

MOPAN  
2017-18 ASSESSMENTS

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# **Global Partnership for Education (GPE)**

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MOPAN Assessments

# **Global Partnership for Education (GPE)**

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2017-18 Performance Assessment



# Preface

## ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 18 countries<sup>1</sup> that share a common interest in assessing the effectiveness of the major multilateral organisations they fund. These include United Nations agencies, international financial institutions and global funds. The Network generates, collects, analyses and presents relevant and credible information on their organisational and development effectiveness. This knowledge base is intended to contribute to organisational learning within and among the organisations, their direct clients and partners, and other stakeholders. Network members use the reports for their own accountability needs and as a source of input for strategic decision-making.

MOPAN 3.0, first applied in 2015-16, is the latest operational and methodological iteration of how the Network assesses organisations. It builds on the former version, the *Common Approach*, which the Network implemented from 2009 through 2014.

In 2017-18, MOPAN assessed 14 organisations, including the Global Partnership for Education (GPE). The other 13 are:

- Asian Development Bank (ADB)
- Food and Agriculture Organization (FAO)
- Global Environment Facility (GEF)
- International Fund for Agricultural Development (IFAD)
- International Organization for Migration (IOM)
- Office of the United Nations High Commissioner for Human Rights (OHCHR)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- United Nations Population Fund (UNFPA)
- Office of the United Nations High Commissioner for Refugees (UNHCR)
- United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)
- United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
- World Food Programme (WFP)
- World Health Organization (WHO).

## Operating principles

MOPAN generates assessments that are credible, fair and accurate. Credibility is ensured through an impartial, systematic and rigorous approach. MOPAN seeks an appropriate balance between coverage and depth of information from a variety of sources and through multiple streams of evidence. The Network gives priority to quality of information over quantity and uses structured tools for enquiry and analysis. An audit trail of findings ensures transparency. MOPAN applies efficient measures of assessment practice through building layers of data, with a view to limiting the burden on organisations assessed. A focus on organisational learning aims to ensure utility of the findings by multiple stakeholders.

## Objectives of the MOPAN methodology

MOPAN seeks to provide a diagnostic assessment, or snapshot, of an organisation. It tells the story of an organisation's current performance. MOPAN is guided by framing questions which serve to understand the relevance, efficiency and effectiveness of multilateral organisations, while also garnering a sense of the sustainability of their results. The empirical design of MOPAN is based on a theory of change.

1. Australia, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom and the United States. MOPAN also has two observers, New Zealand and the United Arab Emirates.

The methodology's key elements include a set of five performance areas against which the assessment takes place. The first four cover strategic, operational, relationship and performance management. The fifth area englobes the organisation's contribution to development, humanitarian and normative results. These areas are captured in the MOPAN indicator framework against which performance is measured using three evidence streams – a document review, surveys, and interviews and consultations – brought together in a combined approach.

A MOPAN assessment is not an external audit of an organisation, nor is it an institutional evaluation. MOPAN does not comprehensively assess all operations or all processes of an organisation, nor can it provide a definitive picture of all the organisation's achievements and performance during the time period of the assessment. Neither does MOPAN offer comprehensive documentation or analysis of ongoing organisational reform processes.

## Acknowledgements

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The MOPAN assessment was finalised under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Katie Vanhala, Technical Adviser. We are very grateful to Grant Angus Dansie from Norway and Jeff Mettelle from the United States of America for championing this assessment of GPE on behalf of the MOPAN membership, and to the MOPAN Steering Committee for their overall support.

The assessment was conducted with support from IOD PARC, an independent consultancy specialised in assessing performance and managing change in the field of international development. Dorothy Lucks from IOD PARC served as Team Lead for the assessment of GPE, with support from Emma Henrion and Maria Price, under the overall leadership of Julian Gayfer. Ipsos MORI administered the partner survey.

The report benefited from a peer review conducted within the MOPAN Secretariat and from the comments of a senior independent advisor, Osvaldo Feinstein, Member of the International Advisory Panel of the UNDP Evaluation Office and professor at the Master in Evaluation of the Universidad Complutense de Madrid. Jill Gaston edited the report, and Andrew Esson provided layout and graphic design.

Finally, MOPAN would like to convey appreciation to GPE management and staff for their input and comments at various stages, in particular those staff members who internally co-ordinated the process and provided substantive feedback on the final draft report.

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## Acronyms and abbreviations

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<b>AIDS</b>	Acquired Immune Deficiency Syndrome	<b>GRA</b>	Global and Regional Activities
<b>ASA</b>	Advocacy and Social Accountability	<b>HIV</b>	Human Immunodeficiency Virus
<b>CA</b>	Coordinating Agent	<b>ICR</b>	Implementation Completion Report
<b>CL</b>	Country lead	<b>JSR</b>	Joint Sector Review
<b>CSEF</b>	Civil Society Education Fund	<b>KGPE</b>	Knowledge and Good Practice Exchange
<b>DAC</b>	Development Assistance Committee (OECD)	<b>KIX</b>	Knowledge Information Exchange
<b>DCP</b>	Developing Country Partner	<b>LEG</b>	Local Education Group
<b>ECW</b>	Education Cannot Wait	<b>M&amp;E</b>	Monitoring and Evaluation
<b>EMIS</b>	Education Management Information System	<b>NGO</b>	Non-Governmental Organisation
<b>EPP</b>	Education policy and Performance	<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>ESA</b>	Education Sector Analysis	<b>PDG</b>	Program Development Grant
<b>ESP</b>	Education Sector Plan	<b>QAR</b>	Quality Assurance Review
<b>ESPDG</b>	Education Sector Plan Development Grant	<b>SDG</b>	Sustainable Development Goal
<b>ESPIG</b>	Education Sector Program Implementation Guidelines	<b>SIC</b>	Strategy and Impact Committee
<b>FCAC</b>	Fragile and Conflict-Affected Country	<b>TEP</b>	Transitional Education Plan
<b>FFF</b>	Financing and Funding Framework	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>GA</b>	Grant Agent	<b>UNICEF</b>	United Nations Children's Fund
<b>GARC</b>	Grants Approval and Review Committee	<b>WBG</b>	World Bank Group
<b>GEC</b>	Governance and Ethics Committee		

## Executive summary

In 2017-18, MOPAN, the Multilateral Organisation Performance Assessment Network, assessed the performance of the Global Partnership for Education (GPE). This report also refers to GPE as “the Partnership”, where it refers to the decisions or acts made collectively by the GPE member countries. The assessment looked at GPE’s organisational effectiveness (strategic, operational, relationship and performance aspects) and the results it achieved against its objectives. This is the first MOPAN assessment of GPE.

### CONTEXT

GPE is a multi-stakeholder partnership and fund dedicated to improving education in the world’s poorest countries. The Partnership aims to ensure that every child receives a quality basic education, prioritising the poorest, the most vulnerable and those living in countries affected by fragility and conflict. The GPE Board of Directors comprises members from donor and implementer governments, non-governmental organisations (NGOs), the private sector, foundations, and communities. The World Bank is the Trustee of GPE and supports the Partnership in several ways, including as a Board Member, as a host of the GPE Secretariat and as a grant agent (formerly “supervising entity”) for the majority of GPE grants.

The GPE Secretariat provides operational support to the Partnership. The Secretariat operates out of GPE headquarters in Washington, DC. The Secretariat comprises a team of professional and administrative staff employed under the World Bank systems. GPE is funded through donor contributions. GPE has received pledges for 2018-20 totalling USD 110 billion from more than 50 developing country governments and totalling USD 2.3 billion from more than 20 donor governments. Since 2008, GPE has directly invested more than USD 4.8 billion in education in developing countries. Beneficiary countries, through their country co-ordinating mechanisms, apply to the Secretariat for grants. These are implemented by coordinating agents (CAs), grant agents (GAs), local education groups (LEGs) and GPE country leads.

### KEY FINDINGS

GPE is forging a strategic pathway for improving education across all supported partners, leveraging funds in an unprecedented way and providing strong global leadership for the improvement of education in the world’s poorest countries. The Partnership is young and growing and hence lacks some maturity. Recent restructuring and process improvements are showing early signs of having a positive effect. However, lack of clarity in approach, limited evidence of achievement and incomplete processes in some areas hinder achievement of full potential.

The assessment identified three **strengths** of GPE:

**1. GPE is a global leader in the education sector.** GPE is building a solid reputation in advocacy and support for education sector development, as evidenced by the increasing leverage of funds from donors at the country level and by the Partnership’s increasing engagement with the private sector. The growing focus on strengthening country education systems is a clear competitive advantage and strongly appreciated by country partners.

**2. GPE is creating a platform for education sector change.** As a global partnership, the Partnership faces management challenges stemming from this complex structure. The results reports provide emerging evidence that the Partnership is raising the profile of the education sector and highlighting achievements in education sectors worldwide.

**3. The GPE model is both accountable and flexible to country conditions.** The GPE model is based on a sound organisational structure and sound financial processes. The grant mechanisms also help to provide a specific context of country partners and allow for responsiveness to country needs.

The assessment also identified three major **areas for improvement**:

**1. The causal linkages between the main focus of GPE's work and the end benefits for children are not clearly articulated, and this affects the clarity of the organisation's messages and processes.** GPE's strategy clearly identifies children as the end beneficiaries of GPE support. However, processes are focused on country systems, and the main results relate to institutional and contextual changes in the education sector. The suite of GPE documents do not consistently explain how its work to enhance country systems for education will result in improved outcomes for children. Work has commenced on a theory of change, and the new Financing and Funding Framework (FFF) makes the grant mechanisms and sphere of influence clearer. The results reports in 2016-17 have started to point out how GPE achieves results, but they are not clear on GPE's contribution to results. Clarity is still necessary in how GPE influences change for its end beneficiaries, which will enable the Partnership to better illustrate its achievements and formulate strategies that are more effective.

**2. GPE is hindered by its limited direct access to data that can demonstrate its performance.** GPE relies on grant agents and co-ordinating organisations to generate data, and currently the attribution of GPE inputs is difficult to distinguish. Clearer data and evidence are required to confirm the claims of significant benefits from GPE support. This may require firmer agreements with partners on provision of data or necessitate more direct investment in data generation and analysis.

**3. GPE requires institutional strengthening in relation to its core and ancillary functions.** GPE is growing rapidly and is expanding beyond its stated role as an education fund. There was not a clear agreement across the organisation at the time of this MOPAN assessment, on whether GPE is a financing institution or whether it has a wider research, knowledge generation and management role. This requires a firm decision that will then determine the course of action for a range of other aspects of GPE operations.

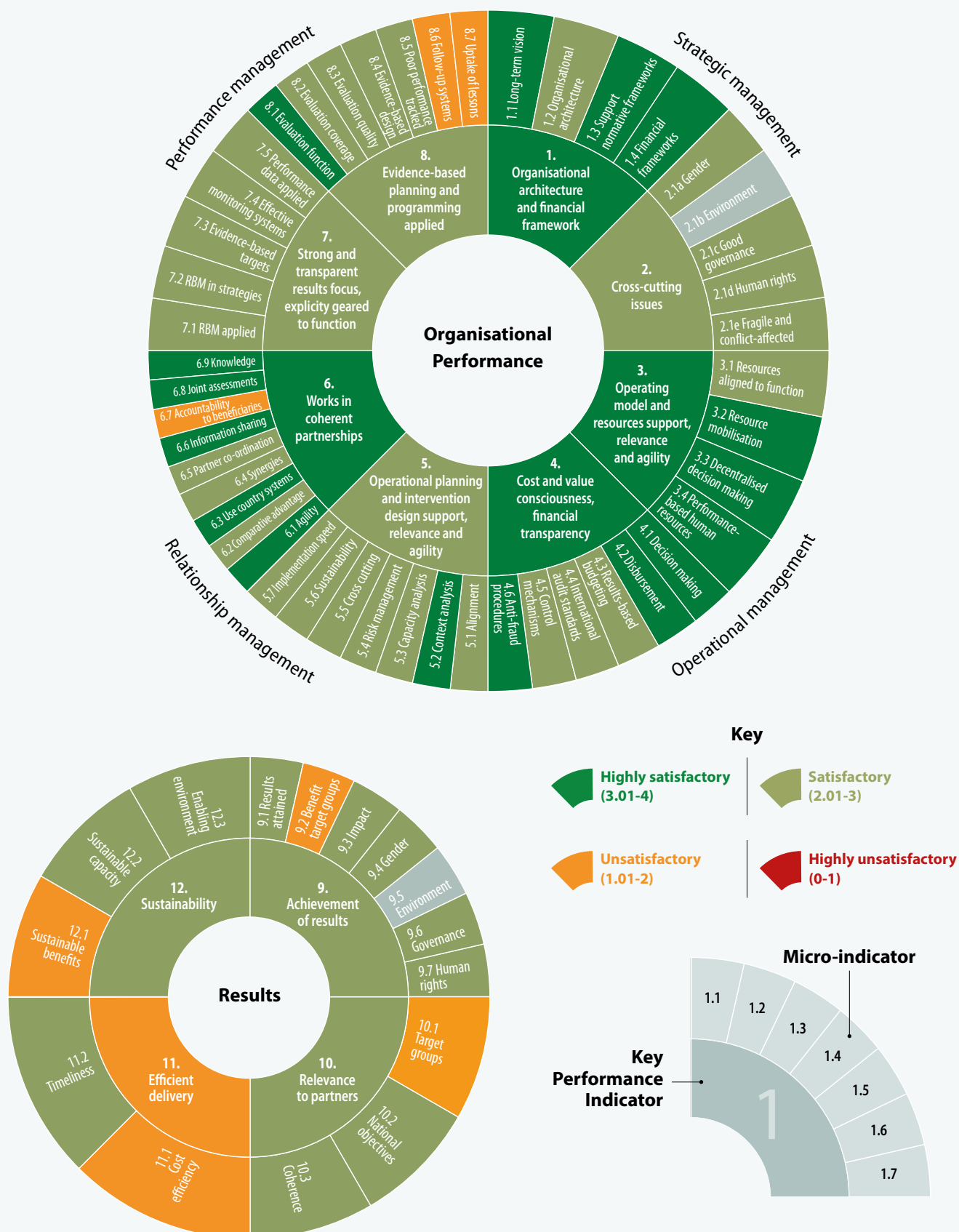
## METHODS OF ANALYSIS

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The assessment of performance covers GPE's headquarters (the Secretariat), putting into the context the mechanisms through which the Partnership structure functions at the global, regional and country levels. The assessment addresses organisational systems, practices and behaviours as well as results achieved during the period of 2016 to mid-2018. It relies on three lines of evidence: a review of 265 documents, interviews with 98 staff members individually and in small groups, and an online survey of partners in six countries.

The MOPAN 3.0 methodology entails a framework of 12 key performance indicators and associated micro-indicators. It comprises standards that characterise an effective multilateral organisation. MOPAN conducted the assessment with support from IOD PARC, a consulting company located in the United Kingdom that specialises in results-based performance assessment in international development. Norway and the United States acted as the institutional lead countries, representing MOPAN members in this assessment process.

## GPE PERFORMANCE RATING SUMMARY (2017-18)







# 1. INTRODUCTION

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# Chapter 1. Introduction

## 1.1. STRUCTURE OF THE REPORT

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This report has three chapters and three annexes. Chapter 1 introduces the Global Partnership for Education (GPE) and the MOPAN 3.0 assessment process. Chapter 2 presents the main findings of the assessment in relation to each performance area. Chapter 3 provides the conclusions of the assessment. Annex 1 summarises the evidence gathered against each indicator with the detailed scores. Annex 2 lists the documents used for the analysis. Finally, Annex 3 provides an overview of the results of MOPAN's partner survey.

## 1.2. GPE AT A GLANCE

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**Mission and mandate:** The Global Partnership for Education Fund (the Trust Fund) is a multilateral financing mechanism to support the work of GPE. GPE is a global partnership of developing and donor countries and agencies, civil society organisations, members of the teaching profession, private foundations, and the private sector that focuses on accelerating progress towards Sustainable Development Goal 4 (SDG 4). According to its website, GPE currently works with 67 developing country partners (DCPs). GPE provides grant funding through grant agents (GAs) who oversee implementation by the government of a partner developing country of programmes in support of the government's national education plan. In some cases, GAs may directly implement activities.<sup>2</sup> GPE's 2016-20 strategic plan articulates its three goals:

- Goal 1. Improved and more equitable student learning outcomes through quality teaching and learning
- Goal 2. Increased equity, gender equality and inclusion for all in a full cycle of quality education, targeting the poorest and most marginalised, including by gender, disability, ethnicity and conflict or fragility
- Goal 3. Effective and efficient education systems delivering equitable, quality educational services for all.

**Governance:** GPE is governed by a Board of Directors that reviews the Partnership's annual objectives, mobilises resources, monitors financial resources and funding, advocates for the Partnership, and oversees the Secretariat budget and work plan. The Board is made up of members from developing country governments and all development partners including donors, civil society organisations, the private sector and foundations, and multilateral agencies and regional banks. Board committees support the Board in fulfilling its functions in a strategic, transparent and efficient manner. Among these are the Coordinating Committee, the Finance and Risk Committee, the Governance and Ethics Committee, the Grants and Performance Committee, and the Strategy and Impact Committee. The GPE Secretariat is headed by a Chief Executive Officer and is responsible for day-to-day operations as well as implementing GPE's strategies and policies, providing support to implementers, raising funds, managing relationships with donors, and providing operational support to the Partnership.

GAs (previously referred to as supervising and/or managing entities) may be appointed for country-level activities and for global and regional activities. For country-level activities, the local education group proposes the grant agent, whose selection is subject to approval by the Board of Directors in consultation with the World Bank as its Trustee.

**Organisational structure:** The headquarters and sole office of GPE is in Washington, DC, and serves the base for the majority of its staff of around 100 employees. Established in 2002 as the Education for All Fast Track Initiative, GPE has grown and evolved to become the only global partnership and fund entirely focused on education in developing countries. Its members include 67 of the world's poorest countries; more than 30 bilateral, regional and multilateral organisations;

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2. In addition, national civil society education coalitions are eligible to receive support through the Civil Society Education Fund (CSEF). The Global Campaign for Education currently administers these funds.



development banks; the private sector and private foundations; civil society groups; and teachers' organisations. The World Bank, one of the oldest members of GPE, plays key roles as a GPE Board Member, the Trustee<sup>3</sup> of GPE, and the host of the GPE Secretariat. The World Bank operations across different countries may act as GPE grant agents.

**Strategy:** In 2015, the GPE Board of Directors approved the organisation's 2016-20 strategy, *GPE 2020 – Improving Learning and Equity through Stronger Education Systems*. This strategy is based on a framework of five objectives, three of them at country level and two at global level:

- strengthen education sector planning and policy implementation
- support mutual accountability through inclusive policy dialogue and monitoring
- ensure efficient and effective delivery of GPE support
- mobilise more and better financing
- build a stronger partnership.

The GPE 2020 strategy builds on GPE's 2012-15 strategic plan.

### Box 1: Preventing sexual exploitation, abuse and harassment<sup>4</sup>

GPE is committed to fostering a safe working environment that is free from harassment. As GPE is hosted by the World Bank, all GPE Secretariat staff and consultants are obligated by the World Bank's Group's Code of Conduct and Staff rules. The GPE Secretariat is taking steps to ensure that grant agents in all GPE partner countries are actively monitoring the risks of sexual exploitation, abuse and harassment. These are detailed as follows:

- GPE has implemented a Gender Equality Policy and Strategy 2016 – 2020.
- The GPE Secretariat is exploring changes to the grant accreditation standards to ensure they are in line with best practices.
- The GPE Secretariat will be reaching out to all existing grant agents to verify who has policies/codes of conduct covering their own staff and to see if any organisations have a gap in this area.
- The GPE Secretariat will update GPE's Finance and Risk Committee and the Governance and Ethics Committee and ask them to make a recommendation to the GPE Board of Directors that adds this as a formal requirement to the minimum standards for grant agents.
- The GPE Secretariat is identifying ways to strengthen workplace culture, with attention to sexual harassment and exploitation. As part of this effort, staff will participate in mandatory training workshops, 'Creating a Respectful and Harassment-free Workplace', facilitated by the World Bank. Topics covered include respect, harassment and sexual harassment, and strategies for dealing with it in the workplace. It will include a special focus on the role of managers in cases of sexual harassment allegations.
- GPE is coordinating with the World Bank, DFID and other grant agents currently reviewing their policies and procedures to ensure alignment across the partnership.

3. According to GPE (2013) Fund Governance document, the "Trustee" refers to "the International Bank for Reconstruction and Development (the World Bank) serving in the capacity as the Trust Fund manager and providing a set of financial administration services as agreed with the Board and the Contributors" (p5).

4. The 2017-18 MOPAN assessment does not assess the organisation's performance with regard to preventing sexual exploitation and abuse and sexual harassment (SEAH). This topic may become an area of assessment in future cycles. In the meantime, the assessment team simply collected key facts related to SEAH safeguarding as self-reported by the organisation but did not verify the actual implementation of the instruments outlined by the organisation.

**Finances:** In 2017, the partnership moved solidly in the direction of a diverse and broader base of donors and sources of financing. GPE received USD 10 million from non-traditional donors between the 2015 fiscal year and the 2017 fiscal year, surpassing the 2017 target of USD 8.5 million. All donors fulfilled their pledges to contribute to GPE for the 2017 fiscal year. Moreover, 62% of donors increased or maintained their funding to the education sector between 2014 and 2016, a proportion that was well above the 2017 target of 50%. Donors' contributions to the GPE fund almost doubled from the 2016 to the 2017 fiscal year; 13 donors contributed a total of USD 250 million in the 2016 fiscal year, and 20 contributors provided a total of USD 462 million in the 2017 fiscal year. GPE is steadily promoting an increase in domestic financing, with 70% of the Secretariat's country missions focusing on this topic, exceeding the milestone of 54% in 2017.

GPE plays an important role in mobilising more resources to finance education in DCPs. At a replenishment conference in Dakar, Senegal, in February 2018, donor countries pledged USD 2.3 billion in financing to GPE. This is a substantial increase in funding compared to the USD 1.3 billion contributed since 2015. Developing countries themselves are the biggest source of education financing. More than 50 developing countries have announced they would increase public expenditures for education for the 2018-20 period, to a total of USD 110 billion from USD 80 billion in the 2015-17 period. GPE encourages developing countries to increase their share of education spending to 20% of their overall budget. More than two-thirds of the governments that are making commitments on education spending today will reach that goal by 2020.

GPE launched a new Financing and Funding Framework (FFF) in 2018 to support the objectives of mobilising more and better financing for education and building a stronger partnership. The FFF has successfully diversified the funding base. For example, it increases country contributions by requiring DCPs to commit 20% of their total national budget to education, either by progressively increasing the share of public expenditure on education towards 20% or by maintaining a 20% commitment, in order to receive the first 70% of a GPE grant. GPE has also paid particular attention to mobilising funds from specifically targeted donors and to contacting the private sector through the 2017 Roadmap for GPE Engagement with the Private Sector and Foundations.

**Organisational change initiatives:** GPE has undertaken significant organisational change, with an emphasis on enhancing the effectiveness and efficiency of the Secretariat. A 2015 meeting of the Board of Directors highlighted four organisational changes that would enhance the operational platform: introduction of minimum standards, for example for location education groups (LEGs); quality assurance processes; a conflict resolution mechanism; and a monitoring and evaluation framework. GPE has since implemented all of these mechanisms, resulting in a strengthening of country financing processes through the Forward Financing FFF and associated initiatives.

GPE has made a number of other significant organisational changes since 2010. The structure of the Board of Directors became constituency-based in 2010, resulting in equal representation for governments of DCP and donor countries and enhanced independence for the Board Chair. In 2011, in another example of organisational change, GPE established with three types of grants.

### 1.3. THE ASSESSMENT PROCESS

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#### Assessment framework

This MOPAN 3.0 assessment covers the period from 2016 to mid-2018 in line with the MOPAN 3.0 methodology, which can be found on MOPAN's website.<sup>5</sup> The assessment addresses organisational systems, practices and behaviours as well as results achieved. It focuses on the five performance areas presented in Box 1. The first four relate to organisational effectiveness, and each has two key performance indicators (KPIs). The fifth performance area relates to the effectiveness of development, humanitarian and normative work, and it is composed of four KPIs.

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<sup>5</sup> MOPAN 3.0 Methodology Manual, 2017-18 Assessment Cycle, [www.mopanonline.org/ourwork/ourapproachmopan30/](http://www.mopanonline.org/ourwork/ourapproachmopan30/).

**Box 2: Performance areas and key performance indicators**

Aspect	Performance area	Key performance indicator (KPI)
Organisational effectiveness	Strategic management	<b>KPI 1:</b> The organisational architecture and the financial framework enable mandate implementation and achievement of expected results
		<b>KPI 2:</b> Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels
	Operational management	<b>KPI 3:</b> The operating model and human and financial resources support relevance and agility
		<b>KPI 4:</b> Organisational systems are cost- and value-conscious and enable financial transparency and accountability
	Relationship management	<b>KPI 5:</b> Operational planning and intervention design tools support relevance and agility within partnerships
		<b>KPI 6:</b> Partnership working is coherent and directed at leveraging and/or ensuring relevance and the catalytic use of resources
	Performance management	<b>KPI 7:</b> The focus on results is strong, transparent and explicitly geared towards function
		<b>KPI 8:</b> The organisation applies evidence-based planning and programming
Development effectiveness	Results	<b>KPI 9:</b> Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals
		<b>KPI 10:</b> Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate
		<b>KPI 11:</b> Results are delivered efficiently
		<b>KPI 12:</b> Results are sustainable

The MOPAN 3.0 indicator framework was developed by MOPAN's Technical Working Group and draws on international standards and reference points, as described in Annex C of the Methodology Manual.

**Applying the MOPAN methodology to GPE**

The assessment of performance covers GPE's work at headquarters, regional offices and at country level. The assessment covers the GPE organisation (the Secretariat) and coincides with the initial years of the GPE 2020 strategy, which runs from 2016 onward.

The MOPAN methodology 3.0 was applied with some nuanced interpretations of indicators to reflect the realities of GPE's mandate and operating systems. GPE's mandate is strongly focused on education and there is no specific mandate towards environmental outcomes. For this reason, the assessment of performance deals with the environmental micro-indicators (MIs) in the following manner.

- **MI 2.1b on environmental sustainability and climate change:** while GPE does tacitly support environmental outcomes, there is no organisational strategy in this regard. Therefore, no formal assessment has been made.
- **MI 5.5 on intervention designs including the analysis of cross-cutting issues:** analysis of environmental sustainability and climate change issues is one of the elements within this MI, but it has not been addressed as it is

not a specific requirement for GPE. However, this may be covered in specific facility designs as part of a procurement process in relation to country preparedness for emergencies such as natural disasters.

- **MI 9.5 on interventions that are assessed as having helped to improve environmental sustainability/helped to tackle the effects of climate change:** given that there is no explicit organisational intent on results in this area, this indicator has been judged to be not applicable to GPE and was not scored or rated.

### Lines of evidence

This assessment relies on four lines of evidence: a document review, a partner survey, staff interviews and consultations. The assessment team collected and analysed these in a sequenced approach, whereby each layer of evidence was informed by, and built on, the previous one wherever possible.

- **Document review.** Results documentation included three independent global evaluations, two country evaluations, nine country reports, and five GPE global results reports and portfolio reviews. The assessment team collected and reviewed a significant body of evidence. Annex 2 contains a list of the 265 documents utilised as part of the GPE assessment, although many more than these were screened for inclusion.
- **Online survey.** There were 55 responses to the online partner survey conducted in March and April 2018. These responses were drawn from people in six countries (Bangladesh, the Democratic Republic of the Congo, Guinea, Myanmar, Pakistan and Papua New Guinea) including donor and national government representatives and international and national NGOs. An analysis of both the quantitative and qualitative data informed the assessment. Annex 3 presents the results of the partner survey.
- **Interviews and consultations.** The team interviewed 98 staff members at the GPE Washington, DC, headquarters in June 2018, which provided comprehensive coverage of all functional areas of the Secretariat. Following this field visit, external interviews were conducted with a small sample of co-ordinating agents (three), grant agents (four) and Board representatives (five). The MOPAN team considered these stakeholders important in relation to GPE's specific partnership structure and to its operating model as a fund with implementing partners. The team selected a stratified sample based on the time available for phone interviews to gain as wide a range of regions (including fragile and conflicted-affected countries), grant agents (GAs), and partners (committee leads) as possible.

As part of the analytical process, discussions also were held with the institutional leads of the GPE assessment to gather insights on current priorities for the organisation from the perspective of MOPAN member countries.

The MOPAN 3.0 methodology provides general information about the sequence and details related to these evidence lines, the overall analysis, and the scoring and rating process as applied to GPE.

### Limitations

The main limitation of the report is insufficient evidence for KPIs 9-12. GPE now uses a detailed global results framework that reports progress on globally set indicators and milestones. However, this reporting does not enable a full understanding of its contribution to results at country level. GPE's country grants are individually designed to respond to a country's specific priorities and needs, which means that such detailed country-level information is critical for assessing and understanding the GPE's impact. While country completion reports were reviewed, relatively few were available at the time of this MOPAN assessment. The available reports varied in format and content, according to the responsible grant agent; and the reports are not validated or evaluated independently. Only two independent country evaluations were completed at the time of the MOPAN assessment. Therefore, the MOPAN team needed to reflect recent initiatives adequately for a young organisation, while reporting exactly in line with the micro-indicators

as required. In 2017, GPE agreed and started a systematic approach to evaluating country programmes. This approach will generate evidence in future.

In addition, given the dynamic nature of the organisational changes in GPE, it was not fully possible to demonstrate evidence of results of recently implemented improvements. However, the assessment team mitigated this by accepting newly issued documentation beyond the closure date of the document review and by following up with newly released information on the GPE website.

Other factors also limited this assessment:

- Monitoring of data flow and veracity is inconsistent, so correlation of evidence is challenging. GPE is – deliberately – highly reliant on country systems to generate data. This has advantages in terms of promoting country ownership and system strengthening. However, if country systems do not generate the necessary data, results cannot be shown. Sector-level monitoring processes are conducted through Joint Sector Review by local education groups, and GAs report on grant-level indicators. GAs are required to report annually on grant implementation, but they use their own reporting methods which do not always align with the indicators requested by GPE. Consequently, results reported are not always clear or consistent.
- The MOPAN assessment of GPE did not include a direct assessment of the World Bank as the organisation's main governance modality. GPE currently relies on the World Bank organisational procedures and processes. The GPE processes were reviewed where directly available and some updated World Bank processes were reviewed. However, other internal World Bank processes that were referred to in GPE documents were not directly available. MOPAN conducted an assessment of the World Bank in the 2015-16 cycle that found the institution's procedures are satisfactory; the GPE assessment relied on this report as a valid basis for its review.





## 2. DETAILED ASSESSMENT OF GPE PERFORMANCE

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## Chapter 2. Detailed assessment of GPE performance

The performance is assessed on four dimensions of organisational effectiveness – strategic, operational, relationship and performance management – and on the results achieved by the organisation. These findings are constructed against the organisation's own strategic plan and performance indicators.

In this way, organisational effectiveness relates to a blended assessment of intent, effort and response. Organisational intent is expressed through commitments, strategies, policies and guidance. The organisational effort is that which the organisation puts behind a particular agenda for performance and improvement. The organisational response is its reaction to the effects of this effort in relation to changing organisational direction, practice and behaviour.

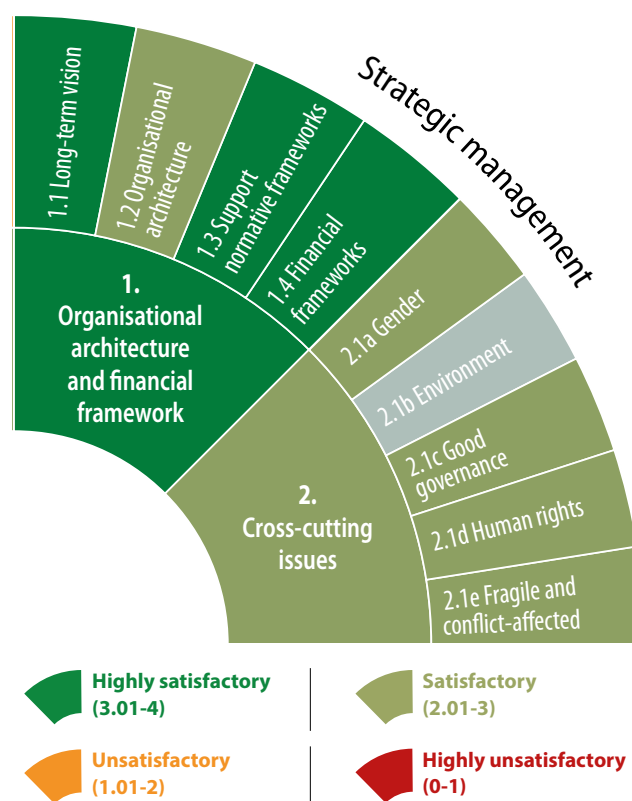
Organisational effectiveness is juxtaposed alongside development effectiveness. The latter refers to the extent to which the organisation is making a difference in ways that reflect its strategic objectives and mandate.

### 2.1. ORGANISATIONAL EFFECTIVENESS

#### PERFORMANCE AREA: STRATEGIC MANAGEMENT

*Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities.*

GPE is generally well managed. The Board of Directors and the Secretariat maintain a specific focus on strategic and continuous improvement. The organisational model of GPE is designed to be both efficient and responsive to the strategic mandate of the organisation as well as the interests of partners. In October 2015, a Board Decision was made to amend the operating model that it is adjusting and aligning to the GPE 2020 strategy. The new model led to the development of a monitoring and evaluation strategy, and subsequently a conflict resolution mechanism and minimum standards for local education groups (LEGs). The Secretariat operationalises GPE's strategic plan on an annual basis and develops a financial framework that it presents to the Board of Directors and updates bi-annually. The Financing and funding framework adopted in March 2017 provides more flexible funding opportunities for country-level investments.



As GPE is undergoing rapid growth and a change management process, however, it is too early to judge the gains from these new processes. The majority of GPE's human and financial resources systems use World Bank policies and procedures that are geared towards supporting resource allocation in line with strategic priorities. These systems have been assessed as, in the main, robust and transparent. However, the use of World Bank systems in some areas is not fit for purpose in regards to the needs of the organisation. One example is the need for staff to have World Bank-designated titles, regardless of their actual function in GPE. In another example, following World Bank procedures in procurement leads to delays and impinges on responsiveness to partners and country contexts.



### **KPI 1: The organisational architecture and the financial framework enable mandate implementation and achievement of expected results.**

This key performance indicator (KPI) focuses on the extent to which GPE has articulated a coherent and strategic vision of how and for what purpose it has organised its human activity and capital assets to deliver both long- and short-term results.

**GPE's organisational architecture and financial framework enable it to implement its mandate in the education sector.** To support the achievement of its vision, GPE has developed a strategic plan covering the period 2016-20 setting out its mission statement and long-term goals. This plan, GPE 2020, contains global and country-level objectives and three overarching core goals. It further outlines the partnership's comparative advantages, such as GPE's ability to encourage sector co-ordination, planning and finance to improve education systems and outcomes. GPE 2020 has led to an emerging theory of change that illustrates how GPE works with its partners and member country systems. A partnership-wide results framework is underpinned by mutual accountability. Progress towards the fulfilling of the strategic plan is now monitored against the 37 indicators outlined in the GPE results framework.

**Organisational reform is positive but not yet complete.** In October 2015, a Board Decision was made to amend the Partnership's operating model to increase effectiveness and efficiency. GPE's 2016 portfolio review noted that the Board had reviewed the operating model in the 2016 fiscal year and had introduced several actions to strengthen it. Responsibilities and relationships among the Board of Directors, the Secretariat and LEGs are now more clearly delineated. However, not all actions were fully implemented and duplication and gaps remain in roles, accountability and responsibilities among the GPE Secretariat and its partners including grant agents (GAs), co-ordinating agents (CAs) and the developing country partners (DCPs) at the country level.

**GPE 2020 aligns well with wider normative frameworks.** The GPE 2020 strategic plan was developed in line with the 2030 Agenda, in particular with achieving SDG 4. Currently, GPE tracks progress towards SDG 4 using the indicators set out in the GPE 2020 results framework, such as primary and lower secondary education completion rates. GPE supports SDG 4 in a variety of ways including through participation in the technical co-operation group that supports the development of indicators for SDG 4 and through its membership in the Global Alliance to Monitor Learning, which aims to harmonise standards for measuring SDG 4 progress on learning. Accountability for achieving normative results is outlined in the 2016 Charter of the Global Partnership for Education, which outlines the roles and responsibilities of partners to achieve GPE's goals and objectives including those that align with SDG 4. Prior to the Results Report 2017, progress was not effectively tracked or reported, as the 37 indicators were only adopted in 2016 and no milestones for tracking progress existed prior to this time. While the Partnership is a recognised leader in the education sector, a stronger focus on the delivery of programmes and funds at a country-level would enhance GPE's alignment with the 2030 Agenda.

**GPE's financial framework is aligned to support the implementation of the Partnership's mandate and the achievement of expected results.** The GPE Secretariat, with the guidance of the Board of Directors, forecasts the expected financial position of the Partnership. The financial forecast is reviewed and updated twice a year, and submitted to the Finance and Risk Committee of the GPE Board for consideration. The budget is clearly aligned to the organisation's strategic plan and the Board uses it in determining how to allocate financial resources in support of GPE's strategic goals and objectives.

A new Financing and Funding Framework (FFF) was approved in March 2017 that aims to support the allocation of GPE funds in a consistent manner so as to be target funds towards countries and communities where the needs are greatest. The FFF has three complementary financing approaches: unrestricted and targeted grant financing, financing leveraged by GPE, and domestic financing. Donors are encouraged to provide flexible funding for country-level investments through the FFF. The framework uses a needs-based allocation formula and is supported by the 2017 Contributions and Safeguards Policy that outlines the different ways that contributions can be made and how targeted financing offers are assessed. Sufficient evidence is not yet available to demonstrate the impact of the new FFF and/

or whether it improves results. Nonetheless, there are positive indications that the country programme allocations and efforts to provide more responsive and variable funding models are helping GPE to work more effectively with its member countries. This is evidenced by the applications received from countries for the different financing approaches.

## KPI 2: Structures and mechanisms support the implementation of global frameworks for cross-cutting issues at all levels.

This KPI looks at the articulation and positioning within GPE's structures and mechanisms of the cross-cutting priorities to which the organisation is committed, in pursuit of its strategic objectives.

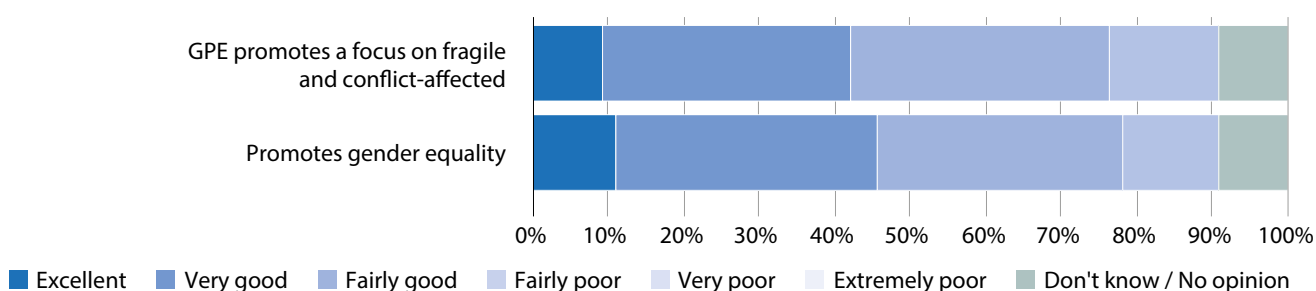
**Cross-cutting issues are addressed through GPE's internal structures and mechanisms.** Advancing gender equality is the second goal outlined in GPE 2020. The results framework notes that all indicator data will be disaggregated by gender to enable the identification of differences between boys and girls. GPE's Gender Equality Policy and Strategy 2016-20 further integrates the Partnership's commitment to gender equality, which includes the development of strategies for girls' education in national education sector plans (ESPs). However, the 2017 report, *Girls' Education and Gender in Education Sector Plans and GPE-funded Programs*, found a considerable number of ESPs do not contain strategies for girls' education. While the term "gender equality" is widely referenced in ESPs, the report found little discussion of the objectives of gender equality or the changes which should take place to see it realised. It should be noted that this review was based on data from 2015.

**GPE's mandate does not cover environmental sustainability and climate change.** GPE's mandate does not include this cross-cutting issue explicitly and hence no formal assessment was conducted. Nonetheless, the MOPAN team included some comments on initiatives.

**Good governance is incorporated into the Charter (2016) and strategic plan but GPE could strengthen consultation with partners.** The Charter sets out the Partnership's governance structure and establishes a commitment to policy dialogue and support that promotes country ownership and priorities. The strategic plan sets out the indicators and targets for country-level Goal 2, supporting mutual accountability through inclusive sector policy dialogue and monitoring. Indicator 18 refers to the quality of joint sector reviews (JSRs) and indicator 19 reports on the participation of teacher organisations and civil society in LEGs. However, staff commented that despite the use of LEGs, which are a form of country-level governance, not enough consultation occurs between GPE and partners.

**While GPE does not have a dedicated policy statement on human rights, the strategic plan describes education as "a public good, a human right and an enabler of other rights".** GPE's commitment to education as a human right is reflected in its Charter, which outlines the role of the Board of Directors and the Secretariat in advocating for the delivery of quality education to all children in developing countries. GPE tracks out-of-school children using the results framework and this arguably addresses the right to education as a human right. There is no documentary

Figure 1: Survey response – CROSS-CUTTING ISSUES



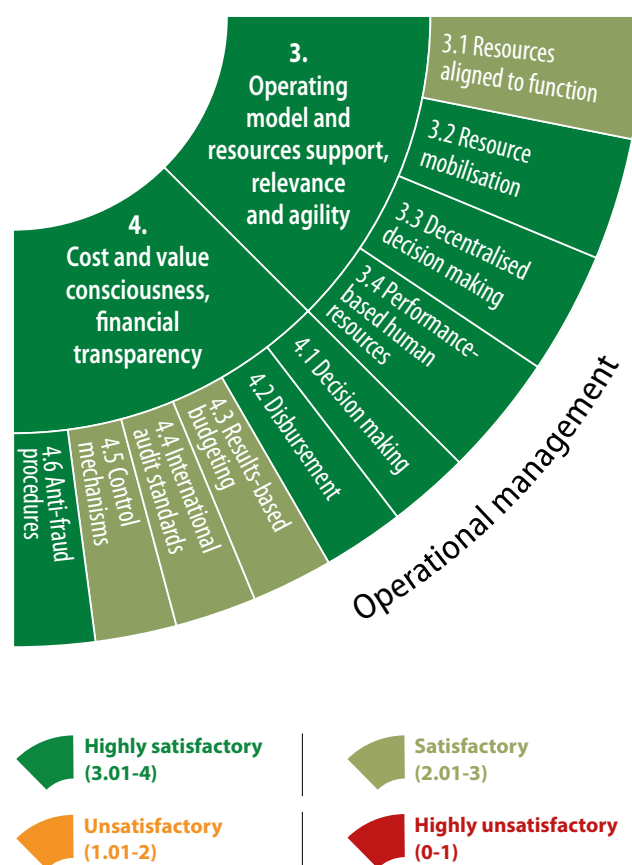
evidence to suggest that GPE has human rights screening checklists or tools. However, GPE staff members stated that while the Partnership does not have explicit processes for human rights, it is clear in its approach that education is a fundamental human right and the LEGs are a co-ordinated effort with partners to action these processes. Through the Civil Society Education Fund, GPE encourages national coalitions to advocate for the right to education and other related human rights. GPE also established an Advocacy and Social Accountability (ASA) funding mechanism in the FFF. One of the purposes of the ASAs is to assist GPE in advocating for human rights in relation to education. The ASA is a funding mechanism which aims to enhance civil society capacity through learning, equity and stronger systems. The ASA aims to strengthen engagement, transparency, accountability, and advocacy in education.

**Tracking progress in fragile and conflict-affected countries is a stated priority in GPE 2020.** This emphasis is consistent with GPE's broad commitment to prioritise its support to the poorest countries with the lowest school completion rates. Many of these are affected by fragility and conflict. GPE has a number of frameworks and guidelines in place that aim to improve educational support and planning to fragile and conflict-affected countries (FCACs). Among these are the Operational Framework for Effective Support in Fragile and Conflict-Affected States (2013) and the Guidelines for Transitional Education Sector Planning. GPE's results framework disaggregates indicator data by countries affected by fragility and conflict. The results for each indicator are reported in GPE's annual results report. While GPE does not specifically use screening checklists or similar tools for equity and inclusion, the Fixed Part Requirements Matrix is available to identify any existing gaps so that ESPs can meet funding requirements. GPE's new FFF also supports better targeting of GPE funds to countries and communities where needs are greatest, including those affected by fragility and conflict. However, an assessment of the 2017 FFF noted that GPE should consider whether it is providing enough capacity-building and technical assistance to address issues of absorption capacity, noting that simply providing more money is not necessarily the ideal type of support.

