emergencies, conflict)*
- o *Assessment of the realization of education-related rights, acknowledging international human rights frameworks to which the country is a signatory*
- *Use of data for policy planning, monitoring, system management, determination of budget allocations, and mutual accountability, including accessibility/transparency of data*
- *Enabling environment for data production and use, including institutional, legal and organizational framework; existence of a data policy (either at macro or sector level); sustainable financing of data systems (source of funding: domestic vs. international aid)*
- *Existing capacities (human, administrative, IT) and capacity development strategies for data producers and users; abilities to undertake complex and multidimensional data analysis, including interacting elements like gender, income, geography, disability status*

Possible sources of evidence:
- EMIS – LAS diagnostics/audits: EMIS-SABER, ADEA EMIS peer review; Ed-DQAF; ANLAS
- Education sector analysis, system diagnoses
- Joint sector reviews
- Statistical reports collected through EMIS
- Ministry of education organizational structure and description of roles and responsibilities within the ministry/ministries
- Questionnaires for annual school census

2. GENDER-RESPONSIVE SECTOR PLANNING, POLICY AND MONITORING

This enabling factor examines the quality, use and ownership of existing national policy instruments/frameworks and underlying inclusive processes. The policy framework, which in most cases would be an education sector plan, outlines a coherent set of medium- to long-term strategies and is further set out into costed actions to eventually support budget programming. In certain contexts of fragility, conflict or crisis, countries prefer the development of transitional frameworks, more short term and action oriented, and adjusted to the context and available capacities for delivery.

In addition to supporting greater accountability among education stakeholders, inclusive monitoring and evaluation mechanisms and practices contribute to effective policy/plan implementation by ensuring monitoring of progress and results achieved, as well as the identification of bottlenecks and challenges that need course correction along the implementation phase.

The analysis of this factor looks at different components of the policy formulation and implementation continuum outlined below.

Components	Guiding considerations

Strategic planning frameworks and practices: Strategic planning guides educational development by setting a common vision and shared priorities in a medium to longer time frame. It identifies the strategies for achieving the vision, including the human, technical and financial capacities required. Strategic planning would help recognize and address significant gender inequalities and other disparities between groups of students in participation and quality, and sources of vulnerability. It would acknowledge human rights frameworks related to education, use these to guide analysis and prioritization, and describe groups for which realization of rights may be challenging, such as persons with disabilities, children living in rural areas or from poor families, ethnic and linguistic minorities, and refugees and internally displaced persons. Strategic planning would also help to recognize and mitigate the impact of external/contextual risks to the education sector. Strategic plans or policy frameworks include an expenditure framework and	▪ *Relevance of the strategies proposed to tackle the identified causes of the system bottlenecks*
	▪ *Attention to external/contextual risks to the education sector and specific education system vulnerabilities linked to population groups.*
	  ○ *Linkages and sensitivity to human rights instruments that the country has agreed to, to identify challenges in the realization of education-related rights, and guide the prioritization of policies for the full range of marginalized groups such as persons with disabilities, rural and poor populations, ethnic and linguistic minorities, and refugees and internally displaced persons*
	  ○ *Attention to need for collaboration with other sectors such as health and social development (e.g., in relation to school feeding, school health, early childhood)*

thoughtful strategies for overcoming financial constraints that may hinder effective implementation.	- Prioritization of policy challenges and goals articulated through a sound theory of change *Soundness of the strategies/programs based on contextualized evidence of what works* *Soundness of the financial framework, including resource projections*
Operational planning instruments and practices: Shorter-term operational planning instruments like multiyear implementation plans/annual action plans set out the policy framework into actionable and tractable elements for overcoming financial, technical and political constraints to effective implementation. They can also provide a framework for budget and management decisions based on a medium-term expenditure framework to feed into annual budget preparation and monitoring processes. Operational instruments outline detailed activities for a specific and usually short period of time (1 to 3 years) with information on timing, roles, responsibilities and costs.	*Coherence/continuation between the policy framework and the operational planning tool in terms of strategies-programs-activities and costing/financing* *Implementability of the operational planning tool, including detailed programs/activities linked to accountability elements such as defined roles and responsibilities as well as accompanying targets articulated in a results framework*
Budget programming and monitoring: Linking sector planning process to the budget programming process is critical to ensure education policy priorities are adequately funded and can be implemented. Financial soundness, feasibility and sustainability of the sector policy instruments help budget preparation, financial monitoring, budget tracking, as well as engagement with all relevant stakeholders to both evaluate the financial performance and support upcoming budget programming exercises. Effective collaboration between the ministries of education and finance is required to reconcile budget technical inputs with the sector policy priorities and influence the budget allocation to education.	*Articulation and coherence between sector programming and budget formulation (medium-term expenditure framework [MTEF], simulation model projection use, the cost structure of the policy framework and/or operational plan, workflows, collaboration between the ministry of education and ministry of finance)* *Use of the financial framework from the education sector plan, and/or the operational instrument and/or resource projections as reference for annual budget formulation*
Sector monitoring mechanisms and practices: Regular sector monitoring activities and reviews against shared results	*Frameworks and practices related to joint monitoring of policy/program implementation from central to infra level*

