

German BACKUP Initiative – Education in Africa

# Listening to the Partners – the Impact of a Demand- Driven Support

## Impact Study



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## List of abbreviations and acronyms

<b>ADEA</b>	Association for the Development of Education in Africa
<b>AFD</b>	Agence Française de Développement (French Development Agency)
<b>AfDB</b>	African Development Bank
<b>ANCEFA</b>	African Network Campaign on Education for All
<b>ASPBAE</b>	Asia South Pacific Association for Basic and Adult Education
<b>ATP</b>	Advanced Training Programme
<b>BACKUP</b>	Building Alliances, Creating Knowledge and Updating Partners
<b>BMZ</b>	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)
<b>CDCS</b>	Cote d'Ivoire Case Study
<b>CIEP</b>	Centre International d'Etudes Pédagogiques (International Centre for Pedagogical Studies)
<b>CIFOPE</b>	Institut de Formation pour le Développement (Training Institute for Development)
<b>CLADE</b>	Campaña Latinoamericana por el Derecho a la Educación (Latin American Campaign for the Right to Education)
<b>COMEDUC</b>	Coalition des Organisations Mauritanienes pour l'Education (Coalition of Mauritanian Organisations for Education)
<b>CONAMEPT</b>	Coalition Nationale de Madagascar pour l'Education Pour Tous (National Malagasy Coalition for Education for All)
<b>COSYDEP</b>	Coalition des Organisations en Synergie pour la Défense de l'Education Publique (Coalition of Joint Organisations for the Support of Public Education)
<b>CSEF</b>	Civil Society Education Fund
<b>CSO</b>	Civil Society Organisation
<b>DCP</b>	Developing Country Partners
<b>DEO</b>	District Educational Officer
<b>DRC</b>	Democratic Republic of Congo
<b>DSPS</b>	Direction des Stratégies, de la Planification et des Statistiques (Ministerial Department for Strategy, Planning and Statistics)
<b>ECCE</b>	Early Childhood Care and Education
<b>ECOWAS</b>	Economic Community of West African States
<b>ECOZI</b>	Education Coalition of Zimbabwe
<b>ECW</b>	Education Cannot Wait

<b>EFA</b>	Education for All
<b>EFANet</b>	Education for All Network The Gambia
<b>EMIS</b>	Education Management Information System
<b>ESP</b>	Education Sector Plan
<b>ESPIG</b>	Education Sector Programme Implementation Grant
<b>ESSP</b>	Education Sector Strategic Plan
<b>FADE</b>	Forum pour l'Action et le Développement de l'Education (Forum for Action and Development of Education)
<b>FASTEF</b>	Faculté des Sciences et Technologies de l'Education et de la Formation (Faculty of the Science and Technology of Education and Training)
<b>FAWE</b>	Forum for African Women Educationalists
<b>FENU</b>	Forum for Education NGOs in Uganda
<b>GCE</b>	Global Campaign for Education
<b>GEC</b>	Global Education Cluster
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
<b>GPE</b>	Global Partnership for Education
<b>INEE</b>	Inter-Agency Network for Education in Emergencies
<b>INGO</b>	International Nongovernmental Organization
<b>JESR</b>	Joint Education Sector Review
<b>LEG</b>	Local Education Groups
<b>MCC</b>	Millennium Challenge Corporation
<b>MEETFP</b>	Ministère de l'Emploi, de l'Enseignement Technique et de la Formation Professionnelle (Ministry of Employment, Technical Education and Vocational Training)
<b>MEN</b>	Ministère de l'Education Nationale (Ministry of National Education)
<b>MESRS</b>	Ministère de l'Enseignement Supérieur et de la Recherche Scientifique (Ministry of Higher Education and Scientific Research)
<b>MGCS</b>	Madagascar Case Study
<b>MSC</b>	Most Significant Change
<b>NESP</b>	National Education Strategic Plan
<b>NGO</b>	Non-Governmental Organisation
<b>PS</b>	Partnership Study
<b>PTSE</b>	Plan de Transition du Secteur de l'Education (Transitional Education Sector Plan)
<b>RESEN</b>	Rapport d'État du Système Éducatif National (National Education System Review)



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<b>RIPA International</b>	Royal Institute of Public Administration International
<b>RIP-EPT</b>	Réseau Ivoirien pour la Promotion de l'Education Pour Tous (Ivorian Network for the Promotion of Education for All)
<b>SAMES</b>	Sectoral Analysis and Management of the Education System
<b>SDG</b>	UN Sustainable Development Goals
<b>TS</b>	Tracer Study
<b>TVET</b>	Technical and Vocational Education and Training
<b>UCAD</b>	Université Cheikh Anta Diop de Dakar (Cheikh Anta Diop University)
<b>UGCS</b>	Uganda Case Study
<b>UIS</b>	UNESCO Institute for Statistics
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNESCO-IIEP</b>	UNESCO International Institute for Educational Planning
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UTSEP</b>	Uganda Teacher and School Effectiveness Project



# Executive Summary

## Introduction

The German BACKUP Initiative – Education in Africa (BACKUP Education) is an innovative support mechanism to assist African countries in accessing funding from the Global Partnership for Education (GPE) and to use such funding effectively to implement national education strategies. Commissioned by the German Federal Ministry for Economic Cooperation

and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, BMZ) in 2011, BACKUP Education is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and from 2014 to 2017 was co-financed by the Swiss Agency for Development and Cooperation (SDC). Through BACKUP Education,

Germany provides additional support to the African partner countries of GPE, with the intention of increasing the effectiveness of the GPE and thereby contributing to the achievement of international education goals in Africa.

Specifically, BACKUP Education provides catalytic funding, based on needs identified by Ministries of Education and civil society partners in Africa to avoid bottlenecks during the application for and use of GPE grants. In order to fulfil short-term financing gaps in a rapid and flexible way that meet the needs of ministries of education and civil society partners, BACKUP Education works in a particular manner. The initiative aims to be request and demand driven, and provide quick and flexible support where no other funding sources are available.

Activities supported by BACKUP Education align with and leverage on the processes and governance structure of the GPE itself. BACKUP Education's support can be requested for all activities related to the national education sector planning, management, and evaluation cycle. At the regional level, BACKUP Education offers funding for activities aiming at strengthening South-South exchange and other regional efforts feeding into education sector processes at national level. Beyond this, BACKUP Education supports GPE developing country partners and civil society representatives from Africa in effectively engaging in their constituencies and through this in the Board of Directors of the GPE.

Three streams of funding are provided to applicants by BACKUP Education:

- Fast Access Mode (up to EUR 10,000): Funding for participation in trainings, workshops, and conferences;
- Consultancy Mode (up to EUR 50,000): Funding for expert and advisory services; and

- Project Mode (up to EUR 100,000): Funding for a set of interlinked activities.

Irrespective of whatever form of support is sought, the expectation is that a partner at a national or regional level is identifying the 'gaps', rather than 'upstream' partners.

From its inception in 2011, and until the end of the second commissioning period in March 2018, BACKUP Education supported national education ministries and civil society organisations of 34 African countries through 178 separate measures.<sup>1</sup> Additional to this country-level assistance, BACKUP Education also has funded 33 regional measures such as pre-board meetings of the three GPE Developing Country Partner constituencies for Africa<sup>2</sup>, and others that have been implemented by regional civil society coalitions and other regional actors. BACKUP Education currently runs in its third commissioning period (October 2017 to September 2020).

In 2017, a research study was commissioned by GIZ to better document the medium to longer-term impacts (intended/expected and unintended/unanticipated) that BACKUP Education has had to date<sup>3</sup>. This includes: (1) BACKUP Education's influences and contributions on upstream and downstream processes and approaches within GPE; and (2) ways in which BACKUP Education support for innovation, peer-to-peer learning and capacity development has been sustained beyond the short-term. Additional to this, the study also sought to understand how the ways in which BACKUP Education functions – as a **demand-driven, flexible, and innovative modality of support** – contributes to resolving emerging issues facing GPE at a national, regional, or global level. The study was carried out in a series of stages by a team of four independent researchers from the Universities of Auckland, Sydney, Cambridge, and Antwerp.