#### PERFORMANCE AREA: OPERATIONAL MANAGEMENT

*Assets and capacities organised behind strategic direction and intended results, to ensure relevance agility and accountability.*

The GPE Secretariat has developed the necessary tools, framework and technical capacity to meet the changing demands placed on the organisation. Human resources systems are geared to achieving the strategic plan, staff numbers have been increased, and policies and processes are evolving to ensure continued relevance. Financial resources and decisions for allocation of funds align with the requirements of implementation through a results-based budgeting process. GPE is strategically seeking ways to diversify its funding base, including by working with developing country partners (DCPs) to progressively increase their domestic budget allocation for education. However, disbursement of resources does not always go as planned, most often due to circumstances beyond the control of the Secretariat. Programme decisions are responsive to needs and, in many circumstances, can be made at a decentralised level; however, there is a need for guidelines to allow for adaptability. The Board's Ethics, Risk and Finance Committee hears and addresses any credible allegations or evidence of misuse of GPE trust funds and resources.



### KPI 3: The operating model and human and financial resources support relevance and agility.

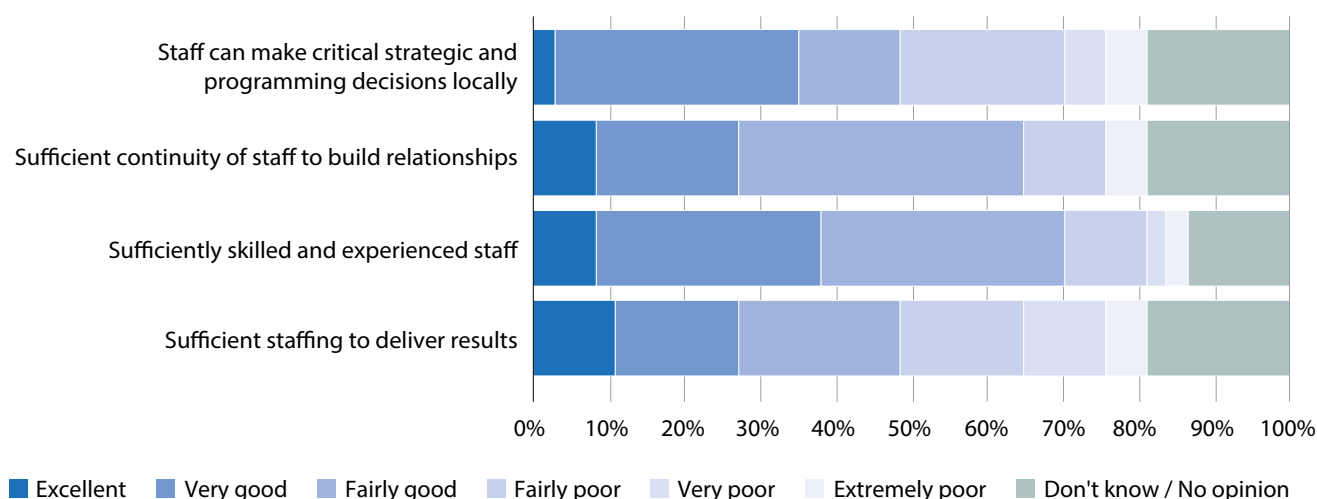
This KPI focuses on how key operational functions (e.g. human resources, resource generation and programming) are continuously geared to support strategic direction and deliver results.

**GPE's model is evolving to deliver the goals and objectives of the strategic plan.** GPE has developed tools, frameworks and technical capacity to meet the increasing and changing demands on the Secretariat and to improve its effectiveness to support the goals and objectives of GPE 2020. Following the Interim Independent Evaluation in 2015, GPE added 19 full-time staff positions and updated policies, including increasing staff recruitment, improving the efficiency of internal communications, facilitating the quality assurance reviews, and strengthening monitoring and evaluation functions. In another important organisational change, the GPE Secretariat is increasingly focused on providing country-level support and results-oriented activities.

**GPE's funding and financing framework is explicitly aligned with implementation of its strategic plan.** The FFF recognises the need to significantly increase financial resources and the number of catalytic interventions to achieve the educational results set out in GPE 2020. Indeed, one of the plan's five key objectives is to "mobilize more and better financing". The FFF is diversifying the funding base by mobilising new resources for education including through domestic public expenditure, private sources and targeted financing from donors. The 2015-16 results report indicates that GPE has already successfully diversified its funding base with additional resources from non-traditional donors raised in 2016. Particular emphasis has been placed on securing funding from the private sector through the Roadmap for GPE Engagement with the Private Sector and Foundations (2017). The mobilisation of domestic finance is an integral feature of GPE's results-based financing model, which was adopted in 2014. To receive the first 70% of a GPE grant, a DCP must meet several key requirements, including a commitment to progressively increase the domestic budget allocation for education to 20% of its total national budget.

**The GPE Charter (2016) sets out the partnership's governance structure.** The decision framework proposed by the Secretariat gives additional delegation to the Board Committees and the Secretariat to approve changes to programming. However, it is not clear at present the extent to which this optimises effectiveness and efficiency. Staff reported that GPE has a roadmap that sets out leadership behaviours and clarifies roles in decision making. However, staff indicated that there is a need to allow for adaptability in guidelines as GPE continues to mature to build on the experience of grant agents. A review of the effectiveness of LEGs conducted in 2017 revealed that LEGs promote

**Figure 2: Survey response – STAFF PERFORMANCE**



positive impacts at a country level such as greater strategic alignment to sector priorities and harmonisation of the provision of aid. However, staff stated that, despite the LEGs, countries are not sufficiently involved or engaged in developing tools to strengthen their systems.

**GPE's human resources systems and policies support the Partnership's performance.** GPE uses World Bank performance assessments, which senior management and all staff complete. The GPE Secretariat also applies all World Bank policy, supplementing this in places with additional resources and support for GPE staff. Managers work with staff to create objectives that reinforce their team's work plan. The Board of Directors signs off on these work plans each June, prior to the start of the fiscal year. A team's work plan is linked to the relevant objectives in the Secretariat work plan. Performance assessments contribute to the determination of annual pay increases for each employee. A special application of the World Bank's human resources system is in place to address any concerns with the performance management process and its outcomes. GPE internal systems provide staff with the ability to track requests through the review process; GPE also has in place a complaints process and conflict resolution system.

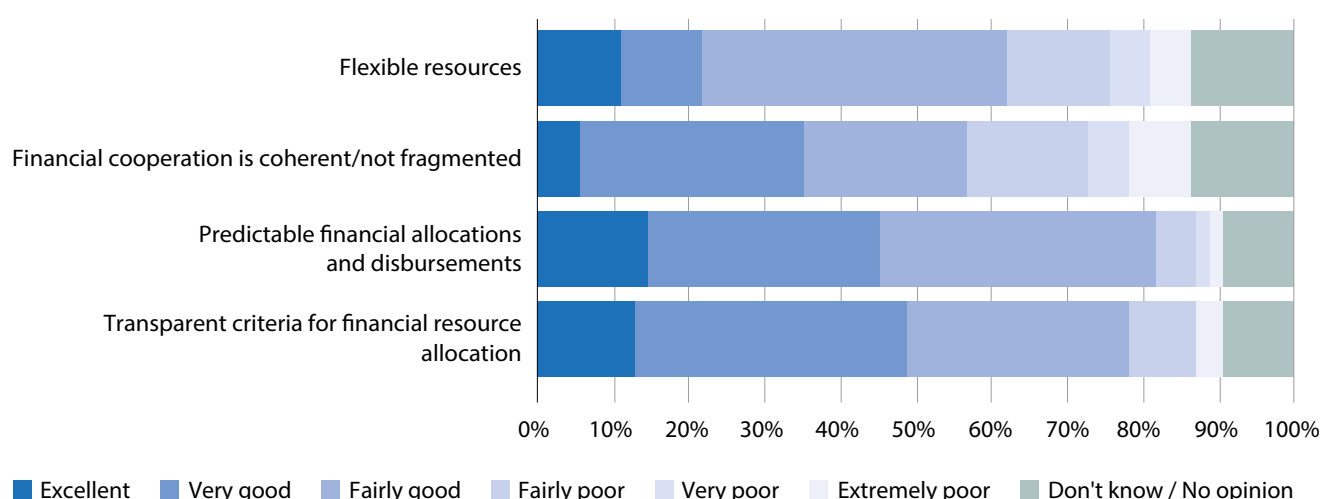
#### **KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability.**

This KPI examines how GPE uses its external and internal control mechanisms to meet the standards it sets on financial management and transparency.

#### **GPE uses transparent decision-making processes for resource allocation to ensure financial accountability.**

GPE has adopted an eligibility and allocation framework that supports resource allocation based on economic status and educational vulnerability, particularly in fragile and conflict-affected countries (FCACs). An allocation formula ensures that resources are directed to the poorest countries with the greatest education needs. A 15% adjustment for FCAC in the allocation formula serves the purpose of directing more resources to countries with high numbers of out-of-school children (a priority highlighted in the GPE 2020 strategy). In 2014, GPE adopted a results-based funding model which leverages GPE grant funding to increase domestic financing for education. DCPs must meet several requirements before they can receive the first 70% of GPE implementation grants, including the commitment to finance the ESP and either the availability of critical data or a strategy to use and produce data. The available evidence does not clearly identify how often the funding model is reviewed. Both the GPE funding model fact sheet, published in June 2015, and the March 2017, revised methodology to the allocation formula are available on line.

**Figure 3: Survey response – FINANCIAL RESOURCE MANAGEMENT**



**GPE's grant allocation model ensures that resources are disbursed as planned, although tracking of disbursements can be improved.** The Secretariat reports annually on implementation and disbursement status. It reports that a disbursement and implementation are "on track", "slightly behind" or "delayed" rather than against specific targets. However, these three categories fit within a six-tier rating scale that ranges from highly satisfactory to highly unsatisfactory. Projects determined to be "on track" are those that received a highly satisfactory or satisfactory rating from the grant agents. Projects considered "slightly behind" are those that received a rating of moderately satisfactory. Projects which are "delayed" are those which are rated moderately unsatisfactory, unsatisfactory or highly unsatisfactory. In each case of a delay in a country, the Secretariat provides an explanation. The 2016 and 2017 portfolio reviews attributed such delay to three main causes: technicalities in the methodology used to assess grants, unforeseen country-related challenges, and capacity, system or programme design issues. It should be noted that many delays correspond to FCACs experiencing internal turmoil and governance challenges; GPE, therefore, is working in contexts where delays are inherent. The 2015 independent interim evaluation found that the cumulative disbursement rate stayed above 50% per year since 2010, a change over the previous cumulative distribution rate of below 50%. This is indicative of slight improvements in GPE's efficiency in disbursing committed funds.

**Results-based budgeting is an essential component of GPE's grant allocation model, but it does not always achieve the desired results.** GPE releases the first 70% of a country's maximum allocation only if the DCP has a credible education sector plan in place and commits to increasing domestic spending on education to at least 20% of the national budget. In order to receive the remaining 30%, the DCP must achieve agreed-upon targets in equity, learning outcomes and system efficiency, i.e. a results-based approach. The GPE results framework monitors these targets, and the Secretariat tracks all expenses on a monthly basis using a cost analysis report, budget summary report and administrative expense report. These expenses are tracked through the World Bank's systems, which reviews costs at activity level and analyses fixed and variable costs against the approved budget. According to GPE staff, the last changes made to the budget process were in response to a request to introduce a results-based model. This has resulted in greater diversification, good practice and the ability to better adapt to country needs. However, some members of staff stated that a number of countries are not using the results-based model to implement their programmes. This is because there is a requirement within the country to use existing budgetary processes.

**GPE is subject to internal and external audits that comply with established international standards and promote financial transparency.** The World Bank, whose systems are used by GPE, conducts annual integrated audits of the effectiveness of GPE's internal controls over financial reporting and combined financial statements. GPE is also subject to external audits. Indicator 35 of the GPE results framework also relates directly to the use of audit reports to identify gaps and weaknesses and to how the GPE Secretariat follows through on audits to ensure such issues are addressed. In addition, GAs review audit reports and management letters and follow up with DCPs when significant issues are identified to ensure they are remedied. Management responses to external audits of GPE grants are included in management letters issued by auditors. GAs share copies of these management letters and audit reports with GPE Secretariat and they are stored on an internal shared drive. However, internal audit reports are not made publicly available.

**GPE is taking active steps to strengthen its risk management processes.** The Partnership's operational risk framework differentiates risks by country, sector and grant to ensure that the Secretariat understands and manages risks on a country-by-country and grant-by-grant basis. The GPE 2014 risk management policy states: "Everyone working towards the mission of the Global Partnership is expected to pro-actively identify, assess and manage risks in their daily work". The Board of Directors receives a risk management report twice a year that contains risk rating scores and the effect of mitigation actions. However, the 2014 risk management policy was seen to be not adequate and GPE has begun a major initiative to improve risk identification and management. This work was underway during the MOPAN process and is expected to strengthen performance in this indicator in future.

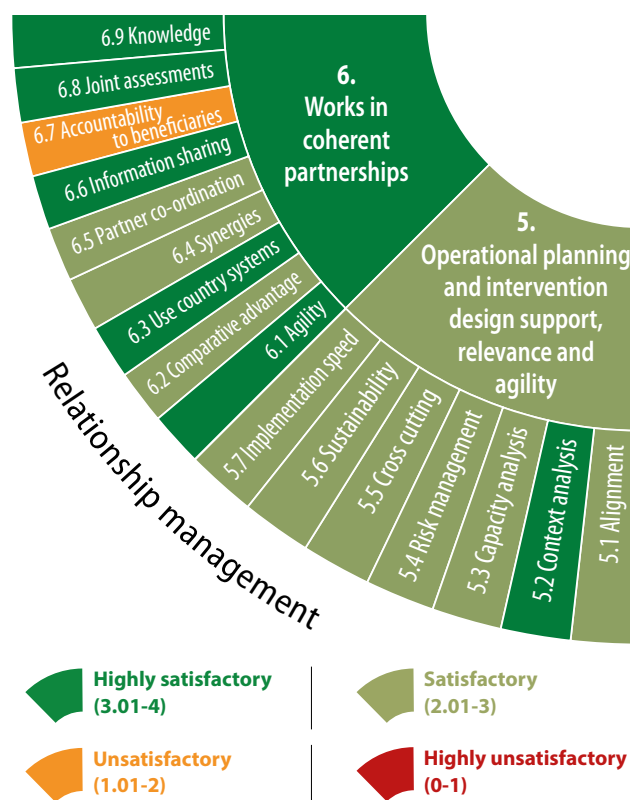


**The GPE Policy and Communications Protocol on the Misuse of GPE Trust Funds states clearly that the organisation has zero tolerance for the misuse of GPE resources.** Credible allegations and/or evidence of misuse of GPE Trust Fund resources go through the Secretariat, as the focal point for such communications. The Secretariat passes information to the Board and the Governance, Ethics, Risk and Finance Committee as required. To address the risk of fraud and misuse in the 2017 fiscal year, a mitigation action calls on the Secretariat to develop guidelines on operationalising the fraud and misuse policy and to organise training for country-facing staff. Staff indicated that corporate monitoring is very strong. However, GPE needs to collect feedback from the guidelines in order proactively disseminate it and ensure that guidelines are implemented.

#### PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

*Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments).*

Working in partnership is an essential component of GPE. GPE has put considerable effort into increasing engagement with partners. GPE supports several platforms that promote inclusive dialogue and joint planning and review at country level. GPE is successfully leveraging financing from a wide range of partners, including the private sector, and is using creative strategies to do so. The Partnership's dedication to working in conjunction with other organisations aims to ensure that resources are being used in the most effective manner and to avoid fragmentation and duplication of effort. However, coherence is not consistently achieved. GPE's tools and models for partnership working are not always effective.



#### KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships.

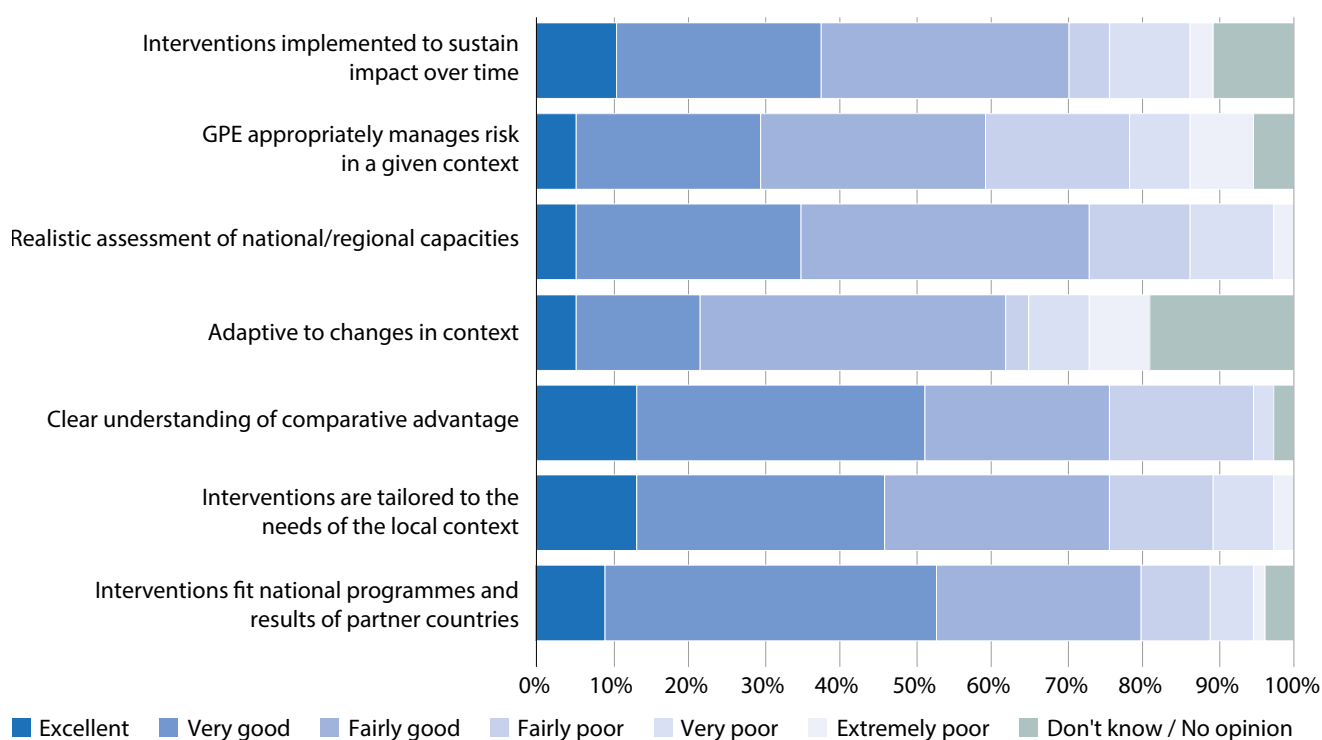
This KPI focuses on the scope and robustness of GPE's processes and practice in support of timely, flexible and responsive planning and intervention design for its partners.

**GPE's partnership approach provides a strong foundation for relationship management.** GPE has put considerable effort into increasing engagement and alignment with developing country partners in education sector planning and monitoring processes. GPE's partners co-ordinate actions at a global level in order to strengthen country systems. The Quality Assessment Review (QAR) assesses the readiness of countries to meet funding requirements for the fixed part and ensures that the proposed Education Sector Program Implementation Guidelines (ESPIG) components align with the ESP in the context of the broader financing of the sector and GPE strategic objectives. QAR II, on the other hand, assesses the technical soundness of the proposed programme and its alignment with the ESP and with GPE objectives to help countries ensure that they will meet the expected quality standards for the programme document and the variable part. Four specific actions were recommended to increase ESP alignment, and the Secretariat worked with the Grants and Performance Committee to develop a work plan that identifies actions and plans that will be undertaken to enhance alignment. In 2016, 42% of Secretariat staff time was spent on country-facing activities, compared with 28% in the 2015 fiscal year.

**The country processes involve partners in joint planning, implementation and review.** In each country, GPE supports the development of an ESP that is led through the multi-stakeholder LEG. An ESP must be sensitive to context and include an analysis of country-specific vulnerabilities such as conflicts, disasters and economic crises. Programme development grants also require an analysis of context, including context-specific risk assessments. In addition, GPE's Education Sector Analysis (ESA) Methodological Guidelines state that when designing an ESP, the team conducting the ESA must take into consideration existing legislation, regulations, policies and frameworks in place at a national level. By conducting an ESA, the DCP is able to identify key issues and use this analysis to inform the development of an ESP. Staff stated that GPE, nonetheless, does not enforce top-down processes and that countries are responsible for developing their own programmes. The MOPAN team therefore concluded that GPE jointly develops with partners an understanding of the operating context and the extent to which the ESP itself is sensitive to that context. Joint sector reviews (JSRs), a GPE requirement for demonstrating effective co-ordination and governance, present an opportunity for jointly reviewing progress and contextual changes that require revision of the ESP and/or adaptation of the multiyear operational plan.

**Country processes include assessment of capacity to implement and adjust plans, but programme designs may be too complex.** GPE is working with other partners to develop a more robust methodology to assess the vulnerabilities of education systems, including environmental and climate issues, as part of the Volume 3 Guidelines on Education Sector Analysis. In response to the call for greater effort and investment in crisis-affected and challenging situations, GPE guidelines were designed to assist countries in preparing a transitional education plan. One of the seven quality standards for a credible ESP assesses how strategic a sector plan is in addressing the issues and shortcomings identified in the sector analyses. A 2015 report by the Norwegian Agency for Development Cooperation (Norad) found that ratings of GPE programme designs were often downgraded because they were unnecessarily complex relative to the capacities of developing country partners. The GPE Secretariat has since developed guidance for ensuring strong ESAs, ESPs and JSRs that assess progress and needs. A multi-stage QAR process now reflects on institutional capacity and changing context and considers the extent to which the proposed investments will both be commensurate with the level of capacity and contribute to capacity building.

**Figure 4: Survey response – OPERATIONAL PLANNING AND INTERVENTION DESIGN**





**The GPE Board of Directors approved the establishment of a risk management section within the Secretariat, which should be in place in the 2018 fiscal year.** The development of a dedicated team for risk management will complement the current GPE risk management matrix, together with the mitigation actions being undertaken and an assessment of the residual risk rating. The Risk Management Matrix is formally reviewed on a semi-annual basis, while GPE's risk management policy is reviewed every two years. At the same time, the risk management team considered that the risk assessment is yet not stringent enough at the country level. Grant agents currently utilise their own institutional approaches to report on risks. Regarding GPE, concerns remain about accuracy and consistency, given that GPE is ultimately responsible for outcomes achieved. This is expected to be an area of investigation for the newly formed section once it is established and functioning.

**Conflict resolution is not always effective.** The GPE conflict resolution procedure outlines a clear and consistent method for addressing disagreements when collaboration between GPE partners at the country level breaks down. The procedures document conceptualises key challenges around conflict resolution in a multi-stakeholder partnership and sets out steps for resolving conflicts. Staff are aware of the procedure but it is rarely applied despite evidence of partner discord around agreements, suggesting that its design may need to be reviewed or staff training intensified.

**Cross-cutting issues are incorporated into the seven quality standards for credible ESPs.** GPE's QAR process states that countries that wish to apply for the variable part must show evidence of actions confirming transformative strategies to improve equity. Equity encompasses disparities in education access, quality and learning outcomes that include, among others, disparities based on gender, income and region. The GPE Guidelines for Education Sector Plan Preparation also set out the cross-cutting issues which are incorporated into education sector analysis. Country-level interventions, such as ESPs and transitional education plans, encompass an analysis of cross-cutting issues through the principle of inclusive education. Cross-cutting issues include HIV/AIDs, gender, emergency preparedness and children with special needs. However, GPE staff indicated that the Partnership does not have added value on cross-cutting issues, instead relying on grant agents.

**Good governance is central to the way that the GPE model works.** During the grant application, implementation and grant monitoring process, inclusive partnerships that engage governments, donors, civil society and other partners are a core focus. GPE envisions the LEGs, which include country stakeholders and donors and are usually chaired by the country's government, as a mechanism for good governance. GPE is currently reviewing LEG guidelines to increase LEG effectiveness and improve inclusion of minority groups and voices.

**GPE's country-centred operating model is geared towards ensuring sustainability of its interventions.** The GPE funding allocation process is geared to sustainability, in that it makes release of the first 70% of funding contingent on the DCP producing a credible ESP and committing to strengthening data collection and spending 20% of national expenditures to implement the ESP. Further, ESPs are tailored to focus on sustainability. One of the functions of JSRs is to encourage shifts in policy and legislation. JSRs can "sustainably and effectively feed into a dynamic policy cycle" and offer "a forum to engage in meaningful policy dialogue".<sup>6</sup> Staff reported that grants also are used to leverage more sustainable education policies and bring donors and technical agencies into better alignment, both with each other and with country systems. There is currently no direct evidence that this has occurred, but tracking through the new performance framework is likely to generate clearer results and a better picture as to whether alignment is improved.

6. GPE. 2017. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. Working Paper #1, p.28-29.

**KPI 6: Partnership working is coherent and directed at leveraging and/or ensuring relevance and the catalytic use of resources.**

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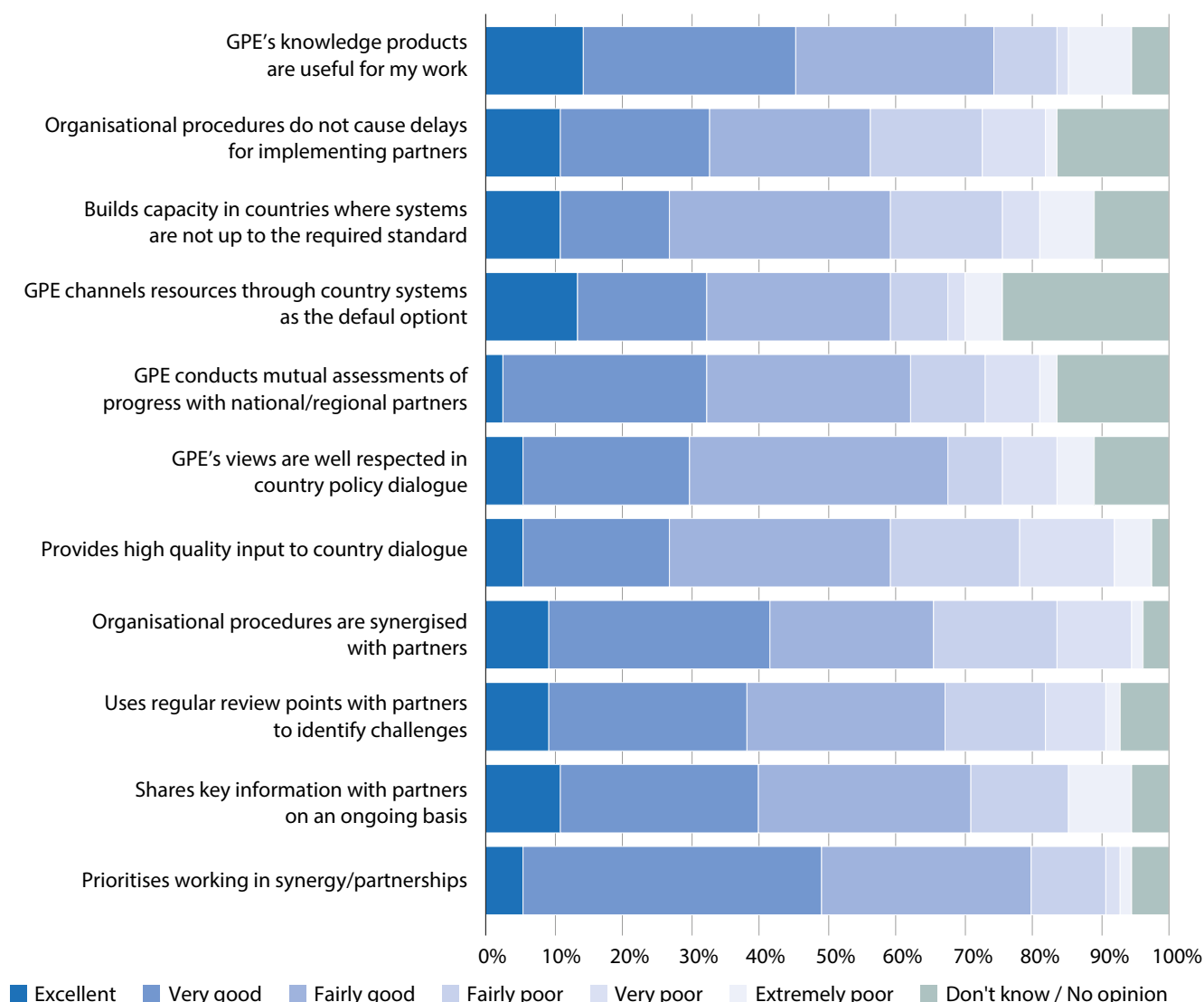
This KPI looks at how GPE engages in partnerships to maximise the effect of its investment resources and its wider engagement.

**GPE is increasingly building systems that leverage resources and support responsive funding of education requirements.** GPE has established mechanisms to support greater flexibility and a faster response in meeting urgent needs. One example is that countries with an existing GPE allocation can draw down rapidly on up to 20% through an accelerated grant process in order to respond to emergency and early recovery situations. In addition, when an implementation grant is in place, countries can request to have the grant reprogrammed to meet urgent service delivery needs if there are compelling circumstances that require this. A selection of project level reports provides strong evidence that programmes are regularly reviewed and restructured in response to changes in the operating context. In situations in which a program requires revision due to fragility or conflict (such as in an FCAC), if the DCP (or the LEG where feasible) has determined that the programme needs to be revised, the Secretariat will work with the DCP to develop a timeline for revision that is reasonable given the context and will inform the Financial Advisory Committee and the Board of Directors of the new timeline to enable a revised recommendation and approval of the revisions. In addition, GAs provide information on the implementation status of ESPs to the Grants Performance Committee (GPC) at the request of the Secretariat. The GPC reviews progress and can approve a number of revisions to an ESPIG, in accordance with the ESPIG policy.

**The GPE model facilitates consultation between GPE member governments Partnership in GPE has resulted in DCPs sharing information and consulting more with each other.** The GPE model promotes this good practice, while JSRs ensure that GPE and DCP are both involved in the identification of country needs and national level interpretation of changes in conditions. Through JSRs, discussion and consensus are informed by diverse perspectives that help to fine-tune planning and to influence domestic and external financing.

**The flow and use of funds at GPE are improving, but delays are common.** The 2015 Norad evaluation identified a potential bottleneck in terms of the timeframe for the transfer of funds from GPE to developing country partners. The evaluation noted efforts by the GPE Secretariat to reduce to seven months the amount of time for GPE-supported programmes to reach the approval stage. However, it also noted that reducing the timeframe further is unlikely because the Board of Directors only meets semi-annually. The new decision framework proposed by the GPE Secretariat in June 2017 would go some way to addressing this bottleneck. In addition, the Secretariat has strengthened its engagement with GAs in order to ensure the timely adaption of grants where course corrections are needed to mitigate delays. Staff also commented that GPE could improve its reporting on country-level leads as well as reporting and on individual contributions made at the level of policy dialogue with individual countries. Improving this function would assist GPE in identifying and addressing resource requirements.

**The GPE model and approach leverages the financial and knowledge resources of many stakeholders to ensure the delivery of results.** The new FFF flags an increased focus on leveraging and co-financing and establishes a USD 100 million leverage fund as part of a new scalable approach to raising significantly greater and more diverse finance to support the implementation of ESPs. The FFF has developed new funding mechanisms for Advocacy and Social Accountability (ASA) and for knowledge and innovation exchange. GPE's results-based financing model leverages grant funding to increase domestic financing for education. GPE is successfully leveraging financing from a wide range of partners and is using creative strategies to do so. GPE's collaboration with UNICEF has jointly developed the Education Cannot Wait operational model, results framework and governance structure. GPE partnering with the World Bank brought International Development Association (IDA) finance and GPE funding together synergistically and operationalised the GPE Leverage Fund to support efforts to increase co-financing.

**Figure 5: Survey response – PARTNERSHIPS**

**The GPE Charter outlines the composition, roles and responsibilities of all GPE key players, describing the commitment implied in signing the GPE Compact in terms of mutual accountability.** ESPs are country-driven and developed through a participatory process. This process ensures that key ministries, actors in the education sector, education sector partners and civil society are committed to supporting implementation of the ESP. Development effectiveness principles have been at the core of GPE from its creation in 2002, and GPE remains fully committed to ensuring that DCPs have ownership of their education sector. GPE's framework for mutual accountability sets out the expectations of how education sector partners, GPE and national governments will work in partnership to deliver the ESP and the funding for it.

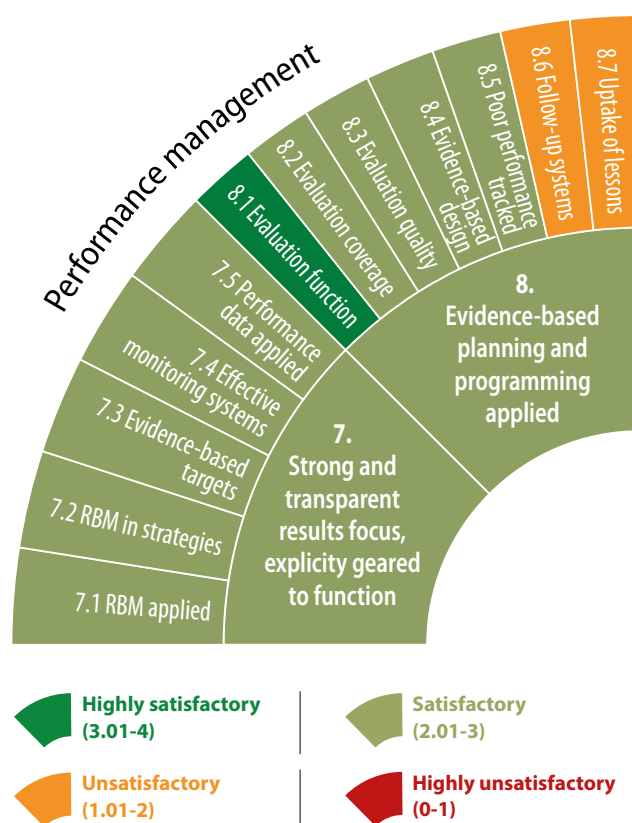
**GPE's support is aligned to wider national education sector priorities in partnership with key sector organisations.** GPE is not part of the United Nations and hence is not directly engaged in the United Nations Development Assistance Framework (UNDAF). However, ESPs are aligned with the UNDAF national priorities. The Partnership's dedication to working in conjunction with other organisations ensures that resources are being used in the most effective manner as all partners seek to avoid fragmentation and duplication of effort. JSRs are government-led, annual events that bring together all education stakeholders to monitor the implementation of education sector

plans and to propose amendments if required. JSRs thus promote joint reporting on past implementation and identify any gaps in progress towards milestones. In 2017, GPE supported two initiatives to strengthen the effectiveness of JSRs, they published a working paper entitled “Effective joint sector reviews as (mutual) accountability platforms” and in 2018, the Secretariat will publish JSR guidelines that will include a self-assessment tool to enable DCPs to identify and address areas of weakness in their JSRs. In addition to JSRs, GPE commits to joint planning and management through the delivery of evaluation activities as part of the 2017 monitoring and evaluation strategy. GPE also explores opportunities to harmonise country-level evaluations with those of other organisations. GPE is currently extending partnership activities to knowledge sharing and sector building.

## PERFORMANCE AREA: PERFORMANCE MANAGEMENT

*Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning.*

GPE is strengthening its focus on evidence-based initiatives. It adopted a results framework consisting of 37 indicators in 2016 and, since 2017, is generating an annual results report. GPE partners are expected to set clear objectives for their ESPs and to monitor their progress towards these plans using their results framework. GPE Secretariat produces guidelines to ensure that applications for grants and ESPs satisfy the acceptable minimal standards. ESP quality standards have improved since the introduction of an independent appraisal process but data quality continues to be recognised as an issue within GPE. Data at all levels was noted during the MOPAN assessment from staff and stakeholders as of poor quality, inadequate and unable to adequately reflect programme contexts. The Results and Performance sub-team of the GPE Secretariat delivers the Partnership’s evaluation function. Evaluations are outsourced and reviewed by an independent technical review panel. In addition to the aforementioned performance management systems, the Secretariat introduced an operational risk framework in 2016 to assist with risk identification, mitigation and monitoring.



### KPI 7: The focus on results is strong, transparent and explicitly geared towards function.

This KPI looks at how GPE transparently interprets and delivers an organisation-wide focus on results.

**GPE’s monitoring and evaluation strategy is one of the central pillars of GPE’s improved results-based management approach.** Following slow progress in establishing a comprehensive results monitoring system, results and reporting are getting greater attention. GPE systematically focuses on results in all of its work, as articulated in the 2016-20 strategic plan and the 2017 Monitoring and Evaluation (M&E) strategy. The M&E strategy establishes how results and human resources should be used to deliver the results-based management approach and evaluation. A budget of USD 8 094 million to deliver this strategy has been approved for the fiscal year 2018 through to the fiscal year 2021. The strategy will focus individually on the results framework, ICT systems, summative country programme evaluations, prospective country evaluations, thematic evaluations, programme evaluations, GPE’s development

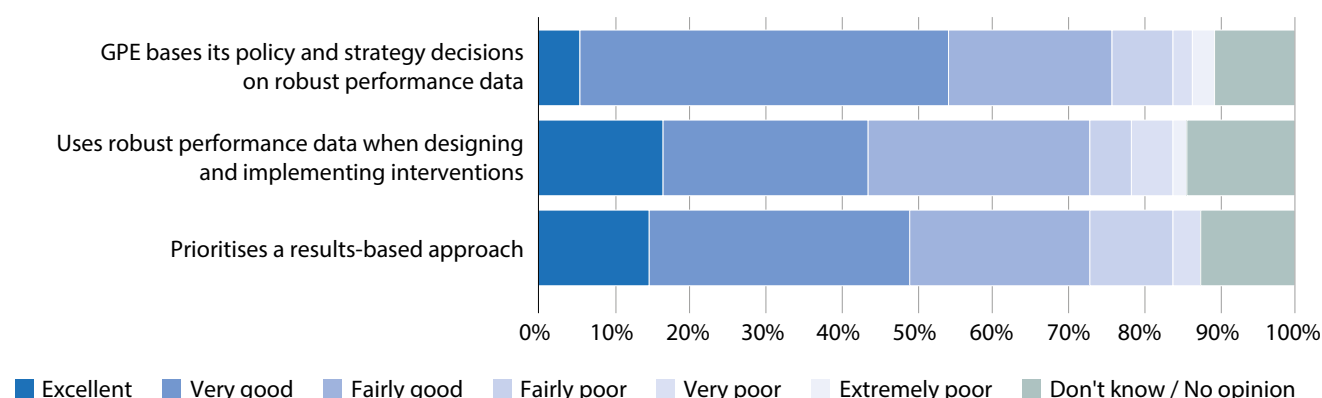
impact evaluation, the Independent Evaluation Committee, the annual results report, the production and translation of evaluation reports, and the preparation of briefs, blogs and workshops. The M&E strategy also highlights how results and human resources should be utilised to deliver the results-based management approach and evaluation. The M&E strategy, as well as GPE 2020, emphasises the need to adjust to a variety of different contexts, with particular focus on fragile and conflict-affected states. Lead education specialists are responsible for establishing and managing quality assurance and technical review processes which are required as part of GPE's new results-based funding model. Staff reforms have also helped to increase the number of experienced staff dedicated to country support.

**GPE expects each of its partners to report on specific goals and objectives, but there is variation in reporting.**

GPE partners are required to develop evidence-based ESPs that provide credible strategies to improve access and learning for all children. Such reports from DCPs also are expected to include metrics such as basic education data disaggregated by gender and socio-economic status and results from learning outcomes assessments. However, countries and GAs do not necessarily link their own results frameworks to GPE's results reporting requirements. GPE staff also reported that when there is reporting against the GPE indicators, there are concerns that no meaningful analysis accompanies the reporting, making attribution of GPE inputs difficult to trace. Furthermore, the timing and quality of ESP country data vary because country systems are not always robust and complete. GAs are required to report annually on grant implementation, but they use their own reporting methods which do not always align with the indicators requested by GPE. Once a programme has been completed, a completion report is provided to the GPE Secretariat that includes a detailed analysis of whether the programme has facilitated the country's progress in terms of education outcomes. Previously, these reports were done using the GAs' own reporting models and consequently, there were significant variations between reports.

**The GPE annual results reports track progress against the 37 indicators identified in the results framework; but data availability and attribution are challenges to reporting.** Indicator progress is assessed at an output, outcome and impact level. Data availability is limited, however, particularly at the outcome level. At the impact and outcome levels, GPE's theory of change aims to strengthen the capacities of national education systems in order to dramatically increase the number of girls and boys and young men and young women who are in school and learning. Staff said GPE's theory of change captures what the organisation is trying to accomplish and the pathways to change through which these results are realised. Staff also noted that causal pathways are difficult to identify at GPE because countries decide how to use grants and provide results, which makes it difficult to track the extent of GPE's contribution. Staff further said that they often receive completion reports from grant agents after the deadline of six months following completion. This means the staff receives the reports too late to be able to incorporate the results into findings reports. Indicator methodologies are published online, as are other documents such as guidelines on how to implement gender-responsive ESPs and quality assurance processes. The Strategic and Impact Committee (SIC) and the Board of Directors discuss the results reports annually. The results framework is updated as required, for

**Figure 6: Survey response – RESULTS-BASED MANAGEMENT**



example to modify milestones and targets in response to updated baseline figures. However, as the framework was only implemented recently, it is unclear if performance reporting and results mechanisms are more effective.

**GPE has made a considerable investment in its own and countries' data collection systems to ensure that it can effectively monitor progress towards results and support improved decision-making.** The budget allocated to execute the M&E strategy reflects GPE's strong and transparent results focus. The new strategic plan, GPE 2020, has led to improvements in country-level data, including on learning outcomes. GPE also strives to provide data and key corporate reporting in a timely manner. However, at present there are still gaps in the reporting systems, relying on the effective follow-up by staff members to obtain data, using their own systems. There is a need for a more systematic GPE-wide method of notifying staff when a country reaches its targets or when a grant is verified.

**GPE sets quality standards to guide data collection and monitoring.** Despite the use of data standards a lack of quality data remains a challenge for GPE, particularly in terms of demonstrating progress at the outcome level. GPE's corporate data system relies on a variety of sources of data. The outcome data rely on country systems, while the grant-level output data are collected at the organisational level (e.g. from ESPIGs). It is recognised that quality data is a system-wide challenge. Despite efforts to communicate with country-level authorities in the design and delivery of new proposals, staff reported issues with the quality of performance data and monitoring processes. According to a GPE staff member, GPE has a "round table" with the private sector that has met twice since December 2017 with the aim of encouraging more private sector engagement with GPE on developing better data collection systems and processes.

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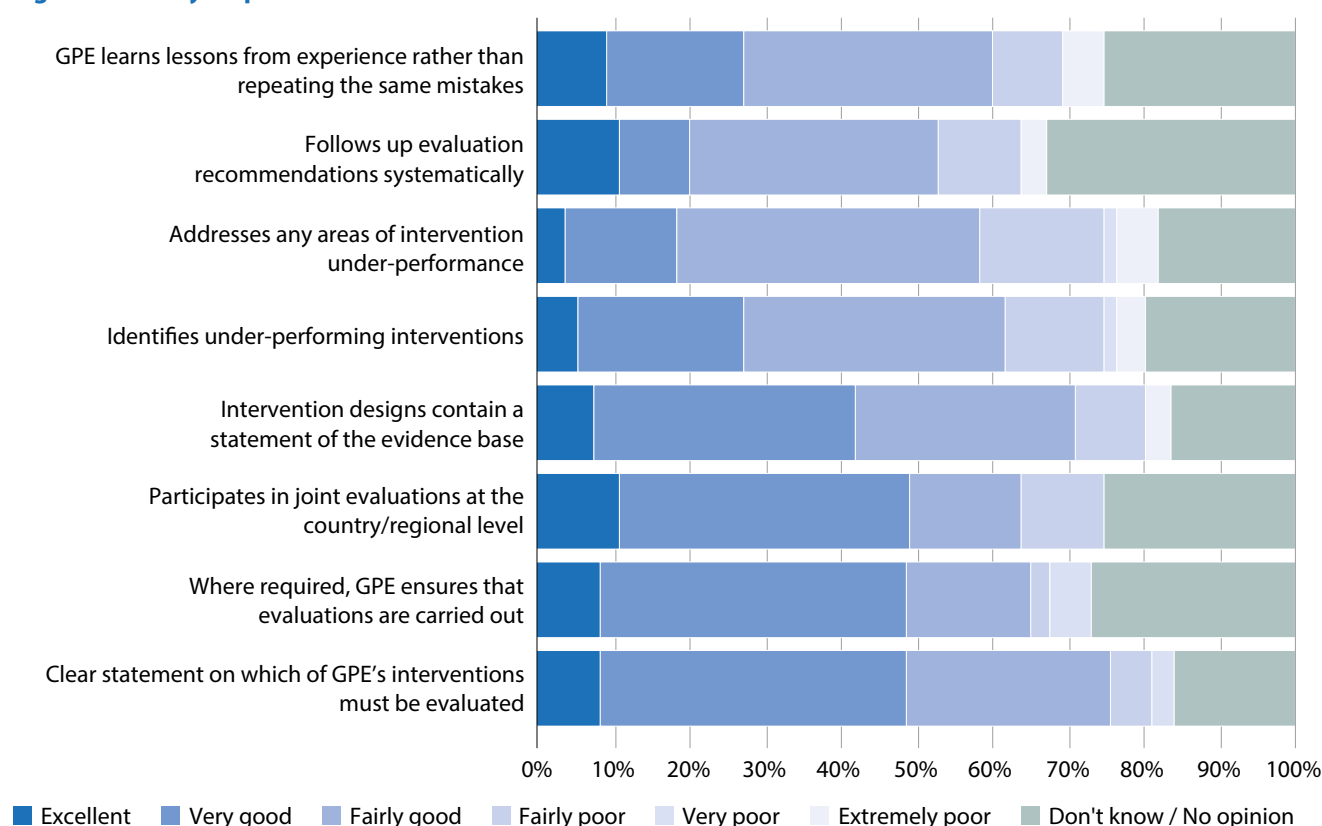
#### **KPI 8: The organisation applies evidence-based planning and programming.**

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This KPI focuses on the evaluation function and its positioning within GPE's structures, attention to quality, accountability and putting learning into practice.