frameworks included in policy frameworks allow education stakeholders to assess plan implementation achievements and shortcomings, monitor expenditure progress, and agree on ways to course correct and refine policies, interventions and activities. Sector monitoring is critical to ensure relevant, responsive action and mutual accountability across the education stakeholders.	▪ *Practices related to monitoring of budget execution, education expenditure, including dialogue between ministry of education and ministry of finance* ▪ *Quality and coverage of the monitoring instruments that systematically capture the realization of education-related rights and cover the monitoring of the distribution of benefits of policies and programming to marginalized groups* ▪ *Quality of sector monitoring and reporting instruments covering both technical and financial status reporting, including for externally financed programs* ▪ *Use of sector monitoring and reporting for informing update and/or new iterations of strategic and operational instruments*
Gender mainstreaming across the policy continuum: Gender-sensitive policies, plans and learning environments support transforming the way education systems function to pave the way for equitable societies. Applying a gender lens to the policy continuum ensures that sector analyses, policies, strategies and interventions target specific groups of girls or boys and the challenges they face in a differentiated way.	▪ *Policy framework and operational instrument are adequately sensitive to gender issues* ▪ *Programs for strengthening gender equality are adequately costed and resourced* ▪ *Sector monitoring and reporting clearly consider progress against gender equality objectives*

Possible sources of evidence
- Summary of GPE country-level evaluation
- Available sector gender diagnostics
- World Bank Public Expenditure Review (PER)
- Public Expenditure and Financial Accountability (PEFA) reports
- Financial simulation model
- Education sector plan appraisal report
- Education Sector Analysis (ESA) and system diagnoses
- Education sector implementation reports

3. SECTOR COORDINATION

Effective sector coordination increases transparency and mutual accountability between governments, education sector partners and stakeholders, and supports better education service delivery. *Two differentiated components* cover this factor: (A) inclusive sector dialogue and coordinated action and (B) coordinated financing and funding.

3.1 INCLUSIVE SECTOR DIALOGUE AND COORDINATED ACTION

Multi-stakeholder policy dialogue mechanisms are recognized as crucial for fostering partnership culture in country development efforts and essential to evidence-based policy making and supporting national education systems, through the engagement of government, donors, civil society, teachers, philanthropy and the private sector. Building effective coordination requires a mutual understanding of the type of outcomes that can be achieved according to where it can add most value and setting up conditions to yield those outcomes.

This factor therefore examines the relevance and quality of the dialogue taking place within a *country's local education group* and their related entities (thematic/subsector groups) or an equivalent government-led multi-stakeholder coordination body, and the strategic value that it generates for the development of the sector. Components look at whether and the extent to which sector coordination practices are effective in providing an *enabling environment for core policy dialogue and coordination functions* to drive priorities and joint action forward. In doing so, it considers how *capacities for coordination*, including organizational arrangements and partnership dynamics, may affect relevance and quality of dialogue and overall effectiveness of sector coordination practices.

Components	Guiding considerations
Supporting policy formulation/sector planning – e.g., dialogue around sector analysis and diagnostics, policy and operational plan development, including prioritization and implications of reform measures; sharing of good practices, implementation bottlenecks, innovative models and emergent needs, with attention to the most vulnerable	*Inclusion and representation (key stakeholder categories; national, subnational)* *Participation, meaningful stakeholder engagement and partner support strategies* *Roles and responsibilities leveraging partner strengths, knowledge, insights and resources* *Leadership and resources for coordination (human, financial, technical)*
Addressing financing and resource mobilization – e.g., dialogue and advocacy around (safeguarding) education financing, including domestic and external financing and new education	*Mechanisms for inter-ministerial coordination, and coordination among development partners*