1 In this study, a measure (also called "mode"), is defined as a single application by African developing country partners or civil society representatives for which funding has been provided by BACKUP Education. All supported measures are categorized as either Fast Access, Consultancy, or Project Mode, depending on the content and financial volume. Each measure can consist of various activities.

2 These three constituencies comprise the 39 African countries who are part of GPE, and are broadly broken down by language groups (Africa 1 and 3 are the Anglophone speaking countries, while Africa 2 are the Francophone speaking nations of Africa. Lusophone countries are integrated into these groups).

3 The research study looked at all measures supported by BACKUP Education from 2011 to 2017.

The study identifies that the German BACKUP Education initiative has served to fill critical ‘gaps’ in education sector planning, policy and implementation processes in Africa and GPE more broadly, and to strengthen partnerships with education stakeholders at multiple geographic and policy levels. BACKUP Education has had impact in regards to:

- areas of immediate need to access or implement GPE funding
- supporting GPE’s African Developing Country Partners to engage with the higher levels of the Partnership structure itself
- strengthening roles of civil society to effectively function in the partnership (at national, regional, international levels)
- promoting knowledge exchange at multiple levels, within nations, sub-regions and between actors globally
- supporting and strengthening the functioning of GPE partnership as a whole, to maximise its potential for achieving quality, inclusive, equitable education for all

Examples in the full report demonstrate the impact of BACKUP Education in assisting African Developing Country Partners and civil society partners to access funding for activities that GPE grants or donor partners are not able to support fully, and have included a range throughout the cycle and stages of education sector planning, implementation, and review. These have so far included capacity development, distribution of education materials, information exchange, peer reviews, research, sensitisation campaigns, and training, all in a range of areas of education. **A range of stakeholders spoken to as part of the study identified that there is no other mechanism of its kind within GPE, in terms of BACKUP Education’s ability to respond at short notice and based completely on partner-driven demands.** By functioning in this way, BACKUP Education was found to contribute to many of the key objectives of GPE as specified in its current strategic plan (2016–2020) and Charter.

Below are some of the headline results from the study. Further details substantiating the claims behind these headline results are located within the full report, which follows.

## BACKUP Education strengthens education sector planning and policy implementation

One of the key country-level objectives for GPE is to support and strengthen education sector planning and policy implementation. There are many ways in which BACKUP Education has supported partners to work in this way. Specifically, it has explicitly supported the capacity development of individuals, departments, and organisations across Africa over time.

The study found that strong evidence exists that these efforts do indeed have a leveraging effect, with knowledge and skills related to education sector planning, budgeting and analysis being utilised and shared in a range of settings and with a wide group of stakeholders long beyond BACKUP Education’s immediate support. In several instances, BACKUP Education’s support across varying sections of the Ministry of Education, other national Ministries and/or civil society has brought groups into contact and

cooperation with each other and served to improve the institutional apparatus necessary for coordinated, effective and efficient education sector planning and policy implementation processes. In Madagascar, for example, BACKUP Education’s successive support to a number of areas of the Ministry of Education have strengthened a coordinated and focussed approach to education sector planning (see Box 2).

Importantly, this capacity development assistance has ensured that partners it has supported can meet GPE’s rigorous quality standards for accessing financing support. In this way, BACKUP Education’s complementary support to strengthening national capacity and evidence-based decision-making is critical to improving the ability of the partnership to improve students’ access to quality, inclusive education. For example, in Uganda, training on educational

planning has shaped the country's current strategy and approach for refugee education (see Box 3).

BACKUP Education has also responded to partner requests for specific technical inputs on particular aspects of either the sector plan development or review process. A number of requests from partners have also been directed towards ensuring that national Ministries and civil society are able to monitor

national education policies and programmes from an equity, quality, and efficiency standpoint. Again, the study found strong evidence of Ministries of Education and civil society being more aware and more able to work effectively within their respective roles/functions because of BACKUP Education's support to partner-identified needs/gaps in this area.

## BACKUP Education supports inclusive policy dialogue and monitoring at the country level

At the country-level, another key objective of GPE is to support mutual accountability through inclusive policy dialogue and monitoring which includes national, regional, and local government, key education stakeholders, civil society, and development partners. Specifically, BACKUP Education has given explicit attention over the years to ensuring that local stakeholders from civil society have both the individual and organisational capacity to be effectively involved in Local Education Groups (LEGs), as part of a drive towards mutual accountability, partnership, and transparency at the country level. A number of measures have focussed on strengthening the involvement of civil society national education coalitions in local GPE processes to ensure that the interests and needs of citizens related to education are articulated and considered by their governments. The case of the *Coalition Nationale de Madagascar pour l'Education Pour Tous* (National Malagasy Coalition for Education for All, CONAMEPT), described in Box 6, is a strong example of this.

The study found that through these measures, BACKUP Education has helped to ensure that key civil society actors, particularly national education coalitions, attain the required organisational capacity and

visibility to be effectively involved in education sector decision-making and planning. By meeting these institutions' capacity development demands, BACKUP Education, in collaboration with the Global Campaign for Education (GCE) and the Africa Network Campaign on Education for All (ANCEFA), has supported a range of national education coalitions to be more aware of GPE processes, and their roles within it, and to ensure that they are better advocates for the positions of their organisations and the stakeholders they represent in key sector planning and review processes, including the LEG. In a number of instances, including Zimbabwe, Uganda, Kenya, Djibouti, and Madagascar, these coalitions are better able to support the nationally agreed goals specified in the sector plans and policies, and also ensure priorities of equity, inclusion and transparency are well considered at all stages of education decision-making process. BACKUP Education has also supported a range of measures which have been purposefully designed to bring national governments and civil society into closer collaboration and cooperation with each other – and by doing so supported improved recognition of the important function, role, and strengths each side brings to achieving quality, equitable education for all.

## BACKUP Education has strengthened GPE over the years

GPE is currently the largest multi-stakeholder partnership for education globally. In its current strategic plan, GPE makes a firm commitment to principles of harmonisation, coordination, mutual accountability, transparency, and country ownership that sit at the core of international agreements about partnerships, such as the Paris Declaration. BACKUP Education aims to contribute to these goals in a number of ways. A range of measures has focussed on strengthening vertical and horizontal accountabilities between partners at the national, regional, and global level. Other measures have supported the brokering of knowledge, information, and communication of needs both vertically – between the GPE Board/Secretariat and Developing Country Partners (DCPs) – and horizontally – between DCPs in Africa and within the LEGs in each country.

The study found in supporting these measures, BACKUP Education was acknowledged as acting as an important partnership broker, by supporting

measures, which bring together national actors from across the region to engage in South-South knowledge exchange, information sharing, and capacity development activities. Its support to a range of measures over the years has helped African country partners and civil society organisations to identify, raise, and resolve collective issues of concern at the regional and global level.

Through BACKUP Education's quality check process, which takes place as part of any application, it also serves an important function in being transparent, open, and communicative with partners in country and at the global and regional level; about the measures it is considering funding. In doing so, BACKUP Education's role was strongly reaffirmed by partners as being one of cultivating relationships, working with partners to identify gaps in GPE processes and funding streams, and serving to effectively fill these and/or advocate for change through its networks and resources.

## BACKUP Education supports effective and efficient use of GPE financing

For GPE, aid effectiveness is tied to financing supports having clear links to achievement targets in education sector plans, and to strengthening improved information management and learning assessment systems. Efficiency is also measured by the degree to which GPE financing helps to insure inputs (such as teachers trained, schools built, learning materials secured) are delivered as planned, and with a focus on equity, transparency, and accountability.

The study found that BACKUP Education has supported a range of measures that have served to ensure that the partnership can function as effectively and efficiently as possible, particularly at the national

level. Specifically, measures it has supported have strengthened the capacity of civil society and national Ministries to monitor and utilise data from local level stakeholders to inform sound policy and budgetary decisions, and to make better use of scarce human and financial resources in the education sector. At the same time, BACKUP Education has also supported campaigns and efforts to increase domestic financing commitments to education. Several measures it has supported have also worked to ensure that education budgets are set more realistically, in line with actual and projected student numbers.