**GPE states that it is committed to evidence-based planning and programming, but its evaluation function lacks structural independence.** GPE has a number of quality assurance review and evaluation processes to ensure that lessons are being generated from country-level projects and that this evidence base is being used to inform new projects. Nevertheless, the Results and Performance sub-team of the GPE Secretariat is not functionally independent from other management functions. This sub-team delivers the Partnership's evaluation function through a quality assurance review of country-level evaluations and is developing the GPE evaluation plan. GPE's M&E strategy of 2017 notes that the sub-team reports through the Chief Technical Officer to the Strategy and Policy Committee. Further, an Independent Technical Review Panel (ITRP) is responsible for conducting technical reviews of evaluation deliverables and for providing advice to the GPE Secretariat on how GPE may learn from these reviews. In addition, the ITRP reviews the strategic plan and other initiatives. The budget for fiscal year 2018 includes a separate line for monitoring and evaluation.

**GPE's newly developed monitoring and evaluation strategy is in early stages of implementation.** GPE is implementing an evaluation strategy, as demonstrated by the 2018 inception report for a planned programme of country-level evaluations based on implementation of the M&E strategy. At the time of the MOPAN assessment, only two completed evaluations were available. Nevertheless, the 2017 M&E strategy demonstrates GPE's commitment to evidence-based planning and programming. It proposes that GPE move away from summative evaluations at the end of its current five-year strategic plan, and instead undertake periodic evaluations throughout the strategic plan period, allowing for modification of the scale and type of evaluations according to the Board of Directors' guidance. The M&E strategy also describes funding available for GPE's evaluation plan. The GPE annual budget and FFF set out the funding allocated for the M&E function. GAs such as the World Bank follow a comprehensive and internationally recognised format that sets out clear evidence, findings, conclusions and recommendations. GPE has developed a reporting process with GAs in order to harmonise Grant Agent completion reports with GPE requirements.

**Figure 7: Survey response – IMPLEMENTATION AND USE OF EVALUATIONS**

### **Education sector plans and education sector analyses are developed by using lessons derived from past ESPs.**

According to the guidelines for ESP development, the co-ordinating agent is to distribute the Education Sector Plan Development Grant (ESPDG) report to the LEG; discuss and compile feedback on lessons learned as part of the wider sector dialogue, and share these with the Secretariat. Research and evidence also have been used to inform new GPE interventions and lessons learned from conducting education sector analyses have been documented and incorporated into recommendations that form the basis of new interventions. Staff indicated that there is a desire to use country-level summative evaluations to feed into how the countries are working and to extract lessons in order to generate guidelines. Where results reports indicate that JSRs were weak in terms of quality, GPE used this data to provide better tools for JSRs.

**Mechanisms are in place to identify and manage underperforming interventions.** The LEGs monitor commitments made by developing country partners in the development of their ESPs throughout implementation. This is accomplished by the LEG through JSRs or similar country-led monitoring mechanisms. The LEG is expected to examine the cause of any major deviation from endorsed plans and commitments, including significant gaps between financing commitments and execution that threaten implementation, and any shifts in policy priorities that affect the relevance of the endorsed plan. The Secretariat introduced an operational risk framework in 2016 to support a differentiated risk-based approach to quality assurance and monitoring. In addition, evidence from GPE's annual reporting processes implies that underperforming interventions are regularly monitored. The Governance, Ethics, Risk and Finance Committee is responsible for overseeing risk management and ensuring that progress is being made on implementing mitigation measures.

**GPE underwent an independent interim evaluation that was published in 2015 and included a management response.** A management response is required for each independent interim evaluation. This response should clearly state which recommendations are approved and which will be further considered. The management response



also notes key decision points and/or work that is already underway in response to each of the recommendations, although accountability for implementation of the agreed recommendations is not clearly defined. The management response to an independent interim evaluation does not propose a timeline for implementation of recommendations although, where relevant, it includes the timelines for key decision points on next steps. The SIC and the Board of Directors track the status of implementation of recommendations through the regular work programme reviews, as recommendations also are integrated into the regular work programme. GPE is making considerable investments in improving its evaluation processes. The interim evaluation recommended that GPE develop a strategic management framework based on GPE 2020, which includes a results framework, a monitoring plan, formal feedback mechanisms and an evaluation plan. In response to this recommendation, GPE adopted a new monitoring and evaluation strategy in 2017. This strategy outlines how key information relating to evaluations will be made publicly available and disseminated.

**GPE's last corporate evaluation was used to design the current strategic plan and related improvements in the Secretariat.** Major areas of concern highlighted by the evaluation were addressed including the findings that GPE did not have a theory of change and lacked a robust M&E strategy. These findings were discussed and acted upon through a series of Board decisions and Secretariat work plans. GPE has a repository of evaluations, including country and programmatic, available on their website. Lessons from previous results reports and best practices are available and used to inform other projects; analytics data also are available on the High Level Dashboard, which reflects on key findings of GPE work and help to inform decisions of where work can be improved. Lessons are disseminated to partners, peers and other stakeholders through the annual results report. A corporate policy for disclosure of information is encompassed in GPE's transparency policy and is also applied to evaluations.

**GPE has a policy on transparency and makes some information about its work available on line.** The transparency policy, approved in December 2015, states that information will be made available to the public in the absence of a compelling reason for it to be restricted. Currently, the GPE website contains a range of publicly accessible information that includes key strategic documents like the GPE 2020 strategic plan, numerous results reports and the 2017 M&E strategy. The public can also access a breakdown of donors and funding by country. In addition, GPE is a member of the International Aid Transparency Initiative (IATI) and publishes its funding data on the IATI registry, which allows for greater transparency in relation to the Partnership's use of resources.

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## 2.2. DEVELOPMENT EFFECTIVENESS

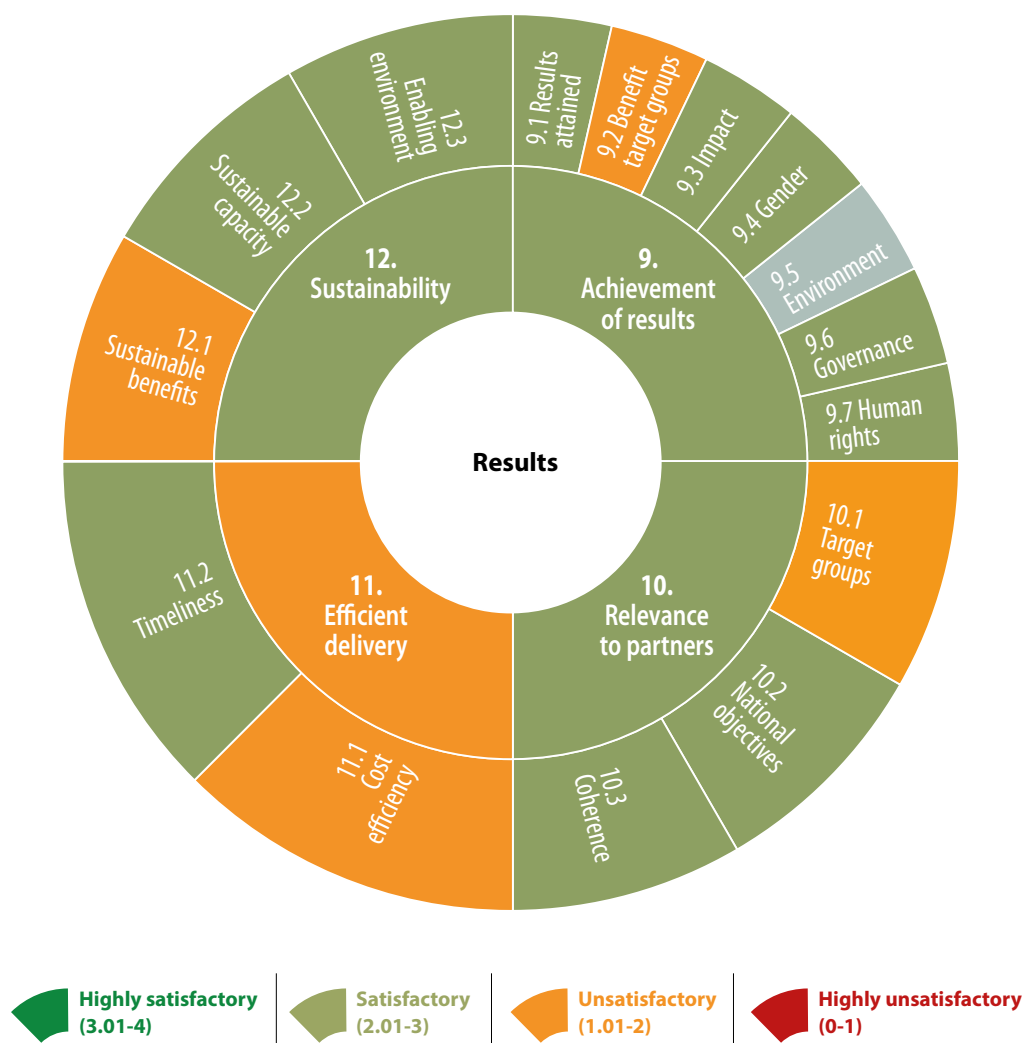
### PERFORMANCE AREA: RESULTS

*Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way.*

Until 2016, GPE did not have an organisational results framework and its current framework still contains some indicators with incomplete data. These points are an important context for understanding GPE performance on results reporting. It is therefore difficult to track results for more than one or two years, which is insufficient to provide information on trends. In addition, the first country-level evaluations were carried out in 2018, which means a programme of country evaluations now exists but a robust evidence base is still lacking.

In terms of results achieved by GPE, the picture is mixed. On the positive side, GPE has had some success in strengthening civil society engagement in LEGs and policy and planning processes, in contributing to stronger governance and institutional capacity, and in achieving education and financial reforms. Results are variable among and within countries, with positive improvements in some, but not all, indicators. The targeting of GPE funds to disadvantaged areas in some country grants has contributed to impact on equity. Projects that target girls also have had success, although at global level, the rate of improvement in gender-related indicators is less than that in indicators related





to other learning outcomes. There is weak identification and reporting on other potential target groups. As noted in the discussion on KPI 9, GPE's objective to advance human rights is implicit in that it enables children to access their right to education and to equality of access. However, there is no explicit approach to strengthening or assessing contribution to human rights within the GPE model or results framework. Furthermore, while GPE works with its partners to ensure that the interventions are relevant to the needs and priorities of country partners and beneficiaries, this is not consistently reported in completion reports.

#### **KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals.**

This KPI examines the nature and scale of the results GPE is achieving against the targets it sets and its expectations on making a difference.

#### **Interventions have mixed results in terms of achieving their stated development and humanitarian objectives.**

Reports find not only targets have been achieved or surpassed for some indicators against baselines, for instance in primary and secondary school completion, but also that indicators such as out-of-school rates are not consistently achieved. The results framework includes a number of indicators for which there are incomplete data. While the GPE annual report noted that some trend directions are positive, it is evident that in other cases trend lines are slipping

downward. In particular, indicators 12, 14, 18, 25, 29 and 30 were noted in the 2018 Results Report as not being achieved (16% of all indicators). Of these, indicators 12, 14, 29 and 30 fell for both overall results and results specific to FCACs. Overall, the reports suggest that more time is needed for education system strengthening to take effect. The 2015 GPE global evaluation found that many learning outcomes had not made much progress in the ten case study countries, although mitigating factors such as an increase in enrolment played a part, and that an improvement in the measurement of learning outcomes is showing system strengthening. The country with the most demonstrated progress against intended results in this evaluation had stronger, existing education systems, indicating the importance of existing capacity. In countries where results were less positive, context-specific issues had an impact. These included fragility, insecurity, political or economic change, health crises like Ebola, and natural disasters. Results were poorer where there were poor, non-existent or unreliable data; limited country capacity; weaknesses in sector planning and dialogue; and weak results frameworks, metrics and results chains. Such conditions illustrate the limitations in the capacity of the GPE model to improve results within a short timeframe; since 2015 improvements have been made to the GPE model and results reporting. In some cases, as well, it is difficult to attribute results to GPE interventions because other interventions may be in progress in the same area, as observed in the country completion reports and evaluations. The lack of country evaluations limits the amount of available evidence on this topic. The reports available showed evidence of the use of targeting but also demonstrated that it had mixed results. Evidence that would show a clear contribution to results for equity is limited.

**The beneficiaries of GPE's work can be seen as including not only school-age children but also schools and administrative institutions that could play a part in system strengthening to improve outcomes.** Post-completion surveys show that schools have seen the benefits of additional grants, supplies and training, although delays in disbursement are sometimes problematic. Education administrators have also commented positively on the benefits in terms of system strengthening. However, no systematic approach is in place to define the different beneficiary groups within education systems.

**GPE interventions are producing some positive results relative to significant changes in national development policies and programmes.** The knowledge programme funded by GPE to improve and inform finance reforms has contributed to country reform. In Uganda, the Ministry of Education used unit costs calculations that were developed with use of the GPE knowledge programme to regulate private school fees and inform its decision-making process around whether to support private school tax reform. In Senegal, preliminary findings were used to help redefine the criteria for a 2015 school grant allocation model. In Vietnam, the school system that was piloted with GPE support was rolled out nationally. In Sierra Leone, GPE has made transformative contributions to sector planning by providing incentives, guidelines and resources for sector plan development. The GPE model of funding for sector-wide work through ESPDG and ESPIGs strengthens systems; but the positive impact of GPE inputs on change and system reform is not well evidenced. Global results for strengthening systems overall do not show improvement, although some countries do show substantial improvement. Sector plans overall have improved. Elements of the World Bank reports (where the Bank is a GA) show that there has been some impact on the system reform, but it is not clear whether the GPE element contributed to this or whether it is part of the wider International Development Association impact.

**Global results reports show modest and slow improvements in relation to gender equality, which is a core focus of GPE.** The GPE's 2014/2015 *Results for Learning* report described a recent trend of slow improvement in gender parity for education access and completion. Similarly, the 2018 global results report notes that the gender parity dimension of the equity index registered the highest level of achievement but also the slowest rate of increase. This report also finds that the rate of out-of-school children of primary school age continues to disfavour girls. At the lower secondary level, only 51% of DCPs were close to or achieved gender parity for completion, below the milestone of 56%. At the same time, 36% of DCPs made progress in terms of equity with respect to socioeconomic status while 25% made progress in for the gender dimension of the equity index. These findings mean that there is a need for increased attention regarding gender equality. The GPE report does not discuss reasons for this slow increase other

than a lack of sufficient focus on gender. It is important to note that where targeted action has been taken, there has been some success in relation to improved gender equity.

**The GPE operating model emphasises the importance of supporting strong governance arrangements at country level.** GPE provides such support by building the capacity of civil society through the Global Campaign for Education (CSEF) and supporting LEGs as co-ordinating bodies of ESPs and grants. This approach has had some success, evident in supporting national civil society coalitions with CSEF resources. For instance, a recent evaluation found that the CSEF had made great progress in growing and diversifying membership of national education coalitions and in raising the political profile, aptitudes and capacities of national civil society coalitions. Moreover, reviews of country CSEF grants also show a steady increase in the number of CSEF-supported coalitions with formal links to LEGs, with 86% of coalitions participating actively in their country's LEG by the end of 2015. The proportion of LEGs with civil society organisation members also has increased. However, gaps remain in ensuring genuine rather than tokenistic engagement of traditionally marginalised groups and grassroots groups. In many contexts, formal barriers to civil society participation in political processes remain in place, especially in FCACs where there is less community capacity to support civil society.

**The GPE approach to human rights is implicit in that it enables children to access their rights to education and to equality of access.** GPE grants that explicitly target disadvantaged and/or marginalised groups other than girls have had some success. For instance, the Nepal programme increased cohort survival in the most districts where it most lagged to the same rate as in other districts. It also developed textbooks and curriculum in the relevant minority languages, which was a key element in ensuring children from marginalised groups were able to participate. GPE also supports countries affected by conflict and fragility. As a starting point for policy co-ordination when countries are emerging from a crisis, GPE employs three modalities to help address needs according to the specific FCAC context: emergency preparedness, restructuring grants to meet urgent needs, and supporting transitional education planning. However, strengthening or assessing contribution to human rights is not explicitly mentioned within the GPE model or results framework.

#### **KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate.**

This KPI centres on the relevance of GPE's engagement given the needs and priorities of its partner countries and its results focus.

**The ambiguity of GPE's approach to its beneficiaries leads to weak and inconsistent results reporting.** In principle, the GPE grant design development process incorporates relevance to target groups. However, the few available results reports do not allow for a clear assessment of relevance to end beneficiaries. Context analysis is undertaken through the support given to an ESP so that interventions, in theory, respond to the needs of target groups. Similarly, each ESP is meant to be based on a thorough context analysis and an appraisal process which assures quality before the ESP progresses to an ESPIG. While this grant design development process incorporates relevance as a criterion for the intervention, country evaluations reviewed for this assessment did not make comment on the specific and continued relevance of an intervention to end beneficiaries. Beneficiary groups can be any or all of children, government/administrators or education professionals. On a positive note, GPE's recent adoption of country-level evaluations will enable evaluation and reporting of relevance to target populations, their children as well as education sector needs.

**A lack of country-level evaluations limits the assessment of results at GPE.** While GPE began country-level evaluations only in 2018, the summative evaluation methodology it adopted is already demonstrating a more nuanced approach to assessing relevance and responsiveness to need. Indeed, findings from the first two country-

level evaluation reports illustrate that interventions have a limited capacity to respond to needs. Other country evaluations found evidence to suggest that some interventions were not effective, as they were poorly designed to meet an identified need in local context.

**The evidence is mixed on the extent to which GPE interventions are assessed as having helped contribute to the realisation of national development goals and objectives.** There are positive examples, particularly relating to the use of the variable tranche and the close involvement of the government that are seen as positive process steps towards greater alignment with national objectives. However, only 28% of GPE grants that were active at any time during the 2017 fiscal year met the GPE alignment criteria at the end of financial year 2017. This figure is significantly below the milestone of 41%. GPE grants are aligned with the country's education sector plan but are generally not aligned with the government's finance, expenditure, accounting and audit systems. One of the contributing factors to weaker alignment is fragmentation among donors, who do not always use the aligned grant modalities. Many GPE interventions are combined with, or complementary to, other larger programmes run by other development partners, which can reduce clarity on the specific GPE contribution to reported results. One of the two recent country evaluations finds that while the objectives are relevant to the key gaps identified in the country's 2008 sector analysis report, the limited ownership of the ESP by stakeholders weakens its relevance as a plan for addressing sector gaps outside of basic education.

**The intent of the GPE operating model is to reduce fragmentation, but it has not always been effective in practice.** Little evidence is available beyond some verbal statements that GPE's convening function has led to improved coherence. This is significant in the GPE context because fragmentation also undermines coherence across partners' activities and funding. Where strong partnership models exist, as in Vietnam, preparation was collaborative and benefitted from a deliberative process between the ministry, development partners and the World Bank, and good results were achieved. Other countries have experienced more variable and fragmented approaches. GPE regards harmonisation, through co-financing and the use of sector pooled funding mechanism, where financing partners provide funding for a common purpose into a joint fund, as a method to prevent the fragmentation of aid. Pooled funds are generally also lightly ear-marked or unearmarked in order to reduce transaction costs. However, in financial year 2017, GPE significantly missed its target for pooled funding mechanisms, achieving just 37% against that fiscal year's milestone of 48%. The GPE model, which has a country level approach, does not explicitly identify the partnership contribution to results.

#### **KPI 11: Results are delivered efficiently.**

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This KPI looks at the extent to which GPE is meeting its own aims and standards on delivering results efficiently.

**GPE's aims to increase the efficiency of country education systems in delivering educational services.** Developing country partners, with the exception of FCACs, have exceeded the indicators related to the extent to which they increase or maintain their domestic funding. Increased funding of education from national budgets is a sign of a country's greater efficiency, as the value of funding towards delivering the ESP that was supported through GPE results in funded services. Increased domestic funding from DCPs enhances efficiency in delivery educational services because it encourages governments to invest in their own education sector. However, there is variation among DCPs and more information is required to understand whether or not GPE initiatives are resource and cost efficient.

**Cost-benefit analyses have demonstrated some progress towards enhancing the quality of results.** A World Bank cost-benefit analysis of four country programmes found positive results in regards to enhancing cost-efficiency and delivery educational results. Country efficiency towards meeting educational goals is enhanced by higher allocated budget resources to education sector development. GPE resources support an increase in the quality and number of teachers in DCPs. Moreover, better-qualified and competent teachers increase the extent to which educational

outcomes can be achieved in a DCP. The JSRs also act as a mechanism to track and improve on results – a contribution to greater sector responsiveness and better use of resources to achieve quality outcomes.

**Despite recent improvement, implementation delays continue to impact the efficient delivery of results for GPE.** The organisation's 2018 results report finds 79% of grants (38 out of 48) are on track in terms of implementation, slightly short of the 82% milestone for 2017. GPE has noted this slight variation as a concern. Some delays in grant implementation are due to unforeseen country challenges, such as, changes in political leadership or in the national education policy, active conflicts, lack of accessibility due to security concerns, or withdrawal of a funding agency. Other delays are caused by challenges in planning and setbacks at the launch, or roll-out, stage. Some of these are delays by countries in recruiting for key positions for implementation of grant activities, delays in approvals from government authorities, and delays in development of needs assessment or action plans. Other concerns, particularly during roll-out, include irregularities in procurement at country level, irregularities in safeguards procedures, delays with technical support from development partners, and co-ordination issues between the grant agent and the government.

#### KPI 12: Results are sustainable.

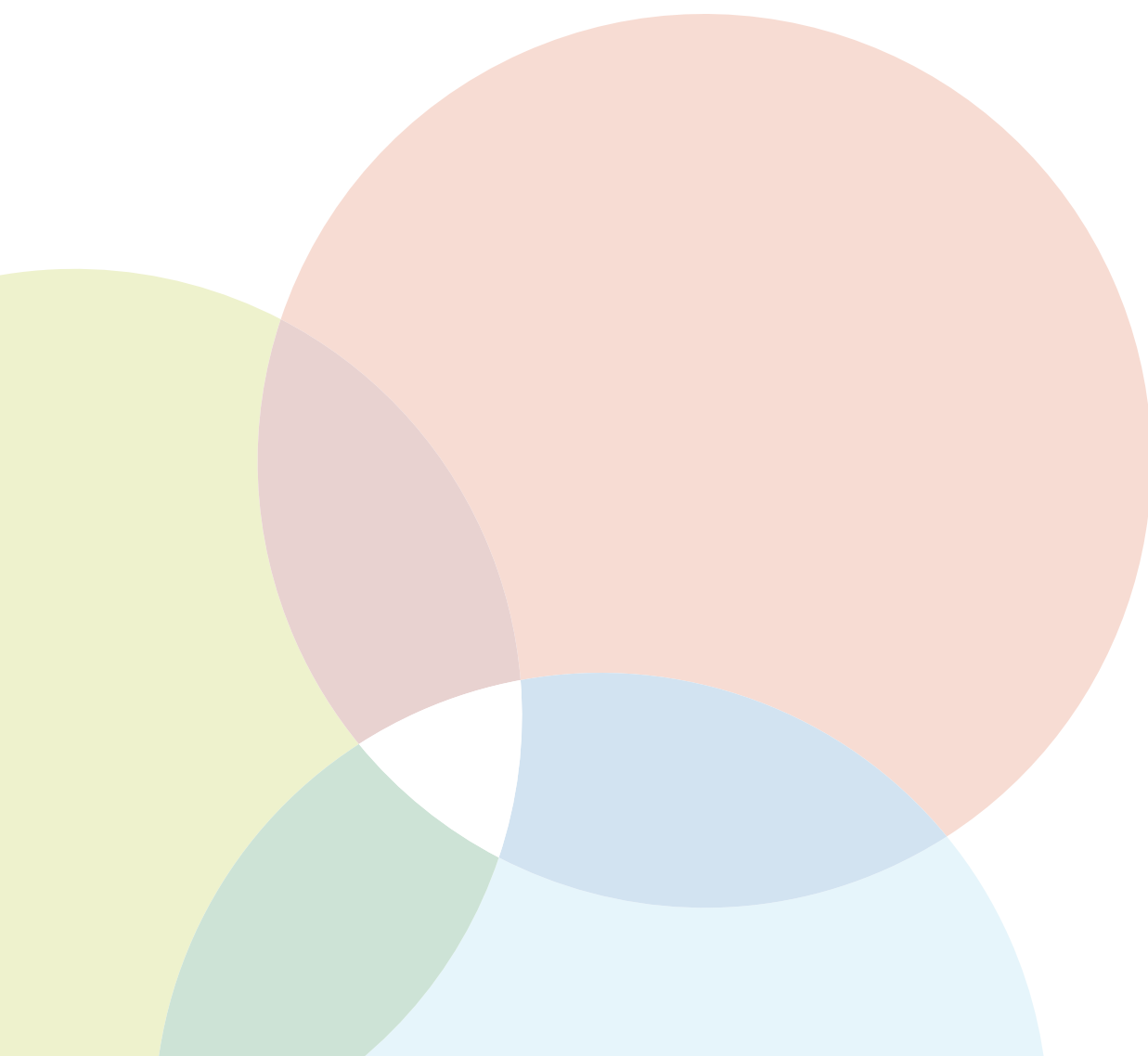
This KPI looks at the degree to which GPE successfully delivers results that are sustainable in the longer term.

**GPE interventions generate benefits, but attribution is unclear.** There is some evidence that GPE interventions are building financial capacity and commitment to support education. The average percentage point increase in public expenditure on education was higher in GPE countries than it was in low-income and middle-income countries overall between 2002 and 2013, both as a percentage of total expenditure and as a percentage of GDP. Evidence also exists of growing domestic financial commitment in GPE countries and contexts to support education, although with less success in FCACs. GPE's focus on ESPs and country objectives, combined with its partnership model, provides the basis for a potential strengthening of the wider enabling environment for education sector development. A large part of GPE's commitment is to develop the financing required to sustain the building of the education sector system that leads to educational results. The Partnership has succeeded in doing so through its recent replenishment programme. The second replenishment pledging conference (June 2014) raised USD 28.5 billion for GPE for the 2015-18 period. Of this, developing countries wishing to increase their domestic funding of education committed to USD 26 billion. Nevertheless, it is not clear to what extent GPE contributes to strengthening the domestic environment for education financing, as GPE grants are aligned with the country's education sector plan but not necessarily with the government's finance, expenditure, accounting and audit systems.

**GPE uses a specific Transitional Education Plan model to support recovery and resilience in emergency and humanitarian contexts, but its impact on results is not yet explicitly reported.** The extent to which GPE grants strengthen the environment for development is not yet evident, since the majority of GPE grants continue to use relatively fragmented (stand-alone) aid implementation mechanisms that are weakly integrated into national systems. Inadequate results measurement and evaluation limit the assessment of sustainability and constitute the main area requiring improvement. In GPE, field activities do not yet allocate sufficient resources for monitoring and evaluation activities. This is an issue because it means that GPE cannot ensure appropriate and sufficient baseline information as well as interim results tracking for all initiatives.

Long-term risks affect the sustainability of benefits following GPE interventions. **Among the risks identified are macroeconomic outlook, fiscal crises, system weaknesses, weak government capacity on procurement, lack of a national strategy for scaling up improvements, weakness in the Education Management Information System (EMIS) and weak public finance management. These risks are particularly relevant to FCACs. GPE's approach to capacity building is not always well defined.** Completion reports from four countries note various challenges to

capacity building. Challenges include: limited human and fiscal capacity within the governments of DCPs; continued weakness in EMIS implementation; weak public finance management; and a need for a stronger operational dialogue between governance structures and educational institutions, with special attention to the inclusion of religious and ethnic institutions. The majority of GPE grants continue to use relatively fragmented (stand-alone) aid implementation mechanisms that are weakly integrated into national systems. Only 12% of ESPIGs fully correspond to the Partnership's objective of having more financing aligned, pooled and reported on through country systems. GPE noted that it has not been well positioned to have an impact on mitigating the risk on domestic financing, apart from during the upstream application of the funding model. A new policy is under development as part of the FFF that will help mitigate this risk, but it is not yet in place.





# 3. OVERALL PERFORMANCE OF GPE

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## Chapter 3. Overall performance of GPE

The performance conclusions first consider four key attributes of an effective organisation: (i) whether it understands future needs and demands; (ii) whether it is organised and makes use of its assets and comparative advantages; (iii) whether it has mandate-oriented systems, planning and operations; and (iv) whether it makes consistent developments according to its resource level and operational context.

Then, the journey of the organisation is mapped against MOPAN's previous assessment of the Global Partnership for Education (GPE).

Lastly, the assessment report presents the key findings: the observed strengths and areas for improvement.

### 3.1. CURRENT STANDING AGAINST THE REQUIREMENTS OF AN EFFECTIVE ORGANISATION

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#### Is GPE future facing?

GPE's strategic intent is clear, but impact pathways are not clearly defined and substantiated. GPE is generally a well-managed organisation that has a clear mandate to contribute to the education sector and particularly to basic education worldwide. The GPE strategic plan is largely clear in terms of its strategic intent, but it is not yet firmly operationalised or linked to a performance management cycle. Importantly, there is a disconnection between the statement that children are GPE's end beneficiaries and GPE's operational approach towards supporting national education systems. While the underlying assumption is that investment in national systems will ultimately benefit the children of the DCP, such links are not yet explicit in documentation – or even consistently articulated by staff. Furthermore, GPE has only recently started to report on its results. Considerable work has been done to develop a performance framework and highlight how GPE contributes to national education sector improvements. Nevertheless, this work is still at an early stage and has not yet established a body of evidence on GPE's added value in the education sector. GPE is aware of this concern and has been working to improve results reporting.

GPE's operating model, as a global partnership hosted by the World Bank, brings organisational advantages, but also poses substantial challenges. GPE operates as a member-based organisation with a professional Secretariat. Mechanisms in place through the Board of Directors and Committee structure enable participation by members while still supporting transparent and effective decision-making. The Secretariat's time and resources are heavily focused on supporting partnership activities as well as on ensuring financial flows and efficient use of funds towards achieving strategic outcomes. This is a challenging balance to achieve. Yet overall, the Partnership approach is working and is achieving success in mobilising resources and improving systems for the education sector, both worldwide and within member countries.

The architecture of GPE, as a sub-fund of the World Bank, provides a strong foundation for the organisation as GPE has not had to establish its own internal systems and procedures. In the main, GPE is able to use existing World Bank processes to ensure that basic accountability and ethical practice are embedded in the organisation. At the same time, GPE operates more as an organic and responsive organisation and the level of bureaucracy of the World Bank can be limiting in terms of fine-grained procedures related to risk and funds management and in personnel management. GPE is in the process of investigating the respective benefits and challenges as a prelude to deciding whether to retain or amend its current hosting arrangement.

#### Is GPE making best use of what it has?

GPE has firmly positioned itself as a fund mechanism to support national education systems. Its documentation is unequivocal on GPE's role in this particular regard. The new Financing and Funding Framework, with its different



funding mechanisms, demonstrates the growing capability of GPE, both in terms of working with DCPs and in the way resources are used to facilitate country-level partnerships in the education sector. Furthermore, education sector planning, country co-ordination and coherence in education sector prioritisation are GPE's strengths. Its funds effectively focus attention on sector development priorities and emerging evidence points to the success of supported programmes. In particular, the focus on fragile and conflict-affected countries is notable in achieving development results in the education sector, even when other national processes are struggling to function. An integrated approach to cross-cutting issues, and especially increasing attention to education for girls, is beginning to gain traction. However, the contribution of GPE to results on cross-cutting issues is not easily tracked. Therefore, GPE is capitalising on its main asset – the availability of funds to support the education sector – and is harnessing that advantage to stimulate and support strategic and positive change for the sector.

Nevertheless, the future for GPE is uncertain in terms of its positioning in the education sector and its organisational arrangements. The role of GPE as a fund is clear and unambiguous. Its role is less clear in the wider development of the global education sector, in which other organisations also are active. GPE requires further organisational change in order to effectively respond to forthcoming decisions regarding hosting, implementation arrangements, and the demonstration of added value within the sector. GPE is an important asset for the global sector in general and the path forward will require investment in strategic positioning.

### **Is GPE a well-oiled machine?**

Basic functions are robust and transparent. In terms of fundamental operational systems, GPE relies heavily on World Bank systems and procedures. Independent internal and external audits of the Partnership are taking place and they comply with established international standards and promote financial transparency. Processes are in place to address audit concerns and issues raised are adequately addressed. Management responses and lessons learned are recorded, although not always broadly shared. Funding flows are transparent, although implementation and disbursement delays are still too frequently experienced. A challenge of GPE's decentralised model is that in some cases, it leads to a lack of visibility for GPE because the grant effectively becomes subsumed in the grant agent's own institutional programmes. GPE has recently strengthened its consideration of risk management, which is expected to lead to a more explicit identification of design and implementation issues, although this is still at an early stage.

Systems to track and report on results as well as learn from performance still require attention. The contribution of GPE to on-the-ground results in its member countries is not yet well tracked, demonstrated or communicated. The recent work on the performance framework in 2016 along with subsequent changes to reporting of results was critical but overdue. The process of developing the indicators was participatory and is helping to demonstrate results, but it still does not fully reflect the impact pathways that GPE supports. Furthermore, the data flow systems and performance recording are still immature and represent a major gap in the implementation system. The evaluation function is now adequately resourced but still does not operate as a fully independent section with a direct and independent reporting line to the Board of Directors.

Although GPE has been operating for many years, the low level of performance data and results means that it does not fully demonstrate how it is delivering on its mandate. Nonetheless, substantial progress in this regard has been achieved since 2016 and a full evaluation work programme has now been prepared. The systems for validation of evaluations have been established and therefore systems for data gathering, quality assurance and validation are now expected to improve. Despite these systems improvements, concerns remain regarding the processes and systems for country-level data generation and tracking. These still require attention.

Rapid growth and a dynamic context create a continual need for organisational change and improvement. GPE is rapidly growing and evolving and, as part of the evolution, the organisation is consistently seeking to strengthen and improve its management and operations. There is some lack of clarity in roles and responsibilities as well

as fragmentation within the operating model. Improvements in GPE's operational management systems and administrative processes are underway, as noted in the previous section, and GPE is actively working to address these concerns and to strengthen its internal processes. The rapid growth is in response to GPE's own success in contributing to a growing interest and commitment to the education sector, both globally and within member countries. GPE is also actively working with strategic processes in relation to SDG 4, with UNESCO and other partners, to advance education sector outcomes. Its success in this regard is reflected in the increasing leverage of funds and the growing GPE membership.

At the same time, the continual change within the organisation, including the high number of staff who only recently joined GPE, creates some uncertainty across the organisation with regard to priorities and emphasis. The MOPAN ratings reflect this. GPE received a positive assessment for having documents approved to guide processes such as audit and risk management. But these are only partially known and implemented by the organisation's staff, which pulls down the overall scoring. In addition, the drive to expand operations places pressure on staff to change work practices before previous practices have become routine. GPE has clearly taken the approach to expand further, for instance, in establishing the Knowledge Information Exchange. Arguably, this approach extends GPE's role beyond that of a fund to support country systems. Yet, given GPE is a partnership structure, a decision by the partners that a knowledge bank is of critical importance to the sector can be seen as a good demonstration of GPE's added value. A cause for concern, nonetheless, is the gap between a level of understanding of this approach and the support for it across the organisation. This implies that GPE needs to consolidate its position and approaches and strengthen its internal processes between the developing country partners and staff to ensure alignment and coherence in the overarching operational model, the operational approaches and the internal systems and procedures.

### **Is GPE making a difference?**

As a global fund for education, GPE is delivering critical results for the world education sector. The strategic intent of GPE – to enhance and accelerate global attention to education, improve national education systems, and deliver better and more equitable education outcomes – is clear. GPE is putting its funds to good use and the delivery mechanism for grants is working well. Funds are used to support countries to develop comprehensive education sector plans that are being used as a basis for further sector investment. In this respect, GPE is demonstrating relevant and positive results. It is not yet clear whether these resources could be delivered in a more efficient or sustainable way.

GPE's distinct role in the education development sector requires further evidence. Investments through GPE are demonstrably supporting the development of national education systems. The emerging theory of change model is beginning to demonstrate how results are generated and to trace out the pathways towards achievement of sustained benefits. At the same time, weaknesses in monitoring and results-capture processes remain a challenge for the organisation and prevent GPE from being able to provide comprehensive and credible information on its contribution. Other development partners are also delivering funds, support and knowledge products to the sector. The results framework was only adopted in 2016 and as of the date of this MOPAN assessment, only two annual reports were completed, making the trend of impact difficult to assess.

When a stronger track record has been established, GPE should be able to illustrate its performance in attaining its mandate more clearly. A shift towards knowledge generation and sharing has emerged recently in the organisation, although it has yet to be fully developed. At the time of this assessment, this approach was still under discussion and it was not clear how it would be embedded in or used as an add-on to GPE operations. Staff said they are uncertain about the direction. This will be a continuing flow of work that will be influenced by other decision-making processes that were in flux during the time of the MOPAN assessment. This assessment cannot comment on Board decisions, although it is clear that GPE will need to build from its strengths and ensure clarity in its structure, operating model and its contribution to achieving cost-efficient and sustainable results.

### 3.2. PERFORMANCE JOURNEY

This is the first MOPAN assessment for GPE, which is a relatively young institution. GPE is at an interim stage, assessing its function as a fund and as a support to implementation. GPE is a dynamic organisation due to recent growth and reform, and further change and progress are based on the documents and processes that were being developed at the time of this assessment.

#### Box 3: Main strengths identified in the MOPAN 2017-18 assessment

- GPE is a global leader in the education sector and is building a solid reputation in advocacy and support for education sector development. This is evidenced by the increased leveraging of funds from donors at the country level and more and more in engagement with the private sector. The growing focus on strengthening country education systems is a clear competitive advantage and strongly appreciated by partner countries.
- GPE is creating a platform for education sector change. While this structure creates management challenges, results reports provide emerging evidence that the partnership is raising the profile of the education sector and highlighting achievements in education sectors worldwide.
- The GPE model is both accountable and flexible to country conditions. The GPE model is based on a sound organisational structure and financial processes. At the same time, the grant mechanisms allow support to partners to be contextualised to specific situations and responsive to country needs.

#### Box 4: Main areas for improvement identified in the MOPAN 2017-18 assessment

- The causal linkages between the main focus of GPE's work and the end benefits for children are not clearly articulated; this impacts the clarity of the Partnership's messages and processes. Its strategy clearly identifies children as the end beneficiaries of GPE support, while processes are focused on country systems. Work is proceeding on a theory and the new financial framework clarifies the grant mechanisms and sphere of influence. However, more work is needed to more clearly define how GPE influences change for its end beneficiaries. This will enable GPE to better illustrate its achievements and formulate more effective strategies.
- GPE is hindered by its limited direct access to data that can demonstrate its performance. It relies on grant agents and co-ordinating agents to generate data and currently the attribution of GPE inputs is difficult to distinguish. Clearer data and evidence are required to confirm the assertions that GPE support results in significant benefits. Firmer agreements with partners on provision of data or more direct investment in data generation and analysis may be needed.
- GPE requires institutional strengthening in relation to its core and ancillary functions. While GPE has made efforts to generate lessons about what is working and what is not, these initiatives are at an early stage. There is not clear agreement across the organisation on whether GPE is simply a financing institution, and hence lessons and learning should largely be in relation to funding mechanisms, or whether it has a wider research and knowledge-generation and management role. This requires a firm decision that will then determine the course of action for a range of other aspects of GPE operations.





# ANNEXES

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## Annex 1. Evidence table

### Methodology for scoring and rating

The approach to scoring and rating under MOPAN 3.0 draws from the OECD *Handbook on Constructing Composite Indicators: Methodology and User Guide* (OECD/EU/JRC, 2008). Each of the MOPAN 3.0 key performance indicators (KPIs) contains a number of micro-indicators (MIs) which vary in number. The MIs, in turn, contain elements representing international best practice; their numbers also vary.

The approach is as follows:

#### a) Micro-indicator level

Scores ranging from 0 to 4 are assigned per **element**, according to the extent to which an organisation implements the element.

For **KPIs 1-8**, the following criteria frame the scores:

- 4 = Element is fully implemented/implemented in all cases
- 3 = Element is substantially implemented/implemented in the majority of cases
- 2 = Element is partially implemented/implemented in some cases
- 1 = Element is present, but not implemented/implemented in zero cases
- 0 = Element is not present

Taking the average of the constituent elements' scores, a rating is then calculated per MI. The rating scale applied is as follows:

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

The ratings scale for **KPIs 9-12** applies the same thresholds as for KPIs 1-8, for consistency, but pitches scores to the middle of the threshold value (to guard against skewing in favour of higher ratings).

3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

A score of zero (0) for an element means the assessment team had expected to find evidence but did not find any. A score of zero counts towards the MI score.

A score of “N/E” means “no evidence” indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that “no evidence” does not necessarily equal a zero score. Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the Limitations section at the beginning of the report).

A note indicating “N/A” means that an element is considered to be “not applicable”. This usually owes to the organisation’s specific nature.

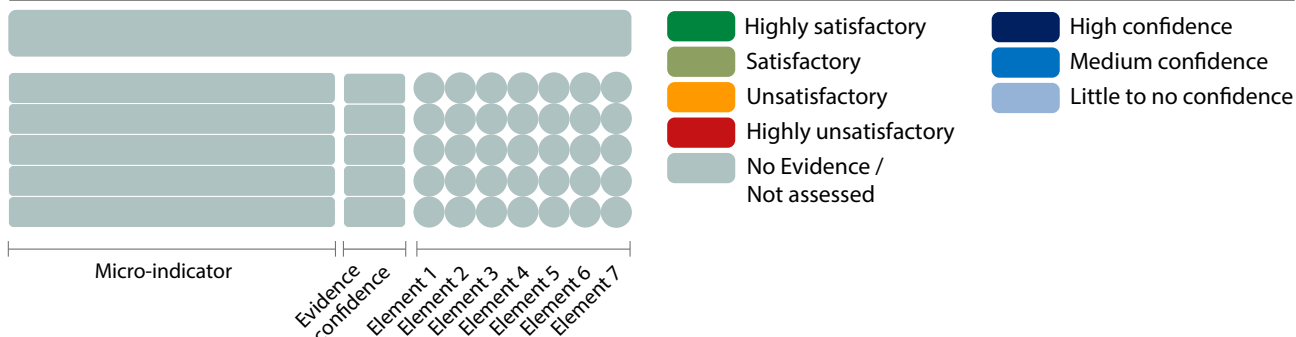
*b) Aggregation to the KPI level*

The same logic is pursued at aggregation to the KPI level to ensure a consistent approach. Taking the average of the constituent scores per MI, a rating is then calculated per KPI.