financing, including nontraditional financing; as well as facilitating collaboration with the ministry of finance	▪ *Stakeholder ownership, motivation and commitment to agreed policy dialogue purposes*
Promoting harmonization and alignment – e.g., dialogue around the harmonization of partner support for advancing agreed development goals, and ensuring coherent approaches to investments in the sector to reduce stand-alone projects and fragmentation of aid as well as transaction costs incurred by governments; and/or around greater alignment with and use of national management and accountability systems	▪ *Management of purposeful and agreed dialogue agenda meeting stakeholder interests and coordination needs* ▪ *Organizational arrangements and whether these are fit-for-purpose to address sector and subsector priorities* ▪ *Links with the education cluster, if activated, regarding education programming in crisis and emergency situations* ▪ *Interface with different sectors regarding education programming (e.g., health, child protection, water)*
Monitoring and fostering mutual accountability – e.g., dialogue and collaboration around progress toward sector/subsector results, including around implementation challenges and corrective actions needed and institutional and technical factors behind the level of implementation of ongoing sector reforms; mechanisms for joint and regular reporting on respective commitments (technical and financial); organization of joint sector reviews; monitoring challenges and opportunities linked to data and evidence (i.e., availability of readable data to support transparency), and local and citizen led accountability	▪ *Formalization of coordination mandate, functions, governance and working arrangements* ▪ *Regular reviews of coordination effectiveness ensuring learning and continued improvements of coordination practices, buy-in of education sector stakeholders and their trust in the coordination mechanisms*

Possible sources of evidence
- Summary of GPE country-level evaluation
- Terms of reference (or the equivalent) of the local education group
- Minutes of local education group/coordination meetings (including education sector plan endorsement letter)
- Review/diagnostic/self-assessment of sector/subsector coordination bodies
- Education sector governance reviews
- Education sector implementation reports
- Joint sector review aide-mémoires
- Education Out Loud grantee progress reports for the country
- Education Out Loud grantee reports/publications from country

3.2 COORDINATED FINANCING AND FUNDING

Alignment is defined as "using a partner country's *institutions, human resources, procedures,* and *tools* as the mainstays for the implementation of aid to education." This means aligning aid not only with national sector policies, strategies and planning, but also with the national systems that implement financing for education and engaging with government institutions such as:

- The ministry or ministries of education, across their operational planning, coordination, service delivery and reporting functions;
- The ministry of finance across its public financial management and oversight functions;
- Parliament across its democratic accountability functions, authorizing and providing oversight of public expenditure;
- Broader government oversight bodies, including the national audit office, fiduciary risk management units and procurement authority; and
- Devolved/local government institutions, semi-autonomous government agencies and parastatals.

Aligning aid with national systems offers unique opportunities for stronger government responsibility and accountability, increased transparency of public resource allocation and expenditure, more relevant sector dialogue, supporting national financing at scale, leveraging critical cross-cutting national reforms, and strengthening systems for improved education service delivery. Aligning aid with national systems may not be possible in all contexts and is dependent on the willingness of governments and development partners with the capacity to support such aid modalities. This component examines the steps that are being undertaken to pool more external resources through aligned modalities.

Guiding considerations

- *Relative strength of public financial management (PFM) system, considering comparable international markers on the robustness of PFM systems, including Financial Management Information Systems (FMIS), and PFM system reviews or reports*
- *Identification of existing aligned modalities, in education or examples in other sectors. Note that seven elements of alignment are useful to consider here as relevant to the specific context:*
  - *ON PLAN: Alignment with education sector planning and with ministry of finance's medium-term expenditure framework*
  - *ON BUDGET: Aid reported in the annual national budget documentation and specific appropriations authorized by parliament*
  - *ON TREASURY: External aid disbursed into the main revenue accounts of government and managed through the government's public financial management system and human resources*
  - *ON PROCUREMENT: Procurement through external aid follows national procurement rules and systems*

- o *ON ACCOUNTING: External aid recorded and accounted for in the national accounting system, in line with the national chart of accounts*
- o *ON AUDIT: External aid audited by the country's independent auditor*
- o *ON REPORT: External aid included in regular sector implementation, financial and monitoring reports prepared by ministry/ministries in charge of education*
- ▪ *Review of aid effectiveness and fragmentation in the education sector in addition to absorption capacity and performance on past and current grants*
- ▪ *Active education development partners with relevant experience, to assess the potential to support or develop an aligned aid modality*

Possible sources of evidence
- Education sector planning and implementation reports (review of aid effectiveness/fragmentation)
- Any reviews or evaluations on aid effectiveness in the education sector
- National budget and Financial Management Information System (existence of aligned modalities)
- Implementation reports of current GPE-funded program (absorption and performance review)
- List of active education development partners (potential to support aligned aid modality)
- Country Policy and Institutional Assessment (CPIA) rating of public sector management and Institutions
- PFM reviews or reports

4. VOLUME, EQUITY AND EFFICIENCY OF DOMESTIC PUBLIC EXPENDITURE ON EDUCATION

Public expenditure on education refers specifically to allocations to the education sector from the public budget, and it accounts for the largest share of education financing. Sustainable improvements in domestic financing for education require a sharp focus on three core pillars: volume, equity and efficiency.