## BACKUP Education has and continues to be poised to respond to emerging issues arising out of the Sustainable Development Goals

Recent years have seen the international education goals shift towards a wider, more expansive remit that takes greater consideration for issues of quality, equity, and inclusion. This has subsequently had influence on GPE's current strategic planning and vision. BACKUP Education has already begun responding to this shift, with strong support over the years directed to countries affected by conflict and crisis as well as measures with a more explicit focus on gender responsive planning and policy-making. BACKUP Education's support to the Forum for African Women Educationalists (FAWE), a regional body, is a strong example of this (see Box 7).

BACKUP Education has also supported a number of knowledge exchange activities between and amongst civil society national education coalitions and Ministries of Education over the years; and at a regional level has supported the African Developing Country Partners and civil society constituencies of GPE to have a more unified and cohesive voice at board meetings and other global events. Additionally, BACKUP Education is also beginning to support more measures focussed on Early Childhood Care and Education, as well as those with an explicit focus to strengthening quality teaching and learning.

## The importance of a fund like BACKUP Education within GPE

The study also found that the **demand-driven, flexible and gap filling nature** of BACKUP Education serves a critical function to partners at the national, regional, and global level who are part of GPE. Specifically, BACKUP Education has been found to consistently support aspects of the GPE application or implementation process where no other funding sources exist for the completion of such tasks. A key contribution of BACKUP Education, identified by a range of partners, is its ability to step in and address shortfalls in technical expertise, capacity development efforts, or funding opportunities, in a timely

fashion, and with less conditions and expectations attached than might exist from other actors. At the same time, the quality check process, which BACKUP Education undertakes, ensured that measures it was considering funding were in fact not duplicating efforts in the sector, or ones that could be funded from other sources. By acting in this way, BACKUP Education was repeatedly identified in the study by a range of stakeholders as a fund that is able to ensure that GPE continues to operate as effectively and efficiently as possible – with relatively small initial levels of inputs and funding that are not available elsewhere.



# Introduction to the German BACKUP Education and the impact study



The German BACKUP Initiative – Education in Africa (BACKUP Education) is an innovative support mechanism to assist African countries in accessing funding from the Global Partnership for Education (GPE) and to use such funding effectively to implement national education strategies. BACKUP stands for **B**uilding **A**lliances, **C**reating **K**nowledge and **U**pdating **P**artners. As part of Germany's contribution to the GPE, BACKUP Education has been commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) in 2011 and is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). BACKUP Education aims to increase the effectiveness of the GPE and thereby to contribute to the achievement of international education goals in Africa.<sup>4</sup>

BACKUP Education provides support to Ministries of Education and civil society partners in Africa to avoid bottlenecks during the application for and use of GPE grants. It provides catalytic funding where the need is identified and requested by partners to help achieve national education goals in partnership with in-country and donor partners. It aims to address some of the challenges faced by countries in the application for and implementation of GPE programmes, and in systemic weaknesses associated with the management and administration of large financing mechanisms. In order to fulfil short-term financing gaps in a rapid and flexible way that meet the needs of ministries of education and civil society partners, BACKUP Education works in a particular manner. Specifically, the initiative aims to be request and demand driven, and provide quick and flexible support where no other funding sources are available.

In turn, activities supported by BACKUP Education align with and leverage on the aforementioned processes and governance structure of the GPE itself. Specifically, applicants apply for activities to improve their access to funding of the GPE or to facilitate the smooth implementation of GPE funded

programming. BACKUP Education's support can be requested for all activities related to the national education sector planning, management, and evaluation cycle. At the regional level, BACKUP Education offers funding for activities aiming at strengthening South-South exchange and other regional efforts feeding into education sector processes at national level. Beyond this, BACKUP Education supports GPE developing country partners and civil society representatives from Africa in effectively engaging in their constituencies and through this in the Board of Directors of the GPE. The role which BACKUP Education plays is represented in Figure 1.

Three streams of funding are provided to applicants by BACKUP Education:

- Fast Access Mode (up to EUR 10,000): Funding for participation in trainings, workshops, and conferences;
- Consultancy Mode (up to EUR 50,000): Funding for expert and advisory services; and
- Project Mode (up to EUR 100,000): Funding for a set of interlinked activities.

Irrespective of whatever form of support is sought, the expectation is that a partner at a national or regional level is identifying the 'gaps', rather than 'upstream' partners.

Since its inception in 2011, and until the end of the second commissioning period in March 2018, BACKUP Education has supported African countries at different stages of national education sector planning and management through 178 separate measures<sup>5</sup> from national education ministries and civil society organisations of 34 African countries. These measures aim to support partners to either prepare an application for GPE funding, or support implementation or monitoring of an existing GPE grant in some way. Additional to this country-level assistance, BACKUP Education also has funded 33 regional measures such as pre-board meetings of the three

4 Between 2014–2017, BACKUP Education was also co-financed by the Swiss Government.

5 In this study, a mode is defined as an approach to support individuals with Fast Access Mode grants to access capacity development opportunities. Project and Consultancy Modes typically support organisations or groups of individuals. In each mode, there are various measures supported. Measures are individual applications to BACKUP Education that are funded by GIZ. Within individual measures – particularly for applications categorised under Project and Consultancy Modes – there can a number of activities funded.

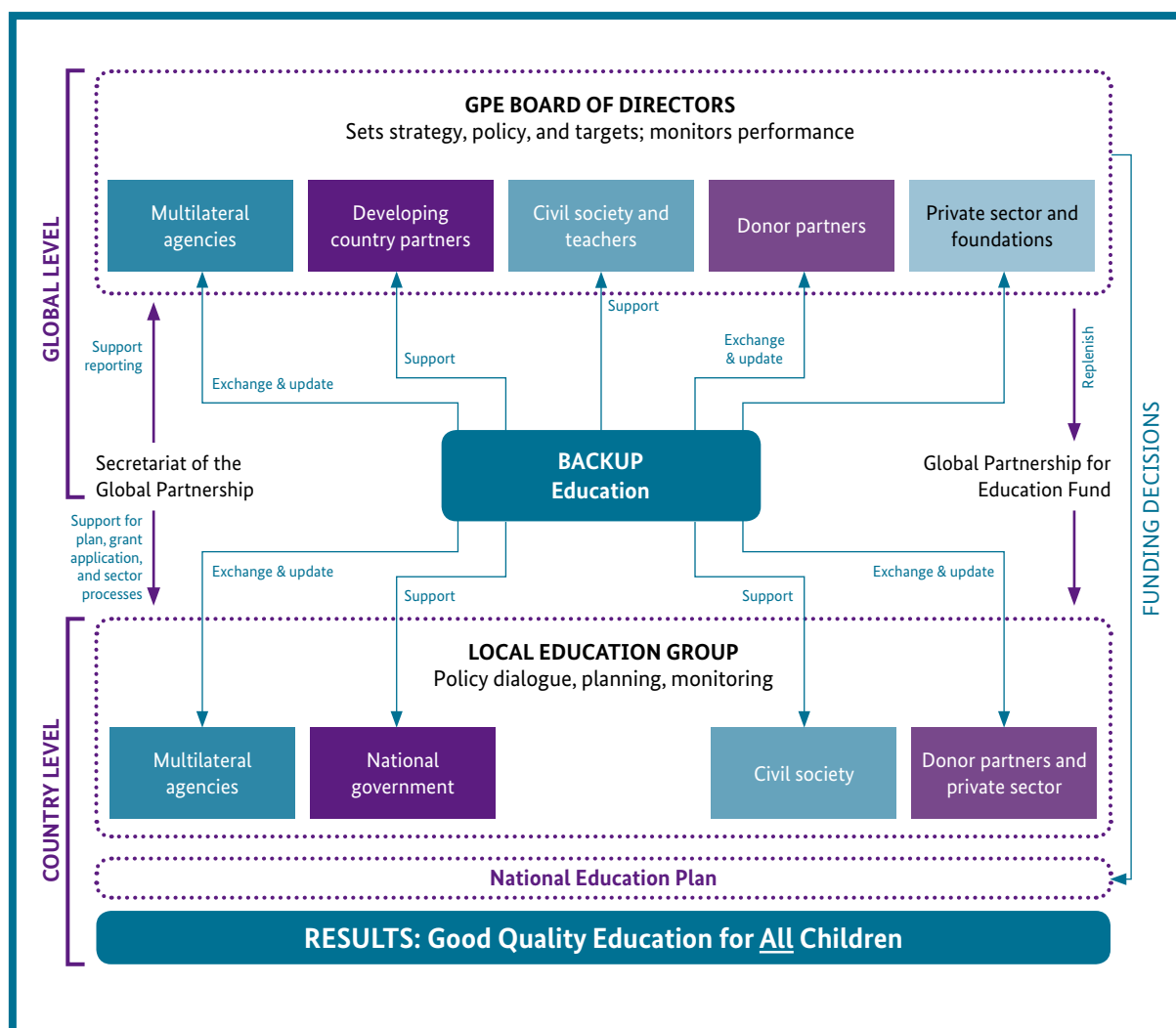


Figure 1: The role of BACKUP Education within the GPE Partnership

GPE Developing Country Partner constituencies for Africa<sup>6</sup>, and others that have been implemented by regional civil society coalitions and other regional

actors. BACKUP Education currently runs in its third commissioning period (October 2017 to September 2020).