The calculation for KPIs is the same as for the MIs above, namely:

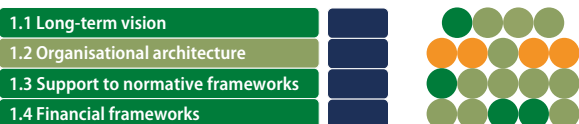
3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0.00-1	Highly unsatisfactory

## Key

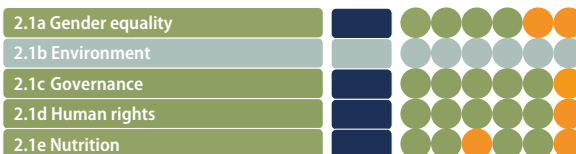


## Strategic management

### KPI 1: Organisational and financial framework



### KPI 2: Structures for cross-cutting issues



## Operational management

### KPI 3: Relevance and agility

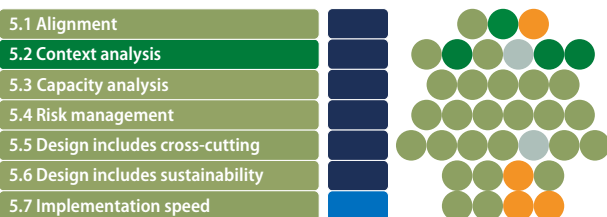


### KPI 4: Cost effective and transparent systems

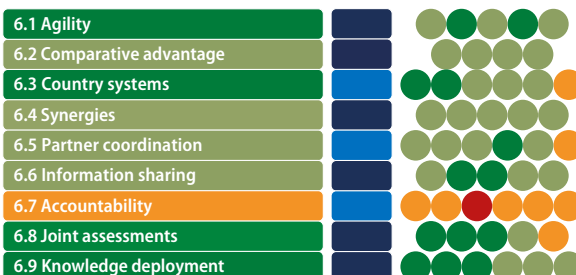


## Relationship management

### KPI 5: Relevance and agility in partnership



### KPI 6: Partnerships and resources





## Performance management

### KPI 7: Results focus

7.1 BRM applied		
7.2 RBM in strategies		
7.3 Evidence-based targets		
7.4 Effective monitoring systems		
7.5 Performance data applied		

### KPI 8: Evidence-based planning

8.1 Evaluation function		
8.2 Evaluation coverage		
8.3 Evaluation quality		
8.4 Evidence-based design		
8.5 Poor performance tracked		
8.6 Follow-up systems		
8.7 Uptake of lessons		

## Results

### KPI 9: Achievement of results

9.1 Results deemed attained	
9.2 Benefits for target groups	
9.3 Policy/capacity impact	
9.4 Gender equity results	
9.5 Environment results	
9.6 Governance results	
9.7 Human rights results	

### KPI 10: Relevance to partners

10.1 Target groups	
10.2 National objectives	
10.3 Coherence	

### KPI 11: Results delivered efficiently

11.1 Cost efficiency	
11.2 Timeliness	

### KPI 12: Sustainability of results

12.1 Sustainable benefits	
12.2 Sustainable capacity	
12.3 Enabling environment	

## STRATEGIC MANAGEMENT

*Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities*

KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results	KPI score
Highly satisfactory	3.01
<p>GPE's organisational architecture is set out in the Partnership's strategic plan, GPE 2020. GPE 2020 sets out the Partnership's long-term vision "to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" and mandate "ensuring that every child can fulfil their right to a quality education". GPE's vision aligns well with a number of wider normative frameworks, including the Education 2030 Incheon Declaration and Framework for Action, as well as Sustainable Development Goal (SDG) 4. GPE Secretariat's own organisational architecture has been evolving, reflecting its growth, and is in the process of finalizing a recent restructuring. GPE's strategic plan is operationalised on an annual basis through the Secretariat that has been rapidly growing and expanding in line with partnership demand and funding envelope. The GPE Board delegates decision-making capabilities and authority to Standing Committees and the Secretariat. The Secretariat conducted a review of current delegations of authority and identified areas where additional delegations could be made. It was observed that the Board was duplicating Standing Committee functions and minimising its ability to respond to more strategic issues; this is an ongoing area of review. World Bank human resources systems and policies are applied to GPE. The Secretariat applies the performance management process, supplementing it where necessary with additional resources and support for staff. An updated operational platform was adopted in October 2015. This led to the adoption of the Financing and Funding Framework (FFF), a Monitoring and Evaluation (M&amp;E) strategy, a conflict resolution mechanism, and minimum standards for local education groups (LEGs) that are the primary mechanism for delivering programs at the country level. These basic structures enable GPE to operate effectively.</p>	
MI 1.1: Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.25
Element 1: A publicly available Strategic Plan (or equivalent) contains a long-term vision	4
Element 2: The vision is based on a clear analysis and articulation of comparative advantage	3
Element 3: A strategic plan operationalises the vision, including defining intended results	3
Element 4: The Strategic Plan is reviewed regularly to ensure continued relevance	3
MI 1.1 Analysis	Source document
<p>A comprehensive review of GPE's organisational architecture and corresponding financial framework reveals that the Partnership is on track to implement its mandate in the education sector and to achieve the expected result of equitable, quality education and learning for all. In order to support the achievement of this vision, GPE has developed a Strategic Plan (2016-20) which sets out its mission statement and long-term goals.</p> <p>The Strategic Plan (referred to as GPE 2020) contains a number of global and country-level objectives, as well as three overarching core goals. GPE 2020 outlines the Partnership's comparative advantage, which includes the ability to encourage sector coordination, planning and finance to improve education systems and outcomes. GPE 2020 also includes a refined theory of change and new partnership-wide results framework underpinned by mutual accountability. Progress towards the Strategic Plan is monitored against 37 indicators outlined in the Partnership's Results Framework. Each</p>	1, 3, 4, 5, 6, 11, 18, 22, 23, 27, 33, 56, 61, 79, 80, 170, 181, 189, 256, 258

year, the Secretariat identifies the key priorities in the Strategic Plan and aligns funds and initiatives with its Work Plan and Budget to ensure they are realised. The Secretariat is responsible for tracking progress towards GPE 2020 against a series of milestones, which are reported to the Board chair through the Strategy and Impact Committee.	1, 3, 4, 5, 6, 11, 18, 22, 23, 27, 33, 56, 61, 79, 80, 170, 181, 189, 256, 258
<b>MI 1.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 1.2: Organisational architecture congruent with a clear long-term vision and associated operating model</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.20</b>
Element 1: The organisational architecture is congruent with the strategic plan	2
Element 2: The operating model supports implementation of the strategic plan	2
Element 3: The operating model is reviewed regularly to ensure continued relevance	3
Element 4: The operating model allows for strong cooperation across the organisation and with other agencies	2
Element 5: The operating model clearly delineates responsibilities for results	2
<b>MI 1.2 Analysis</b>	<b>Source document</b>
GPE's operating model still requires strengthening. In October 2015, a Board Decision was made to amend the Partnership's operating model to increase effectiveness and efficiency. GPE's 2016 Portfolio Review noted that its model was reviewed early on in financial year 2016 and that several actions to strengthen it were introduced. These included work to clarify responsibilities at each level of the model and delegating more responsibility to the Board Committees with Secretariat support. However, these amendments to the operating model do not appear to have made sufficient change, as is confirmed by staff and a recent report on effective partnership working. The amendments to the operating model helped to more clearly delineate responsibilities between the Board, Secretariat and LEGs. However, there are still duplication and gaps in roles, accountabilities and responsibilities between the GPE Secretariat and its partners (GAs, CAs and the DCPs) at country level due to the lack of clarity. Hence, the level of cooperation is assessed as unsatisfactory. As noted above, the last formal review of the operating model was in 2015, but the operating model is under continuing scrutiny. Different aspects are being investigated and improved in line with the recommendations of the last Review: for instance, the review of effective partnerships is underway, and therefore the MOPAN assessment team considers that this constitutes a satisfactory level of review.	5, 6, 8, 10, 22, 26, 28, 34, 41, 42, 45, 47, 72, 79, 209, 258
<b>MI 1.2 Evidence confidence</b>	<b>High confidence</b>

<b>MI 1.3: The strategic plan supports the implementation of wider normative frameworks and associated results, including Agenda 2030 and others where applicable (e.g. the quadrennial comprehensive policy review (QCPR), Grand Bargain, replenishment commitments, or other resource and results reviews)</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.20</b>
Element 1: The strategic plan is aligned to wider normative frameworks and associated results, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	4
Element 2: The strategic plan includes clear results for normative frameworks, including Agenda 2030, and others, such as the QCPR and the Grand Bargain (where applicable)	3
Element 3: A system to track normative results is in place for Agenda 2030, and any other relevant frameworks, such as the QCPR and the Grand Bargain (where applicable)	3
Element 4: The organisation's accountability for achieving normative results, including those of Agenda 2030, and any other relevant frameworks, such as the SDGs and their targets and indicators, the QCPR and the Grand Bargain (where applicable), is clearly established	3
Element 5: Progress on implementation on an aggregated level is published at least annually	3
<b>MI 1.3 Analysis</b>	<b>Source document</b>
GPE 2020 aligns with a number of wider normative frameworks to support the implementation of the Partnership's mandate and the achievement of expected results. The Strategic Plan was developed in line with Agenda 2030, in particular in achieving Sustainable Development Goal 4. Currently GPE tracks progress towards SDG 4, using the indicators set out in the GPE 2020 Results Framework, such as primary and lower secondary education completion rates. GPE supports SDG 4 in a variety of ways: sitting on the technical cooperation group to support the development of indicators for SDG 4; a member of the Global Alliance to Monitor Learning (GAML), which aims to harmonise standards for measuring the SDG 4 progress on learning. Accountability for achieving normative results is outlined in the 'Charter of the Global Partnership for Education' (2016), with the roles and responsibilities of partners to achieve GPE's goals and objectives, including those in line with SDG 4. The Results Report 2017 is the first measurement of progress towards the milestones for each of GPE's 37 results indicators, which were adopted in 2016. While the Partnership is a recognised leader in the education sector, it is expected that the proposed stronger focus on the delivery of programmes and funds at country level would enhance the Partnership's alignment with Agenda 2030.	1, 3, 5, 10, 13, 18, 23, 26, 41, 42, 48, 55, 56, 57, 138, 263
<b>MI 1.3 Evidence confidence</b>	<b>High confidence</b>

<b>MI 1.4: Financial Framework (e.g. division between core and non-core resources) supports mandate implementation</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.40</b>
Element 1: Financial and budgetary planning ensures that all priority areas have adequate funding in the short term or are at least given clear priority in cases where funding is very limited	3
Element 2: A single integrated budgetary framework ensures transparency	3
Element 3: The financial framework is reviewed regularly by the governing bodies	4
Element 4: Funding windows or other incentives in place to encourage donors to provide more flexible/un-earmarked funding at global and country levels	4
Element 5: Policies/measures are in place to ensure that earmarked funds are targeted at priority areas	3
<b>MI 1.4 Analysis</b>	<b>Source document</b>
<p>GPE's financial framework is aligned to support the implementation of the Partnership's mandate and the achievement of expected results. The GPE Secretariat provides 'financial forecast' which outlines the expected financial position of the Partnership. The financial forecast is reviewed and updated twice a year, whereupon it is submitted to the Finance and Risk Committee of the GPE Board for consideration. The forecast is used to assist the Board in determining how to allocate financial resources in support of GPE's strategic goals and objectives. In addition, a new financing and funding framework was approved in March 2017 to support the allocation of GPE funds in a consistent manner to be better targeted towards countries and communities where the needs are greatest.</p> <p>The FFF has three complementary financing approaches: 1) unrestricted and targeted grant financing, 2) financing leveraged by GPE, and 3) domestic financing. Donors are encouraged to provide flexible funding for country-level investments through the FFF. The framework aims to ensure that GPE funds target countries and communities where the needs are greatest – this is calculated by an allocation formula. The FFF is supported by the Contributions and Safeguards Policy (2017), which outlines the different ways that contributions can be made and how targeted financing offers are assessed. Yet, it was noted by some staff that the link between grants and ESPs is not as strong as it should be.</p>	6, 7, 11, 12, 13, 16, 31, 32, 56, 72, 135, 141, 175, 176, 183, 202, 211, 232, 258
<b>MI 1.4 Evidence confidence</b>	<b>High confidence</b>
<b>KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.75</b>
<p>GPE has functional structures and mechanisms in place to deliver on their mandate and strategy. Cross-cutting issues like gender, human rights, good governance and environmental sustainability are inherent in strategic documents and policies of the Partnership. In 2016, GPE introduced its Gender Equality Policy and Strategy. This policy outlines the Partnership's commitment to advancing gender equality, which is one of the eight core principles that GPE identifies in the strategic plan. In order to see this policy utilised, GPE has developed a number of guidance documents for staff, to help them to implement gender-responsive Education Sector Plans (ESPs) and related initiatives. The Partnership aims to support mutual accountability through inclusive sector policy dialogue and monitoring for cross-cutting issues. GPE has a Governance and Ethics Committee (GEC), which also ensures that the principles of good governance are upheld within the Partnership. In addition, there are a number of processes in place to review governance at a country and partnership level, including Joint Sector Reviews (JSRs) and Quality Assurance Reviews (QARs).</p>	

MI 2.1a: Gender equality and the empowerment of women	Score
Overall MI rating	Satisfactory
Overall MI score	2.67
Element 1: Dedicated policy statement on gender equality available and showing evidence of use	3
Element 2: Gender equality indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets	3
Element 4: Gender screening checklists or similar tools used for all new Interventions	3
Element 5: Human and financial resources (exceeding benchmarks) are available to address gender issues	2
Element 6: Capacity development of staff on gender is underway or has been conducted	2
MI 2.1a Analysis	Source document
A number of cross-cutting issues are addressed through GPE's internal structures and mechanisms. For example, advancing gender equality is the second goal outlined in GPE 2020. The Results Framework notes that all indicator data will be disaggregated by gender, to enable the identification of differences between boys and girls. GPE's 'Gender Equality Policy and Strategy 2016-20' further entrenches the Partnership's commitment to gender equality, which includes the development of strategies for girls' education in national ESPs. However, the review 'Girls' Education and Gender in Education Sector Plans and GPE-funded Programs' (2017) reveals a considerable number of ESPs do not contain strategies for girls' education. While the term 'gender equality' is widely referenced in ESPs, the review found little discussion on objectives or changes which should take place to see it realised. It should be noted that this review was based on data from 2015. There was no clear evidence on resource allocation for gender issues or on capacity development for staff.	1, 3, 4, 5, 6, 13, 15, 23, 24, 27, 35, 41, 56, 77, 88, 93, 94, 95, 165, 169, 179, 201, 202, 238
MI 2.1a Evidence confidence	High confidence
MI 2.1b: Environmental Sustainability and Climate Change	Score
Overall MI rating	
Overall MI score	N/A
Element 1: Dedicated policy statement on environmental sustainability and climate change available and showing evidence of use	
Element 2: Environmental sustainability/ climate change indicators and targets are fully integrated into the organisation's strategic plan and corporate objectives	
Element 3: Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets	
Element 4: Environmental screening checklists/impact assessments used for all new Interventions	

Element 5: Human and financial resources (exceeding benchmarks) are available to address environmental sustainability and climate change issues	
Element 6: Capacity development of staff on environmental sustainability and climate change is underway or has taken place	
<b>MI 2.1b Analysis</b>	<b>Source document</b>
This MI is not to be assessed for GPE.	
<b>MI 2.1b Evidence confidence</b>	
<b>MI 2.1c: Good governance</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.83</b>
Element 1: Dedicated policy statement on the principles of good governance and effective institutions available and showing evidence of use	3
Element 2: Indicators and targets related to the principles of good governance and effective institutions are integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect the principles of good governance and effective institutions	3
Element 4: New interventions are assessed for relevant governance/institutional effectiveness issues	3
Element 5: Human and financial resources are available to address the principles of good governance and issues related to effective institutions	3
Element 6: Capacity development of staff on the principles of good governance and effective institutions is underway or has taken place	2
<b>MI 2.1c Analysis</b>	<b>Source document</b>
The Charter sets out the Partnership's governance structure and establishes a commitment to policy dialogue and support which promotes country ownership and priorities. The Strategic Plan sets out the indicators and targets for mutual accountability through inclusive sector policy dialogue and monitoring. Staff commented the LEGs are a forum for prompting good governance at the country level. Indicator 18 refers to the quality of JSRs and Indicator 19 reports on the participation of teacher organisations and civil society in LEGs. The recent risk management framework and approaches are applied to assess new interventions. The process for grant screening includes capacity assessment of country partners at a sector level prior to grant approval. However, there was no report of training for staff on good governance.	1, 2, 3, 5, 29, 30, 34, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 69, 71, 72, 73, 92, 97, 204, 213
<b>MI 2.1c Evidence confidence</b>	<b>High confidence</b>

MI 2.1d: Human Rights	Score
Overall MI rating	Satisfactory
Overall MI score	2.83
Element 1: Dedicated policy statement on human rights issues available and showing evidence of use	3
Element 2: Human rights indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect human rights indicators and targets	3
Element 4: Human rights screening checklists or similar tools used for all new interventions	3
Element 5: Human and financial resources (exceeding benchmarks) are available to address human rights issues	3
Element 6: Capacity development of staff on human rights is underway or has been conducted	2
MI 2.1d Analysis	Source document
While GPE does not have a dedicated policy statement on human rights, the Strategic Plan describes education as "a public good, a human right, and an enabler of other rights". GPE's commitment to education as a human right is reflected in the Partnership's Charter, which outlines the Board and Secretariat's role in advocating for the delivery of quality education to all children in developing countries. GPE tracks out-of-school children using the results framework and arguably addresses the right to education as a human right. There is, however, no documentary evidence to suggest that GPE has human rights screening checklists or tools. Staff commented that while the Partnership does not have explicit processes for human rights, they are clear in their approach that education is a fundamental human right and that the LEGs are a coordinated effort with partners to deliver these processes. Through the Civil Society Education Fund, GPE encourages national coalitions to advocate for the right to education and other related human rights. GPE also established an Advocacy and Social Accountability (ASA) funding mechanism in the FFF. The purpose of the ASA is to assist the Partnership in advocating for human rights in relation to education.	1, 3, 45, 72, 73, 81, 178, 207, 222
MI 2.1d Evidence confidence	High confidence
MI 2.1e: Fragile and conflict-affected	Score
Overall MI rating	Satisfactory
Overall MI score	2.67
Element 1: Dedicated policy statement on equity and inclusion, including in fragile and conflict affected countries available and showing evidence of use	3
Element 2: Equity and inclusion, including in fragile and conflict affected countries, indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3
Element 3: Accountability systems (including corporate reporting and evaluation) reflect equity and inclusion, including in fragile and conflict affected countries, indicators and targets	2
Element 4: Equity and inclusion, including in fragile and conflict affected countries, screening checklists or similar tools used for all new interventions	3



Element 5: Human and financial resources (exceeding benchmarks) are available to address equity and inclusion, including in fragile and conflicted affected countries, issues	3
Element 6: Capacity development of staff on equity and inclusion, including in fragile and conflict affected countries, is underway or has been conducted	2
<b>MI 2.1e Analysis</b>	<b>Source document</b>
Tracking progress in fragile and conflict-affected countries is stated as a priority in GPE 2020. This prioritisation is consistent with GPE's intention to prioritise its support to the poorest countries with the lowest school completion rates, of which many are affected by fragility and conflict. GPE has a number of frameworks and guidelines in place which aim to improve educational support and planning for Fragile and Conflict-Affected Countries (FCACs), including: the 'Operational Framework for Effective Support in Fragile and Conflict-Affected States' (2013); and the 'Guidelines for Transitional Education Sector Planning'. GPE's results framework disaggregates indicator data by FCAC. The results for each indicator are reported in GPE's annual results report. While there are no screening checklists or similar tools for equity and inclusion specifically in use at GPE, the Fixed Part Requirements Matrix is available to identify any existing gaps to enable ESPs to meet funding requirements. GPE's new Financing and Funding Framework (FFF) also supports better targeting of GPE funds to countries and communities where the needs are the greatest (including FCACs). However, an assessment of the FFF (2017) noted that GPE should consider whether it is providing enough capacity-building and technical assistance to address issues of absorption capacity, noting that simply providing more money is not necessarily the ideal type of support.	1, 3, 4, 5, 11, 16, 25, 26, 45, 79, 91, 96, 136, 139, 110, 178, 185, 192, 222, 264
<b>MI 2.1e Evidence confidence</b>	<b>High confidence</b>

## OPERATIONAL MANAGEMENT

*Assets and capacities organised behind strategic direction and intended results, to ensure relevance agility and accountability*

<b>KPI 3: Operating model and human/financial resources support relevance and agility</b>	<b>KPI score</b>
<b>Highly satisfactory</b>	<b>3.36</b>
<p>Since 2010, GPE has undergone considerable organisational reforms. An Independent Organisational Review saw 19 new full-time staff employed, as well as the establishment of a Quality Assurance unit and a Risk Management Function. The new policies introduced under the reforms aim to enhance the efficiency of internal communication, increase recruitment, facilitate quality assurance reviews and strengthen monitoring and evaluation. The FFF mobilises funds to implement GPE's strategic priorities. In particular, it has focused on diversifying the Partnership's funding base. The FFF introduced the Advocacy and Social Accountability (ASA) mechanism, as well as, Knowledge and Innovation Exchange (KIX) to accelerate progress towards GPE 2020. Human resource processes rely on World Bank systems and procedures. Discussions with staff found that there are consistent rules across GPE to facilitate ease of approval in relation to travel and human resources. However, staff also commented that policy changes are so frequent that they cannot always be communicated to staff. World Bank policies on hiring are also cumbersome, resulting in vacancies taking up to six months to fill and many staff being employed part-time or as consultants.</p>	

<b>MI 3.1: Organisational structures and staffing ensure that human and financial resources are continuously aligned and adjusted to key functions</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3</b>
Element 1: Staffing is aligned with, or being reorganized to, requirements set out in the current Strategic Plan	3
Element 2: Resource allocations across functions are aligned to current organisational priorities and goals, as set out in the current Strategic Plan	3
Element 3: Internal restructuring exercises have a clear purpose and intent, aligned to the priorities of the current Strategic Plan	3
<b>MI 3.1 Analysis</b>	<b>Source document</b>
Since 2010, organisational restructures have been implemented with a view to ensure GPE is best placed to deliver the goals and objectives of the Strategic Plan (or GPE 2020). Tools, frameworks and technical capacity have been developed to meet the increasing and changing demands on the Secretariat and to improve its effectiveness to support the goals and objectives of GPE 2020. An Interim Independent Organisational Review (2016) introduced 19 additional full-time staff and changes to update policies to increase the recruitment of staff, in addition to measures to improve the efficiency of internal communications, to facilitate the QARs and to strengthen M&E functions. Another important organisational change has been the increased focus of the GPE Secretariat on providing country-level support and results-oriented activities. In part, this responds to previous criticisms of GPE that it was missing 'on-the-ground' support. However, the strategic capacity of the Secretariat has been limited by the recruitment freeze imposed by the World Bank, which has seen resources and people spread thinly across the Partnership.	2, 5, 6, 12, 13, 16, 17, 21, 22, 23, 28, 29, 33, 36, 41, 43, 45, 46, 47, 48, 49, 50, 72, 75, 239, 244, 254, 255, 256
<b>MI 3.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 3.2: Resource mobilisation efforts consistent with the core mandate and strategic priorities</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.60</b>
Element 1: Resource mobilization strategy/case for support explicitly aligned to current strategic plan	4
Element 2: Resource mobilization strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector	3
Element 3: Resource mobilization strategy/case for support seeks multi-year funding within mandate and strategic priorities	4
Element 4: Resource mobilization strategy/case for support prioritises the raising of domestic resources from partner countries/institutions, aligned to goals and objectives of the Strategic Plan/ relevant country plan	4
Element 5: Resource mobilization strategy/case for support contains clear targets, monitoring and reporting mechanisms geared to the Strategic Plan or equivalent	3

MI 3.2 Analysis	Source document
<p>GPE's Financing and Funding Framework is explicitly aligned with the Partnership's Strategic Plan, GPE 2020. The FFF recognises the need to significantly increase financial resources and the number of catalytic interventions to achieve the educational results set out in GPE 2020. Indeed, 'mobilise more and better financing' is one of the five key objectives in GPE 2020. The FFF is diversifying the funding base by mobilizing new resources for education through, for instance, domestic public expenditure, private sources and targeted financing from donors. The Results Report 2015-16 indicates that GPE has already successfully diversified its funding base, with additional resources from non-traditional donors raised in 2016. Particular emphasis has been placed on securing funding from the private sector through the 'Roadmap for GPE engagement with the private sector and foundations' (2017).</p> <p>The mobilisation of domestic finance is an integral feature of GPE's results-based financing model, which was adopted in 2014. To receive the first 70% of GPE grant, a DCP must meet several key requirements, including a commitment to progressively increase the domestic budget allocation for education to 20 percent of its total national budget. Concerns have been raised that existing GPE financing is not additional to what would have been available without the Partnership. Nevertheless, according to the 2015 Independent Interim Evaluation of GPE, some donors have reallocated some or all of their bilateral funding for basic education to GPE.</p>	1, 3, 4, 5, 6, 11, 16, 31, 32, 33, 43, 48, 56, 57, 140, 182, 202, 206, 210, 215, 262
MI 3.2 Evidence confidence	High confidence
MI 3.3: Aid reallocation/programming decisions responsive to need can be made at a decentralised level	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.25
Element 1: An organisation-wide policy or guidelines exist which describe the delegation of decision-making authorities at different levels within the organisation	3
Element 2: <i>(If the first criterion is met)</i> The policy/guidelines or other documents provide evidence of a sufficient level of decision making autonomy available at the country level (or other decentralised level as appropriate) regarding aid reallocation/programming	3
Element 3: Evaluations or other reports contain evidence that reallocation/programming decisions have been made to positive effect at country or other local level, as appropriate	3
Element 4: The organisation has made efforts to improve or sustain the delegation of decision-making on aid allocation/programming to the country or other relevant levels	4
MI 3.3 Analysis	Source document
<p>GPE's Charter (2016) sets out the governance structure of the Partnership. The 'Decision Framework' proposed by the Secretariat gives additional delegation to the Committees and Secretariat to approve some changes to programmes. However, the extent to which this optimises effectiveness and efficiency is currently unclear. Staff reported that GPE has a 'roadmap' which sets out leadership behaviours and clarifies decision-making roles. However, as GPE continues to mature, staff indicated that there is a need to allow for adaptability in guidelines to build on the experience of grant agents. A 2017 review of the effectiveness of LEGs revealed that LEGs promote positive impacts at a country level, such as greater strategic alignment to sector priorities and the harmonization of aid provision. However, staff commented that countries are not sufficiently involved or engaged in developing tools to strengthen their systems despite the LEGs.</p>	2, 5, 13, 26, 27, 38, 43, 56, 101, 110, 130, 233, 261, 263
MI 3.3 Evidence confidence	High confidence

MI 3.4: HR systems and policies performance based and geared to the achievement of results	Score
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.60</b>
Element 1: A system is in place which requires the performance assessment of all staff, including senior staff	4
Element 2: There is evidence that the performance assessment system is systematically and implemented by the organisation across all staff and to the required frequency	4
Element 3: The performance assessment system is clearly linked to organisational improvement, particularly the achievement of corporate objectives, and to demonstrate ability to work with other agencies	3
Element 4: The performance assessment of staff is applied in decision making relating to promotion, incentives, rewards, sanctions, etc.	3
Element 5: A clear process is in place to manage disagreement and complaints relating to staff performance assessments	4
<b>MI 3.4 Analysis</b>	<b>Source document</b>
GPE's human resources systems and policies support the Partnership's need for flexibility and continued relevance. GPE is administratively hosted by the World Bank and consequently uses its performance assessments. These assessments are completed by all staff, including senior management. The GPE Secretariat applies all World Bank policy and supplements it with additional resources and support for staff. Prior to the beginning of the fiscal year, GPE's managers create objectives to reinforce their team's work plan every June which are to be signed off by the Board of Directors.. According to staff, the team's work plan is clearly linked to the relevant objectives in the Secretariat work plan. Performance assessments are used in conjunction with the pay scale in order to determine staff's annual pay raise. Some staff are dissatisfied with the performance assessment system. They believe their job descriptions reflect only a portion of actual work because they use World Bank are standard job descriptions, that are not well aligned with GPE requirements nor indicative of what tasks are actually required within GPE. A special application of the World Bank's Human Resource system is in place to address any concerns with the performance management process and its outcomes. Internal processes are also adopted to GPE which allow staff to track a request through the review process. Staff reported that there is not only a complaints process but a conflict resolution system is also in place.	123, 124, 125, 126, 127, 128, 129, 130, 131, 132, 133, 221, 235, 252
<b>MI 3.4 Evidence confidence</b>	<b>High confidence</b>

KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency/accountability	KPI score
Highly satisfactory	3.32
<p>GPE has a clear focus on supporting the poorest countries with the greatest education needs. The Partnership supports resource allocation based on economic status and educational vulnerability, particularly fragile and conflict-affected states and low-income areas. In 2014, GPE adopted a results-based funding model. An allocation formula is used to ensure that resources are directed to the poorest nations, with a fifteen per cent adjustment made for fragile and conflict-affected states. The Secretariat reports annually on the implementation and disbursement rates of grants. The 2016 and 2017 Portfolio Reviews found grant disbursement typically to be on track, but implementation was noted as 'slightly behind'. The Reviews determined that delays were due to a mix of internal and external factors. Results-based financing is central to GPE's operating model. The Secretariat tracks expenses using a cost-analysis and administrative expense report, as well as a budget summary. The Grants Application Review Committee (GARC) reviews the budgets for Education Sector Plan Development Grants (ESPDGs) and Program Development Grants (PDGs). The purpose of the review process is to ensure that grants and their budgets are in line with the GPE Guidelines. For the Education Sector Program Implementation Guidelines (ESPIG), the Secretariat carries out quality assurance reviews to ascertain whether or not the correct processes have been carried out and notes any potential risks related to these processes. A quality assurance review report and a Final Readiness Review (FRR) are then submitted to the Country Grants and Performance Committee (GPC). The World Bank conducts integrated audits on GPE's financial statements and its internal financial controls. The Partnership is also subject to external audits, and the Secretariat checks them to make sure they are of the appropriate standard. Both internal and external audits comply with international standards. The GPE Results Framework includes an indicator which identifies gaps and weaknesses in the audit process, which the Secretariat is then required to follow up. GPE's Risk Management Policy 2015 is the main mechanism through which issues/concerns are addressed. The policy outlines staff responsibility for ensuring risks are being proactively identified, assessed, and managed in day-to-day work. The latest report from the Finance and Risk Committee (June 2017) notes that "... only five risks meet the current target risk rating (i.e. the level of risk that should be acceptable) indicating that significant additional work is required". GPE has a Policy and Communications Protocol on the Misuse of GPE Trust Funds. This policy sets out a zero tolerance approach to the misuse of GPE resources including fraud and corruption. Alleged cases of fraud are reported in the Portfolio Review and in updates from the CEO to the Board, and to be responded to mainly by the Secretariat.</p>	
MI 4.1: Transparent decision-making for resource allocation, consistent with strategic priorities	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.75
Element 1: An explicit organisational statement or policy exists which clearly defines criteria for allocating resources to partners	4
Element 2: The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current Strategic Plan	3
Element 3: The organisational policy or statement is regularly reviewed and updated	4
Element 4: The organisational statement or policy is publicly available	4

MI 4.1 Analysis	Source document
GPE uses transparent decision-making processes for resource allocation to ensure financial accountability within the Partnership. GPE has adopted an eligibility and allocation framework which supports resource allocation based on economic status and educational vulnerability, particularly FCACs. An allocation formula ensures that resources are directed to the poorest countries with the greatest education needs. There is a 15% adjustment for an FCAC in the allocation formula, which serves to direct more resources to countries with high numbers of out-of-school children (a priority highlighted in GPE 2020). In 2014, GPE adopted a result-based funding model which leverages GPE grant funding to increase domestic financing for education. DCPs must meet several requirements, including the commitment to finance the ESP, before they can receive the first 70% of GPE implementation grants. The available evidence does not clearly identify how often the funding model is reviewed. However, the GPE funding model factsheet (June 2015), is available online, and the revised methodology to the allocation formula in March 2017 is also available online and there are active, ongoing mini reviews as a form of continuous improvement as the process is implemented.	1, 5, 9, 11, 13, 16, 35, 36, 48, 56, 141
MI 4.1 Evidence confidence	High confidence
MI 4.2: Allocated resources disbursed as planned	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.50
Element 1: The institution sets clear targets for disbursement	4
Element 2: Financial information indicates that planned disbursements were met within institutionally agreed margins	3
Element 3: Clear explanations are available in relation to any variances	4
Element 4: Variances relate to external factors rather than internal procedural blockages	3
MI 4.2 Analysis	Source document
GPE's grant allocation model ensures that resources are disbursed as planned. The Secretariat reports annually on implementation and disbursement status. They report broadly on whether disbursement and implementation is 'on track' or 'delayed', rather than against specific targets. This allows GPE to be responsive to the country context. An explanation for what is experiencing delays is provided for each country. The 2016 and 2017 Portfolio Reviews identified three main causes of delay: (1) technicalities in the methodology used to assess grants; (2) unforeseen country-related challenges; and (3) capacity, system or programme design issues. It is notable that many delays do relate to countries that are FCACs, which are experiencing internal turmoil and governance challenges. Therefore, GPE is working within the context of countries where delays are inherent. The Independent Interim Evaluation (2015) found that the cumulative disbursement rate had remained above 50 percent per year since 2010, indicating improvements in GPE's efficiency to disburse committed funds.	5, 6, 7, 19, 43, 44, 45, 46, 77, 185, 265
MI 4.2 Evidence confidence	High confidence

MI 4.3: Principles of results based budgeting applied	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: The most recent organisational budget clearly aligns financial resources with strategic objectives/intended results of the current Strategic Plan	3
Element 2: A budget document is available which provides clear costings for the achievement of each management result	3
Element 3: Systems are available and used to track costs from activity through to result (outcome)	3
Element 4: There is evidence of improved costing of management and development results in budget documents reviewed over time (evidence of building a better system)	3
MI 4.3 Analysis	Source document
Results-based budgeting is an essential component of GPE's grant allocation model but it does not always achieve the desired results. As mentioned above, before a country can receive 70% of its maximum country allocation from GPE, it must have a credible education sector plan in place (including the availability of critical data or a strategy to use and produce such data) and have made a commitment to increasing domestic spending on education to at least 20% of the national budget. In order to receive the remaining 30%, the developing country partner must achieve agreed targets in equity, learning outcomes, and system efficiency. These targets are monitored through GPE's results framework. On a monthly basis, the GPE Secretariat tracks all expenses using a cost-analysis report, budget summary report, and an administrative expense report. These expenses are tracked through the World Bank's SAP system, which reviews costs at an activity-level and analyses of fixed and variable costs against the approved budget. According to staff, the last changes made to the budget process were in response to a request for introducing a results-based model. This has resulted in greater diversification, good practice, and the adaptability to country needs. However, some staff claim that many countries are not using the results-based model to implement their programmes.	1, 5, 6, 7, 9, 10, 12, 26, 27, 35, 36, 38, 43, 45, 101, 108, 109, 125, 126, 177, 260
MI 4.3 Evidence confidence	High confidence
MI 4.4: External audit or other external reviews certifies the meeting of international standards at all levels, including with respect to internal audit	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: External audit conducted which complies with international standards	4
Element 2: Most recent external audit confirms compliance with international standards across functions	4
Element 3: Management response is available to external audit	3
Element 4: Management response provides clear action plan for addressing any gaps or weaknesses identified by external audit	3
Element 5: Internal audit functions meet international standards, including for independence	4
Element 6: Internal audit reports are publicly available	0

MI 4.4 Analysis	Source document
The Partnership is subject to internal and external auditing. Both comply with established international standards and promote financial transparency and accountability. Internally, GPE is administratively hosted by the World Bank and therefore subject to their annual integrated audits of the effectiveness of internal controls over financial reporting and combined financial statements. It is also subject to external audits. GPE's Results Framework includes an indicator (see 35) to identify gaps/weaknesses through the review of audit reports, and follow-up by the GPE Secretariat to get those issues addressed. In addition, grant agents review audit reports and management letters. GAs also follow up with DCPs when there are significant issues, in order to ensure that they are remedied. Management responses to external audits of GPE grants are included in management letters which are issued by auditors. Copies of such management letters and audit reports are shared with the GPE Secretariat by GAs and stored on an internal shared drive. However, internal audit reports are not made publicly available.	1, 5, 29, 35, 45, 102, 117, 120, 121, 123, 124
MI 4.4 Evidence confidence	Medium confidence
MI 4.5: Issues or concerns raised by internal control mechanisms (operational and financial risk management, internal audit, safeguards etc.) adequately addressed	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: A clear policy or organisational statement exists on how any issues identified through internal control mechanisms will be addressed	3
Element 2: Management guidelines or rules provide clear guidance on the procedures for addressing any identified issues, including timelines	3
Element 3: Clear guidelines are available for staff on reporting any issues identified	3
Element 4: A tracking system is available which records responses and actions taken to address any identified issues	3
Element 5: Governing Body or management documents indicate that relevant procedures have been followed/action taken in response to identified issues, including recommendations from audits (internal and external)	3
Element 6: Timelines for taking action follow guidelines/ensure the addressing of the issue within twelve months following its reporting	3
MI 4.5 Analysis	Source document
GPE uses a risk management matrix to ensure that issues or concerns raised are adequately addressed. The Partnership has an operational risk framework which differentiates risks by country, sector, and grant to ensure the Secretariat understands and manages risks on a country-by-country and grant-by-grant basis. GPE's Risk Management Policy (2015) states "everyone working towards the mission of the Global Partnership is expected to pro-actively identify, assess, and manage risks in their daily work". GPE's Results Report 2015-16 noted 100% of significant issues identified in financial year 2016 through audit reviews were satisfactorily addressed in a timely fashion. A Risk Management Report is presented to the GPE Board twice a year, which highlights the risk rating scores and the effect of	1, 2, 4, 5, 13, 21, 27, 28, 29, 30, 37, 45, 165



mitigation actions on them. There were 12 significant issues which were satisfactorily addressed in 2015/16 financial year and were also 12 in the 2018 results report. Recently, GPE has commenced a major initiative to improve risk identification and management, which was still underway during the MOPAN process and is expected to strengthen performance in this indicator in future.	1, 2, 4, 5, 13, 21, 27, 28, 29, 30, 37, 45, 165
<b>MI 4.5 Evidence confidence</b>	<b>High confidence</b>
<b>MI 4.6: Policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.67</b>
Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is available and made public	4
Element 2: The policy/guidelines clearly define the roles of management and staff in implementing/complying with the guidelines	4
Element 3: Staff training/awareness-raising has been conducted in relation to the policy/guidelines	3
Element 4: There is evidence of policy/guidelines implementation, e.g. through regular monitoring and reporting to the Governing Body	4
Element 5: There are channels/mechanisms in place for reporting suspicion of misuse of funds (e.g. anonymous reporting channels and “whistle-blower” protection policy)	4
Element 6: Annual reporting on cases of fraud, corruption and other irregularities, including actions taken, ensures that they are made public	3
<b>MI 4.6 Analysis</b>	<b>Source document</b>
GPE’s Policy and Communications Protocol on the Misuse of GPE Trust Funds states clearly that the Partnership has zero tolerance for the misuse of GPE resources including fraud, corruption, coercion, or any other use for which funds have not been approved. The Secretariat is the main focal point for communications of credible allegations or evidence of misuse of GPE trust fund resources, and it is required to pass information to the Board, the Governance and Ethics Committee, and the Risk and Finance Committee. One of the identified mitigation actions to address the risk of ‘Fraud and Misuse’ in financial year 2017 is that the Secretariat should develop guidelines to operationalise the Fraud and Misuse Policy and organise training for country-facing staff. Staff indicated that training is conducted and corporate monitoring is very strong. However, GPE needs to collect feedback from the guidelines in order to be proactive in their dissemination and in ensuring guidelines are implemented.	5, 13, 21, 27, 30, 37, 45, 51, 253, 260
<b>MI 4.6 Evidence confidence</b>	<b>Medium confidence</b>

## RELATIONSHIP MANAGEMENT

*Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)*

KPI 5: Operational planning and intervention design tools support relevance and agility (within partnerships)	KPI score
Satisfactory	2.98
<p>One of the eight core principles identified in GPE's Strategic Plan 2016-20 is that GPE commits to providing support that promotes country ownership and nationally identified priorities. GPE is making considerable effort to increase engagement and alignment with developing country partners (DCPs), particularly in relation to ESP preparation and monitoring. For each grant there are fixed and variable allocations. The first 30 per cent is pre-planned (fixed); the remaining 70 per cent is variable and can be adjusted in line with country priorities. QAR I assesses the readiness of countries to meet funding requirements for the fixed part and ensure that the proposed ESPIG components align with the ESP in the context of the broader financing of the sector and GPE strategic objectives. QAR II, on the other hand, assesses the technical soundness of the proposed program and its alignment with the ESP and with GPE objectives, to help countries ensure that they will meet the expected quality standards for programme document and the variable part. In addition, the Secretariat works with the GPC to develop a work plan that identifies actions and plans to increase alignment. GPE Guidelines for ESPs and Education Sector Analysis (ESA) indicate that they should be adapted to suit country contexts and vulnerabilities, such as conflicts, disasters and economic crises. Through Joint Sector Reviews (JSRs), GPE can note changing contexts and make adjustments to ESPs where necessary, in order to ensure that they still align with the country context. One of the seven quality standards of a credible ESP looks at how they respond to issues and shortcomings identified in the ESA. GPE uses JSRs to engage key stakeholders in assessing progress on sector priorities and determining adjustments. Country-level interventions include such issues as HIV/AIDs, gender, emergency preparedness, and children with special needs. GPE interventions aim to ensure sustainability. One of the key ways this is done is through the funding allocation process. This process makes DCPs produce credible ESPs and commit to strengthening data collection and raising domestic spending to 20 per cent of national expenditure before the first 70 per cent of funding is released. By working closely with country government, GPE also ensures greater sustainability by aligning with national priorities. Indicator 25 of the Results Framework monitors the timeliness and effective implementation of the Partnership's grants. GPE's results report 2015-16 noted that 20 per cent of grants were delayed in their implementation, while an additional 52% were slightly behind in their implementation.</p>	
MI 5.1: Interventions aligned with national/regional priorities and intended national/regional results	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Reviewed country or regional strategies make reference to national/regional strategies or objectives	3
Element 2: Reviewed country strategies or regional strategies link the results statements to national or regional goals	4
Element 3: Structures and incentives in place for technical staff that allow investment of time and effort in alignment process	2
MI 5.1 Analysis	Source document
One of the eight core principles identified in GPE's Strategic Plan 2016-20 is that GPE commits to providing support that promotes country ownership and nationally identified priorities. GPE has put considerable effort into increasing engagement and alignment with developing country partners in education sector planning and monitoring processes. GPE's partners also coordinate actions at a global level in order to strengthen country systems. QAR I assesses the readiness of countries to meet	3, 4, 5, 6, 10, 25, 79, 103, 105, 107, 110, 146, 147, 165, 258

<p>funding requirements for the fixed part and ensure that the proposed ESPIG components align with the ESP in the context of the broader financing of the sector and GPE strategic objectives. QAR II, on the other hand, assesses the technical soundness of the proposed program and its alignment with the ESP and with GPE objectives, to help countries ensure that they will meet the expected quality standards for programme document and the variable part. There are four specific actions to increase alignment and the Secretariat works with the Grants and Performance Committee in order to develop a work plan that identifies actions and plans to be undertaken for enhancing alignment. In 2016, 42% of the Secretariat's staff time was spent on country-facing activities, compared with 28% in financial year 2015. This demonstrates that staff are increasingly spending time working towards country-related activities, although there was no clear evidence on incentives to do so.</p>	<p>3, 4, 5, 6, 10, 25, 79, 103, 105, 107, 110, 146, 147, 165, 258</p>
<b>MI 5.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.2: Contextual analysis (shared where possible) applied to shape the intervention designs and implementation</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.60</b>
Element 1: Intervention designs contain a clear statement that positions the intervention within the operating context	3
Element 2: Context statement has been developed jointly with partners	4
Element 3: Context analysis contains reference to gender issues, where relevant	3
Element 4: Context analysis contains reference to environmental sustainability and climate change issues, where relevant	N/A
Element 5: Context analysis contains reference to governance issues, including conflict and fragility, where relevant	4
Element 6: Evidence of reflection points with partner(s) that take note of any significant changes in context	4
<b>MI 5.2 Analysis</b>	<b>Source document</b>
<p>GPE Guidelines for ESPs and ESA state that they should be adapted to country contexts and needs. An ESP must be sensitive to context and include an analysis of country-specific vulnerabilities such as conflicts, disasters and economic crises. Programme Development Grants also require an analysis of context including context-specific risk assessments. In addition, GPE's ESA Methodological Guidelines must take into account existing legislation, regulations, policies and frameworks in place at a national level. Staff confirmed that GPE emphasises contextualization in every country they work with. GPE analyses the sector and issues, and then develop sector plans. Staff stated that GPE does not enforce top-down processes and that countries are responsible for developing their own programmes.</p> <p>Developing country partners take the lead in developing their own ESA. However, they do so through broad-based consultation with a wide range of stakeholders. Therefore, it can be concluded that the understanding of the operating context and the extent to which the ESP itself is sensitive to context is developed jointly with partners. Indeed, context sensitivity is one of the seven quality standards for a credible ESA. GPE develops statements on context in conjunction with partners such as LEGs.</p>	<p>5, 10, 15, 17, 23, 24, 25, 34, 35, 57, 83, 88, 89, 93, 103, 105, 110, 115, 155, 165, 166, 171, 198, 222, 264</p>