Components	Guiding considerations
Volume: Partner countries should allocate adequate resources to education to accelerate progress toward delivery of quality education for all. It is critical that countries ensure adequate financing for implementation of key education reforms. This means a focus on both the share of the budget allocated to education as well as a country's overall fiscal space, or capacity of the country to generate (primarily) tax revenue. High levels of debt servicing across some also reduce the funding available for education and other social sector spending.	▪ *Overall level of education expenditure vs. total public spending and gross domestic product (GDP) (per Domestic Financing Matrix)* ▪ *Macro factors that determine fiscal space, including tax: GDP ratio and levels of debt servicing* ▪ *Budget allocation vs. execution rates (especially for nonsalary expenditures)* ▪ *Funding gaps—alignment between the cost of plan strategies/programs and available financial resources*
Equity: Often the poorest households bear a disproportionate burden in funding education, and public education expenditure tends to favor wealthier, more powerful groups. This is particularly significant given the ways in which improvements in access to education may mask low completion rates for vulnerable groups. Public financing for education should be focused on the most marginalized, ensuring not only access but also quality learning across a full cycle of education. This includes, for example, budgeting for refugees and allocating additional resources to schools in the communities hosting refugees and internally displaced persons. The COVID-19 crisis has further exposed the impact of social disparities on learning. Disruptions to household livelihoods are likely to reinforce the importance of a gender lens.	▪ *Levels of per capita expenditure and size of out-of-school children population for different subsectors (pre-primary/primary/lower and upper secondary)—Are levels adequate to achieve universal primary education?* ▪ *Equitable distribution of resources: Public expenditure by education level and/or income/wealth quintile and/or geographic region and/or learning outcome quintile. This may be reflected in differentials in teacher allocation, quality of schooling environment, learning materials, etc., across groups.* ▪ *Education as a share of total household expenditures (private expenditure) relative to income/wealth quintile and/or school type and/or geographic region and/or by education level (pre-*

	primary/primary/upper and lower secondary) and/or level of education of household head ▪ *Presence of financing formulas for allocation of resources that explicitly incorporate equity considerations and allow for funding of programs for marginalized students/vulnerable populations, including refugees and internally displaced persons*
Efficiency: It is estimated that almost one-third of education spending is lost to inefficiencies. For the assessment of this factor GPE is primarily concerned with technical efficiency (using minimum resource levels to achieve best outcomes) and internal efficiency (minimizing dropout and repetition). Key efficiency concerns include low levels of learning, high repetition rates, waste in procurement and ensuring better allocation and more transparent payment of teachers. Tackling inefficiencies also includes improving monitoring and financial planning, using real-time data to track how resources are spent. Improved accountability for spending and demonstrating convincing results is also a key step toward stronger dialogue with ministry of finance.	▪ *Efficient utilization of the teaching and non-teaching workforce, including teacher hiring and deployment, payment of salaries, controls on payroll and allowances, and accountability measures to reduce unauthorized teacher absenteeism* ▪ *Effective resource mobilization between tiers of government (most relevant in federal systems)* ▪ *Learning outcomes, e.g., WB Learning Adjusted School Years (LAYS)—i.e., is money spent resulting in learning, not just attendance?* ▪ *Internal efficiency coefficient, or repetition and dropout rates as a proxy if not available; extent of over- and underage enrollment* ▪ *Do expenditures reflect value for money (VfM) in areas of significant spending (teachers, textbooks, classroom construction, etc.)?* ▪ *Broader system issues, including budgeting framework, procurement processes, controls on fraud and corruption and management of civil servants. This may also include considerations of transparency and accountability in financial reporting, with timely, complete data on executed expenditure.*

Possible sources of evidence
  - ▪ World Bank Public Expenditure Reviews (PERs)
  - ▪ Public Expenditure and Financial Accountability (PEFA) reports
  - ▪ Financial simulation model
  - ▪ Education Sector Analysis (ESA)
  - ▪ National budget documents showing executed and projected expenditures, incl. national and/or sector medium-term expenditure framework
  - ▪ Macro projections from IMF and World Bank

OFFICES

Washington
701 18th St NW
2nd Floor
Washington, DC 20006
USA

Paris
6 Avenue d'Iena
75116 Paris
France

Brussels
Avenue Marnix 17, 2nd floor
B-1000, Brussels
Belgium

CONTACT

Phone: (+1) 202-458-0825

Email: information@globalpartnership.org