## Purpose of the study

This research study was commissioned by GIZ to better document the medium to longer-term impacts (intended/expected and unintended/unanticipated) that BACKUP Education has had to date<sup>7</sup>. This includes: (1) BACKUP Education's influences and

contributions on upstream and downstream processes and approaches within GPE; and (2) ways in which BACKUP Education support for innovation, peer-to-peer learning and capacity development has been sustained beyond the short-term. Additional to this,

6 These three constituencies comprise the 39 African countries who are part of GPE, and are broadly broken down by language groups (Africa 1 and 3 are the Anglophone speaking countries, while Africa 2 are the Francophone speaking nations of Africa. Lusophone countries are integrated into these groups).

7 The research study looked at all measures supported by BACKUP Education from 2011 to 2017.

the study also sought to understand how the ways in which BACKUP Education functions – as a demand-driven, flexible, and innovative modality of

support – contributes to resolving emerging issues facing the GPE partnership at a national, regional or global level.

## Methodology and approach

The study was carried out in a number of stages throughout 2017 by four independent researchers (Dr Ritesh Shah, University of Auckland; Dr Alexandra McCormick, University of Sydney; Dr Elizabeth Maber, Cambridge University; and Dr Cyril Owen Brandt, University of Antwerp) commissioned by GIZ. These stages, as well as limitations of this research, are described below.

### Desk review

The first stage involved a systematic review of all final or interim reports (following the completion of a measure), or in the case of measures still in process, accepted applications, in the period between 2011 and April 2017.<sup>8</sup> The purpose of this review was to collate the range of outcomes noted from BACKUP Education support, as well as document potential longer-term benefits, which beneficiaries believed might be possible from this support. A total of 151 funded measures were represented in this sample. This included a total of 95 Fast Access, 9 Consultancy, and 47 Project Mode reports/applications. 20 of these measures were classified as regional in nature with the remaining specific to a particular country. Data from these reports was initially collated onto an MS Excel copy/pasting key information against several categories, and later summarised and thematically categorised by the research team. While aspects of

this analysis are included throughout the remainder of the report, the primary intent was to inform country selection for the case studies and to explore particular thematic areas within the partnership, tracer and in-country studies that followed.<sup>9</sup>

### Tracer study

A tracer study was carried out to identify impacts, benefits and challenges arising in the medium to long term from BACKUP Education's support for the participation of applicants in international trainings.<sup>10</sup> The purpose of this tracer study was to identify the ways in which the knowledge and skills gained, as well as networks established through these training opportunities have been leveraged on since, and the key barriers/enablers to using such opportunities to their fullest extent within the organisations and countries where beneficiaries are located. To obtain this information, data was collected in two stages. In the first stage, a short questionnaire in French and English was developed to be sent to all prior beneficiaries. The questionnaire covered seven thematic areas: participant information; position and work; individual impact on technical expertise; individual impact on managerial skills and working with others; networks and contact with other participants; organisational impact; and further engagement with BACKUP Education. The majority of the questions

8 Subsequent to this initial review, measures that were still in progress or applied and approved for completion at some point prior to the end of the second commissioning period were reviewed and included, as appropriate.

9 It is important that there were several constraints to using this documentation alone. This included: (1) There were significant variations in the level of detail and quality of reporting provided which made it difficult to discern immediate and potential long-term outcomes in many instances; (2) Final and interim reports capture the activities that were achieved under the measures, as well as achievement against expected immediate outcomes. Depending on the measure, they are written within six months of completion of all activities. This means that outcomes specified are immediate in nature only, and only speculate, at the time that they are written, on how they are then able to be leveraged for ongoing activity; and (3) While it was clear that, oftentimes, different measures are linked to each other, these are not immediately apparent in any single report and required discussions with the BACKUP Education team to clarify relationships where they existed. What became evident through fieldwork and tracer study interviews were the numerous interlinkages between individual measures which is something that could not be discerned from reading the reports themselves.

10 In consultation with the BACKUP Education team, it was agreed to only survey those who had been on trainings lasting longer than one week.

asked participants to rate their level of agreement to a series of statements on the topics above according to a five-point Likert scale (from strongly disagree to strongly agree). Each section also included space for additional comments to be made. A total of 53 beneficiaries of international training that were contactable were sent this questionnaire, of which 48 ultimately responded. Completed questionnaires were analysed individually to inform the direction of the follow-up interview, and were also collated to create a profile of all responses. The questionnaires provided a launch point from which to direct more detailed questions through follow-up qualitative interviews in the second stage. A total of 41 interviews were conducted with beneficiaries in 16 countries, 12 in person and 29 over the phone or via Skype. All of these interviews were conducted with staff from the Ministries of Education or sub-national education departments within their respective countries, with the exception of one interview with an individual now working as a consultant with other national governments and regional organisations. Interviews were transcribed and later analysed against key analytical categories taken from the overall study objectives. A separate tracer study report was produced; however, key findings from this aspect of the study are also included in this report.

## Field studies

Another component to the study were three in-depth field studies to three different countries supported by BACKUP Education. Countries to be visited were purposefully selected based on a number of factors. One important criterion for both the research team and BACKUP Education was that countries should have had a suitable enough scale and scope of support over the years to assess impacts from a range of measures and beneficiaries. This meant only those countries where there had been – (a) a combination of supported measures; and (b) a sizeable total budget and number of measures – were considered. Additional to that and following on the initial desk review, particular thematic areas of interest were identified. The research team identified 15 potential countries of interest, based on factors such as: (1) an explicit focus/attention to gender and/or conflict sensitivity; (2) the ability to explore the ‘added value’

of having a critical mass of beneficiaries from the same institution or department within an institution receive support; (3) evidence of measures having direct influence on education service delivery; (4) the ability to explore links to regional or constituency-building initiatives supported activities; and/or (5) initiatives which brokered or strengthened relationships between civil society, Ministries and/or local constituencies could be explored. Alongside that was also a need to balance Francophone and Anglophone countries in the final selection, and practical/pragmatic concerns such as safety and ease of access to past beneficiaries. In close consultation with the BACKUP Education team, it was agreed that Côte d’Ivoire, Madagascar, and Uganda would be the three countries visited in the field studies in August 2017.

Prior to the commencement of the field studies, a standard set of interview protocols was developed jointly between the research team and BACKUP Education at a meeting in Eschborn, Germany. The semi-structured interview guide included a number of questions about areas of impact of BACKUP Education support, perceptions on the approach BACKUP Education takes in supporting partners, and specifying areas of continued or emerging need in relation to their ongoing engagement with accessing or implementing GPE support. Face to face interviews also collected Most Significant Change (MSC) stories from those who had been direct beneficiaries of BACKUP Education support. Using MSC, and after identifying multiple changes, either positive or negative that had taken place as a result of their participation in the measure supported by BACKUP Education, participants were asked to choose the change that they identified as the most significant. They were then asked to elaborate on this, and describe what things were like prior to and after the change, as well as what had been the specific catalyst for the change described. This story of change was then written by the researcher with the input of the participant, and read back to the participant to ensure that they agreed with the presentation. Each participant then selected a title for his or her story.