<p>GPE is working with other partners to develop a more robust methodology to assess the vulnerabilities of education systems including environmental and climate issues, as part of the Volume 3 Guidelines on Education Sector Analysis. In addition, GPE's operational framework guides its support in fragile or conflict-affected states. In response to the call for greater effort and investment in crisis and challenging situations, GPE guidelines were designed to assist countries in preparing a transitional education plan (TEP).</p> <p>JSRs assess the capacity in country to implement plans and any requirements for adjustment to those plans. JSRs present an opportunity for jointly taking note of contextual changes which require revision of the ESP and/or an update of the multiyear operational plan.</p>	<p>5, 10, 15, 17, 23, 24, 25, 34, 35, 57, 83, 88, 89, 93, 103, 105, 110, 115, 155, 165, 166, 171, 198, 222, 264</p>
<b>MI 5.2 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.3: Capacity analysis informs intervention design and implementation, and strategies to address any weakness found are employed</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3.00</b>
Element 1: Intervention designs contain a clear statement of capacities of key national implementing partners	3
Element 2: Capacity analysis considers resources, strategy, culture, staff, systems and processes, structure and performance	3
Element 3: Capacity analysis statement has been developed jointly where feasible	3
Element 4: Capacity analysis statement includes clear strategies for addressing any weaknesses, with a view to sustainability	3
Element 5: Evidence of regular and resourced reflection points with partner(s) that take note of any significant changes in the wider institutional setting that affect capacity	3
<b>MI 5.3 Analysis</b>	<b>Source document</b>
<p>A critical element of the Education Sector Analysis is an assessment of the current policies and causes of sector weaknesses from the national, regional and school levels. This analysis is used to inform the development of an ESP. One of the seven quality standards for a credible ESP assesses how strategic a sector plan is in addressing the issues and shortcomings identified in the sector analyses. The 2015 NORAD report found that ratings of GPE programme designs were often downgraded because they were unnecessarily complex relative to the capacities of developing country partners.</p> <p>GPE uses annual JSRs led by governments and engages key stakeholders in assessing progress on sector priorities and determining adjustments. The Secretariat has developed guidance for ensuring strong JSRs that assess progress and needs. This process looks at the capacity of the country to implement the plans and any need for adjustment. In addition, the multi-stage QAR process reflects on institutional capacity and changing context. Staff believe GPE should undertake more capacity development for LEGs, to help LEGs better understand how GPE works and how they can contribute.</p>	<p>5, 13, 15, 17, 26, 35, 36, 43, 47, 91, 105, 110, 116, 143, 144, 147, 160, 165, 198, 220, 222, 260</p>
<b>MI 5.3 Evidence confidence</b>	<b>High confidence</b>

<b>MI 5.4: Detailed risk (strategic, political, reputational, operational) management strategies ensure the identification, mitigation, monitoring and reporting of risks</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3.00</b>
Element 1: Intervention designs include detailed analysis of and mitigation strategies for operational risk	3
Element 2: Intervention designs include detailed analysis of and mitigation strategies for strategic risk	3
Element 3: Intervention designs include detailed analysis of and mitigation strategies for political risk	3
Element 4: Intervention designs include detailed analysis of and mitigation strategies for reputational risk	3
Element 5: Risks are routinely monitored and reflected upon by the partnership	3
Element 6: Risk mitigation actions taken by the partnership are documented and communicated	3
<b>MI 5.4 Analysis</b>	<b>Source document</b>
The GPE Board approved the establishment of a risk management function within the Secretariat, which should be launched in financial year 2018. Key risks at the corporate and country level, including strategic, political and reputational risks, are captured in GPE's Risk Management Matrix, together with the mitigation actions being undertaken and an assessment of the residual risk rating. The Risk Management Matrix is formally reviewed on a semi-annual basis, while GPE's Risk Management Policy is reviewed every two years. Therefore, in theory, systems are in place and satisfactory. However, concerns were raised by some staff commenting that grant agents take different approaches to report risks which raise concerns about accuracy. In addition, even though grants are reviewed against a risk framework bi-annually, the risk assessment is not stringent enough.	5, 13, 21, 25, 29, 30, 110, 142, 142a, 142b, 153, 165, 197, 226, 229, 230, 253, 256
<b>MI 5.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3.00</b>
Element 1: Intervention design documentation includes the requirement to analyse cross-cutting issues	3
Element 2: Guidelines are available for staff on the implementation of the relevant guidelines	3
Element 3: Approval procedures require the assessment of the extent to which cross-cutting issues have been integrated in the design	3
Element 4: Intervention designs include the analysis of gender issues	3
Element 5: Intervention designs include the analysis of environmental sustainability and climate change issues	N/A
Element 6: Intervention designs include the analysis of good governance issues	3
Element 7: Plans for intervention monitoring and evaluation include attention to cross cutting issues	3

MI 5.5 Analysis	Source document
<p>An analysis of cross-cutting issues is incorporated into the seven quality standards for credible ESPs in that they should be 'attentive to disparities' including location, socioeconomic circumstances, ethnicity, ability, etc. Moreover, GPE's QAR process states that countries wishing to apply for the variable part must show the evidence of actions confirming transformative strategies to improve equity. Equity encompasses disparities in education access, quality and learning outcomes across gender, income, region, and so on. The Guidelines for ESPIGs set out the same requirements relating to equity as the QAR. The GPE Guidelines for Education Sector Plan Preparation also set out the cross-cutting issues which are incorporated into education sector analysis. Country-level interventions, such as ESPs and TEPs, encompass an analysis of cross-cutting issues through the principle of inclusive education. Cross-cutting issues include HIV/AIDs, gender, emergency preparedness, and children with special needs. However, GPE staff indicated that the Partnership does not have added value on cross-cutting issues and that it instead relies on grant agents.</p> <p>Good governance is alluded to in a number of GPE's interventions. For example, promoting peace, democratic governance and effective institutions was one of the key strategic objectives of the Kingdom of Lesotho's ESP. Governance in relation to the school environment is evaluated in the ESA Methodological Guidelines Volume 3. In addition, during the grant application process and grant monitoring process, inclusive partnerships that engage governments, donors, civil society and other partners constitute a core focus.</p>	1, 5, 15, 23, 24, 25, 33, 36, 41, 52, 70, 78, 88, 95, 103, 105, 110, 113, 114, 155, 165, 169, 178, 201, 202, 222, 238
MI 5.5 Evidence confidence	High confidence
MI 5.6: Intervention designs include detailed and realistic measures to ensure sustainability (as defined in KPI 12)	Score
Overall MI rating	Satisfactory
Overall MI score	2.75
Element 1: Intervention designs include statement of critical aspects of sustainability, including; institutional framework, resources and human capacity, social behaviour, technical developments and trade, as appropriate	3
Element 2: Key elements of the enabling policy and legal environment that are required to sustain expected benefits from a successful intervention are defined in the design	3
Element 3: The critical assumptions that underpin sustainability form part of the approved monitoring and evaluation plan	2
Element 4: Where shifts in policy and legislation will be required these reform processes are addressed (within the intervention plan) directly and in a time sensitive manner	3
MI 5.6 Analysis	Source document
GPE's country-centred operating model is geared towards ensuring sustainability of its interventions. This is reflected through GPE's funding allocation process where in order to qualify for the first 70% of funding, DCPs must produce credible ESPs and commit to strengthening data collection and raising domestic spending on the implementation of the ESP to 20% of national expenditure. In addition, ESPs are tailored to focus on sustainability.	6, 9, 11, 17, 18, 22, 24, 26, 35, 41, 42, 43, 48, 56, 110, 115, 116, 198, 222

One of the functions of JSRs is to encourage shifts in policy and legislation. JSRs can “sustainably and effectively feed into a dynamic policy cycle” and offer “a forum to engage in meaningful policy dialogue”. Staff also reported that grants are used to lever more sustainable education policies and to bring donors and technical agencies to align better with each other and country systems.	6, 9, 11, 17, 18, 22, 24, 26, 35, 41, 42, 43, 48, 56, 110, 115, 116, 198, 222
<b>MI 5.6 Evidence confidence</b>	<b>High confidence</b>
<b>MI 5.7: Institutional procedures (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.) positively support speed of implementation</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.50</b>
Element 1: Internal standards are set to track the speed of implementation	3
Element 2: Organisation benchmarks (internally and externally) its performance on speed of implementation across different operating contexts	3
Element 3: Evidence that procedural delays have not hindered speed of implementation across interventions reviewed	2
Element 4: Evidence that any common institutional bottlenecks in speed of implementation identified and actions taken leading to an improvement	2
<b>MI 5.7 Analysis</b>	<b>Source document</b>
The current process for monitoring grant performance is mature and there are adequate internal standards and systems to track quality and speed of implementation. The NORAD Evaluation (2015) identified a potential bottleneck in terms of the timeframe for the transfer of funds from GPE to developing country partners. The Evaluation noted efforts by the GPE Secretariat to reduce the amount of time for GPE-supported programmes to reach the approval stage to seven months. However, it also noted that because the Board of Directors only meet semi-annually, further reductions in this timeframe are unlikely. The new Decision Framework proposed by the GPE Secretariat in June 2017 would go some way to addressing this bottleneck.	2, 3, 5, 38, 43, 44, 45, 47, 141, 151, 165
<b>MI 5.7 Evidence confidence</b>	<b>Medium confidence</b>
<b>KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources</b>	<b>KPI score</b>
<b>Highly satisfactory</b>	<b>3.08</b>
GPE has established mechanisms to support greater flexibility and a faster response in meeting urgent need. For example, when an implementation grant is in place, countries can request to have the grant reprogrammed to meet urgent service delivery needs if there are compelling circumstances. The Secretariat has also strengthened its engagement with grant agents to ensure the effective and timely revision of grants where corrections are required to mitigate delays. One of the core principles outlined in GPE 2020 is the Partnership's commitment to ‘improving development effectiveness through harmonization and aligning aid to country systems’. Through this principle, GPE upholds its commitment to the Busan Partnership by promoting the use of country systems and wherever possible a country's public procurement and financial systems to channel aid. However, GPE's results report 2015-16 noted that less than a third of GPE's implementation grants were adequately aligned to national systems. GPE is currently assessing the strength of levers to promote more aligned modalities at country level and designing a comprehensive roadmap to reinforce them. GPE leverages financial support and expertise from a wide range of donors	

and partners. The Partnership's new FFF flags an increased focus on leveraging and co-financing. LEGs ensure that ongoing consultation, planning and collaboration are occurring between GPE and national government partners and individuals. JSRs "provide an important platform for a variety of stakeholders to comment on sector progress and influence key priorities, strategies and future activities related to Education Sector Plans". GPE has also collaborated with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Children's Fund (UNICEF) and the World Bank to develop the Methodological Guidelines on ESA. GPE has a Policy on Transparency, which was approved in December 2015. It states that information will be made available to the public in the absence of a compelling reason for it to be restricted. GPE is also a member of the International Aid Transparency Initiative (IATI) and publishes its funding data on the IATI registry. GPE's policy on transparency includes an illustrative list of documents that will be published on the GPE website. GPE's Corporate Engagement Principles note "Children are the ultimate beneficiaries of all of the Global Partnership's efforts and activities. This brings with it the highest expectations of accountability and commitment to equity of all partners, including the business community". JSRs in DCPs are critical mutual-accountability platforms to promote inclusive dialogue and sector monitoring but currently evidence is limited on the extent to which this occurs. GPE has recently adopted a Knowledge and Good Practice Exchange (KGPE) strategy, which articulates GPE's role in knowledge production. The strategy ensures the goal of all KGPE is to strengthen national policies and capacities, which in turn increases a potential impact of GPE financing. Results for Indicator 33 of the results framework show that GPE met its milestones for 2016, developing 13 knowledge products. However, there is no clear evidence of feedback from partners or stakeholders on the timeliness or usefulness of those products.

<b>MI 6.1: Planning, programming and approval procedures enable agility in partnerships when conditions change</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.40</b>
Element 1: Mechanisms in place to allow programmatic changes and adjustments when conditions change	3
Element 2: Mechanisms in place to allow the flexible use of programming funds as conditions change (budget revision or similar)	4
Element 3: Institutional procedures for revisions permit changes to be made at country/regional/HQ level within a limited timeframe (less than three months)	3
Element 4: Evidence that regular review points between partners support joint identification and interpretation of changes in conditions	4
Element 5: Evidence that any common institutional bottlenecks in procedures identified and action taken leading to an improvement	3
<b>MI 6.1 Analysis</b>	
GPE works in coherent and effective partnerships aiming at leveraging and ensuring relevance and catalytic use of resources. GPE has established mechanisms to support greater flexibility and a faster response in programmes to meet urgent need. For example, countries with an existing GPE allocation can draw down as much as 20% immediately through an accelerated grant process to respond to emergency and early recovery situations.	1, 2, 5, 8, 16, 17, 25, 27, 36, 38, 45, 50, 51, 52, 53, 57, 61, 62, 70, 158, 159, 171, 198
In addition, when an implementation grant is in place, countries can request to have the grant reprogrammed to meet urgent service delivery needs if there are compelling circumstances.	



<p>A selection of project-level reports provides strong evidence that programmes are regularly reviewed and restructured in response to changes in the operating context. In situations where a programme requires revision due to fragility or conflict (such as in an FCAC), if the DCP (or the LEG where feasible) determines that the programme needs to be revised, the Secretariat will work with the DCP to develop a timeline for revision that is reasonable given the context and will inform the Financial Advisory Committee and the Board of Directors of the new timeline to enable a revised recommendation and approval of the revisions. In addition, GAs provide information on the implementation status of ESPs to the Grants Performance Committee (GPC) at the request of the Secretariat. The GPC reviews progress and can approve a number of revisions to an ESPIG, in accordance with the ESPIG policy.</p> <p>At GPE, reviews occur in the form of Joint Sector Reviews (JSRs). JSRs ensure that both GPE and its partners are involved in the identification and interpretation of changes in conditions or bottlenecks. JSR discussion and consensus are informed from diverse perspectives, helping to fine-tune planning and to influence domestic and external financing. Moreover, the Secretariat has strengthened its engagement with GAs in order to ensure the timely adaption of grants where course corrections are needed to mitigate delays.</p>	<p>1, 2, 5, 8, 16, 17, 25, 27, 36, 38, 45, 50, 51, 52, 53, 57, 61, 62, 70, 158, 159, 171, 198</p>
<b>MI 6.1 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.2: Partnerships based on an explicit statement of comparative advantage e.g. technical knowledge, convening power/partnerships, policy dialogue/advocacy</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3.00</b>
Element 1: Corporate documentation contains clear and explicit statement on the comparative advantage that the organisation is intending to bring to a given partnership	3
Element 2: Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership	3
Element 3: The organisation aligns its resources/competencies to its perceived comparative advantage	3
Element 4: Evidence that comparative advantage is deployed in partnerships to positive effect	3
<b>MI 6.2 Analysis</b>	<b>Source document</b>
<p>The GPE model and overall documentation as a fund for education is a clear comparative advantage. GPE's funding mechanisms are clearly in line with this role. Other KPIs demonstrate that it is fulfilling this contribution to partnerships.</p> <p>GPE also facilitates consultation with governments and DCPs. It also obtains commitment from both, which has resulted in DCPs sharing information and consulting more with each other. This 'good practice' is promoted by the GPE model. GPE's advocacy abilities are another comparative advantage.</p> <p>According to staff, GPE deploys and resources its comparative advantage in a myriad of positive ways through partnerships including the Board at the strategic level, by providing opportunities to everyone at the country level to sit at the table and discuss issues, providing technical assistance, enabling knowledge sharing, brining donors together, and giving a sense of ownership to countries. However, staff also commented that GPE could improve its reporting on country-level leads and on individual contributions made at policy-dialogue level with individual countries. Improving this function would assist GPE in communicating its comparative advantage to sector and country level.</p>	<p>1, 5, 6, 10, 11, 13, 18, 22, 33, 35, 36, 43, 47, 92, 95, 103, 110, 136, 139, 170, 177, 196, 258, 265</p>
<b>MI 6.2 Evidence confidence</b>	<b>High confidence</b>

<b>MI 6.3: Clear adherence to the commitment in the Busan Partnership for Effective Development Cooperation on use of country systems</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.17</b>
Element 1: Clear statement on set of expectations for how the organisation will seek to deliver on the Busan commitment/QCPR statement (as appropriate) on use of country systems within a given time period	4
Element 2: Internal processes (in collaboration with partners) to diagnose the condition of country systems	4
Element 3: Clear procedures for how organisation to respond to address (with partners) concerns identified in country systems	3
Element 4: Reasons for non-use of country systems clearly and transparently communicated	3
Element 5: Internal structures and incentives supportive of greater use of country systems	3
Element 6: Monitoring of the organisation trend on use of country systems and the associated scale of investments being made in strengthening country systems	2
<b>MI 6.3 Analysis</b>	<b>Source document</b>
GPE follows the Busan commitment on use of country systems. The Grant approval processes include an assessment of country systems. GPE has Conflict-Resolution procedures which outline a clear and consistent method for addressing disagreements when collaboration between GPE partners at the country level breaks down. At times, the collaboration between GPE partners at country level breaks down, calling for a clear and consistent method for addressing disagreements. The procedures document conceptualises key challenges around conflict resolution in a multi-stakeholder partnership, and it sets out steps for resolving conflicts. Staff are aware of the procedure but there is no evidence how often it is used.	1, 3, 5, 8, 13, 18, 25, 34, 36, 43, 45, 46, 105, 107, 108, 109, 110, 111, 112, 113, 114, 136, 147, 155, 195, 222
<b>MI 6.3 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 6.4: Strategies or designs identify synergies, to encourage leverage/catalytic use of resources and avoid fragmentation</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>3.00</b>
Element 1: Strategies or designs clearly recognise the importance of synergies and leverage	3
Element 2: Strategies or designs contain clear statements of how duplication/fragmentation will be avoided based on realistic assessment of comparative advantages	3
Element 3: Strategies or designs contain clear statement of where an intervention will add the most value to a wider change	3
Element 4: Strategies or designs contain a clear statement of how leverage will be ensured	3
Element 5: Strategies or designs contain a clear statement of how resources will be used catalytically to stimulate wider change	3

MI 6.4 Analysis	Source document
<p>GPE leverages the financial support and expertise of donors, developing country governments, international organisations, civil society, teacher organisations, the private sector and philanthropists to ensure the delivery of results. The Partnership's new FFF flags an increased focus on leveraging and co-financing, including the establishment of a US\$100 million leverage fund as part of a new scalable approach to raising significantly greater and more diverse finance to support the implementation of ESPs. The FFF has developed new funding mechanisms for Advocacy and Social Accountability (ASA) and for Knowledge and Innovation Exchange. GPE's results-based financing model leverages grant funding to increase domestic financing for education. GPE is successfully leveraging financing from a wide range of partners and is using creative strategies to do so.</p> <p>GPE ensures that its support is complementary to other financing by positioning itself within the financial framework of a national education sector plan. Staff and grant agents reiterated this, stating that GPE does not duplicate what others do well. GPE's role is tackling aid fragmentation through partnership with other donors. The Knowledge Exchange aims to avoid duplication to optimise global good. The Guidelines for TEP Preparation state that activities will be mapped to avoid duplication of effort. In addition, final readiness reviews in the QAR process help to reduce the duplication of information between programme documents. GPE has also discussed integrating the Risk and Compliance staff within the Partnership in order to further reduce duplication of effort across teams and to strengthen functions into a single team. However, there has been no indication of whether or not this has actually taken place.</p>	1, 4, 5, 10, 11, 13, 16, 21, 22, 23, 24, 30, 32, 33, 45, 48, 50, 56, 110, 165, 202, 206, 252, 253
MI 6.4 Evidence confidence	High confidence
MI 6.5: Key business practices (planning, design, implementation, monitoring and reporting) co-ordinated with other relevant partners (donors, UN agencies, etc.)	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Evidence that the organisation has participated in joint planning exercises, such as the UNDAF	3
Element 2: Evidence that the organisation has aligned its programme activities with joint planning instruments, such as UNDAF	3
Element 3: Evidence that the organisation has participated in opportunities for joint programming where these exist	3
Element 4: Evidence that the organisation has participated in joint monitoring and reporting processes with key partners (donor, UN, etc.)	4
Element 5: Evidence of the identification of shared information gaps with partners and strategies developed to address these	3
Element 6: Evidence of participation in the joint planning, management and delivery of evaluation activities	2

MI 6.5 Analysis	Source document
<p>GPE does not have country presence and hence is not directly engaged in the United Nations Development Assistance Framework (UNDAF).</p> <p>GPE's ESPIG support is connected to the ESPs which are aligned to the UNDAF national priorities, illustrating that the Partnership has aligned its programme activities with joint planning instruments. GPE's ESPIGs are thus aligned with the UNDAF national priorities, but there is no evidence to suggest GPE utilises any other joint planning mechanisms. On the other hand, GPE's collaboration with the UNICEF has seen the joint development of the Education Cannot Wait (ECW) operation model, results framework and governance structure. In addition, partnering with the World Bank saw IDA finance with GPE funding bought together synergistically and the operationalisation of the Leverage Fund.</p> <p>There is considerable evidence that GPE has participated in joint monitoring and reporting processes with key partners, particularly through JSRs. JSRs are government-led annual events that bring all education stakeholders together to monitor the implementation of education sector plans and to propose amendments if required. They promote joint reporting on past implementation.</p> <p>Progress toward milestones in addressing data gaps is monitored through the JSR process carried out by LEGs. In 2017, the Partnership supported two initiatives to strengthen the effectiveness of JSRs. GPE published a working paper "Effective Joint Sector Reviews as (Mutual) Accountability Platforms" and the Secretariat will publish JSR guidelines in 2018 that will include a self-assessment tool to enable DCPs to identify and address areas of weakness in their JSRs. In addition, in the Monitoring and Evaluation Strategy (2016) GPE commits to joint planning, management, and delivery of evaluation activities. GPE is required to explore the opportunity for harmonisation of country-level evaluations with those of other organisations.</p>	5, 6, 10, 13, 14, 17, 20, 33, 35, 36, 41, 43, 47, 77, 99, 101, 130, 139, 140, 159, 165, 198, 257, 258, 261, 263
MI 6.5 Evidence confidence	Medium confidence
MI 6.6: Key information (analysis, budgeting, management, results etc.) shared with strategic/ implementation partners on an ongoing basis	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.40
Element 1: Information on the organisation's website is easily accessible and current	3
Element 2: The organisation has signed up to the International Aid Transparency Initiative or reports through the OECD-DAC systems	4
Element 3: Accurate information is available on analysis, budgeting, management and is in line with IATI or OECD-DAC (CRS) guidelines	4
Element 4: Evidence that partner queries on analysis, budgeting, management and results are responded to in a timely fashion	3
Element 5: Evidence that information shared is accurate and of good quality	3

MI 6.6 Analysis	Source document
GPE has a Policy on Transparency which was approved in December 2015. It states that information will be made available to the public in the absence of a compelling reason for it to be restricted. The GPE website has been recently updated and is comprehensive. While not all information is easy to find, the required governance information is available and up to date. GPE is also a member of the International Aid Transparency Initiative (IATI) and publishes its funding data on the IATI registry. Based on the information provided to the assessment team, accurate information on budgeting management and results is readily available in shareable formats. Documentation on budgeting and analysis is regularly compiled for the Partnership and is distributed as required. Requests for information are handled through the Secretariat front office and there are robust systems in place to provide timely responses.	1, 5, 27, 37, 39, 40, 41, 43, 44, 46, 47, 75, 79, 79a, 91, 95, 104, 165
MI 6.6 Evidence confidence	High confidence
MI 6.7: Clear standards and procedures for accountability to beneficiaries implemented	Score
Overall MI rating	Unsatisfactory
Overall MI score	1.83
Element 1: Explicit statement available on standards and procedures for accountability to beneficiary populations e.g. Accountability to Affected Populations	2
Element 2: Guidance for staff is available on the implementation of the procedures for accountability to beneficiaries	2
Element 3: Training has been conducted on the implementation of procedures for accountability to beneficiaries	1
Element 4: Programming tools explicitly contain the requirement to implement procedures for accountability to beneficiaries	2
Element 5: Approval mechanisms explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries will be addressed within the intervention	2
Element 6: Monitoring and evaluation procedures explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries have been addressed within the intervention	2
MI 6.7 Analysis	Source document
GPE's Corporate Engagement Principles specify that "Children are the ultimate beneficiaries of all of the Global Partnership's efforts and activities. This brings with it the highest expectations of accountability and commitment to equity of all partners, including the business community". JSRs in DCPs are critical mutual-accountability platforms that promote inclusive dialogue and sector monitoring. The Secretariat assesses JSRs for quality, including whether they monitor key education outcome indicators or not. Quality Assurance Reviews (QARs) are conducted in order "to enhance and assess the quality of a program to be financed by an ESPIG from the GPE Fund. This QAR process examines various aspects of a program's potential for effective implementation and for making progress toward key educational outcomes". According to staff, QARs are conducted quarterly with the entire Secretariat and with a financial analyst who looks at the budget and compares it with the results framework.	1, 5, 17, 64, 77, 95, 103, 105, 111, 165, 265

The GPE Charter outlines the composition, roles and responsibilities of all GPE key players, describing the commitment implied in signing the GPE Compact in terms of mutual accountability. ESPs are state-driven and developed through a participatory process, ensuring commitment of key ministries and key actors of the education sector, such as education partners and civil society, to support its implementation. It provides a framework of mutual accountability for the ministry of education and its civil society, development, and humanitarian partners. There is evidence that staff are aware of accountability pathways to beneficiaries through GAs and CA. However, there is no evidence of specific training conducted for the implementation of procedures for accountability to beneficiaries.	1, 5, 17, 64, 77, 95, 103, 105, 111, 165, 265
<b>MI 6.7 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 6.8: Participation with national and other partners in mutual assessments of progress in implementing agreed commitments</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.40</b>
Element 1: Evidence of participation in joint performance reviews of interventions e.g. joint assessments	4
Element 2: Evidence of participation in multi-stakeholder dialogue around joint sectoral or normative commitments	4
Element 3: Evidence of engagement in the production of joint progress statements in the implementation of commitments e.g. joint assessment reports	4
Element 4: Documentation arising from mutual progress assessments contains clear statement of the organisation's contribution, agreed by all partners	3
Element 5: Surveys or other methods applied to assess partner perception of progress	2
<b>MI 6.8 Analysis</b>	<b>Source document</b>
From its creation in 2002, GPE has put development effectiveness principles at its core. GPE has adopted an approach that ensures developing countries' ownership while seeking to align and harmonise partners' support to national priorities. One of the ways in which GPE demonstrates mutual assessments of progress is through joint sector reviews. JSRs are an inclusive, government-led process involving all partners. They are held annually to monitor the implementation of ESPs and propose corrections. In addition, LEGs provide DCPs with the opportunity to develop, implement, monitor and evaluate ESPs at the country-level.	1, 5, 15, 17, 18, 20, 22, 32, 42, 46, 48, 57, 76, 101, 105, 122, 127, 130, 159, 198, 208, 226, 261, 263
<b>MI 6.8 Evidence confidence</b>	<b>High confidence</b>
<b>MI 6.9: Deployment of knowledge base to support programming adjustments, policy dialogue and/or advocacy</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Highly satisfactory</b>
<b>Overall MI score</b>	<b>3.50</b>
Element 1: Statement in corporate documentation explicitly recognises the organisation's role in knowledge production	4
Element 2: Evidence of knowledge products produced and utilised by partners to inform action	4
Element 3: Knowledge products generated and applied to inform advocacy at country, regional or global level	4

Element 4: Evidence that knowledge products generated are timely/perceived as timely by partners	3
Element 5: Evidence that knowledge products are perceived as high quality by partners	3
Element 6: Evidence that knowledge products are produced in a format that supports their utility to partners	3
<b>MI 6.9 Analysis</b>	<b>Source document</b>
GPE currently has a Knowledge and Good Practice Exchange strategy, which articulates the Partnership's role in knowledge generation, innovation and capacity strengthening. The strategy establishes the goal of all KGPE to strengthen national policies and capacities, which in turn increases the potential impact of GPE financing. However, this strategy is being replaced by the KIX, which is due to be rolled out in 2019. In addition, GPE's Results Framework indicated that the Partnership successfully met its milestones for 2016 by developing 13 knowledge products. These knowledge products are being applied to inform advocacy at a country level. However, despite these knowledge-sharing products, staff reflected that there is still disconnection between what happens at Board meetings and what happens in countries. This is reflected by the fact that there is no evidence to suggest that knowledge products are perceived as timely or high quality by partners.	1, 5, 10, 17, 24, 28, 33, 43, 44, 56, 82, 85, 133, 134 165, 172, 173, 180, 186, 187, 191, 199, 200, 208, 242, 243, 264
<b>MI 6.9 Evidence confidence</b>	<b>High confidence</b>

## PERFORMANCE MANAGEMENT

*Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning*

<b>KPI 7: Strong and transparent results focus, explicitly geared to function</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.49</b>
<p>GPE's M&amp;E strategy is one of the central pillars of GPE's results-based management approach. GPE expects each of its partners to meet clear and specific goals and objectives, with accountability tracked through the newly established Results Framework. GPE partners are required to develop 'evidence-based' ESPs which provide credible strategies to improve access and learning for all children. In December 2015, GPE adopted a comprehensive results framework, divided into impact, outcome, country-level output, and global-level output, which is central to the delivery of its strategic plan. Its annual results report provides in-depth analysis on the extent to which targets for each of the 37 results indicators have (or have not) been met. Indicators and targets/milestones are set at each level of GPE's Results Framework. Sustainable Development Goal targets and indicators are used where they relate to GPE's mandate. A set of quality standards, including data, have recently been adopted by GPE through the strategic plan. The extent to which GPE is contributing to improved quality and availability of education sector data is incorporated into its results framework. Gender-disaggregated data in ESPs is highly uneven despite a requirement that sector plans be gender-responsive. The report <i>Girls' Education and Gender in Education Sector Plans and GPE-funded Programs</i> found that out of 42 ESPs, 8 did not include gender-disaggregated indicators. GPE's Proposal for a More Effective Operational Platform (2015) noted that knowledge and lessons from GPE grants were not systematically fed into country planning cycles to improve practice and results. Furthermore, GPE does not have a good methodology in place to optimise the use of knowledge gained by providing support to country-level programmes. Despite this, isolated examples from a sample of project reports imply that performance information is used to inform adjustments to GPE projects. The extent to which performance data is used to support dialogue at global, regional and country levels is unknown from the available evidence.</p>	

MI 7.1: Leadership ensures application of an organisation-wide RBM approach	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Corporate commitment to a results culture is made clear in strategic planning documents	4
Element 2: Clear requirements/incentives in place for the use of an RBM approach in planning and programming	4
Element 3: Guidance for setting results targets and developing indicators is clear and accessible to all staff	2
Element 4: Tools and methods for measuring and managing results are available	2
Element 5: Adequate resources are allocated to the RBM system	4
Element 6: All relevant staff are trained in RBM approaches and methods	2
MI 7.1 Analysis	Source document
<p>GPE's M&amp;E strategy is one of the central pillars of GPE's results-based management approach. GPE expects each of its partners to meet clear and specific goals and objectives, with accountability tracked through the newly established Results Framework. In addition, a systematic focus on results is applied to all of GPE's work and articulated in the Strategic Plan 2016-20 and the Monitoring and Evaluation Strategy (2016).</p> <p>GPE partners are required to develop 'evidence-based' ESPs which provide credible strategies to improve access and learning for all children. All interventions are expected to align with and progress GPE's goals and objectives, with the Results Framework being the primary tool for measuring progress and holding members of the Partnership to account.</p> <p>GPE provides guidance on the results framework and its indicators. Indicator methodologies are published online along with other documents including guidelines on how to implement gender-responsive education sector plans, quality assurances processes, and so force. Tools and methods for measuring results are available and accessible through the GPE library, such as the Results Framework. The Results Framework includes information on baselines and targets for each indicator. However, staff reflected that while there are guidelines available for results-based financing, they are very succinct and that GPE often receives applications not meeting those acceptable standards. Staff also stated completion reports from GAs are often received after the deadline (six months from completion). In other words, they arrive too late for staff to be able to incorporate the results into findings reports. Moreover, staff commented that countries are not interested in the Results Framework and that it is more of a corporate report which is intended for donors.</p> <p>GPE's M&amp;E strategy is essential to delivering the results-based management system. A budget of US\$8 094 000 was approved to deliver the M&amp;E strategy for FY2017- 21. A breakdown of the budget is available in the 2017 M&amp;E Strategy, which includes summative country program evaluations, prospective country evaluations, thematic and programmatic evaluations, and development impact evaluations. The M&amp;E Strategy also highlights how results and human resources should be utilised to deliver the results-based management approach and evaluation. It emphasises the need to adjust to a variety of different contexts, with particular focus on fragile and conflict-affected states. Lead education specialists are responsible for establishing and managing quality assurance and technical review processes which are required as part of GPE's new results-based funding model. Staff reforms have also helped to increase the number of experienced staff dedicated to country support.</p>	1, 3, 4, 5, 6, 35, 41, 46, 47, 48, 55, 72, 75, 79, 79a, 81, 95, 103, 110, 111, 149, 153, 155, 160, 165, 184, 198, 201, 202, 259, 265
MI 7.1 Evidence confidence	High confidence



MI 7.2: Corporate strategies, including country strategies, based on a sound RBM focus and logic	Score
Overall MI rating	Satisfactory
Overall MI score	2.40
Element 1: Organisation-wide plans and strategies include results frameworks	3
Element 2: Clear linkages exist between the different layers of the results framework, from project through to country and corporate level	2
Element 3: An annual report on performance is discussed with the governing bodies	2
Element 4: Corporate strategies are updated regularly	3
Element 5: The annual corporate reports show progress over time and note areas of strong performance as well as deviations between planned and actual results	2
MI 7.2 Analysis	Source document
<p>GPE produces an annual Results Report, providing in-depth analysis on the extent to which targets for each of the 37 results indicators have, or have not, been met. The Results Report is discussed annually with the Strategy and Impact Committee (SIC) and the Board. The Results Framework is updated as required, for example, to modify milestones and targets in response to updated baseline figures. The results report also provides comprehensive analysis of progress towards each of the 37 results indicators, including variations between planned and actual results. Yet, as the Results Framework has only recently been implemented, it is unclear how performance reporting has improved over time.</p> <p>The Results Framework is a corporate instrument for reporting results at different levels. Country indicators for ESPIGs are not set up explicitly for reporting directly to the Results Framework indicators. Due to the diversity of reports from grant agents and countries, data is not always standardised, and result indicators are not necessarily aligned with those of the Results Framework.</p> <p>The report is discussed with the Board annually. Overall, the annual results report shows mixed progress on results. Consequently, although the overall score is satisfactory based on the elements, the nature of the recent improvements and the lack of track record makes this a marginal scoring.</p>	1, 3, 4, 5, 18, 23, 35, 43, 46, 79, 79a, 80, 81, 82, 86, 165, 258
MI 7.2 Evidence confidence	High confidence
MI 7.3: Results targets set based on a sound evidence base and logic	Score
Overall MI rating	Satisfactory
Overall MI score	2.25
Element 1: Targets and indicators are adequate to capture causal pathways between interventions and the outcomes that contribute to higher order objectives	2
Element 2: Indicators are relevant to the expected result to enable measurement of the degree of goal achievement	2
Element 3: Development of baselines are mandatory for new interventions	2
Element 4: Results targets are regularly reviewed and adjusted when needed	3

MI 7.3 Analysis	Source document
<p>Indicators and targets/milestones are set at each level of GPE's Results Framework, including at the output, outcome, and impact levels. At the impact and outcome levels, GPE's theory of change aims to strengthen the capacities of national education systems in order to dramatically increase the number of girls and boys, young men and young women who are in school and learning. Staff members have indicated that GPE's theory of change captures what the Partnership is trying to accomplish and the pathways to change which see these results realised. Nevertheless, staff point out that causal pathways are difficult to identify at GPE because countries decide on grant use and provide contribution to results, while contribution cannot be attributed to causation.</p> <p>The Results Framework aligns with relevant SDG 4 targets and indicators. Staff members indicated that some targets are country-specific, and thereby cannot be compared across countries. Due to these differences, countries do not necessarily use the Results Framework indicators and instead use ones which have been tailored to their grants and priorities. Staff also reported that there were concerns that indicators are measuring the wrong aspects of a project. Some indicators are little more than a box-ticking process with little meaningful analyses conducted.</p>	1, 3, 4, 5, 6, 15, 24, 36, 38, 41, 51, 55, 76, 79, 79a, 82, 160
MI 7.3 Evidence confidence	Medium confidence
MI 7.4: Monitoring systems generate high quality and useful performance data	Score
Overall MI rating	Satisfactory
Overall MI score	2.29
Element 1: The corporate monitoring system is adequately resourced	3
Element 2: Monitoring systems generate data at output and outcome level of the results chain	2
Element 3: Reporting structures are clear	2
Element 4: Reporting processes ensure timely data for key corporate reporting, and planning	2
Element 5: A system for ensuring data quality exists	2
Element 6: Data adequately captures key corporate results	2
Element 7: Adequate resources are allocated to the monitoring system	3
MI 7.4 Analysis	Source document
<p>According to GPE 2020, the Partnership uses a set of quality standards to ensure that good quality data is captured for planning, implementation, and monitoring. GPE has made a considerable investment in its data collection systems in order to ensure that it can effectively monitor progress towards results and support decision making. This is reflected in the budget approved for its M&amp;E strategy (2016) up until financial year 2021. A key focus of GPE's Strategic Plan 2016-20 is to fund improvements in country-level data including learning outcomes.</p> <p>DCPs are required to report annually to GPE on the implementation of ESPs. This report is expected to include basic education data disaggregated by gender, socio-economic status, and results from learning outcomes assessments. GAs are required to report annually on grant implementation.</p>	1, 3, 4, 5, 6, 12, 14, 15, 16, 36, 38, 41, 43, 46, 53, 54, 56, 72, 79, 79a, 80, 81, 84, 85, 95, 103, 110, 119, 136, 137, 139, 141, 149, 151, 152, 153, 165, 167, 168, 175, 177, 184, 197, 198, 258

<p>Once a programme has been completed, a completion report is provided to the GPE Secretariat which includes a detailed analysis of whether the programme has facilitated the country's progress in terms of education outcomes. GPE reports on results at both the output and the outcome level. However, the availability of data is limited, particularly at the outcome level.</p> <p>A lack of quality data remains a challenge for GPE, particularly in terms of demonstrating progress at the outcome level. GPE's corporate data system relies on a variety of data sources. The outcome data relies on country systems, while the grant-level output data are collected at the organisational level (e.g. from ESPIGs). It is recognised that quality data is a system-wide challenge. GPE is developing a KIX to improve country data systems. There is evidence on gaps in reporting on key results, such as gender disaggregation in ESPs and the neglect of data relating to programme expenditure in JSRs.</p> <p>GPE's Results Reports capture data against each of the 37 indicators in the Results Framework, suggesting that the Partnership provides complete data for corporate reporting and planning. The Results Framework indicators, however, are too numerous to permit effective monitoring. The rationale for the inclusion of some indicators and omission of others is also unclear. It is understood that GPE intends to revise the Results Framework indicators for the next strategic plan period. A staff member commented that GPE has a data 'Round Table' with the private sector that has met twice since December. It is hoped that the Round Table will encourage the private sector to engage with GPE on developing better data collection systems and processes, demonstrating that there are active initiatives to improve data quality.</p>	<p>1, 3, 4, 5, 6, 12, 14, 15, 16, 36, 38, 41, 43, 46, 53, 54, 56, 72, 79, 79a, 80, 81, 84, 85, 95, 103, 110, 119, 136, 137, 139, 141, 149, 151, 152, 153, 165, 167, 168, 175, 177, 184, 197, 198, 258</p>
<b>MI 7.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 7.5: Performance data transparently applied in planning and decision-making</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.50</b>
Element 1: Planning documents are clearly based on performance data	3
Element 2: Proposed adjustments to interventions are clearly informed by performance data	3
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	2
Element 4: Performance data support dialogue in partnerships at global, regional and country level	2
<b>MI 7.5 Analysis</b>	<b>Source document</b>
<p>GPE 2020 and the Results Framework (2016) both draw heavily on the findings of the Independent Interim Evaluation of the GPE (2015). GPE's Proposal for a More Effective Operational Platform (2015) noted that knowledge and lessons from GPE grants were not systematically fed into country planning cycles to improve practice and results. This has resulted in a series of performance-based planning through the implementation and the review of ESPs and resulting action plans.</p> <p>However, it is less clear how management reviews performance data on the progress of the GPE intervention. Although the JSRs should contribute to this if regularly conducted, they will not cover all GPE-specific results framework indicators. There are internal programmatic meetings but no information was provided in a regular review process at country level other than for financial information that is reviewed twice a year. GPE does not have a strong methodology in place for optimising the use of knowledge gained in providing support to country-level programmes.</p>	<p>1, 3, 5, 14, 17, 21, 36, 41, 43, 43a, 43b, 46, 47, 51, 53, 55, 72, 75, 76, 77, 79, 79a, 80, 83, 95, 114, 122, 154, 159, 164, 165, 174, 178, 198</p>

GPE does communicate with country-level authorities in order to deliver new proposals. However, some staff members have indicated that they are not satisfied with the quality of performance data or the monitoring processes used to obtain it. The data in progress reports has been described as inadequate to accurately reflect programme contexts. JSRs are described by staff as “our best guess on how to monitor”.	1, 3, 5, 14, 17, 21, 36, 41, 43, 43a, 43b, 46, 47, 51, 53, 55, 72, 75, 76, 77, 79, 79a, 80, 83, 95, 114, 122, 154, 159, 164, 165, 174, 178, 198
<b>MI 7.5 Evidence confidence</b>	<b>High confidence</b>
<b>KPI 8: Evidence-based planning and programming applied</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.53</b>
<p>GPE’s evaluation function including country, thematic and programmatic evaluations, is delivered by the ‘Results and Performance’ sub-team of the GPE Secretariat. Therefore, the office responsible for evaluations is not structurally independent from the operations. It is unclear whether the Results and Performance sub-team is independent from other management functions, but the section does report to the Chief Technical Officer and to the Strategy and Policy Committee. The GPE Secretariat’s work plan and budget for financial year 2018 include a separate budget line for monitoring and evaluation, which was submitted to the GPE Board for approval (budgetary independence).</p> <p>GPE’s Monitoring and Evaluation Strategy (2016) proposes a suite of evaluations to 2020 including two types of country-level evaluations: summative and prospective evaluations; and programmatic and thematic evaluations. The Strategy also proposes a comprehensive and independent evaluation of GPE’s contribution to development results over the period of the current strategic plan, to be completed in 2020-21. Therefore, while the M&amp;E strategy is not a policy per se, it has elements of a policy within it. All GPE’s evaluation activities are expected to adhere to the Organisation for Economic Co-operation and Development – Development Assessment Committee (OECD-DAC) principles and criteria for the evaluation of development assistance.</p> <p>GPE Results Monitoring provides routine tracking and reporting of key information and tracks benchmarks that measure progress at each level of GPE’s Theory of Change. The indicators used in the Results Framework also establish common quality standards for all aspects of GPE’s operational model. Evidence suggests that new interventions are designed using the evidence-based development from previous programs and initiatives. For example, ESPs and ESAs are developed using lessons derived from previous ESPs. In addition, both Implementation Completion Reports (ICRs) and ESPIGs set out requirements to feed lessons back into the Partnership to be taken into consideration when designing new interventions.</p> <p>However, while requirements to apply lessons learnt to new interventions exist, there do not appear to be any incentives to do so. Mechanisms are in place to identify underperforming interventions. For example, LEGs monitor DCP’s implementation of their ESPs. The Secretariat also introduced an operational risk framework in 2016 to support a differentiated risk-based approach to quality assurance and monitoring, which also assists with the identification of underperforming interventions. Interventions which are not performing as expected are reported annually in GPE’s Portfolio Review.</p> <p>GPE does not yet regularly provide management responses to evaluations. However, the Independent Interim Evaluation of the Global Partnership for Education (2015) is the only evaluation available to date – and this evaluation did include a response. In that response, GPE outlined which recommendations were approved or would be further considered. Decision points and work that was already underway in response to the evaluation were also noted in the management response. Major areas of concern for GPE were highlighted during the last corporate evaluation. The information from this evaluation was then used to inform the strategic plan and make several amendments to the Secretariat. These areas of concern were then addressed. For example, GPE was criticised for lacking a robust M&amp;E strategy, which subsequently led the Partnership to introduce in 2016.</p> <p>Overall, the assessment for this KPI is affected by the fact that GPE has been only recently established and that it has just started implementing evidence-based planning and programming. In this respect, the process has been established and is being applied, but there is virtually no track record to make assessment of processes and quality with. Therefore, while the overall score for this KPI is satisfactory, there are clearly gaps that will need to be addressed as the new processes are implemented.</p>	

MI 8.1: A corporate independent evaluation function exists	Score
Overall MI rating	Highly satisfactory
Overall MI score	3.14
Element 1: The evaluation function is independent from other management functions such as planning and managing development assistance ( <i>operational independence</i> )	2
Element 2: The Head of evaluation reports directly to the Governing Body of the organisation ( <i>Structural independence</i> )	2
Element 3: The evaluation office has full discretion in deciding the evaluation programme	4
Element 4: A separate budget line (approved by the Governing Body) ensures <i>budgetary independence</i>	4
Element 5: The central evaluation programme is fully funded by core funds	4
Element 6: Evaluations are submitted directly for consideration at the appropriate level of decision-making pertaining to the subject of evaluation	3
Element 7: Evaluators are able to conduct their work throughout the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated ( <i>Behavioural independence</i> )	3
MI 8.1 Analysis	Source document
<p>GPE's evaluation function including country, thematic and programmatic evaluations, is delivered by the 'Results and Performance' sub-team of the GPE Secretariat. Therefore, the office responsible for evaluations is not structurally independent from the operations. GPE's Monitoring and Evaluation Strategy (2016) notes that the Results and Performance sub-team reports through the Chief Technical Officer to the Strategy and Policy Committee. The GPE Secretariat's work plan and budget for financial year 2018 include a separate budget line for monitoring and evaluation, which was submitted to the GPE Board for approval (budgetary independence).</p> <p>The Results and Performance sub-team of the GPE Secretariat delivers the Partnership's evaluation function and evaluations, which are fully responsible for deciding the evaluation programme. The budget for financial year 18 includes a separate budget line for monitoring and evaluation. This is independently managed by the Results and Performance sub-team. In addition, an independent technical review panel has also been established to review evaluations to ensure quality and objectivity. This process implies that evaluators can conduct their work free from interference.</p>	6, 28, 41, 42, 43, 43b, 76, 78, 81, 83, 134, 141, 165, 217
MI 8.1 Evidence confidence	Medium confidence

MI 8.2: Consistent, independent evaluation of results (coverage)	Score
Overall MI rating	Satisfactory
Overall MI score	2.60
Element 1: An evaluation policy describes the principles to ensure coverage, quality and use of findings, including in decentralised evaluations	3
Element 2: The policy/an evaluation manual guides the implementation of the different categories of evaluations, such as strategic, thematic, corporate level evaluations, as well as decentralised evaluations	3
Element 3: A prioritised and funded evaluation plan covering the organisation's planning and budgeting cycle is available	3
Element 4: The annual evaluation plan presents a systematic and periodic coverage of the organisation's Interventions, reflecting key priorities	2
Element 5: Evidence from sample countries demonstrate that the policy is being implemented	2
MI 8.2 Analysis	Source document
The scale of evaluations and the type of evaluation conducted can be modified depending on the overall ambition of the Board. The 2016 M&E strategy proposes that GPE move away from summative evaluations at the end of their five-year plan. Instead, the strategy suggests that evaluations should be undertaken periodically during the implementation of GPE's strategic plan. The M&E strategy provides an overview of the funding available for the overarching evaluation plan for GPE. The allocation of funding for M&E is set out in GPE's annual budget and the FFF. Furthermore, inception reports of country-level evaluations demonstrate that evaluation strategy is being implemented, but no specific examples or case studies are evident.	16, 21, 41, 42, 56, 73, 76, 79, 79a, 81, 100, 132, 160, 163, 217, 258
MI 8.2 Evidence confidence	High confidence
MI 8.3: Systems are applied to ensure the quality of evaluations	Score
Overall MI rating	Satisfactory
Overall MI score	3.00
Element 1: Evaluations are based on design, planning and implementation processes that are inherently quality oriented	3
Element 2: Evaluations use appropriate methodologies for data-collection, analysis and interpretation	3
Element 3: Evaluation reports present in a complete and balanced way the evidence, findings, conclusions, and where relevant, recommendations	3
Element 4: The methodology presented includes the methodological limitations and concerns	3
Element 5: A process exists to ensure the quality of all evaluations, including decentralised evaluations	3

MI 8.3 Analysis	Source document
<p>This MI focuses on whether there are systems available and applied to ensure the quality of evaluation. There were only two completed evaluations available to base evidence for these elements. There are currently no country-level programmatic or thematic evaluations available for review to date. Therefore, the assessment relies heavily on a low level of data. Nonetheless, based on the wording of the MIs, the overall conclusion is that the systems are satisfactory to date.</p> <p>The M&amp;E Strategy notes that GPE's evaluations should adhere to the OECD-DAC criteria of relevance, effectiveness, efficiency, impact, and sustainability. The reports reviewed used appropriate methodologies, which highlighted limitations and were of a satisfactory standard. The reports also provide balanced and complete evidence as well as appropriate conclusions and recommendations.</p> <p>There is also a quality assurance Secretariat Overview process in place within GPE. Countries are responsible for establishing indicators and means of verification for the quality assurance process for grants. Completion reports provided by partners, like the World Bank, follow a comprehensive, internationally recognised format, which sets out clear evidence, findings, conclusions and recommendations. Evaluation inception reports outline the limitations and concerns associated with the project.</p>	18, 41, 42, 43, 43a, 43b, 48, 49, 50, 51, 52, 53, 54, 73, 76, 77, 79, 80, 81, 132, 153, 158, 160, 161, 175, 216, 217, 224, 257, 258, 262
MI 8.3 Evidence confidence	High confidence
MI 8.4: Mandatory demonstration of the evidence base to design new interventions	Score
Overall MI rating	Satisfactory
Overall MI score	2.60
Element 1: A formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions	3
Element 2: Clear feedback loops exist to feed lessons into new interventions design	3
Element 3: There is evidence that lessons from past interventions have informed new interventions	3
Element 4: Incentives exist to apply lessons learnt to new interventions	2
Element 5: The number/share of new operations designs that draw on lessons from evaluative approaches is made public	2
MI 8.4 Analysis	Source document
<p>ESPs and ESAs are developed by lessons derived from past ESPs. Both ICRs and ESPIGs set out requirements to feed lessons back into the Partnership for further consideration when designing new interventions. The guidelines for ESP development state that the coordinating agency will distribute the ESPDG report to the LEG, compile feedback on lessons learned as part of the wider sector dialogue for discussion, and share these with the Secretariat. In addition, research and evidence has been used to inform new GPE interventions. Lessons learned from conducting ESAs have been documented and incorporated into recommendations that form the basis of new interventions. Staff indicated there is desire to use summative evaluations to feed into how the countries are working and to extract lessons in order to generate guidelines. Past Results Reports indicated that JSRs were weak in terms of quality and thus GPE used this data to provide better tools for JSRs.</p>	21, 29, 30, 35, 45, 46, 61, 79, 165, 248
MI 8.4 Evidence confidence	Medium confidence

<b>MI 8.5: Poorly performing interventions proactively identified, tracked and addressed</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Satisfactory</b>
<b>Overall MI score</b>	<b>2.75</b>
Element 1: A system exists to identify poorly performing interventions	3
Element 2: Regular reporting tracks the status and evolution of poorly performing interventions	3
Element 3: A process for addressing the poor performance exists, with evidence of its use	3
Element 4: The process clearly delineates the responsibility to take action	2
<b>MI 8.5 Analysis</b>	<b>Source document</b>
Mechanisms are in place to identify and manage underperforming interventions. For example, commitments made by DCPs in the development of their Education Sector Plan are monitored throughout implementation by the LEG via JSRs or similar country-led monitoring mechanisms. The LEG is expected to examine the cause of any major deviations from endorsed plans and commitments, including significant gaps between financing commitments and execution that threaten implementation, or shifts in policy priorities that affect the relevance of the endorsed plan. The Secretariat introduced an operational risk framework in 2016 to support a differentiated risk-based approach to quality assurance and monitoring. In addition, evidence from GPE's annual reporting processes implies that underperforming interventions are regularly monitored. The Risks and Finance Committee is responsible for overseeing risk management and ensuring that progress is being made on implementing mitigation measures.	21, 29, 30, 35, 45, 46, 61, 79, 165, 248
<b>MI 8.5 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 8.6: Clear accountability system ensures responses and follow-up to and use of evaluation recommendations</b>	<b>Score</b>
<b>Overall MI rating</b>	<b>Unsatisfactory</b>
<b>Overall MI score</b>	<b>1.80</b>
Element 1: Evaluation reports include a management response (or has one attached or associated with it)	2
Element 2: Management responses include an action plan and/or agreement clearly stating responsibilities and accountabilities	2
Element 3: A timeline for implementation of key recommendations is proposed	2
Element 4: A system exists to regularly track status of implementation	2
Element 5: An annual report on the status of use and implementation of evaluation recommendations is made public	1



MI 8.6 Analysis	Source document
<p>An Independent Interim Evaluation of the Global Partnership for Education (2015) is available and it included a management response. The 2015 evaluation recommended that GPE develop a strategic management framework based on the new strategic plan, which includes a results framework, monitoring plan, formal feedback mechanisms and an evaluation plan. The M&amp;E Strategy responds to this recommendation and indicates GPE's commitment to providing a management response to upcoming country-level, programmatic, and thematic evaluations. The Secretariat develops and manages M&amp;E reports while the GPE management propose actions for improvement based on report findings. The SIC then reviews findings, concurs with proposed actions and provides suggestions. The Board reviews all findings, makes final decisions regarding proposed actions, and holds the Partnership accountable for effective implementation. Further to the adoption of the M&amp;E Strategy, the management response to the Independent Interim Evaluation clearly states where recommendations were approved or will be further considered. The management response also noted key decision points and/or work that are already underway in response to each of the recommendations, although accountability for implementation of the agreed recommendations is not clearly defined. Timelines for implementation of the recommendations from the Independent Interim Evaluation are not proposed within the management response to the evaluation although the timelines for key decision points on next steps are included where relevant. The status of implementation of recommendations is tracked by SIC and the Board through the regular work-programme reviews and recommendations are integrated into the work-programme. However, there is no specific annual report on the status of use and implementation of evaluation recommendations.</p>	43, 77, 78, 133, 261
MI 8.6 Evidence confidence	Medium confidence
MI 8.7: Uptake of lessons learned and best practices from evaluations and other reports	Score
Overall MI rating	Unsatisfactory
Overall MI score	1.83
Element 1: A complete and current repository of evaluations and their recommendations is available for use	2
Element 2: A mechanism for distilling and disseminating lessons learned internally exists	2
Element 3: A dissemination mechanism to partners, peers and other stakeholders is available and employed	2
Element 4: A system is available and used to track the uptake of lessons learned	1
Element 5: Evidence is available that lessons learned and good practices are being applied	2
Element 6: A corporate policy for Disclosure of information exists and is also applied to evaluations	2

MI 8.7 Analysis	Source document
<p>GPE's last corporate evaluation was used to design the current Strategic Plan and the related improvements in the Secretariat. Major areas of concern highlighted by the evaluation were addressed, including GPE not having a theory of change and lacking a robust M&amp;E strategy. These findings were discussed and acted upon through a series of Board decisions and Secretariat work plans. A repository of evaluations and their recommendations is accessible through the Data and Results page of the GPE website.</p> <p>Lessons are disseminated to partners, peers and other stakeholders in GPE through the annual results report. In addition, lessons from previous results reports and best practices are available through the Data and Results page of the GPE website. Lessons from past results are used to inform that other projects and analytics data are available from the High Level Dashboard, which reflects on key findings of GPE work and makes recommendations to see that work improved or sustained. A corporate policy for disclosure of information is encompassed in GPE's transparency policy and is applied to evaluations. However, these recently developed mechanisms are not yet mature. Further work is required to implement effective dissemination of results which feed back into the uptake of lessons learned. While mechanisms for dissemination exist, there is no evidence to suggest that lessons and good practices are being used to inform new initiatives.</p>	1, 3, 4, 5, 42, 43, 46, 73, 76, 77, 79, 79a, 81, 164 165, 226, 244, 270, 273
MI 8.7 Evidence confidence	Medium confidence

## RESULTS

*Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way*

KPI 9: Achievement of development and humanitarian objectives and results e.g. at the institutional/corporate wide level, at the regional/corporate wide level and, at the regional/country level, with results contributing to normative and cross-cutting goals	KPI score
Satisfactory	2.33
<p>For GPE, there is a mixed picture of results achieved where results are available. The main challenge with the assessment of results is due to the limited level of information available. The results framework includes a number of indicators for which there are incomplete data. GPE's contribution to global results is not well traced such that results can be attributed to GPE support. The lack of country evaluations available is a limitation to the assessment of results; GPE began country-level evaluations in 2018 and only three were complete for this assessment. Nonetheless, where information is available, there is indication that positive results are being achieved. Consequently, overall the assessment of this KPI is a borderline, just achieving the required score for satisfactory (2.5).</p> <p>At global level, GPE presents broad trend analysis. This work establishes that while some trend directions for education worldwide and in partner countries are positive, others have slipped.</p> <p>The direct achievement of results by GPE is largely associated with the existing strength of systems and capacity of countries, and the coherence of partners' work. There has been some demonstrated success in strengthening civil society engagement in LEGs and policy and planning processes, in contribution to stronger governance and institutional capacity, and to education and financial reforms.</p>	

Results are variable both between and within countries, with positive improvements in some indicators but not all. The targeting of GPE funds to disadvantaged areas in some country grants has contributed to impact on equity; projects which target girls have had success, although at global level the rate of improvement in gender related indicators is less than that for other types of disadvantage. Challenges to results are associated with context, such as fragility, insecurity political or economic change, health crises and natural disasters. There are also aspects of weakness where GPE might be expected to contribute such as where there is poor, non-existent or unreliable data; country capacity; weaknesses in sector planning and dialogue; weak result frameworks, metrics and results chains.

Many GPE interventions are combined with, or complementary to, other larger programmes run by other development partners, which reduces the visibility of its specific contribution to reported results.

<b>MI9.1: Interventions assessed as having achieved their stated development and/or humanitarian objectives and attain expected results</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 9.1 Analysis</b>	<b>Source document</b>
<p>Intervention results in relation to achieving their stated development or humanitarian objectives are mixed. Reports find that targets have been achieved or surpassed for some indicators against baselines: for instance, primary and secondary school completion. However, other indicators such as out of school rates are not consistently achieved. While the GPE annual report notes that some trend directions are positive, others have slipped. Overall, there is a message that while results are limited at time of system improvement, more time is needed for system strengthening to take effect before the full benefit of results is evidenced.</p> <p>The 2015 GPE global evaluation found that there had been an increase in enrolment and an improvement in the measurement of learning outcomes showing system strengthening. However, progress towards many learning outcomes had not made much progress in the ten case study countries, although there were some mitigating factors of implementation challenges which are expected to be addressed through some of the system changes.</p> <p>The country with most demonstrated progress against intended results in this evaluation had stronger existing education systems, indicating the importance of existing capacity. In countries where results were less positive, this was due to issues of context: fragility, insecurity political or economic change, health crises such as Ebola, natural disasters; poor, non-existent or unreliable data; country capacity; weaknesses in sector planning and dialogue; weak result frameworks, metrics and results chains. In some cases, there is difficulty in attributing results to GPE interventions, since there may be other interventions in progress, as observed in the country completion reports and evaluations.</p>	<p>47, 49, 50, 53, 54, 56, 133, 134, 149, 165, 185, 188, 226, 227</p>
<b>MI 9.1 Evidence confidence</b>	<b>Medium confidence</b>

<b>MI 9.2: Interventions assessed as having realised the expected positive benefits for target group members</b>	<b>Score</b>
<b>MI rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 9.2 Analysis</b>	<b>Source document</b>
<p>Overall, there is little robust data on the extent to which interventions contribute to benefits for target groups. There is also an ambiguity in GPE's definition of beneficiaries as to whether these are children or government/education administrators and professionals. This is due to a lack of clear results data and country evaluations.</p> <p>There are examples (Bangladesh) of a result report showing a large (21%) increase in primary school completion rate over the five-year life cycle of the GPE grant, but no contextual data to show level of relative impact. An evaluation of Mongolia noted that targets for the project were all surpassed, though noting that not only attributable to GPE grant as the government also built kindergartens (the target group was under 5s). There is, however, a lack of evidence beyond these three evaluations on the results for target groups.</p> <p>In some countries, there has been deliberate targeting to disadvantaged groups and communities to address issues of equity, which has had a positive effect. For instance, the programmes in Ghana were targeted at disadvantaged areas. The percentage of beneficiaries from disadvantaged communities (using criteria of poverty, remoteness, and girls) exceeded the target of 50 %. In Vietnam, the GPE grant focused on scaling up the Primary Education for Disadvantaged Children Escuela Nueva pilot to all 63 provinces but with a specific focus on the 20 provinces with the most disadvantaged groups and it was successful in reaching them.</p> <p>Schools and administrative institutions are also seen as beneficiaries. Post completion surveys show that schools have seen the benefits of additional grants, supplies and training, although delays in disbursement are sometimes problematic. Education administrators have also commented positively on the benefits in terms of system strengthening. However, there is not a systematic approach to assessing benefits for these groups nor to defining them.</p>	50, 53, 54, 55, 56, 57, 149, 197
<b>MI 9.2 Evidence confidence</b>	<b>Little to no confidence</b>
<b>MI 9.3: Interventions assessed as having contributed to significant changes in national development policies and programmes (policy and capacity impacts), or needed system reforms</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 9.3 Analysis</b>	<b>Source document</b>
<p>There are some positive results shown from the GPE interventions in relation to contribution to significant changes in national development policies and programmes. For instance, the knowledge programme funded by GPE to improve and inform finance reforms has contributed to country reforms. In Uganda, the unit cost calculations developed with use of the GPE knowledge programme was used by the Ministry of Education to regulate private schools' fees and inform the decision-making process of the Ministry around whether to support tax reform on private schools. In Senegal, preliminary findings were used to help redefine the criteria for the 2015 school grant allocation model. In Vietnam, the school system piloted with GPE support was rolled out nationally. In Sierra Leone, GPE has made</p>	47, 53, 57, 134, 135, 165

transformative contributions to sector planning by providing incentives, guidelines and resources for sector plan development.	
The GPE model of funding for sector wide work through ESPDG and ESPIGs strengthens systems; but the positive impact of GPE inputs on change and system reform is not well evidenced. Global results for strengthening systems overall do not show improvement, although some countries do show substantial improvement. Sector plans overall have improved. Elements of World Bank reports (where the Bank is GA) show that there has been some impact on system reform, but it is not clear whether the GPE element contributed to this or whether it is part of the wider International Development Association (IDA) impact.	47, 53, 57, 134, 135, 165
<b>MI 9.3 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 9.4: Interventions assessed as having helped improve gender equality and the empowerment of women</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 9.4 Analysis</b>	<b>Source document</b>
The global reports show modest and slow improvements in relation to gender equality. "Gender parity has improved in recent years, for both access and completion, but slowly" (in 2014). In 2018, the GPE global results report notes that the gender parity dimension of the equity index has the highest level of achievement, although the slowest rate of increase. The rate of out-of-school children of primary school age continues to disfavour girls. At the lower secondary level, only 51% of GPE-supported DCPs were close to or achieved gender parity for completion, below the milestone of 56%, 36% of DCPs made progress in terms of equity with respect to socioeconomic status, as compared to 25% for the gender dimension of the equity index. This means that there is a need for increased attention regarding gender equality. Reasons for this slow increase are not given, other than a lack of sufficient focus on gender. It is important to note that where targeted action has been taken by GPE-supported DCPs, there has been some success in relation to improved gender equity.	47, 49, 50, 54, 133, 149, 165, 185, 188
<b>MI 9.4 Evidence confidence</b>	<b>High confidence</b>
<b>MI 9.5: Interventions assessed as having helped improve environmental sustainability/helped tackle the effects of climate change</b>	<b>Score</b>
<b>MI rating</b>	
<b>MI score</b>	<b>N/A</b>
<b>MI 9.5 Analysis</b>	<b>Source document</b>
No evidence available	
<b>MI 9.5 Evidence confidence</b>	
<b>MI 9.6: Interventions assessed as having helped improve good governance (as defined in 2.1.c)</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>

MI 9.6 Analysis	Source document
<p>GPE's operating model is built on supporting strong governance arrangements at country level by building the capacity of civil society through the CSEF and supporting the LEGs as coordinating bodies inputting to sector plan and grants. The model has had some success with assessed strengthening of national civil society coalitions supported by the CSEF. For instance, in a recent evaluation, CSEF was found to have made great progress in growing and diversifying membership of national education coalitions and in raising the political profile, aptitudes and capacities of national civil society coalitions. Reviews of country CSEF grants show a steady increase in the number of CSEF supported coalitions with formal links to LEGs, with 86% of coalitions actively participating in their country's LEG by the end of 2015. There has been an increase in the proportion of LEGs with Civil Society Organisation members. However, gaps remain in ensuring genuine engagement (rather than tokenism) of traditionally marginalised groups and grassroots groups. In many contexts, formal barriers to civil society participation in political processes remain in place, especially in FCACs as there is less community capacity to support civil society.</p> <p>Contribution to governments' role in governance is limited to the two completed country evaluations and elements of some World Bank reports. Sierra Leone's country evaluation found that available evidence only partly supported the GPE contribution claim related to strengthening education sector plan implementation, although progress had been made. It also notes that the GPE grant requirements are an important incentive for the development of sector plans. The process of engagement with GPE and the grant requirements helped to build capacity in sector planning, creating a stronger sector plan. However, there were still gaps in data, for example. In Ghana, there was strengthened decentralisation of governance and better ownership by the Ministry of Education.</p> <p>Results in Burkina Faso related to system strengthening were not all positive, and some indicators had deteriorated.</p> <p>Results reported globally on strengthening education sector plans show that the overall target for meeting the quality standard has been surpassed, although with variation in performance on the sub-components of strategies for equity, teaching and learning, and efficiency and between TEPs and ESPs. The proportion of DCPs committing domestic funding to education. The GPE target was exceeded for DCPs in aggregate but there was wide variation between DCPs, which weakened the results. It is not possible to attribute the results solely to GPE interventions despite their contribution.</p>	132, 133, 134, 149, 165
MI 9.6 Evidence confidence	Medium confidence
MI 9.7: Interventions assessed as having helped improve human rights	Score
MI rating	Satisfactory
MI score	2.5
MI 9.7 Analysis	Source document
<p>GPE's approach to human rights is implicit in that it enables children to access their right to education and to equal access. Some GPE grants explicitly target disadvantaged or marginalised groups other than girls and have had success. For instance, the Nepal programme increased cohort survival of the most lagging districts to the same as others; and developed textbooks and curriculum in the relevant minority languages, a key element in ensuring children from marginalised groups participate. Evaluations and the results framework do not focus on human rights explicitly.</p>	3, 149, 165, 185

GPE also supports countries with humanitarian contexts and fragility to, and uses three modalities to help address FCACs' needs according to context which include emergency preparedness, restructuring grants to meet urgent needs, and supporting transitional education planning, as a starting point for policy coordination when countries are emerging from a crisis. There is however no explicit approach to strengthening, or assessing contribution to, human rights within the GPE model or results framework.	3, 149, 165, 185
<b>MI 9.7 Evidence confidence</b>	<b>Medium confidence</b>
<b>KPI 10: Relevance of interventions to the needs and priorities of partner countries and beneficiaries, and extent to which the organisation works towards results in areas within its mandate</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.17</b>
<p>Overall, GPE has designed its systems to respond to the specific needs of each country to develop its education system. The process of developing the ESPs through the initial grants and then developing an investment plan in relation to jointly identified priorities through the LEGs is a strategic approach to optimise the relevance of GPE support.</p> <p>At the same time, many GPE interventions are combined with, or complementary to, other larger programmes run by other development partners, which can reduce visibility of its specific contribution to reported results. Results do not appear to be linked to a coherent approach by partners, and there is reported continuing fragmentation, despite the operation of the LEGs. This is due to variability in the quality of LEGs and hence the prioritisation process may not be fully appropriate.</p> <p>The lack of country evaluations available is a limitation to the assessment of results. GPE began country-level evaluations in 2018. Intervention results and relevance to target groups are not consistently reported in completion reports. The relevance to groups is in principle built into the grant design development process. However, results reports do not allow clear assessment of relevance. Findings from the first two country evaluation reports show limitations to the extent to which interventions are responding well to needs. There is mixed evidence on the extent to which interventions are assessed as having helped contribute to the realisation of national development goals and objectives. At the end of FY17, only 28% of GPE grants active at any time in FY17 met the GPE alignment criteria, significantly below the GPE's own milestone of 41%. Thus, while the overall approach to relevance is sound and operational, the detailed processes and the assessment of results in particular is lacking.</p>	
<b>MI 10.1: Interventions assessed as having responded to the needs/priorities of target groups</b>	<b>Score</b>
<b>MI rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 10.1 Analysis</b>	<b>Source document</b>
Intervention results and relevance to target groups are not consistently reported in completion reports. The relevance to groups is in principle built into the grant design development process, but results reports do not allow clear assessment of relevance. Beneficiary groups can be any or all of children, government/administrators or education professionals. The ESP is based on a thorough context analysis, and the quality is assured through an appraisal process before progressing to an ESPIG. The relevance to groups is, therefore, in principle built into the grant design development process. The effectiveness of implementation and continued relevance of intervention is not reported on in results reports. However, the recent adoption of country-level evaluations will enable the relevance to population need to be evaluated and reported on.	46, 53, 133, 134

<p>The lack of country evaluations is a limitation to the assessment of results. GPE began country-level evaluations in 2018. Findings from the first two evaluation reports show limitations to the extent to which interventions are responding well to needs. One of the two recent country evaluations found that while the objectives themselves are relevant to the key gaps identified in the country's 2008 Sector Analysis Report, the relevance of the ESP as a plan for addressing sector gaps other than basic education is weak due to a limited ownership by stakeholders. The other country evaluation found evidence some interventions were not effective as they were not well designed to meet an identified need in local context. The GPE country summative evaluation methodology, only recently adopted, is already showing a more nuanced approach to assessing relevance and responsiveness to need.</p>	46, 53, 133, 134
<b>MI 10.1 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 10.2: Interventions assessed as having helped contribute to the realisation of national development goals and objectives</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 10.2 Analysis</b>	<b>Source document</b>
<p>GPE has firmly positioned itself as a fund mechanism to support national education systems. Its documentation is unequivocal on GPE's role in this particular regard. The new Financing and Funding Framework with different funding mechanisms is a demonstration of the growing capability of GPE in working with DCPs. The new FFF also shows how the resources are used to facilitate country-level partnerships towards systems development in the national education sector to align with country goals, systems and contexts. Furthermore, education sector planning, country coordination, and coherence in education sector prioritisation are strengths of GPE. The funds are effective in placing attention on sector development priorities and there is emerging evidence of the success of supported programmes.</p> <p>Nonetheless, there is limited and mixed evidence on the extent to which interventions are assessed as having helped contribute to actual realisation of national development goals and objectives. There are positive examples, particularly related to the use of the variable tranche and the close involvement of the government is seen as a positive process step to ensure alignment with national objectives. However, at the end of financial year 2017, only 28% of GPE grants active at any time in FY17 met the GPE alignment criteria, significantly below the milestone of 41%. GPE grants are aligned with the country's sector plan but generally not aligned with the government's finance, expenditure, accounting and audit systems. Overall, the contribution of GPE to national development goals and objectives is positive but needs substantial work to demonstrate the realisation of these goals in a more rigorous way.</p>	53, 56, 114, 165, 185
<b>MI 10.2 Evidence confidence</b>	<b>Medium confidence</b>



<b>MI 10.3: Results assessed as having been delivered as part of a coherent response to an identified problem</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 10.3 Analysis</b>	<b>Source document</b>
<p>The GPE support for national education systems includes the comprehensive study of the education system. This is a fundamental step in delivering support in a coherent manner to an identified and prioritised set of issues. The subsequent planning and investment approach is then based on the problem identification approach. The increase in focus and resources on these issues is design to deliver results in a coherent approach.</p> <p>Harmonisation through co-financing and using the sector pooled funding mechanism is seen by GPE as a method to prevent a fragmentation of aid. However, the GPE target for pooled funding mechanisms was underachieved in FY17 (37% compared to a milestone of 48% for FY17). The GPE model, which has a country-level approach, does not explicitly identify its contribution to results.</p> <p>While GPE's intent and operating model is to reduce fragmentation and there are positive experiences of this matter, it has not always been effective in practice and results do not appear to be linked to a coherent approach by partners. There are verbally reported instances of GPE's convening function leading to improved coherence but there is little evidence on impact. Similarly, fragmentation undermines coherence across partners' activities and funding. Where there are strong partnership models, as in Vietnam, preparation was collaborative and benefitted from a deliberative process between the ministry, development partners and the World Bank; good results were then achieved. Other countries have experienced more variable and fragmented approaches. Thus, the basic work of investing in a coherent approach is valid and in itself a positive result. The challenge now is to track and demonstrate results in resolving key issues identified through the processes.</p>	54, 56, 57, 165, 185, 228
<b>MI 10.3 Evidence confidence</b>	<b>Medium confidence</b>
<b>KPI 11: Results delivered efficiently</b>	<b>KPI score</b>
<b>Unsatisfactory</b>	<b>2</b>
<p>The grant management system reports broadly on whether disbursement and implementation is "on track" or "delayed", rather than against specific time targets which are consistent across the organisation. An explanation is provided for each country where there are delays. The annual results report 2018 reports that the proportion of GPE programme grants assessed as on track did not achieve the 2017 milestone (indicator 25). The 2016 and 2017 Portfolio Reviews identified three main causes of delay: (1) technicalities in the methodology used to assess grants; (2) unforeseen country-related challenges; and (3) capacity, system or programme design issues. It is notable that many delays do relate to countries that are FCACs and are experiencing internal turmoil and governance challenges. Thus, GPE is working within the context of countries where delays are inherent.</p> <p>Delays to implementation continue to be an issue for GPE. While some delays are due to unforeseen country challenges such as changes in political leadership or in the national education policy, conflicts, lack of accessibility due to security concerns, or withdrawal of a funding agency, others are delayed by challenges in planning and setbacks at the launch stage. These process and system setbacks include delays by countries in recruiting key positions for implementation of grant activities, delays in approvals from government authorities or delays in development of needs assessment or action plan. Furthermore, there are implementation challenges during project rollout, including irregularities in procurement at country level, irregularities in safeguards procedures, delays with technical support from development partners and coordination issues between the grant agent and the government. GPE interventions can be more efficient than provision by the country. For instance, the unit cost of teacher training or textbook supply can be reduced and so there may be efficiency gains at country level. World Bank</p>	

analyses of the cost and benefits of country programmes found positive results in four countries with completion reports. The contribution of GPE to improving education and the management of education makes systemic efficiency contributions to the country's economy and resources.

The Independent Interim Evaluation (2015) found that the cumulative disbursement rate had remained above 50 percent per year since 2010 compared to a previous cumulative distribution rate that was below 50 percent. Nonetheless, this is indicative of slight improvements in GPE's efficiency in disbursing committed funds. Given that the structure of GPE as a fund is designed to create a more efficient delivery system of resources for the national systems, an evidence base of greater progress in line with targets should be substantiated.

<b>MI 11.1: Interventions assessed as resource/cost efficient</b>	<b>Score</b>
<b>MI rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 11.1 Analysis</b>	<b>Source document</b>
<p>GPE has a goal to increase the efficiency of country education systems in delivering educational services. These assess the extent to which DCPs increase or maintain their domestic funding; the indicator has been exceeded and this is a positive result, but there is variation between DCPs and it is not yet clear what the key interventions are in achieving additional leverage. Furthermore, it is not clear whether the additional funding is a result of cost-shifting from other priorities or is an actual net gain for the education sector.</p> <p>The supply of trained teachers is an indicator used by GPE for efficiency and the pupil: teacher ratio has overall (globally) deteriorated to 2017. However, the GPE interventions can be more efficient than provision by the country. For instance, the unit cost of teacher training or textbook supply can be reduced, and therefore there may be efficiency gains at country level. A World Bank analysis of the CBA of country programmes found positive results in four countries with completion reports. An unintended consequence observed in many of the countries (ten countries in evaluation) was the diversion of funds away from education, or within education, away from basic education. This happened both at the national level and at the local level. Overall, more evidence is required to make a definitive assessment with regard to the extent to which interventions are resource/cost efficient.</p>	46, 50, 53, 56, 57, 165, 185
<b>MI 11.1 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 11.2 Analysis</b>	<b>Source document</b>
<p>Delays to implementation has been a pervasive issue for GPE but the 2018 Results Report finds that timely implementation of grants has recently improved, with 79% (38 out of 48) on track though it is slightly short of the 82 percent milestone for 2017.</p> <p>Some delays in grant implementation are due to unforeseen country challenges such as changes in political leadership or in the national education policy, active conflicts, lack of accessibility due to security concerns, or withdrawal of a funding agency. Other delays are delayed by challenges in planning and setbacks at the launch stage. These setbacks include delays by countries in recruiting key positions for implementation of grant activities, delays in approvals from government authorities or delays in development of needs assessment or action plan.</p>	165, 185

There are also often implementation challenges during project rollout. These include irregularities in procurement at country level, irregularities in safeguards procedures, delays with technical support from development partners and coordination issues between the grant agent and the government. There are particularly acute in FCACs. Overall, despite a satisfactory performance and slight improvements, GPE correctly notes in the 2018 Results Report that this as a continuing concern.	165, 185
<b>MI 11.2 Evidence confidence</b>	<b>Medium confidence</b>
<b>KPI 12: Sustainability of results</b>	<b>KPI score</b>
<b>Satisfactory</b>	<b>2.17</b>
<p>GPE operational model focuses on strengthening of country systems and procedures and in building capacity. In this regard, the underlying approach is towards sustainable systems. At the institutional level, the work in planning and institutional strengthening does generate satisfactory results as evidenced through KPIs 8, 9 and 10. However, there is little work yet carried out on verifying sustainability. GPE has recently intensified work on assessing long-term risks to sustaining benefits post intervention such as: the macroeconomic outlook; fiscal crisis; system weaknesses including lack of qualified teachers and resources to pay them; weak government capacity on procurement; lack of a national strategy for scaling up improvements; weaknesses in Education Management Information System (EMIS); and weak public finance management. This work is expected to strengthen capability assessments and sustainability mechanisms, but this work is at a nascent stage.</p> <p>In more successful projects (from two reviewed completion reports), there is evidence of continued benefits, built on strengthened systems and capacity. In some cases, this has built on existing capacity.</p> <p>Fragile and Conflict-Affected Countries (FCACs) present fewer examples of continuing benefits. Although GPE uses a specific transitional education plan model to support recovery and resilience in emergency and humanitarian contexts, their impact on results has not yet been explicitly reported. There is evidence of building financial capacity and domestic financial commitment to support education, albeit with less success in FCACs. The extent to which GPE grants strengthen the environment for development is not evident yet, since the majority of GPE grants continue to use relatively fragmented (stand-alone) aid implementation mechanisms that are weakly integrated into national systems.</p>	
<b>MI 12.1: Benefits assessed as continuing or likely to continue after project or programme completion or there are effective measures to link the humanitarian relief operations to recovery, to resilience and eventually to longer-term developmental results</b>	<b>Score</b>
<b>MI rating</b>	<b>Unsatisfactory</b>
<b>MI score</b>	<b>1.5</b>
<b>MI 12.1 Analysis</b>	<b>Source document</b>
<p>The extent to which GPE grants strengthen the environment for development is not yet evident. Inadequate measurement and evaluation of results limit the assessment on sustainability and are the main area in need of improvement. Little appropriate baseline information is collected. It is also necessary to collect post-project data so that the sustainability of interventions can be assessed to evaluate a greater proportion of programmes and projects.</p> <p>From five country-level reports with relevant information, it was reported that the programmes in the four fragile states were highly vulnerable to the impact of contextual factors such as macroeconomic outlook; fiscal constraints; high level of DPs' investment in the education sector as well as system weaknesses including lack of qualified teachers and resources to pay them. The strongest example of success came from a politically stable lower-to-middle-income country.</p>	55, 56, 57, 133, 134, 154, 185

Although GPE uses a specific TEP model to support recovery and resilience in emergency and humanitarian contexts, their impact on results has not yet been explicitly reported.	55, 56, 57, 133, 134, 154, 185
<b>MI 12.1 Evidence confidence</b>	<b>Medium confidence</b>
<b>MI 12.2: Interventions assessed as having built sufficient institutional and/or community capacity for sustainability, or have been absorbed by government</b>	<b>Score</b>
<b>MI rating</b>	<b>Satisfactory</b>
<b>MI score</b>	<b>2.5</b>
<b>MI 12.2 Analysis</b>	<b>Source document</b>
<p>GPE's partnership model demonstrates the engagement of member countries in the education section and the respective ownership of the GPE processes within their countries. In order for the GPE processes in country to be activated, a level of commitment is required by the member country in both financial and human resources. Therefore, a simple indication of action by governments is evidenced in the active flow of resources into the country.</p> <p>Furthermore, there is some evidence of GPE's interventions contributing to building financial capacity and commitment to support education. Between 2002 and 2013, for countries where data is available, an increase in the average percentage point of public expenditure on education in the presence of GPE was higher than in low-to-middle-income countries, in terms of both a percentage of total expenditure and a percentage of GDP. However, while GPE grants are aligned with the country's sector plan, they are not all aligned with the government's finance, expenditure, accounting and audit. Therefore, it is not clear to what extent they strengthen the domestic environment for education financing. Only 12 percent of ESPIGs fully correspond to the Partnership's objective of more and better financing as being aligned and pooled.</p> <p>The evidence available from the limited base of the two country evaluations only partly supports the GPE contribution claim related to more and better international and domestic financing. It was also found that models of supervising/managing entities are not fully aligned with the principles of national ownership and mutual accountability, and that they do not explicitly spell out technical or capacity development responsibilities beyond the process of developing the GPE grant proposals. This indicates that capacity building is not always effective/undertaken.</p> <p>At the same time, there is limited evidence of continued benefits and sustainability of GPE interventions built on strengthened domestic systems and capacity. There is variable evidence of building domestic financial commitment to ongoing support for education, albeit with less success in FCACs. Completion reports for four countries note various challenges: limited human and fiscal capacity within government; continued weakness in EMIS; weak public finance management; a need for a stronger operational dialogue between governance structures and educational institutions, with a special attention to include religious and ethnic institutions.</p>	46, 51, 53, 54, 57, 72, 133, 134, 149
<b>MI 12.2 Evidence confidence</b>	<b>Medium confidence</b>

MI 12.3: Interventions assessed as having strengthened the enabling environment for development	Score
MI rating	Satisfactory
MI score	2.5
MI 12.3 Analysis	Source document
<p>The focus on the ESP and country objectives and partnership model provides the basis for potential strengthening of the wider enabling environment for development. A large part of GPE's commitment is to develop the financing required to sustain the system building that leads to educational results. It has had success through its recent replenishment programme in doing this. The second replenishment pledging conference raised an additional US\$28.5 billion for GPE. Of this, \$26 billion was committed by developing countries who desired to increase their domestic funding for education. The approach to capacity building is not always well defined.</p> <p>The increased focus on the education system as part of the activation process for the establishment of LEGs, and the subsequent ESPs and ESPIGs developed by the LEGs act as a stimulus for activity. The flow of grant funding demonstrates the extent to which country partners are exerting efforts to develop the grant applications and implement funded activities. This activation itself contributes to a stronger national dialogue and activity around the education sector. The specific activities supported through the GAs and CAs also contribute to supporting sector activities that are designed to in turn address critical bottlenecks in the system to enable other parts of the system to function.</p> <p>A large part of GPE's commitment is to develop the financing required to sustain the system building that leads to educational results. It has had success through its recent replenishment programme. However, while GPE grants are aligned with the country's sector plan, they are not all aligned with the government's finance, expenditure, accounting and audit. Therefore, it is not clear as to what extent they strengthen the domestic environment for education financing. GPE also notes that the Partnership has not been well positioned to have an impact on mitigating the risk surrounding domestic financing, except during the upstream application of the funding model. A new policy is under development as part of the FFF which aims to mitigate this risk but is not yet in place. Based on the grant proposals received, the country team representatives state that the majority of national systems continue to rely on relatively fragmented (stand-alone) aid implementation mechanisms that are weakly integrated into national systems. Consequently, continued efforts are required to shift education systems and the current level of information is not sufficient to give strong evidence of the longer-term results of the initial positive progress in this regard.</p>	134, 165, 185
MI 12.3 Evidence confidence	Medium confidence

## Annex 2. List of documents

### Notes:

1. Document numbering is not sequential in some places due to GPE providing updated/duplicate documents during the review process. Duplicates have been removed.
2. GPE, in some cases, does not have its own published documents and processes but relies on internal World Bank Group processes or was just in the process of generating new documents. In order to gather evidence of GPE's application of policies and systems, GPE provided access to on-line internal documents, or processes for MOPAN team review. These references are marked accordingly.
3. As noted in the methodology limitations, GPE is an evolving organisation that was just completing a restructure. For this reason, key draft internal documents that reflected recent completed organisational changes were accepted for inclusion in the reviewed documents list. These references are marked accordingly.

All document listed below are GPE publications or official open access documents, unless indicated otherwise.