Côte d’Ivoire was visited by two members of the research team along with a member of the BACKUP Education team from Eschborn. Following this, one member of the research team continued to Uganda,

Breakdown of participants interviewed in field study				
Country	Ministry of Education	Civil society	Development partners	GPE Country Lead
Côte d'Ivoire	26 <sup>11</sup>	14	3	1
Madagascar	8	5	1	0
Uganda	5	4	1	1

while another went to Madagascar. In each country, a range of stakeholders were interviewed, including direct and indirect beneficiaries of BACKUP Education support in both Ministries and civil society, as well as other key members of the Local Education Group (LEG) and GPE country support team. A summary of the individuals spoken to in each country is provided below.

## Partnership study

The study also included a separate investigation into the role of BACKUP Education as a partner in the GPE and how it supports principles of partnership and development cooperation as conceptualised in the GPE's charter and specifically founded on ideas of country ownership, effectiveness, harmonisation, mutual accountability, and partnership. These concepts are detailed later in the report.

The partnership study was conducted in two stages. The first was a comprehensive review of academic and grey literature using a range of publication repositories, internet search engines, and the websites of major education actors on the global stage. A range of search terms, related to themes of international development and education priorities and approaches, stakeholder participation and partnership dynamics were used to source over 100 documents that were systematically reviewed and thematically organised. This review helps to contextualise BACKUP Education's activities to date within a broader ecosystem of actions and ideas, and relevant literature is cited from this review, as appropriate, throughout this report.

The second stage of the partnership study was a more in-depth exploration of how various stakeholders

who have engaged with BACKUP Education view its function against the backdrop of the GPE partnership and current developments within the education sector globally. These remote interviews also encompassed investigation into regional work involving civil society and on the work of BACKUP Education in relation to gender. A total of 27 stakeholders were interviewed from within the BACKUP Education team at GIZ, a range of BACKUP Education's regional and international partners, representatives of the GPE Secretariat, GPE Board members, LEG members and civil society organisation (CSO) representatives in country. These participants were purposefully selected based on their knowledge and ongoing relationship with BACKUP Education. All interviews were carried out remotely via Skype or phone, with notes taken, member-checked with interviewees, and later thematically analysed.

## Limitations to this study

There exist some key limitations across and within the various components of this research study. The biggest challenge/limitation is that of assigning direct attribution to the higher-level objectives of GPE and Sustainable Development Goals (SDGs), which are focused on student-level outcomes. The nature of GPE and, by extension, of BACKUP Education is that the focus of support is on strengthening and institutionalising system-level levers, which serve to improve education service delivery. These inputs are typically several steps removed from learning outcomes. For BACKUP Education, it is equally hard to directly *attribute* activities it has funded to more immediate or intermediate objectives of GPE around systems strengthening, mutual accountability, and strengthening of the partnership;

11 Including one focus group with fifteen participants.

yet what this study tries to do is to specify how BACKUP Education *contributes* to these objectives.

Additionally, while the study aimed to provide both depth and breadth in its approach, many of the extended examples are taken from the three field studies where a fuller story behind initiatives funded was able to be captured. Remote interviews and the desk review were unable to capture the same depth of information as the field studies do. This is due to a range of factors, including challenges in communication, depth of engagement virtually versus face-to-face, reduced flexibility with interview planning and timing with the remote studies, and the inability to use snowball sampling to follow up with pertinent individuals and organisations.

### Analysis of impact

As already noted prior, BACKUP Education aims to increase the effectiveness of the GPE and contribute to the achievement of international education goals in Africa. BACKUP Education supports and strengthens African GPE partner countries by enabling them to access and/or implement GPE funding more effectively, and better achieve these education goals. For this reason, impacts are discussed in light of key intermediary objectives of the GPE at present time, to highlight explicitly where these contributions are being made.

It is important to note that the intent of BACKUP Education is not to explicitly direct its support to one or

other outcome of the partnership; rather it is BACKUP Education's role to support and strengthen the GPE partnership as a whole. At the same time, BACKUP Education has its own series of results statements, which relate to the various inputs it provides into the partnership, and that have clear links to key objectives of GPE itself. The associated links between BACKUP Education's own results statements and the goals of the partnership are specified in subsequent sections.

Analysis presented includes excerpts from the reporting of individual modes (applications, final reports, evaluations), as well as direct and indirect quotes from individuals interviewed as part of this study. Due to the fact that many individuals did not want to be identified by name and/or were not aware at the time of data collection how their quotes might be shared publicly in its final form, names and identifying details of those directly quoted are typically not specified. Rather, each direct quote is attributed to an interview number from one of the studies.

While some respondents did not mind being named, others did, and for the sake of consistency, no names are used in this report. A full catalogue of the organisations from which each interviewee is from is noted in the Annexes. Interviewees from the Cote d'Ivoire Case Study are coded (CDCS), Madagascar (MGCS), Uganda (UGCS), Partnership Study (PS) and Tracer Study (TS); followed by a unique interviewee number for each separate individual spoken to. An anonymised list of the interviewees (with organisational affiliations) is appended to this report.

## Situating BACKUP Education within the Global Partnership for Education

'Partnerships' have been an important aspect of international development since its emergence as a deliberate field of economic and political activity, yet with changing composition, names and stated purposes over time (Atkisson 2015; Edwards et al 2017; Verger et al 2016). Partnerships in education and international development are understood in various ways. They have come to signify different things over time, especially in relation to 'best' and good practice in official development assistance relationships and

education work. Recent decades have seen more explicit attention paid to the design and performance of the multi-level, myriad and often opaque relationships that are identified as partnerships (GPE 2016; Pattberg et al 2016; WEF 2014). This section traces some key expressions of 'partnership' that have been articulated in global literature and agreements, to contextualise BACKUP Education, its impacts, and its unique demand-driven approach within a broader landscape.

## Understanding contemporary partnerships

Partnerships span multiple geographical levels, and levels of policy activity, reaching from the level of individual schools with Non-Governmental Organisations (NGOs) and Civil Society Organisations (CSOs) to those between the GPE and bilateral donors and aid recipients, and can cover diverse activities and topics (Adams Tucker et al 2016; GCE 2013; 2014). Partnerships are increasingly associated with and implicated within a variety of networks (Briscoe et al 2015; Díaz-Gibson et al 2014; Ng-A-Fook et al 2015; Sousa et al 2013).

The basis of contemporary discussions around partners and partnership, and importantly for the GPE and SDGs, may be found, partly, in increased emphasis on democratised, wider participation in education policy and strategy processes. It may also be located in identified shifts in responsibility for international development beyond donors and governments, although with these actors still involved as key partners (Cassity 2010; Santally et al 2015; Verger et al 2016). A particular change in how partnerships are discussed and prioritised that takes in this increasingly complex and diverse range of actors has been a rise and shift in attention from ‘public-private’ partnerships to ‘multi-stakeholder’ partnerships. Both terms continue to be used in different contexts, and have been appraised from perspectives that centre authenticity of mutuality and participation, enhanced economic efficiency, power between partners, and social justice concerns tied to them (Akkari 2013; Baleinakorodawa et al 2011; Balsera et al 2016; Biao 2009; Byker 2015; Dodds 2015; Kot 2016; Lauer and Owusu 2016; Robertson and Dale 2013; Smith and O’Leary 2015). These aspects, particularly those of mutual accountability, efficiency, and substantive participation, have been a key focus of the work of BACKUP Education.

Given that BACKUP Education exists to support GPE processes, it is critical to understand partnership through the lens of GPE, which is currently the largest multi-stakeholder partnership for education globally.

## The Global Partnership for Education

The Global Partnership for Education (GPE) is a multi-stakeholder partnership and funding platform that aims to support education systems in developing countries. The stakeholders within this partnership include developing countries, donors, international organisations, civil society, teacher organisations, the private sector, and foundations, all with the shared aim of funding and supporting quality basic education. By mobilising financing from public and private external sources, as well as better leveraging domestic financing, the aim is to improve equity, quality and learning outcomes for countries with high numbers of out of schoolchildren and/or poorest school completion rates. Since its founding, GPE grants of approximately USD 4.7 billion have worked to strengthen education systems, improve service delivery and bolster accountability for effective delivery. At present, GPE has 66 Developing Country Partners, the majority of whom are in sub-Saharan Africa, where BACKUP Education provides support to the 39 countries that are part of GPE.