1. GPE (2016), *Strategic Plan 2016-2020*
2. GPE (2017), *Decision framework – Report from the Governance and Ethics Committee*
3. GPE (2016), *GPE Results Framework: Baselines, Milestones, and Targets*
4. GPE (2017), *Results Framework Methodologies*
5. GPE (2017), *Results Report 2015-2016*
6. GPE (2017), *Secretariat Work Plan and Budget FY18*
7. GPE (2015), *Consolidated Annual Financial Report 2015*
8. GPE (2016), *GPE Membership Process*
9. GPE (2015), *GPE Funding Model – Factsheet*
10. GPE (2016), *Charter of the Global Partnership for Education*
11. GPE (2017), *GPE Replenishment 2020 – Case for Investment*
12. GPE (2017), *Financial Forecast – Report from the Finance and Risk Committee*
13. GPE (2017), *CEO's Report to the Board of Directors*
14. GPE (2017), *Mid-term Review 2015-2018 Replenishment Report*
15. GPE (2017), *Girls' Education and Gender in Education Sector Plans and GPE-funded Programs*
16. GPE (2017), *Assessment of GPE's Financing and Funding Framework*
17. GPE (2017), *Working Paper #1 Effective Joint Sector Reviews as (Mutual) Accountability Platforms*
18. GPE (2017), *How GPE Improves Development Effectiveness – factsheet*
19. GPE (2017), *Program Implementation Grant Status and Disbursements* (Internal document)
20. GPE (2016), *GPE MOU with UNHCR*
21. GPE (2017), *Risk Management Report #5 – Report from the Finance and Risk Committee*
22. GPE (2015), *GPE Proposal for a More Effective Operational Platform*
23. GPE (2016), *Gender Equality Policy and Strategy 2016-2020*
24. GPE (2017), *Guidance for Developing Gender-Responsive Education Sector Plans*
25. GPE (2013), *GPE Operational Framework for Effective Support to Fragile and Conflict-Affected States*
26. GPE (2017), *How GPE Works in Partner Countries*
27. GPE (2017), *Global Governance Manual*
28. GPE (2017), *Update on Secretariat HR plan/capacity*
29. GPE (2015), *Risk Management Policy*
30. GPE (2016), *Operational Risk Framework (Annex 3)*
31. GPE (2017), *Contributions and Safeguards Policy*
32. GPE (2017), *Roadmap for GPE Engagement with the Private Sector and Foundations*

33. GPE (2016), *Knowledge and Good Practice Exchange Strategy*
34. GPE (2016), *Conflict Resolution Procedures*
- 34a. GPE (2017), *Policy on Conflicts of Interest*
35. GPE (2014), *Operational Framework for Requirements and Incentives in the Funding Model of the GPE*
36. GPE (2017), *Guidelines for Education Sector Plan Implementation Grants (ESPIG)*
37. GPE (2016), *Policy and Communications Protocol on Misuse of Trust Funds*
38. GPE (2016), *Policy on Education Sector Program Implementation Grants*
39. GPE (2015), *Policy on Transparency*
40. GPE (2016), *Corporate Engagement Principles*
41. GPE (2016), *Monitoring and Evaluation Strategy*
42. GPE (2017), *Terms of Reference: Country Level Evaluations, 2017-2020*
43. GPE (2015), *Independent Interim Evaluation of the Global Partnership for Education*
- 43a. Universalia (2015), *GPE Independent Evaluation Synthesis Reports*
- 43b. Universalia (2015), *GPE Independent Interim Evaluation of the GPE*
44. GPE (2017), *Annual Portfolio Report of the Global and Regional Activities (GRA) program as at 30 June 2016*
45. GPE (2016), *Portfolio Review 2016*
46. GPE (2014), *Results for Learning Report 2014-15*
47. NORAD (2015), *Evaluation of Norwegian Multilateral Support to Basic Education: Synthesis Report*
48. GPE (2016), *GPE's Engagement on Domestic Financing for Education*
49. World Bank (2016), *Ghana project P129381 completion report*
50. World Bank (2016), *Ghana project P129381 results report*
51. World Bank (2017), *Liberia project P117662 completion report*
52. World Bank (2016), *Mongolia project P125445 completion report*
53. World Bank (2016), *Mongolia project P125445 results report*
54. World Bank (2016), *Vietnam project P120867 results report*
55. GPE (2017), *Methodology Sheet for Global Partnership for Education (GPE) Indicators – Indicator 1*
56. GPE (2017), *Financing and funding framework*
57. GPE (2017), *Review of GPE Governance, extract of results for on-line governance survey*
58. GPE (2017), *Board Orientation Good Governance*
59. GPE (2017), *Committee Structure, Mandates, Operations, and Expectations*
60. GPE (2016), *Board and Committee Operating Procedures*
61. GPE (2017), *Strategy and Impact Committee Terms of Reference*
- 61a. GPE Grants and performance committee terms of reference
- 61b. GPE Governance and ethics committee terms of reference
- 61c. GPE Finance and risk committee terms of reference
62. GPE (2017), *Coordinating Committee Terms of Reference*
63. GPE (2017), *Conflict of Interest Policy and Policy Acknowledgement*
64. GPE (2015), *Corporate Engagement Principles and Conflict of Interest*
65. GPE (2017), *Avoiding Conflict of Interest: Guidelines for Business Engagement*
66. GPE (2017), *CEO Performance Feedback*
67. GPE (2015), *Board Chair Terms of Reference*
68. GPE (2017), *Vice Chair Terms of Reference (under development: includes robust selection process)*
70. GPE (2017), *Board and Committee Self-Assessment*
71. GPE (2018), *Confidentiality Statement Misuse of Trust Funds and Acknowledgement Policy on Conflicts of Interest*
72. GPE (2017), *Human Resources Plan (2018-2020)*
73. OPM (2018), *Evaluation study on the GPE's support for civil society engagement – inception report*
74. GPE (2017), *Development and Implementation of an Evaluation Study of the Effectiveness and Efficiency of Developing Country Partners' (DCP) Pre-Board Meetings in the Context of GPE 2020*

75. GPE (2017), *Lead Education Specialist – Quality Assurance and Results and Performance Terms of Reference*
76. Universalia (2018), *Design and implementation of GPE 2020 Country-level Evaluations 2017-2020 Final inception report January 2018*
77. GPE (2017), *GPE Management Proposed Actions In Response To Milestones Missed For 2016*
78. GPE (2017), *Proposed Governance of M&E Strategy Implementation and Update on M&E Strategy*
79. GPE (2017), *GPE Results Framework Indicator Updates*
- 79a. GPE (2017), *Results Framework Indicator Updates September 2017*
80. GPE (2017), *Terms of Reference for Independent Technical Review Panel (ITRP) for: GPE 2020 Country-level Evaluations, 2017-2020*
81. GPE (2017), *Advocacy And Social Accountability Design Paper*
82. GPE (2017), *Knowledge and Innovation Exchange Design*
83. GPE (2017), *About the Training: Gender-Responsive Education Sector Planning (GRESPE)*, <https://un-gei.wixsite.com/grsp-workshops>
84. GPE (2018), *Financing Conference: An Investment in the Future*
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86. GPE (2014), *Results for Learning Report 2014-15*
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88. GPE (2016), *Advancing Gender Equality in Education Across GPE Countries*
89. GPE (2017), *At a Glance – Gender Equality Policy and strategy 2016 – 2020*
91. NORAD (2017), *Rising to the challenge*
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93. WBG (2017), *WBG – UNGEI Framework Agreement (2017)*
94. WBG (2017), *WBG – UIS Ancillary Agreement (2017)*
95. WBG (2014), *Implementation Completion and Results Report Guidelines Updated July 2014*
96. GPE (2017), *WBG SAP screenshots*
97. GPE (2018), *Sample extract from a management letter showing management response* (Internal document)
98. GPE (2018), *PowerPoint on QAR* (Internal document)
99. GPE (2017), *Sample e-mail information to NORAD*
100. GPE (2017), *Sample Back-to-Office Report (BTOR)*
101. GPE (2016), *Minimum standards for local education groups*
102. GPE (2017), *Roadmap on alignment (PPT presentation made to GPC, extracted from Strategic note)*
103. GPE (2016), *Guidelines for education sector plan development grants*
104. GPE (2017), *Program development grant application form*
105. GPE (2016), *Quality Assurance Review Process – Phase II. Education Sector Program Implementation Grants. Guidance Note For Consultants*
106. GPE (2016), *QAR II Report template*
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109. GPE (2017), *Education Sector Program Implementation grant application*
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115. WBG (2016), *Internal audit vice-Presidency. Annual Report FY 16*
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135. GPE (2017), *Eligibility, Allocation, And Proportionality: Recommendations From The Strategic Financing Working Group*
136. GPE (2017), *Guidelines For Education Sector Program Implementation Grants – ESPIG*
137. GPE (2017), *Preliminary Findings And Recommendations: Board And Committee Self-Assessments*
138. GPE (2018), *GPE Governance PowerPoint Presentation*
139. GPE (2005), *Guidelines for Education Sector Plan Preparation + Template, Secretariat ESP initial comments*
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141. GPE (2018), *Disbursement projections and monitoring process*
142. Willis Towers Watson (2017), *Sustaining the Gains: Feasibility of Risk. Financing for Education. Summary Report*
- 142a. Willis Towers Watson (2017), *GPE Task Three Report Annexes Final*
- 142b. Willis Towers Watson (2017), *GPE Task Two Report Annexes Final*
143. Willis Towers Watson (2017), *Sustaining the Gains: Feasibility of Risk. Financing for Education. Summary Report Task 1 Report: Shocks and disruption to education, and quantification of impacts + Annexes Task one, Task Two and Task Three*
144. GPE (2017), *Learning Resilience: Testing The Feasibility Of Risk Finance To Protect Education Systems*
145. GPE (2017), *Disaster Risk Approach: Inclusion Criteria and Next Steps*
146. GPE (2017), *Advancing The Systems Strengthening And Aid Alignment Agenda Strategic Note*
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148. GPE (2016), *Building stronger education systems delivers results – Slideshow/Infographic*
149. WBG (2017), *The World Bank Implementation Completion And Results Report To Nepal For A School Sector Reform Program*
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154. GPE (2018), *Advocacy and Social Accountability Mechanism Strategy and Impact Committee Powerpoint presentation*
155. GPE (2017), *ESA Methodological Guidelines Volume 3 Chapter on Inclusive Education covering children with disabilities*
156. GPE (2018), *Education Sector Analysis Methodological Guidelines Volume 3 “Managing stakeholders and building support for education system reforms”* (internal document in draft format with Track Changes)
157. GPE (2018), *GPE Guidelines for the Monitoring of National Education Budgets*
158. GPE (2018), *Analysis of the functioning and effectiveness of the educational administration: A Guideline* (Draft Internal document)
159. GPE (2018), *Joint Sector Reviews in the Education Sector A practical guide for organizing effective JSRs – Final Version for Designers* (Draft Internal document)
160. GPE (2017), *ESP Assessment Methodology – excel spreadsheet*
161. GPE (2018), *Quality Assurance Secretariat Overview* (Internal document)
162. GPE (2018), *Risk and Conflict Analysis of the Education Sector* (Draft internal document with track changes)
163. GPE (2017), *Annex 2 – Guidance Questions for Assessing the Variable Part- TT\_ENG\_QAR II – Guidance Questions for Assessing the Variable Part Final*
164. GPE (2018), *GPE Comms High Level Dashboard – Data for February 2018*
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172. GPE (2017), *Knowledge Management Strategy FY 2017-2020*
173. GPE (2016), *Knowledge Management Needs Assessment*
175. GPE (2017), *Guidelines for Education Sector Program Implementation Grants*
176. GPE (2017), *GPE Multiplier Factsheet August 2017*
177. GPE (2017), *Guidelines for Multiplier Education Sector Program Implementation Grant*
178. GPE (2018), *Disability and Inclusive Education A Stock take of Education Sector Plans Working Paper*
179. GPE (2018), *Annual Report on Implementation of GPE Gender Equality Strategy April 2018*
180. GPE (2018), *Knowledge and Innovation Exchange Fact Sheet May 2018*
181. GPE (2018), *Meeting of the Board of Directors Secretariat Work Plan and Budget FY 19*
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183. GPE (2017), *Meeting of the Board of Directors Eligibility, Allocation and Proportionality Recommendations*
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188. GPE (2017), *GPE Completion Report 2014-2016 Ministry of Education and Vocational Training Zanzibar June 2017*
189. GPE (2018), *GPE Private Sector Strategy Consultation Principles Goals and Objectives* (Draft internal document)
190. GPE (2018), *Recruitment Plan – SAP Intranet Page* (Internal updates on SAP)
191. GPE (2018), *Knowledge Management Intranet Page*
192. GPE (2018), *GPE Payment Request UNESCO*
193. GPE (2014), *Investing in Girls’ Education Delivers Results*

194. GPE (2013), *2012 Year in Review*
195. GPE (2018), *Knowledge Management Work Plan FY2017-2018*
196. GPE (2018), *GPE-UIS Agreement*
197. WBG (2017), *Primary Education Development Program III Bangladesh Implementation Status and Results Report*
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199. GPE (2018), *Achievements of the Knowledge Management Group FY2017-2018*
200. GPE (2015), *GPE Knowledge Management Group ToR*
201. GPE (2017), *Learning Report 2 Regional Workshops Gender-Responsive Education Sector Planning Nepal*
202. GPE (2017), *Learning Report 1 Regional Workshops Gender-Responsive Education Sector Planning Tanzania*
203. GPE (2015), *Guidelines for Accelerated Support in Emergency Situations*
204. GPE (2018), *GPE Governance*
205. GPE (2018), *GPE Organisation Chart*
206. GPE (2018), *Private Sector Engagement in Education Mapping Report*
207. GPE (2018), *Advocacy and Social Accountability Mechanism Strategy and Impact Committee*
208. GPE (2018), *Knowledge Exchange Webinar Survey Analysis Mozambique*
209. Oxford Policy Management (2018), *Final Report Volume I Key Actors in GPE 2020*
210. Oxford Policy Management (2018), *Final Report Volume II Key Actors in GPE 2020*
211. GPE (2017), *GPE Application Form for Multiplier Education Sector Program Grant*
212. GPE (2017), *GPE Expression of Interest Multiplier Allocation October 2017*
213. GPE (2018), *Change Status Workstreams* (Internal document)
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218. GPE (2017), *GPE's Engagement with Conflict, Migration and Education – Factsheet*
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223. GPE (2018), *Education Sector Analysis Guidelines Vol 3 UNICEF Comments* (Draft Internal document)
224. GPE (2018), *Analysis of Educational Administration Guidelines Vol 3*
225. GPE (2018), *Risk and Conflict Analysis of Education Sector* (Draft internal document)
226. GPE (2017), *GPE Education Sector Implementation Grant Annual Progress Report Yemen*
227. GPE (2018), *CHAD Reporting Back PDG FR UNICEF*
228. GPE (2018), *Framework for assessing ESA quality GPE Secretariat Data Collection Template* (Draft internal document)
229. GPE (2017), *GPE Learning Resilience Risk Finance Board Paper Ottawa June 2017*
230. GPE (2018), *Technical Note Low-Cost Supplement to Existing Risk Measures to Capture Natural Disaster Vulnerability*
231. GPE (2018), *Disaster Risk Approach Inclusion Criteria and Next Steps* (Draft Internal document)
232. GPE (2018), *Guidelines for Monitoring National Education Budgets*
233. GPE (2017), *Advancing the Systems Strengthening and Aid Alignment Agenda Strategic Note*
234. GPE (2017), *Ending child marriage: Child Marriage Laws and their Limitations*
235. GPE (2018), *Performance Management and Career Development Process Final*
236. GPE (2018), *Provisioning Office Equipment Final*
237. UNICEF (2015), *Fixing the Broken Promise of Education for All*
238. GPE (2018), *Education Sector Plan Appraisal Final Analysis Template* (Internal document)
239. GPE (2016), *Staff Recruitment Secretariat Management Operations December 2016*
240. GPE (2018), *List of Active ESPIGs with GA Information*

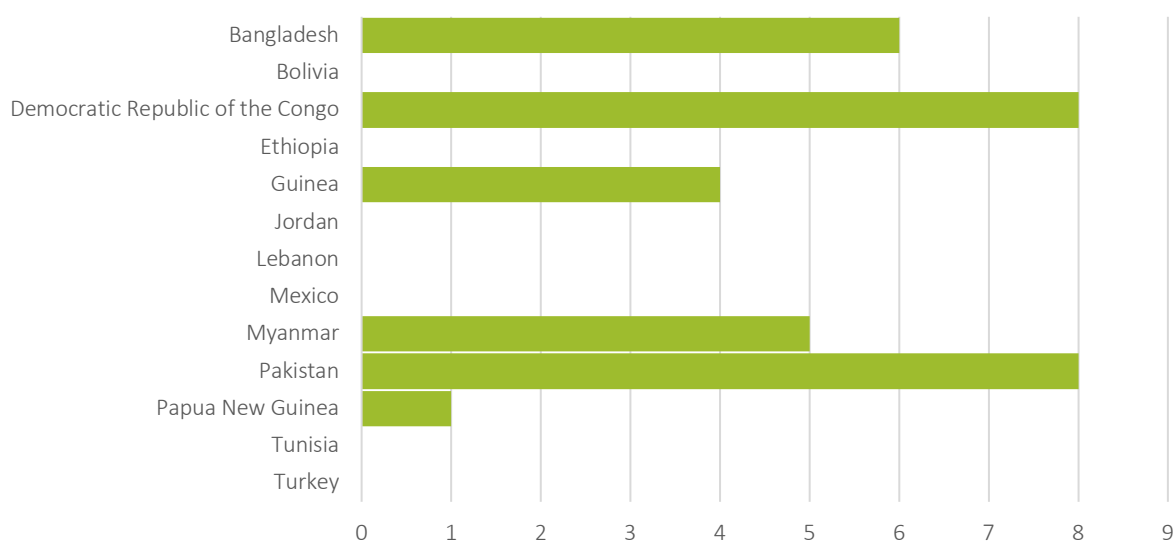
241. GPE (2018), *Secretariat's Comments on the Initial ESP* (Draft Internal document)
242. GPE (2017), *GPE Mainstreaming Knowledge Management Strategy FY2017-2020*
243. GPE (2016), *GPE Knowledge Management Needs Assessment Report Final*
244. GPE (2018), *Change Management Toolkit*
245. GPE (2017), *Disability Gaps in Educational Attainment and Literacy*
246. GPE (2018), *GPE's Work on Inclusive Education for Children With Disabilities*
247. GPE (2017), *GPE Coordinating Committee 2017-2018*
248. GPE (2018), *GPE Finance and Risk Committee 2017-2018*
249. GPE (2017), *GPE Governance and Ethics Committee 2017-2018*
250. GPE (2018), *GPE Grants and Performance Committee 2017-2018*
251. GPE (2018), *GPE Strategy and Impact Committee April 2018*
252. GPE (2018), *Workstream Charter Secretariat Strengthen Management and Leadership Effectiveness*
253. GPE (2018), *Workstream Charter Consolidate Risk and Compliance Staff*
254. GPE (2018), *Workstream Charter Country Support Team Restructuring*
255. GPE (2018), *EPP Change Charter April 2018*
256. GPE (2018), *Workstream Charter External Relations*
257. GPE (2018), *Workstream Charter Designing a Differentiated QA System for ESPIGs*
258. GPE (2017), *Policy Brief Supporting Teaching and Learning*
259. GPE (2018), *EPP Team tools and resources*
260. GPE (2018), *Partners Brief on GPE's Support for Teachers*
261. GPE (2018), *Revised Terms of Reference for Local Education Groups Peer Review*
262. GPE (2018), *Private Sector Strategy Timeline and Inception Report*
263. GPE (2018), *Summary of Findings Desk Based Review of Local Education Groups Effectiveness*
264. GPE (2018), *Thematic Mapping Tools and Resources for Planning in fragile and conflict-affected contexts*
265. GPE (2017), *Guidelines for Program Development Grants*

## Annex 3. Results of Mopan's Partner Survey

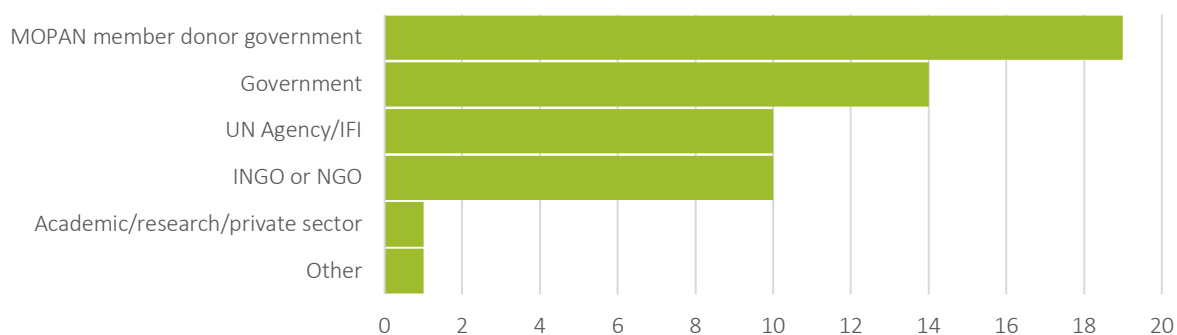
### Response profile

**Number of survey responses: 55**

**Number of survey responses by country:**

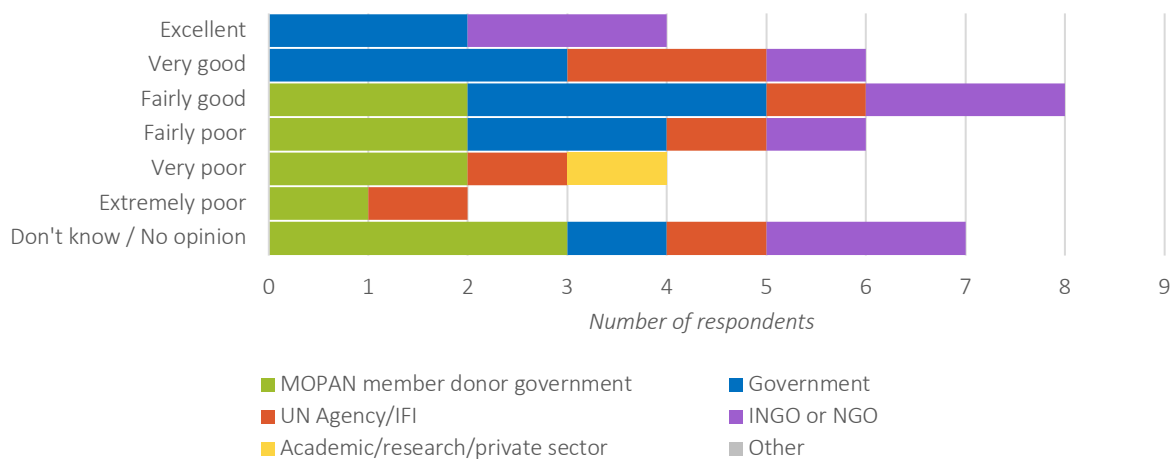


**Respondent type:**

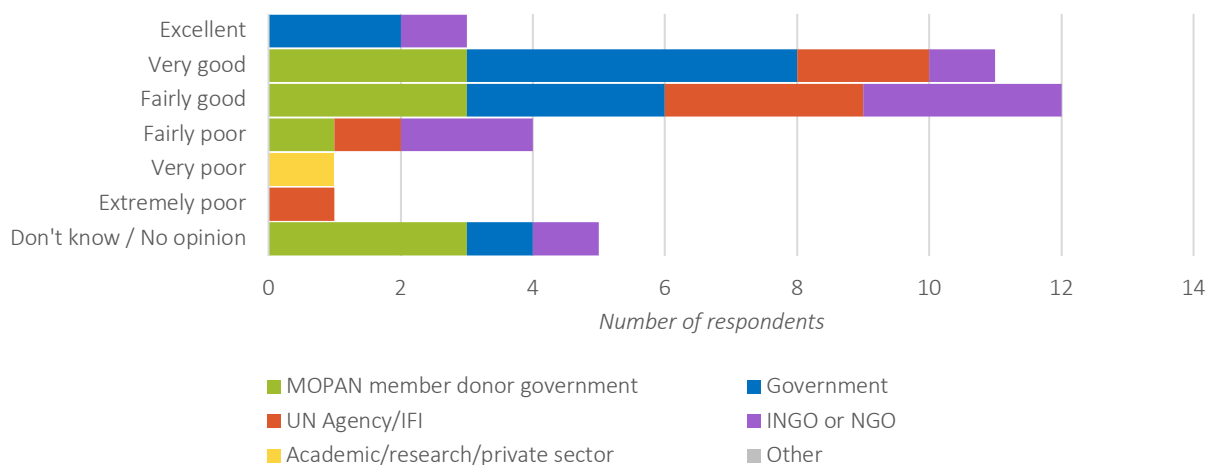


## Staffing

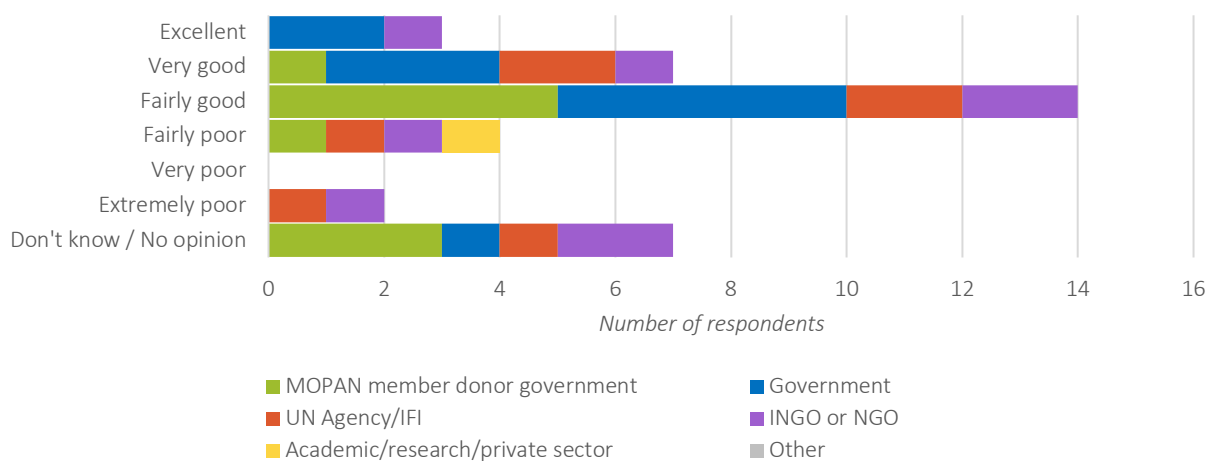
### GPE has sufficient staffing to deliver results



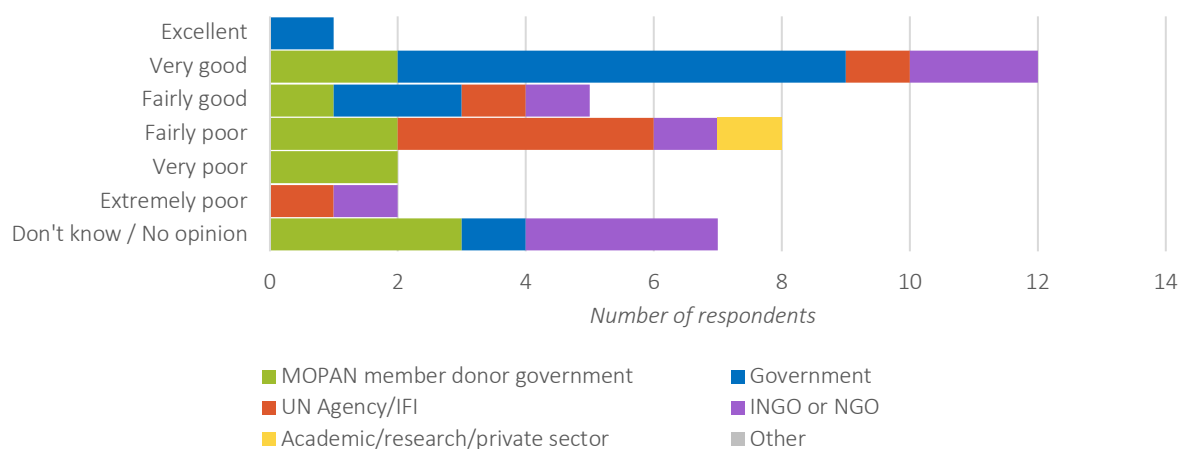
### GPE has sufficiently skilled and experienced staff



### GPE has sufficient continuity of staff to build relationships

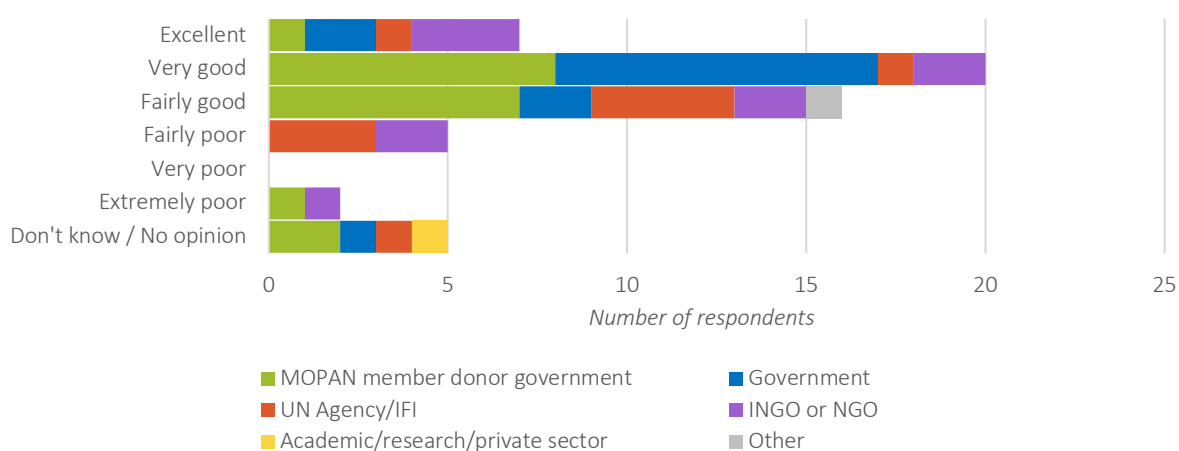


### GPE staff can make critical strategic and programming decisions locally

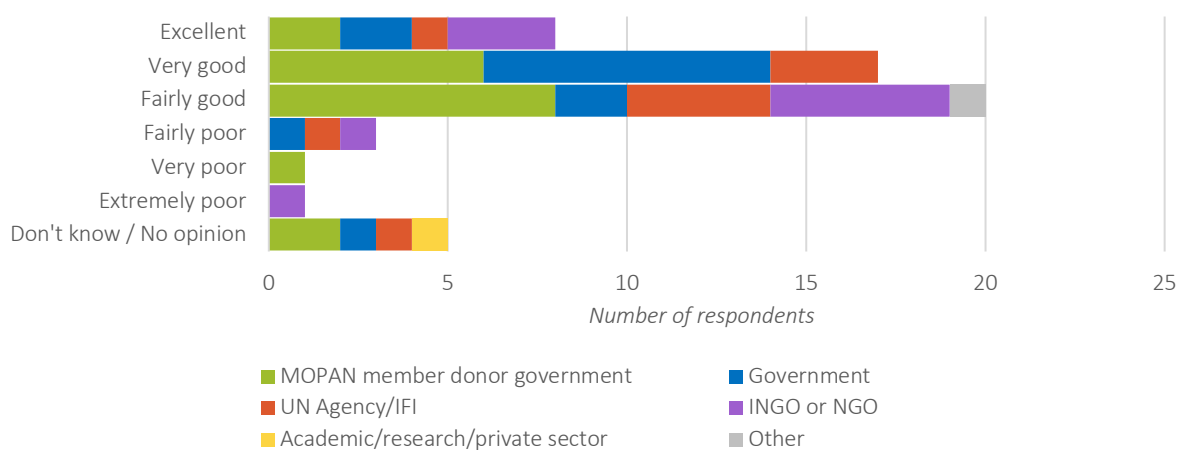


### Managing financial resources

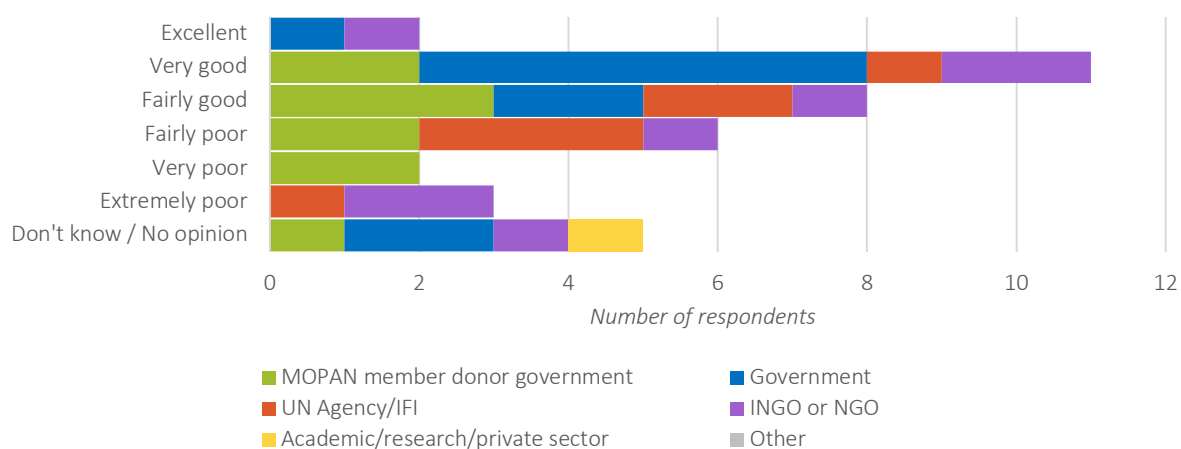
#### GPE provides transparent criteria for financial resource allocation



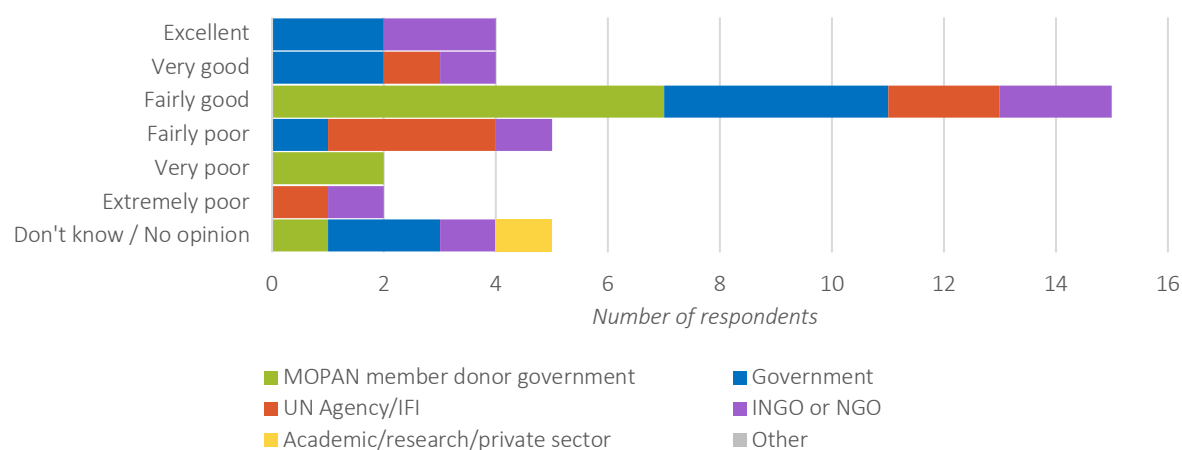
#### GPE provides predictable financial allocations and disbursements



### GPE financial cooperation is coherent/not fragmented

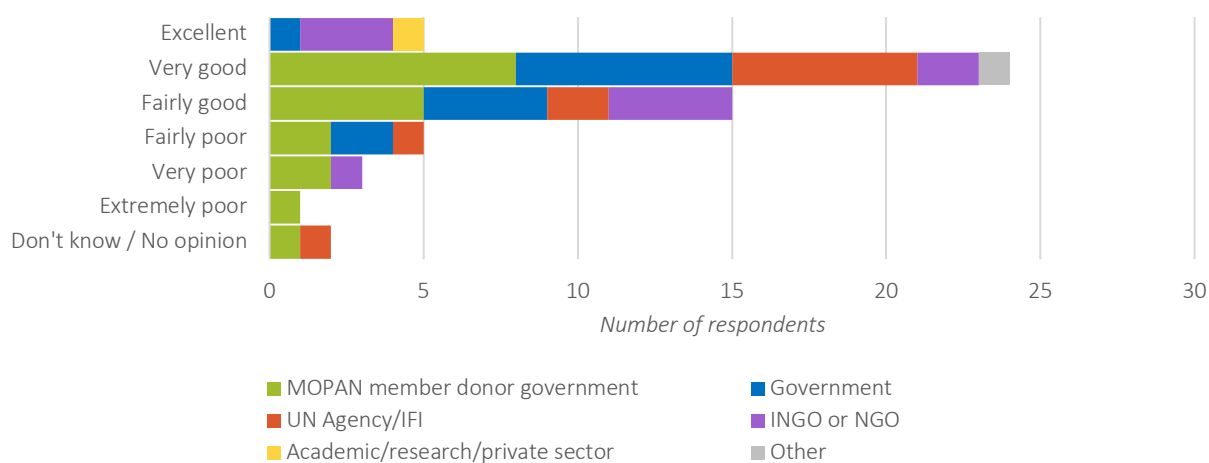


### GPE has flexible resources



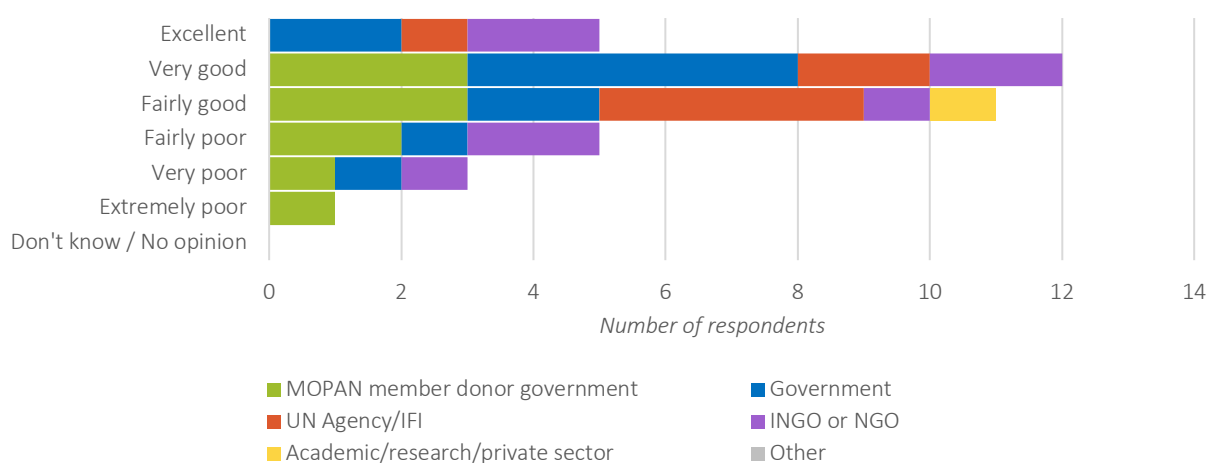
### Interventions (programmes, projects, normative work)

#### GPE interventions are fit national programmes and results of partner countries

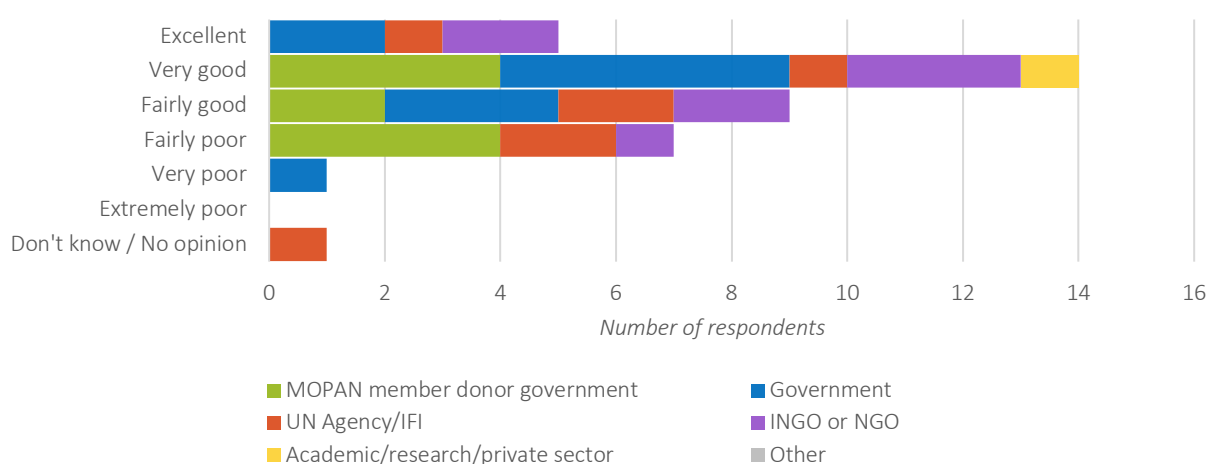




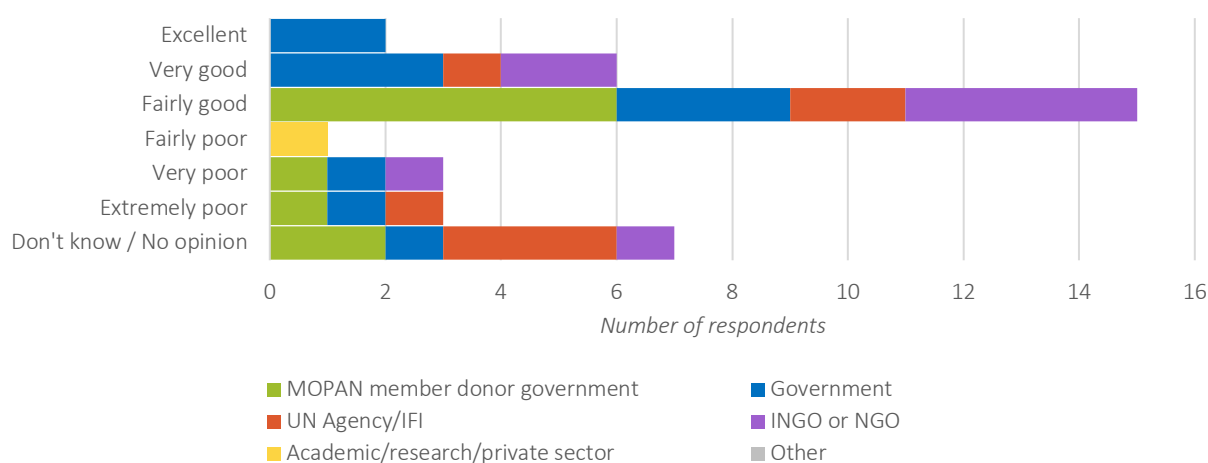
### GPE interventions are tailored to the needs of the local context



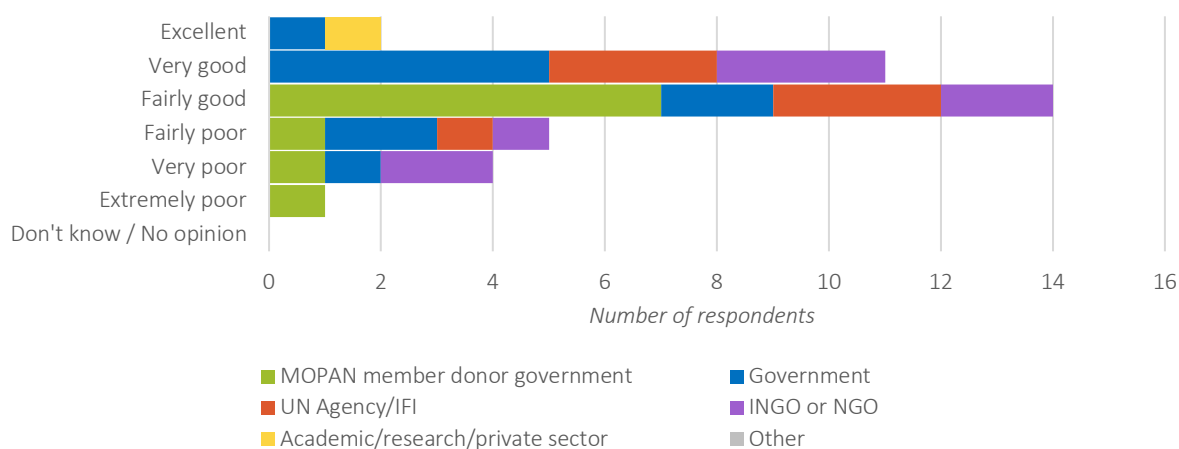
### GPE interventions are based on a clear understanding of comparative advantage



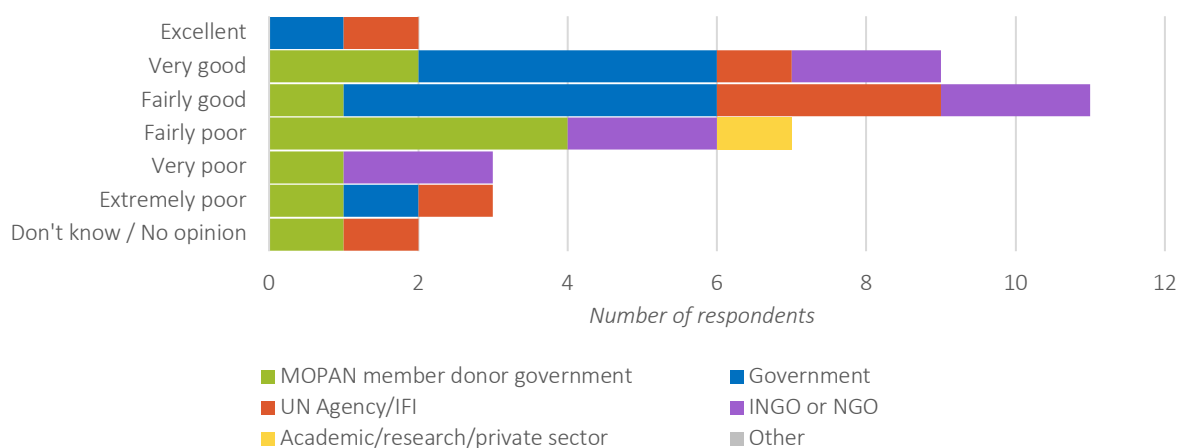
### GPE can adapt or amend interventions to changes in context



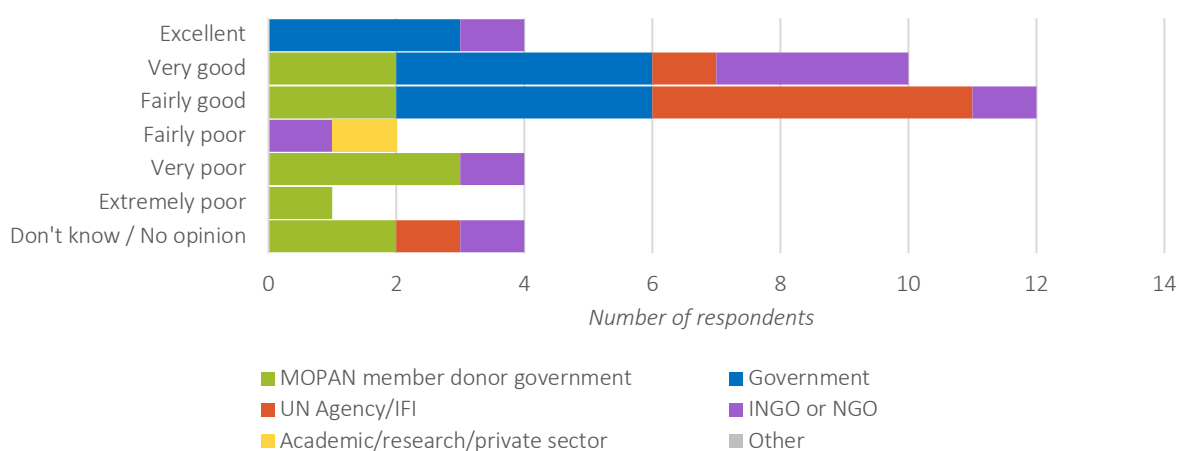
### GPE interventions take in to account realistic assessments of national/regional capacities



### GPE interventions appropriately manage risk in a given context

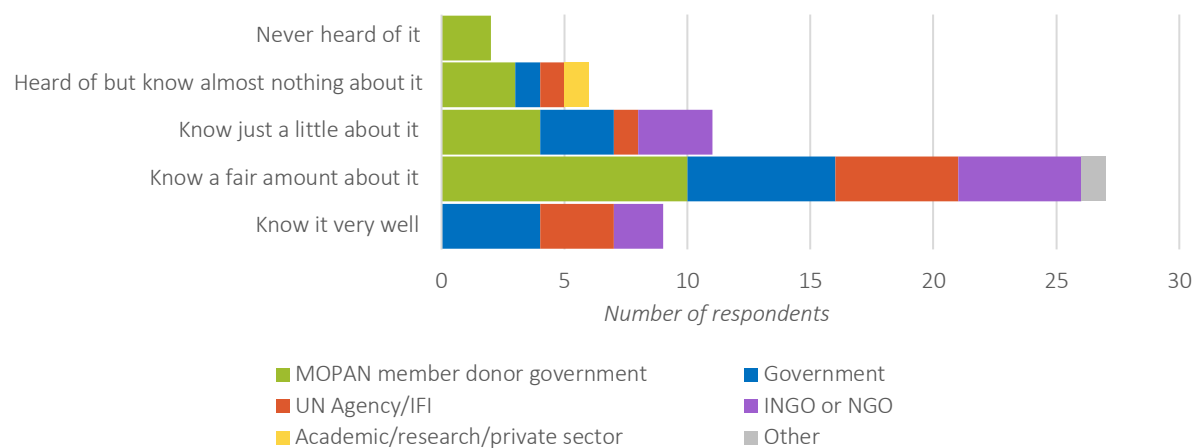


### GPE designs and implements its interventions to sustain effect and impact over time

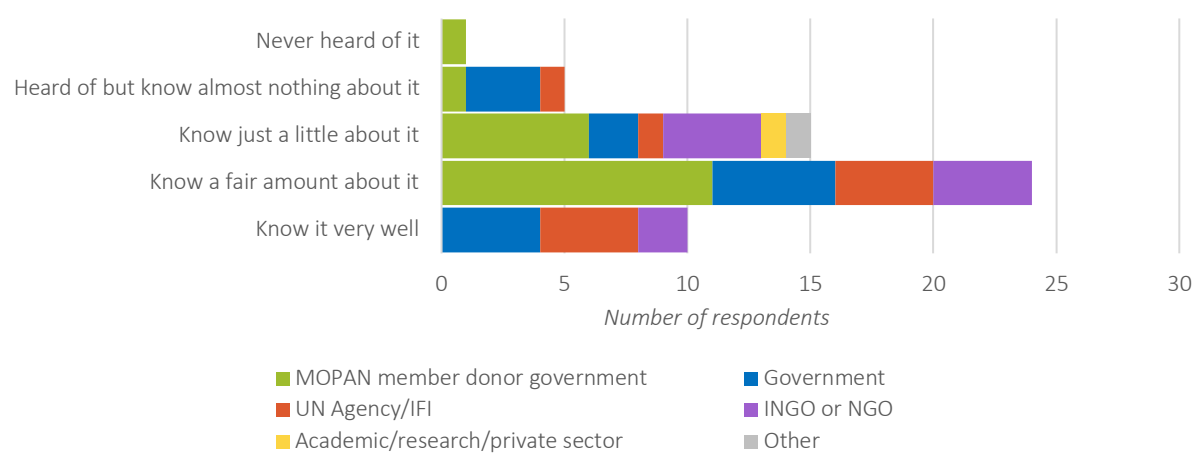


## Interventions (cross-cutting issues)

### Familiarity with gender strategy of GPE

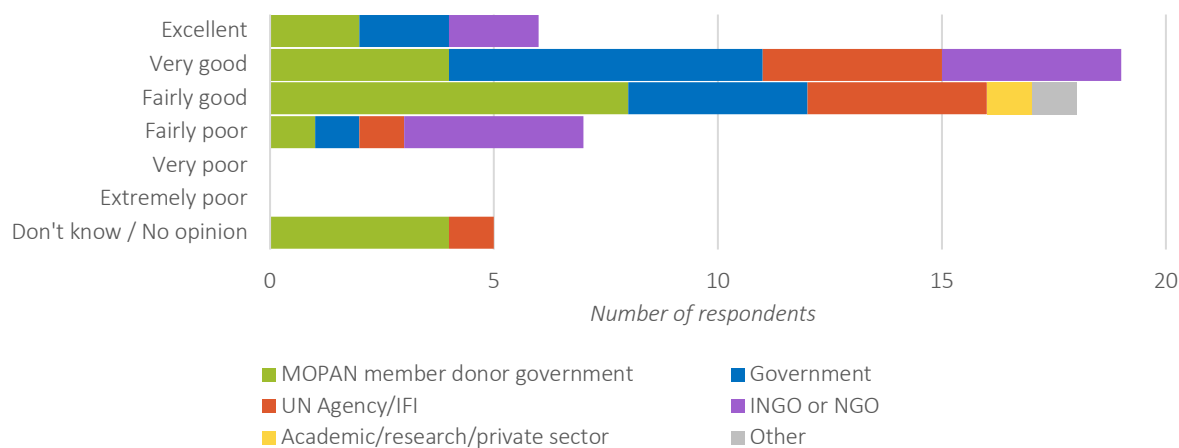


### Familiarity with strategy for how GPE intends to take forward fragile and conflict-affected

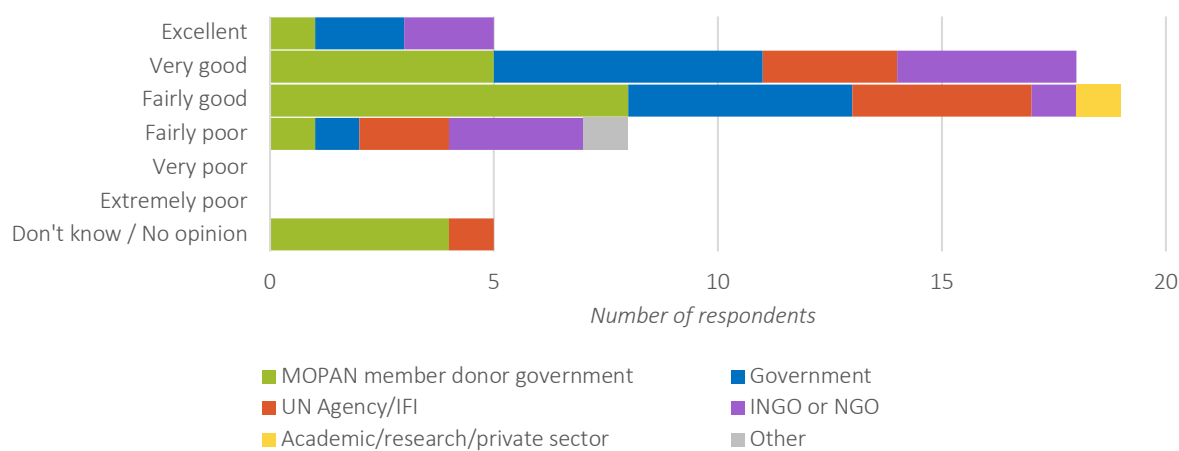


## Interventions (cross-cutting issues, organisational performance)

### GPE promotes gender equality

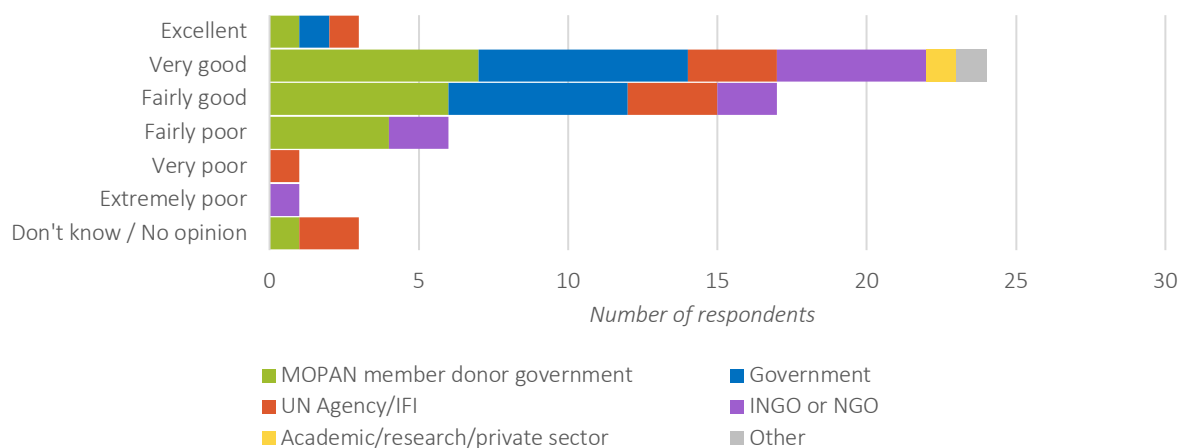


### GPE promotes considerations for fragile and conflict-affected

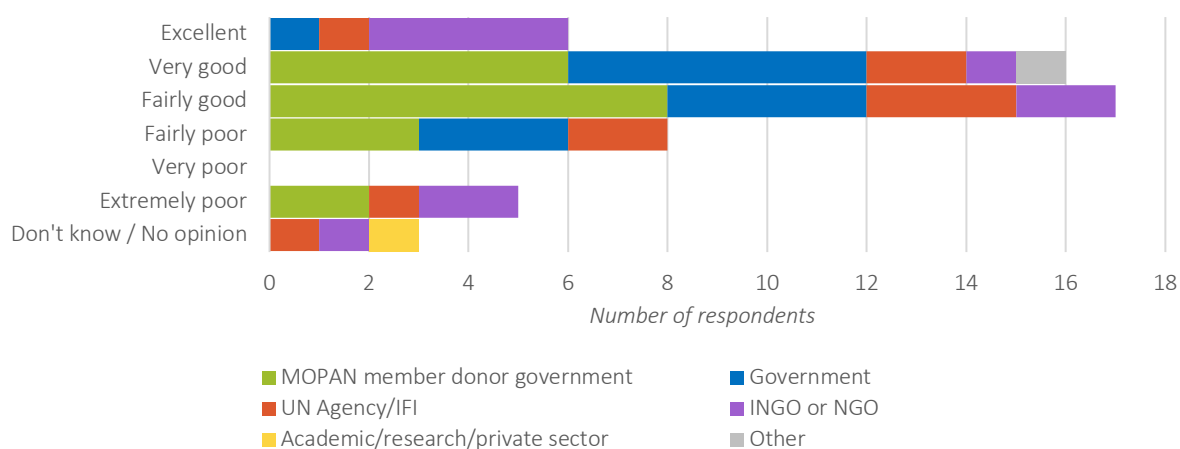


## Managing relationships

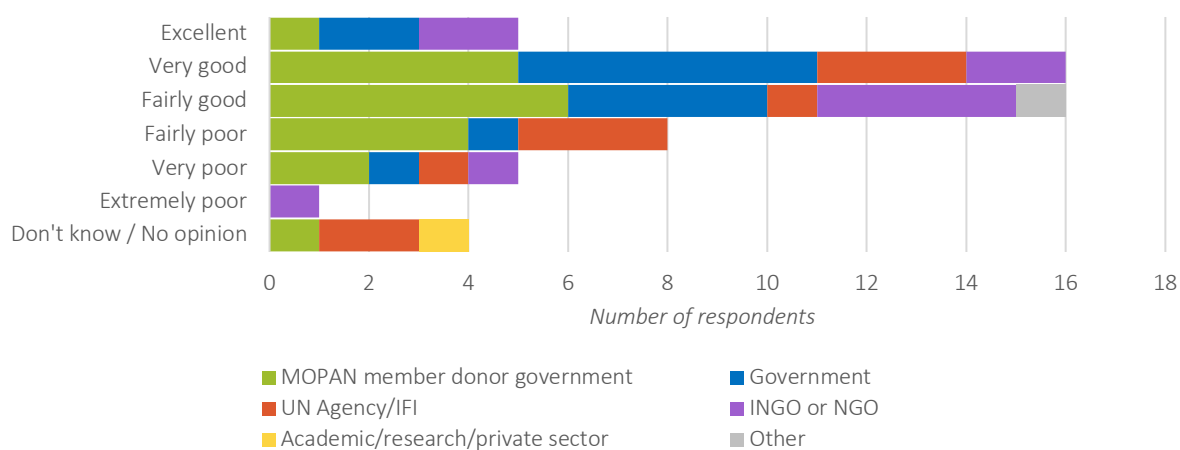
### GPE prioritises working in synergy/partnerships



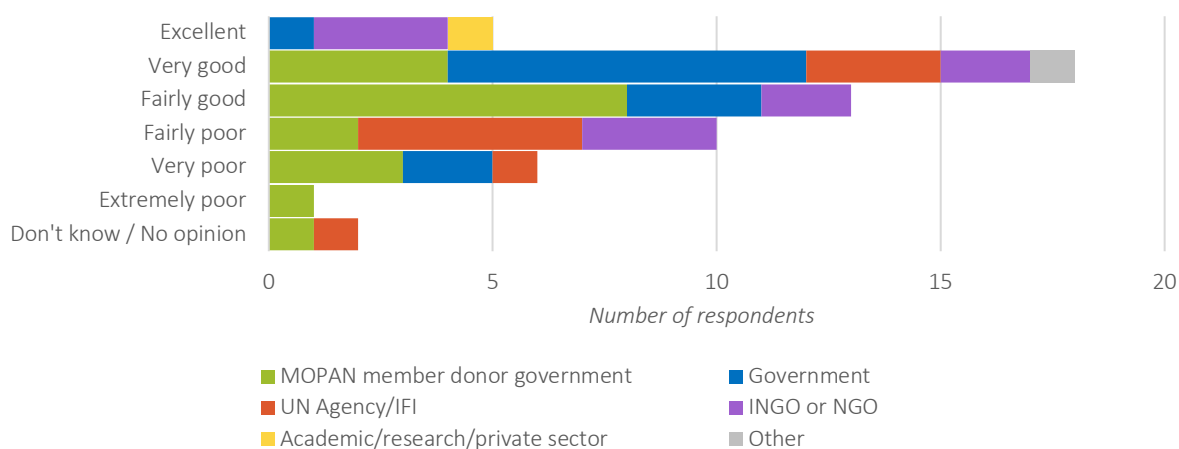
### GPE shares key information with partners on an ongoing basis



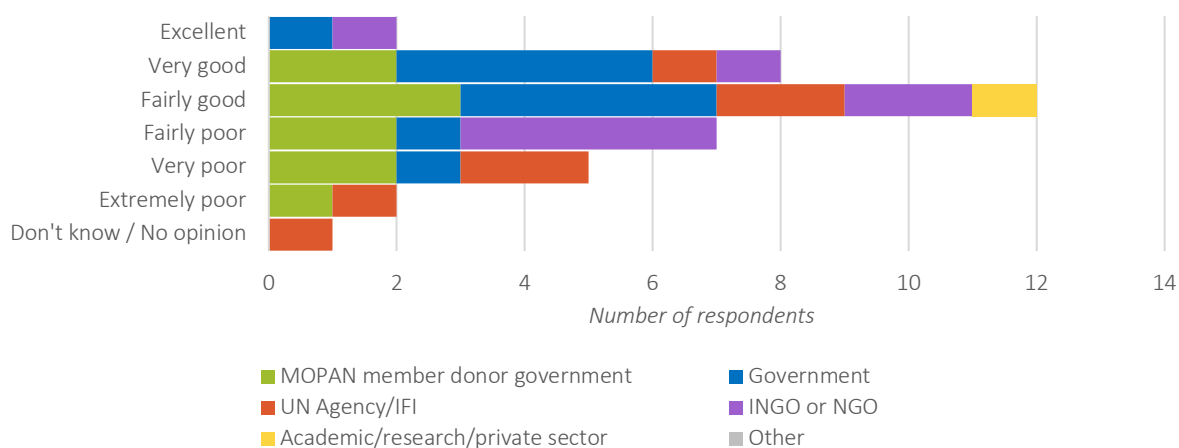
### GPE uses regular review points with partners to identify challenges



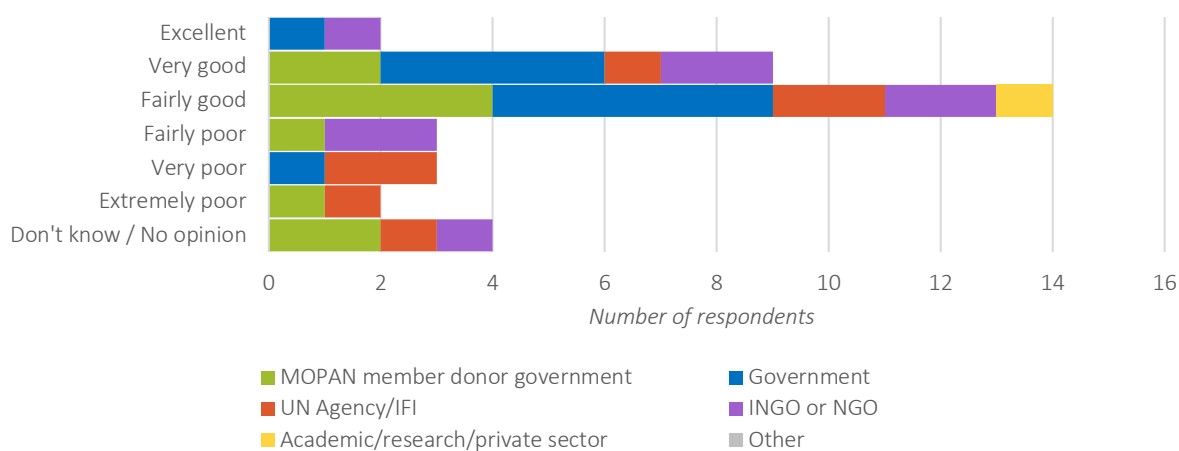
### GPE organisational procedures are synergised with partners



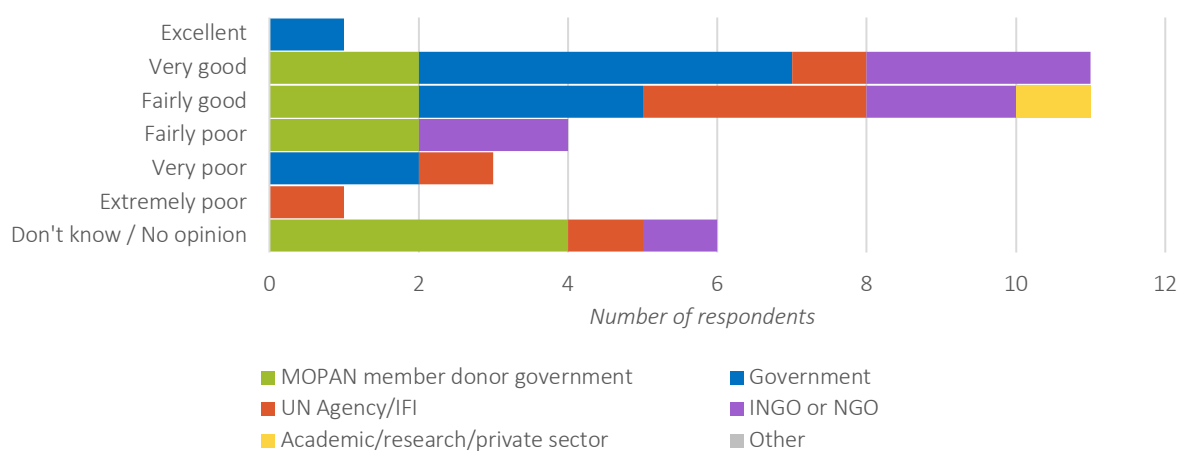
### GPE provides high quality inputs to country dialogue



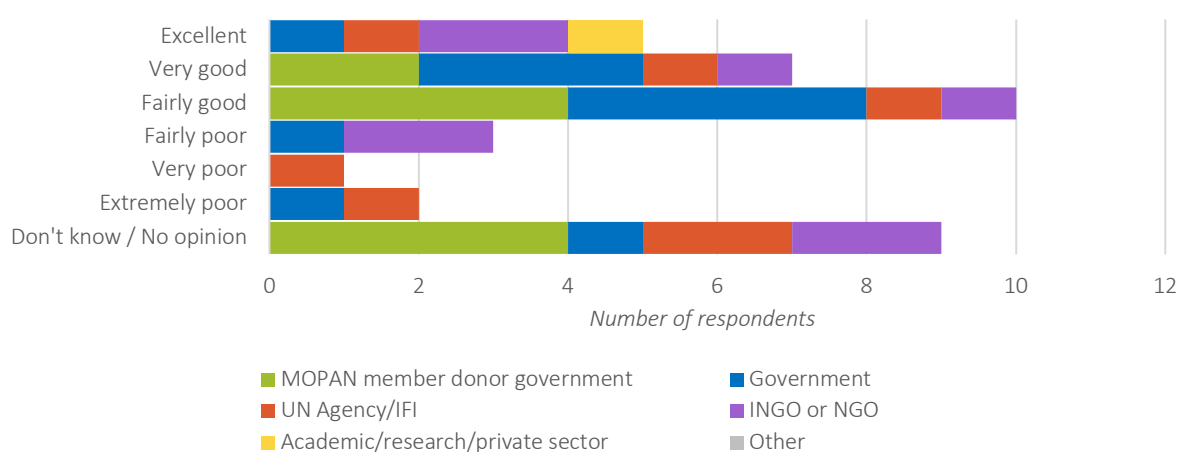
### GPE views are well respected in country policy dialogue



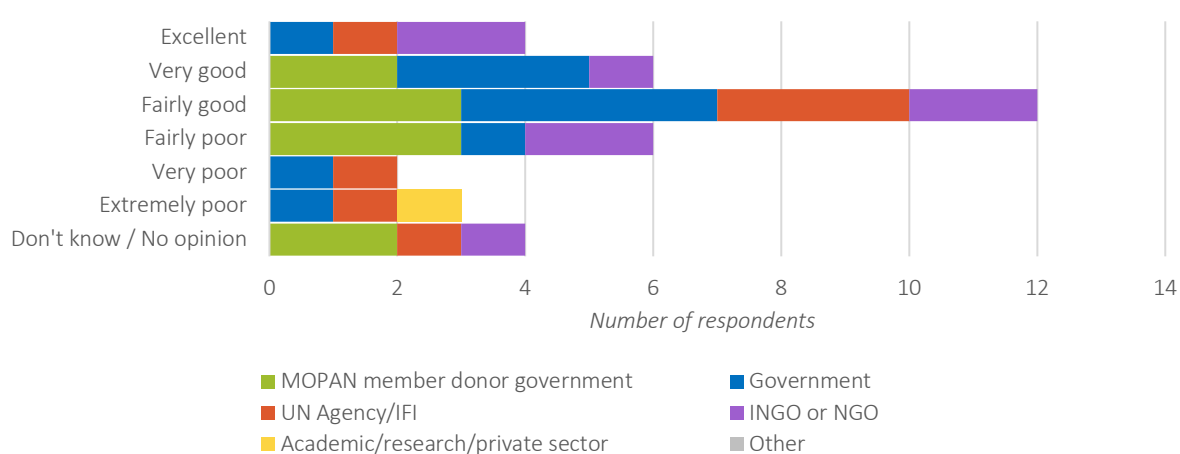
### GPE conducts mutual assessments of progress with national/regional partners



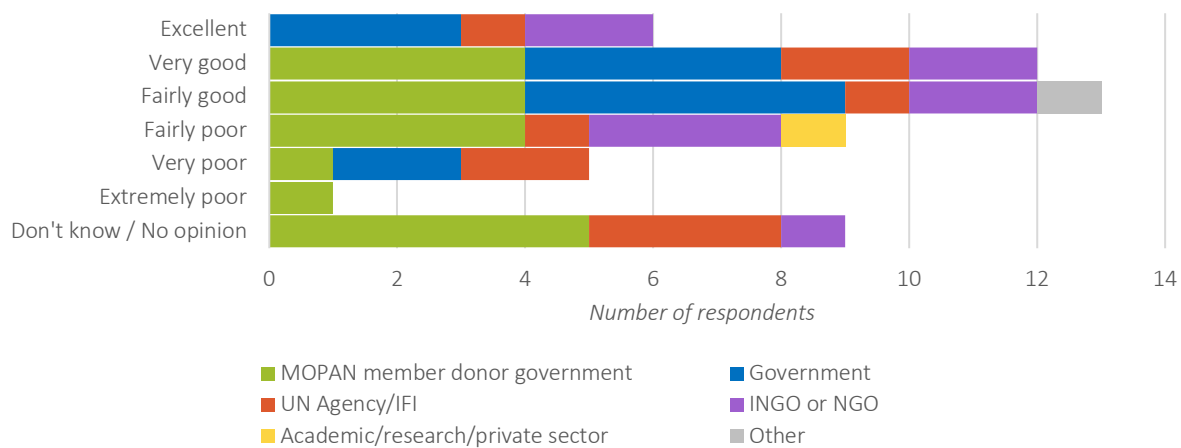
### GPE channels resources through country systems as the default option



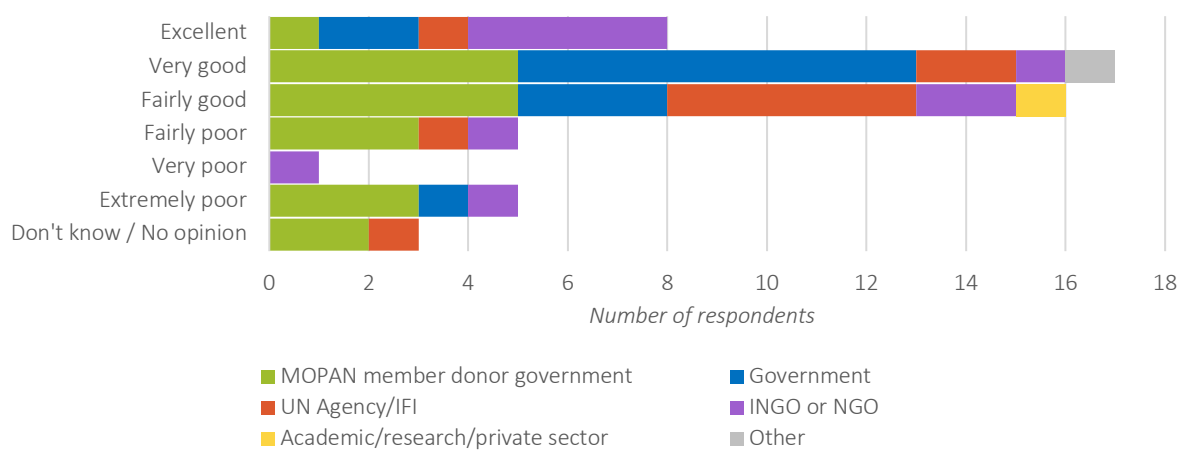
### GPE builds capacity in countries where systems are not up to the required standard



### GPE organisational procedures do not cause delays for implementing partners



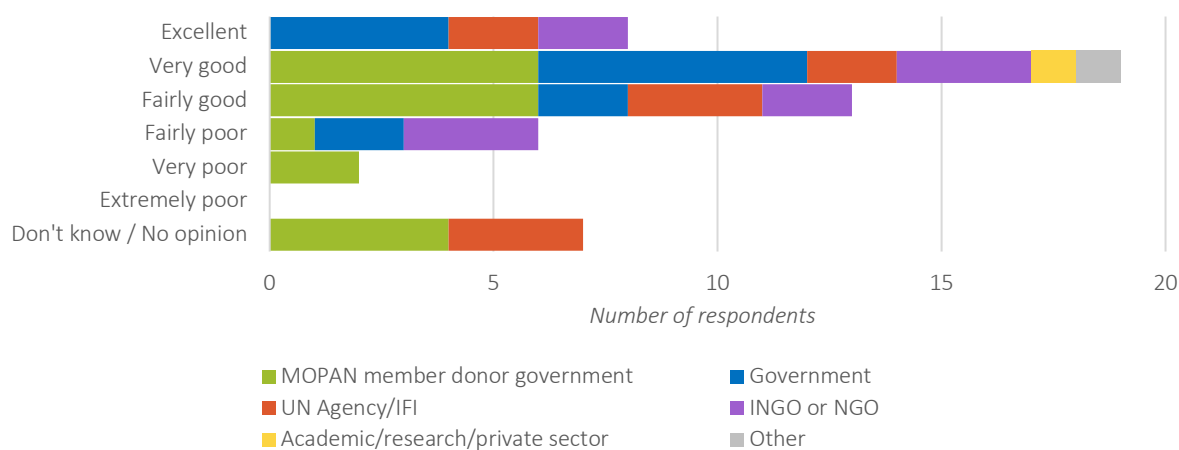
### GPE knowledge products are useful for my work



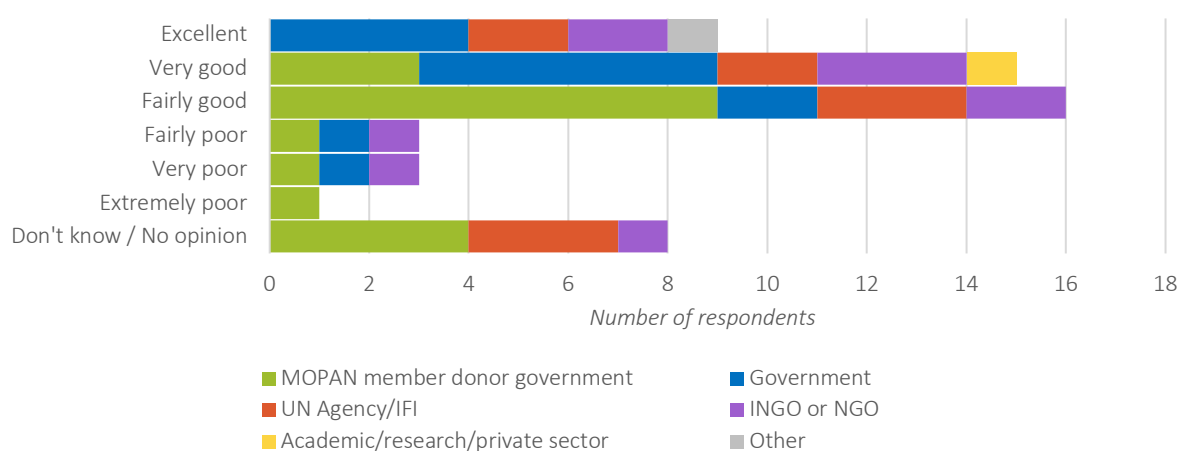


## Performance management

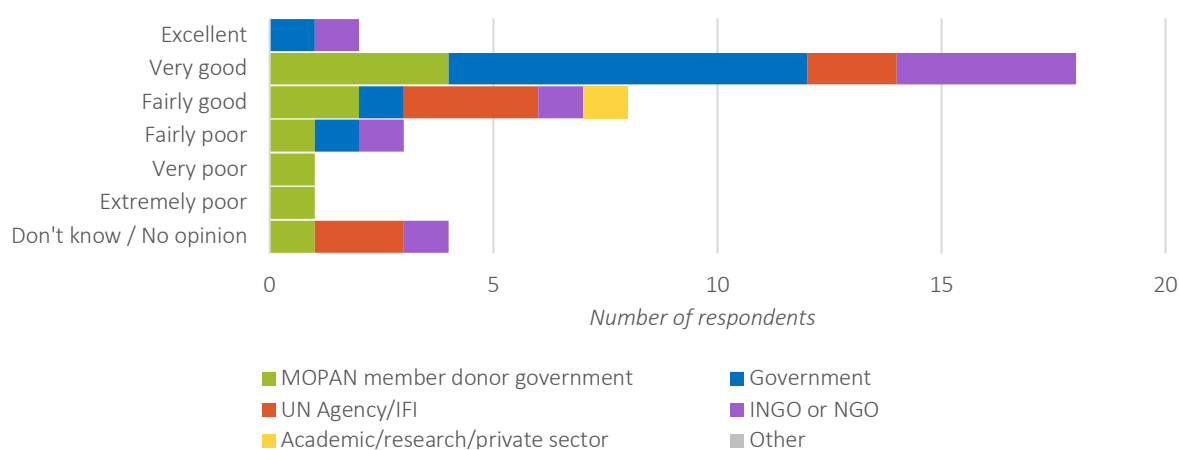
### GPE prioritises as results-based approach



### GPE uses robust performance data when designing and implementing interventions

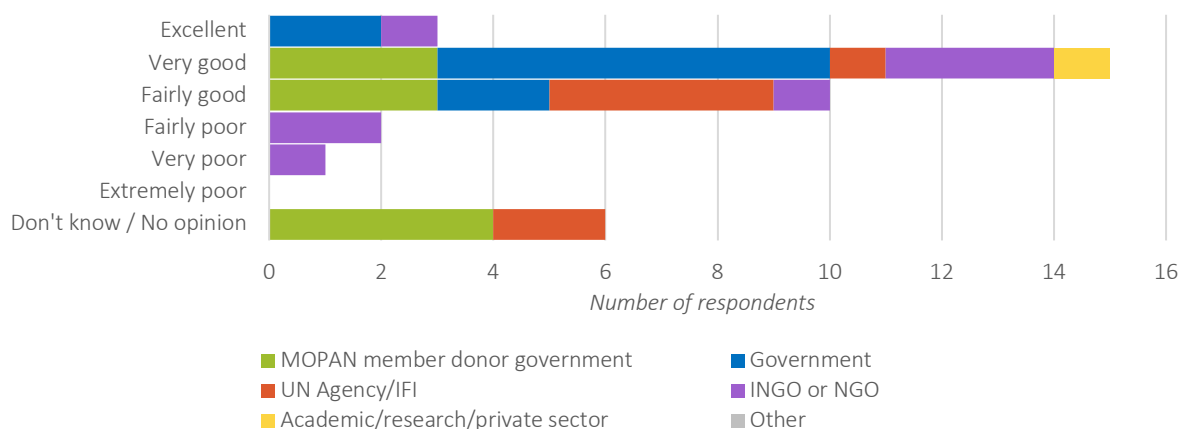


### GPE bases its policy and strategy decisions on robust performance data

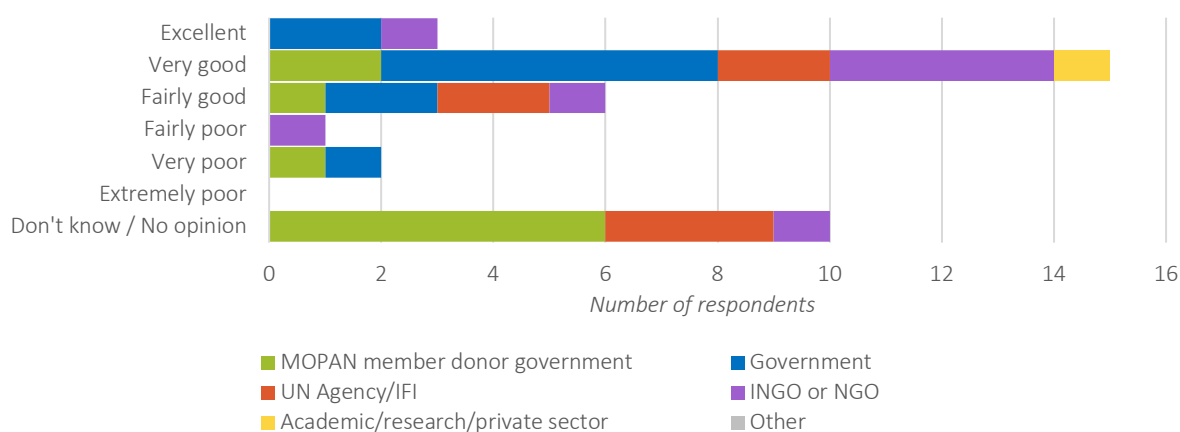


## Evidence base for planning and programming

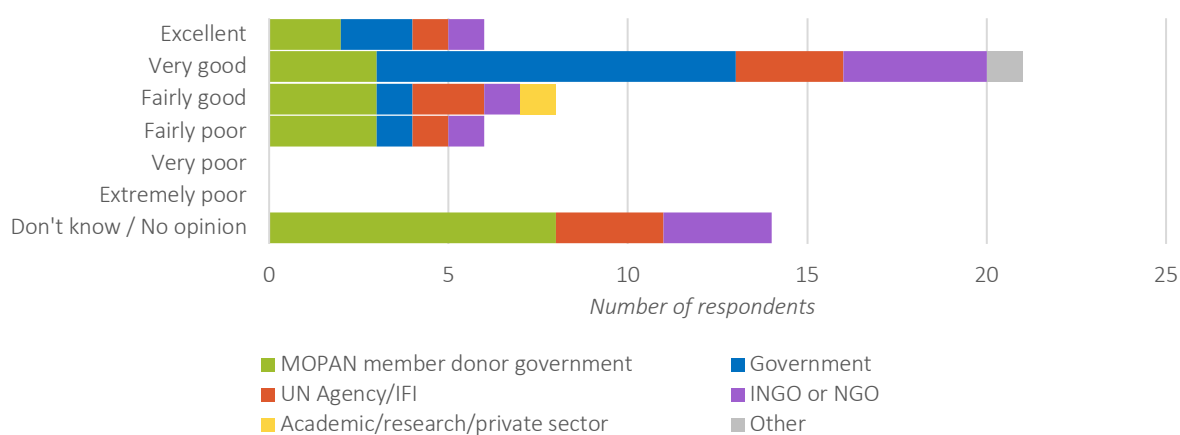
### GPE has a clear statement on which of its interventions must be evaluated



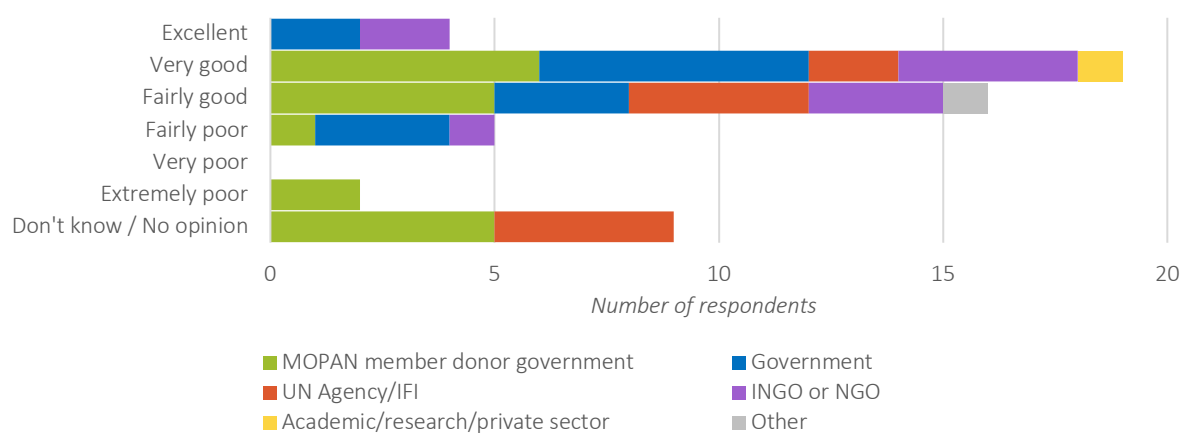
### Where required, GPE ensures that evaluations are carried out



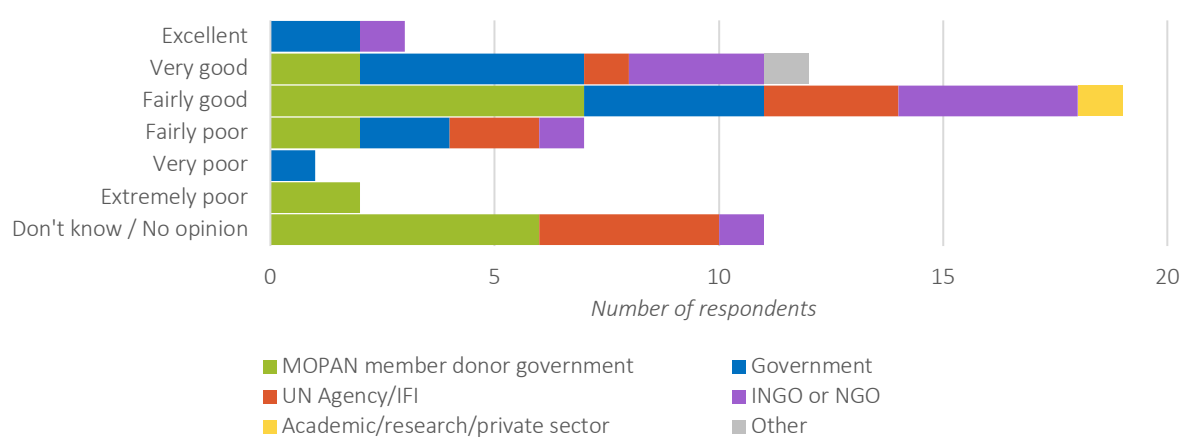
### GPE participates in joint evaluations at the country/regional level



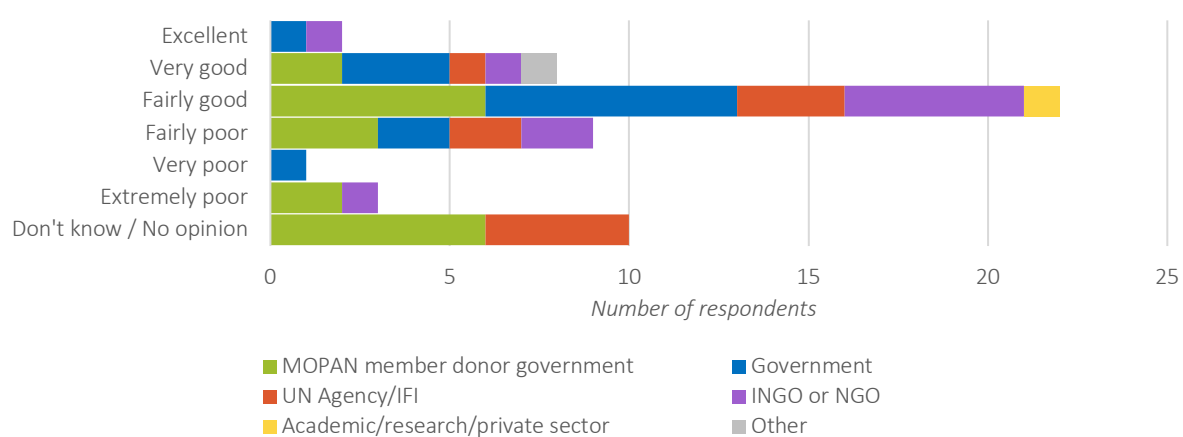
### GPE intervention designs contain a statement of the evidence base



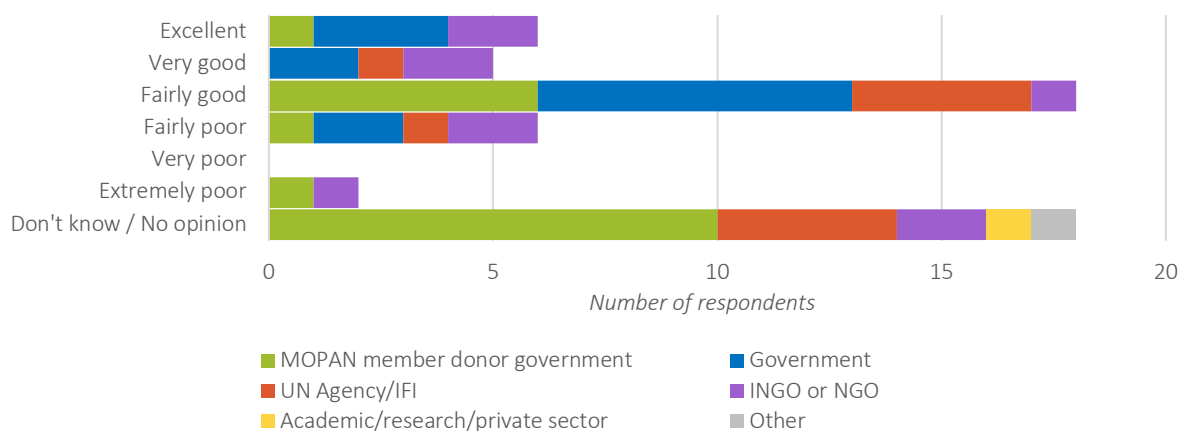
### GPE identifies under-performing interventions



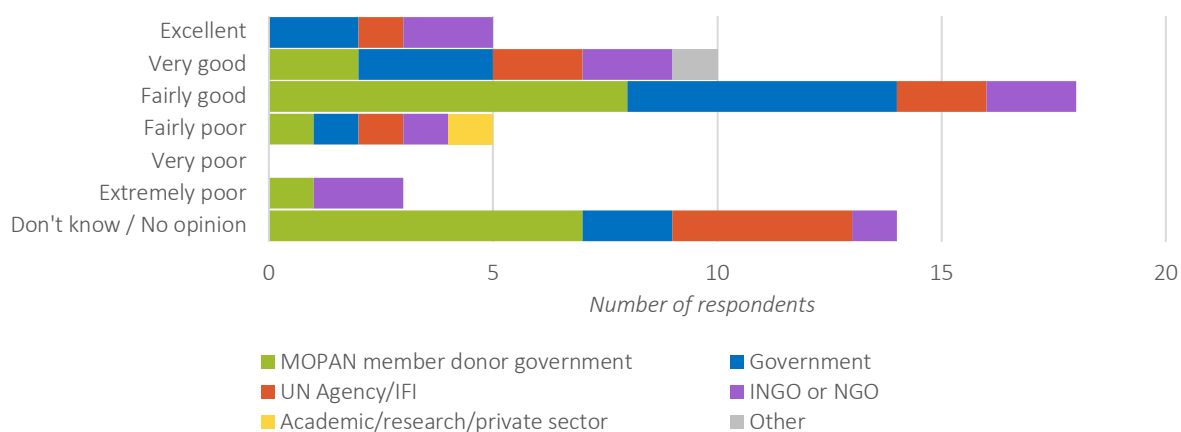
### GPE addresses any areas of intervention under-performance



### GPE follows up evaluation recommendations systematically



### GPE learns lessons from experience rather than repeating the same mistakes





For any questions or comments, please contact:

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***www.mopanonline.org***