At the national level, GPE brings together education partners in a collaborative forum called the **local education group** (LEG), led by the Ministry of Education, but also comprised of civil society partners, donors and the coordinating agency of GPE in the country. The LEG participates in the development, implementation, monitoring and evaluation of education sector plans and programs. A **coordinating agency** is selected among its members to facilitate the work of the LEG. Additionally, a **grant agent** is chosen by the government and approved by the LEG to manage the GPE funds and oversee the implementation of GPE grants. At the global level, the GPE governance includes the Board of Directors and its Chair<sup>12</sup>, 5 Board committees, and the Secretariat headed by a Chief Executive Officer.

A key mission of GPE is, “To mobilize global and national efforts to contribute to the achievement of equitable, quality education and learning for all, through inclusive partnership, a focus on effective and efficient education systems and increased

12 Since May 2018, GPE governance includes also a vice chair.

financing [for education]” (GPE 2016, p.9). GPE provides support that promotes country ownership and nationally identified priorities and which is linked to country performance in achieving improved equity and learning. As part of this, GPE supports countries to develop good quality education sector plans. Governments take the lead in planning and are accountable for delivery; GPE enables needs analysis, works to strengthen technical capacity, and aims to bring in the talent and resources of all partners to do so. GPE functions on the premise of promoting mutual

accountability and transparency across the partnership. It does so by supporting efforts for effective and inclusive sector policy dialogue and monitoring at the national level, ensuring partners have clear roles, responsibilities, and accountabilities in country processes, and by supporting knowledge and good practice exchange across the range of countries that are part of the partnership.

The Charter of the Global Partnership for Education (revised in December 2016) affirms that:

The Global Partnership for Education is underpinned by principles set out in the March 2005 Paris Declaration on Aid Effectiveness and globally reaffirmed in the Accra Agenda for Action adopted by the Third High Level Forum on Aid Effectiveness in September 2008 (GPE 2015b, p. 2).

The GPE (2015b, p. 3) articulation of the concept and principles of partnership in relation to education and international development is mostly clearly presented in GPE’s guiding principles that are specified in its Charter:

- Education as a public good, a human right and an enabler of other rights. It is essential for peace, tolerance, human fulfilment, and sustainable development.
- Focusing our resources on securing learning, equity and inclusion for the most marginalized children and youth, including those affected by fragility and conflict.
- Achieving gender equality.
- Enabling inclusive, evidence-based policy dialogue that engages national governments, donors, civil society, teachers, philanthropy, and the private sector.
- Providing support that promotes country ownership and nationally identified priorities and is linked to country performance in achieving improved equity and learning.
- Improving development effectiveness by harmonizing and aligning aid to country systems.
- Promoting mutual accountability and transparency across the partnership.

- Acting on our belief that inclusive partnership is the most effective means of achieving development results.

These are normative statements, however, and recent research evidence suggests within this partnership, “that clear structural imbalances remain and...that moves towards participation and partnership have reproduced existing power relationships,” (Menashy 2017, p. 2). That more attention to mutual accountability was needed within the various partnerships of GPE was also a key recommendation from the recent independent review of GPE (Universalia & Results for Development 2015). Such dynamics could be expected in most multi-stakeholder arrangements and have been found to characterise international development partnerships in light of financial and historical dimensions (Menashy 2017; 2016; Mosse 2010).

Following ratification of the SDGs in 2015, GPE released its strategic plan for 2016–2020. The strategic plan is driven by the international community’s call for the partnership to take a stronger role in the achievement of SDG 4, which is focussed on education. To that end, the overall mission of the GPE is to “mobilise global and national efforts to contribute to the achievement of equitable, quality education and learning for all through **inclusive partnership, a focus on effective and efficient education systems, and increased financing.**” (GPE 2015b, p. 9).



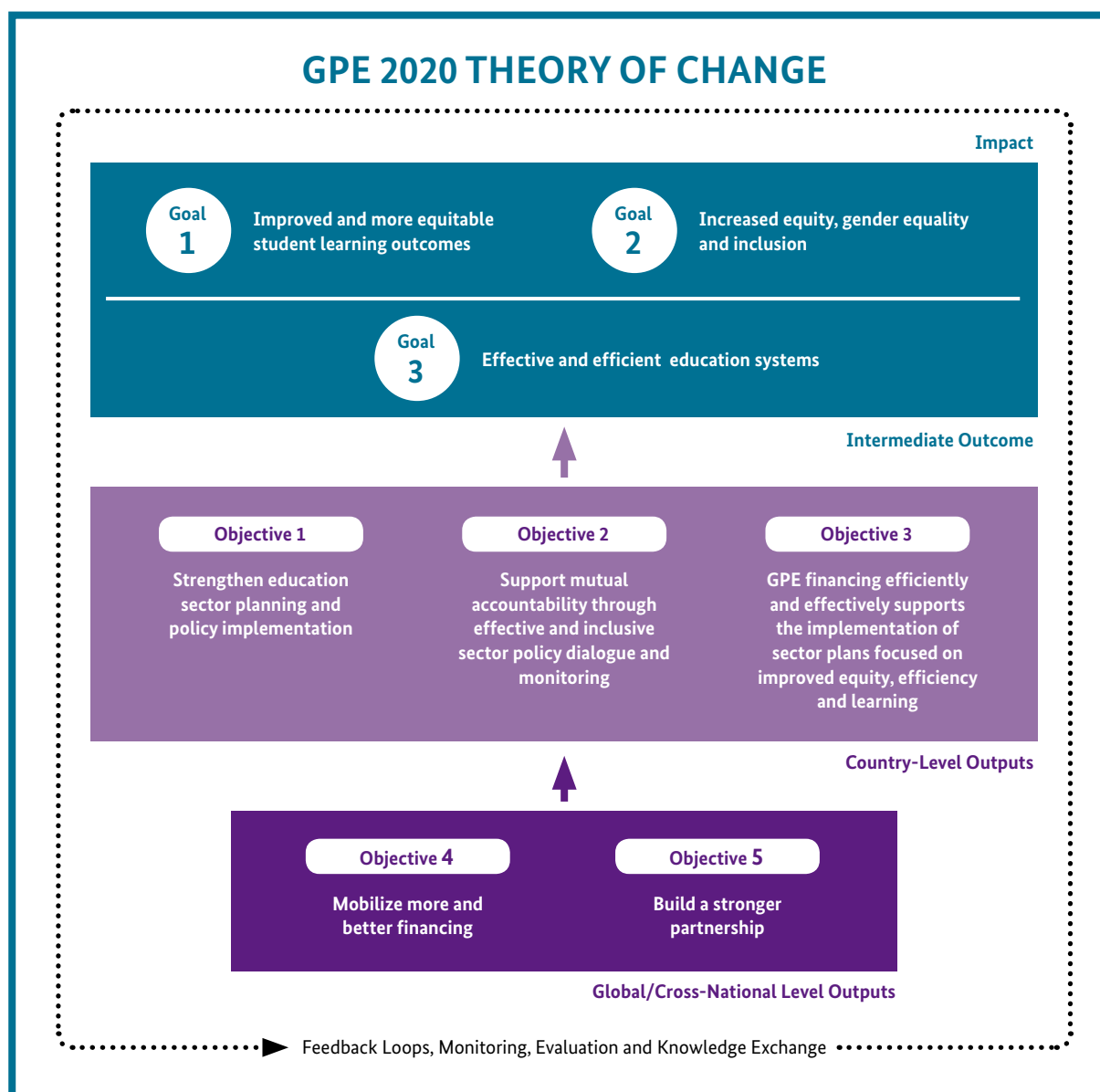


Figure 2: GPE Theory of Change, 2016-2020 (GPE 2017b)

Underpinning this at the country and global level are a set of objectives, as noted in Figure 2.

Important about BACKUP Education are the ways in which it has served to support the partnership arrangement and structures within GPE, and to support key objectives and aims of the partnership as specified in both the Charter, and its most recent strategic plan, known as GPE 2020.

The study situates BACKUP Education to key principles of partnership and development cooperation within GPE's own charter and results framework, as

well as broader international agreements/accords; and identifies ways in which BACKUP Education's support contributes to the goals and targets specified in the Sustainable Development Goals.



# Key impacts of BACKUP Education to date

This chapter provides a comprehensive overview of the range of impacts BACKUP Education has had to date. In discussing these impacts, explicit attention is given to BACKUP Education's contribution to several of GPE's strategic objectives. This is because the long-term aim of BACKUP Education is to improve the effectiveness and efficiency of the partnership, and ensure that through its support, African GPE partner countries, with the support of GPE funding are better able to work towards achieving international education goals, such as SDG 4 on education, in Africa.

BACKUP Education does have its own results framework, and set of embedded assumptions, about how the forms of support it provides lead to these longer-term outcomes; many of which are in fact closely linked to many of GPE's own strategic objectives and

results indicators at present time. These are presented at the outset, to make clear the premise behind BACKUP Education's current streams of support, and the ways in which it is later linked to one or several of GPE's own strategic objectives. Later, and in light of the evidence of impact, these hypotheses are revisited to ascertain the degree to which these beliefs are indeed valid. It is important to note, however, that often the GPE objectives as presented below are not mutually exclusive of each other, and in several instances BACKUP Education's support for particular measures contributes to several objectives simultaneously. Likewise, BACKUP Education's support is not limited exclusively to supporting these objectives, and in some instances goes beyond what they mandate.

## Linking BACKUP Education's own results framework to the GPE objectives

As already noted prior, BACKUP Education aims to increase the effectiveness of the GPE and thereby to contribute to the achievement of international education goals in Africa. BACKUP Education's role in supporting and strengthening the partnership in sub-Saharan Africa will be specified here as the key immediate objective of this funding modality, but with hopes that it ultimately has impacts on learners and education systems as a whole (the aim of GPE as well).

Specifically, and related most particularly to BACKUP Education's support for individual and organisational capacity development, the belief is that a critical mass of qualified persons in key functions with sufficient knowledge and skills (e.g. for successfully applying for and effectively using GPE funding) can better fulfil their role in the GPE country level processes. In consequence, they are able to better implement GPE guidelines, standards and consequently make better use of GPE funding. This helps to initiate sustainable changes at the organisational level by significantly improving the quality of processes with regard to coordination and inclusiveness as well as their outcomes (e.g. education sector analysis, education sector plans (ESPs), action plans). As a result, the

chances increase that the countries can access their full country allocation of the GPE Education Sector Programme Implementation Grant (ESPIG) and that they can deploy it optimally to achieve national and international education goals. In the long-term, this promotes development and change at the system level and contributes to GPE's strategic goal of strengthening sector planning and policy implementation.

In the first two commissioning periods of BACKUP Education, GIZ supported 105 measures, which provided access to international trainings for individuals from 28 countries in Africa. As part of the present study, a tracer study looked at 64 measures (comprehending all measures funded by BACKUP Education from 2011 to April 2017) which supported 79 different individuals (20 female, 59 male) to participate in training courses of longer than a week. The remaining 26 measures supported participation in conferences, workshops and trainings of shorter duration, as well as the participation of advisors in GPE constituency meetings. While these measures represent over half of the 178 measures funded in the first two commissioning periods, this support comprises only about 15% of the total budget allocation from both commissioning periods. This is largely because it

supports individuals to access training and has a lower total budget limit than the other forms of support offered by BACKUP Education. Nonetheless, its support to date signals an important commitment on the part of BACKUP Education to focussing on capacity development. In the analysis of the impact of these measures, in addition to noting its impacts on sector planning and policy implementation, the authors recognise that it is important to also acknowledge the contributions it is making to other objectives of GPE at present – in terms of mutual accountability, effective/efficient education system, education financing, and strengthening of the partnership as a whole. These impacts are discussed throughout, as relevant.

BACKUP Education has also given explicit attention over the years to ensuring that local stakeholders from civil society have both the individual and organisational capacity to be effectively involved in LEGs, as part of a drive towards mutual accountability, partnership, and transparency at the country level. A number of measures have focussed on strengthening the involvement of national education coalitions in local GPE processes to ensure that the interests and needs of citizens related to education are articulated and taken into account by government. In the first commissioning period, for example, a total of 13 measures comprising 43% of the overall budget for the project in that period were directed towards civil society beneficiaries. Ultimately, BACKUP Education believes that this support to civil society will strengthen the partnership's focus on mutual accountability, and specifically improves transparency and accountability of how GPE funding is both sought and implemented. BACKUP Education's support to strengthening inclusive policy dialogue and monitoring in terms of both brokering government-civil society relations and raising the visibility of civil society organisations at a sub-national, national, and regional level is explored in this study. Additionally, the impacts that BACKUP Education's support to civil society organisations has on improving transparency, accountability, and shared responsibility and, ultimately, the effective and efficient use of GPE funding, are also investigated.

BACKUP Education has also focussed attention on strengthening the partnership at a more systemic

level. This has been facilitated through a range of measures that have supported regional initiatives focussed on peer-to-peer learning, knowledge exchange, and communication between civil society and/or within Ministry actors in the three Africa GPE constituencies. The belief is that improved communication and knowledge sharing among the members of the three Africa Developing Country Partners GPE constituencies allow consensus building on upcoming decisions within the GPE Board of Directors. This enables the African Board members to express coordinated positions in the GPE Board and to advocate more strongly for the interests of the African development country partners (DCPs). It also builds alliances between African countries to express common interests jointly and thus more strategically. It is assumed, that a stronger influence of African DCPs on Board decisions leads to more effective GPE processes and policies that better reflect the needs and interests of African DCPs. In the first commissioning period, 15% of the overall budget was directed to constituency building work in particular through five different funded measures. All of these efforts are ultimately geared towards strengthening GPE as a whole.

Finally, and equally important is *how* BACKUP Education operates as a fund to strengthen the efficiency and effectiveness of GPE in Africa. As already noted, the demand-driven and gap filling nature of BACKUP Education within GPE has been intentionally designed to help partners bridge unforeseen bottlenecks or funding gaps in GPE processes, which might impede them from accessing or best utilising GPE funding. Requirements for the approval of an ESPIG are defined in GPE Guidelines and include existence of a costed and credible national education plan, which meets GPE quality criteria, domestic financing commitments for the plan, and availability of data and evidence for planning, budgeting, management, reporting and accountability against this plan (GPE 2015a). Additionally, for partners to access their full allocation of the grant, they must have clear evidence of progress towards equity, efficiency and learning outcomes. As this and the next chapter will go on to describe, partners in country face numerous unforeseen challenges in meeting these expectations. GPE itself, in its 2015–2016 Results Report, also notes that while effective and efficient grant support is a key

strategic objective at the country level, there remain challenges with the timely delivery of grant components and with delays in grant implementation (GPE 2017a). BACKUP believes that if applications it receives are approved quickly, and funding is used effectively, then formerly identified gaps will be filled. In doing so, it is hoped that this facilitates more effective and efficient implementation of GPE processes

at the country level and helps African partners to fulfil the requirements for accessing and using GPE funding. On its part, BACKUP Education only supports applications that have the potential to significantly contribute to these goals through a comprehensive quality check process (described in greater detail in Section 2.4).

## Strengthening education sector planning and policy implementation at the country-level (GPE Strategic Objective 1)

One of the key country-level objectives for GPE is to support and strengthen education sector planning and policy implementation. For GPE, this is reflected most directly in the development and regular review of strong national education sector plans (ESPs), which meet quality standards developed by the GPE Secretariat. GPE expects both the development and review of these ESPs and subsequent policies to be evidence-based, nationally owned, and focussed on pillars of equity, efficiency, and quality provision. Doing so, GPE argues, requires knowledge and good practice exchange, capacity development of the actors involved in the process, and improved monitoring and evaluation processes, particularly geared towards key equity, inclusion, and teaching and learning goals.

There are many ways in which BACKUP Education has supported partners to work in this way. Specifically, it has explicitly supported the capacity development of individuals, departments, and organisations over time. It has also responded to partner requests for specific technical inputs on particular aspects of either the sector plan development or review process. A number of requests from partners have also been directed towards strengthening monitoring and evaluation systems related to the National Education Strategic Plan (NESP), particularly through Education Management Information System (EMIS) system strengthening and support, with an explicit focus on ensuring that national Ministries are able to monitor their education policies and programmes from an equity, quality, and efficiency standpoint.

### Capacity development for education sector planning and implementation

From the outset, BACKUP Education has supported partner requests to participate in specific training programmes focused on key components of education sector planning, implementation, and monitoring and evaluation. Specifically, BACKUP Education has facilitated individuals, primarily the staff of Ministry of Education departments, to participate in a variety of training courses delivered through distance learning online and through residential study overseas, and also through a combination of these methods in blended-learning courses. These have until April 2017 included participation in the following training courses:

- 33 individuals in training courses provided by the UNESCO International Institute for Education Planning (UNESCO-IIEP) in Paris which included the six-month Education Sector Planning (ESP) course and the Advanced Training Programme (ATP) in Educational Planning and Management lasting up to 12 months depending on the modules undertaken, both of which incorporate distance and residential learning components; and courses in Projection and Simulation Models, also offered as a distance learning course and in person.
- In association with UNESCO-IIEP, a further 18 individuals were supported to participate in the year-long blended learning course on Sectoral Analysis and Management of the Education

System (SAMÉS) offered by the *Faculté des Sciences et Technologies de l'Éducation et de la Formation* (Faculty of the Science and Technology of Education and Training, FASTEF) at the *Université Cheikh Anta Diop de Dakar* (Cheikh Anta Diop University, UCAD), and the *Pôle de Dakar* (UNESCO-IIEP).

- 21 individuals attended ten-day residential training programmes at the *Centre International d'Études Pédagogiques* (International Centre for Pedagogical Studies, CIEP) in Paris, on Developing and Supporting an Education Sector Development Plan, and Analysis and Planning for Education Development.
- Six individuals completed the yearlong, blended learning, Professional Certificate in Education Finance, Economics and Planning at the University of Witwatersrand Johannesburg, Wits School of Education.
- Two individuals participated in three-week training programmes at the *Institut FORHOM* in Paris on the Optimization of Management Practices and Tools and Results-oriented preparation, programming and Budget Execution.
- Two individuals participated in 10-day training courses at the *CIFOPE Institut de Formation pour le Développement* (International Centre for Pedagogical Studies, CIFOPE) in Paris on Budget Execution and Public Accounting as Part of the Reform of Public Finances, and Financial Programming, Medium-term Expenditure Framework and State Budget.
- Two individuals participated in one-week training in 'Impact Assessment and Evaluation' at the Royal Institute of Public Administration (RIPA) International in the UK.

Because BACKUP Education responds to needs and demands for support at a country level, the profile of training measures supported has varied significantly across countries. For example, some countries such as Madagascar, Comoros and Togo expressed demand for several members of a department or different departments to attend the same training course, whereas in other cases, such as in Sierra Leone and Zambia, requests were made for individual training through BACKUP Education support.

Attendees of trainings funded through BACKUP Education noted a range of impacts at the individual, organisational and systems level. 93% of the respondents to the tracer study agreed or strongly agreed with the statement "*my technical skills have improved since undertaking the training*". Improvements in technical skills were particularly identified in areas that constituted new or unfamiliar techniques in education sector planning that had not previously been integrated into the work of the departments of participants or had not previously been part of individuals' working practices. Technical skills frequently identified included the development of indicators (TS, Int. 27, 28)<sup>13</sup>, analysing and applying statistical data (TS, Int. 24, 38, 41), and learning how to make projections and simulation models (TS, Int. 8, 14, 16, 17, 25, 27).

For example, the Director of Sectoral Statistics at the Ministry of National Education and Literacy in Burkina Faso who had attended CIEP training on Analysis and Planning for Education Development in 2013 highlighted how attending this training supported his work in developing the budget action plan, a key component of the country's ESP:

"When I came back [from the training], I'm part of the team that is responsible for developing the ministry's budget action plan, so during the discussions, even for the framework of the work, we have for example applied the simulation model tool. With what I have already learned, the simulation model must be based on a preliminary diagnosis, and so with these diagnoses we can try to project ourselves into the future, short and long term. The concrete discussions that we had and the training provided me with clarification." (TS, Int. 17)

<sup>13</sup> As discussed previously, this parenthesis provides attribution from the Tracer Study (TS), interviewee numbers 27 and 28 for this statement. Similar references are made throughout this section and others, with reference to other components of the study as well including the country studies (CS) and partnership study (PS).

Similar to the above beneficiary, 81% of respondents to the tracer study noted that they had applied the knowledge and skills gained towards education sector analysis work to a moderate or large extent. For example, several participants identified how their increased capacity to analyse and use educational statistics, as a result of attending training funded by

BACKUP Education, had contributed to the integration of such techniques within their own departmental practice. The Section Chief for School Projects at the Ministry of Education in Togo, who had attended SAMES training offered by UCAD and the UNESCO-IIEP *Pôle de Dakar* reported:

“In terms of impact, we better understand the education system, the indicators, the analysis of the education system, we are more comfortable working with a number of actors, the management of promotions, the management of schooling, the management of retakes [i.e. students repeating a school year], so we understand better let’s call it the texture of education and sector analysis. However, in relation to our department we use the results of this training to participate and contribute to discussions. We learned about statistical analysis, and that has allowed us today to understand the evolution that statistics can take. But we do not work at the level of the statistics department - that means we are not totally involved in this area. But for our own work or the workshops, we use the data of the training we followed.” (TS, Int. 38)

Improvements in technical skills were often closely associated with increased confidence and motivation in carrying out work and participating in discussions and planning processes. 88% of tracer study respondents somewhat or strongly agreed with the statement that “*I feel more confident in coordinating consultation processes relating to education sector analysis or planning*” as a result of the training they had participated

in. The Director of Education Policy and Strategy at the Ministry of Education in the Comoros Islands for example indicated the process of change resulting from expanding his skills and knowledge during the ATP in Educational Planning and Management at UNESCO-IIEP in 2015–16, from previously being hesitant in his contributions to being more assured in developing the transitional plan:

“I am among the people who were selected to develop this transitional plan. In that, I felt more capable with many things, and before this training I hadn’t tried to participate or I hesitated in participating, but now not only am I capable of participating but at an individual level I feel more useful at the level of national education, at the planning level and at the level of our department of policy and curriculum.” (TS, Int. 25)

Similarly, in Madagascar there has been a lack of opportunities to learn about education-specific dimensions of planning, as well as a natural diversity of educational and professional experience amongst those within Ministry of Education departments. The Director General of Secondary Teaching, and coordinator of the ESP, himself emphasised this position,

having a background in computer science and logistics, and stated that the training he had undertaken at CIEP in 2015 with BACKUP support had given him the confidence as well as the technical skills to be able to lead his team through the preparation of the Education Sector Review and also the development of the ESP. He reflected in his MSC story that,

“Thanks to this training I was able to really fulfil my role as coordinator of the ESP for the Ministry of National Education and I was able to lead the team, both at the planning level, and at the design level of the programme itself, I was able to lead the team effectively thanks to this training. At that time, we did not have a sector plan and we were in the process of preparing the Education Sector Review, so we were really in the preliminary planning phase. Without this training, I could not say that I was competent to lead this team because I myself am not a planner. I had experience in IT and as a logistician. But thanks to this training, I can fulfil my role as coordinator. Now I can say that I understand planning and people are impressed that I am really involved in all these aspects of the sector plan.” (TS, Int. 8)

Likewise, in Côte d’Ivoire, a participant in UNESCO-IIEP’s training on education planning and management pointed to the influence of his training on strengthening analytical processes within his department at the Ministry of Education. On returning from the training, he felt not only better equipped to

enact his responsibilities as newly appointed deputy director for monitoring inequalities, but also was able to sensitise others in the cabinet about changing practices to analyse and interpret data rather than merely presenting it:

“When I returned to Côte d’Ivoire, in December, I took up the position of deputy director. I felt much better equipped and more at ease regarding human resource management and technical aspects, so the training was really very effective in several ways. Now it is my responsibility to direct the meeting notes in our cabinet meetings. I submitted a report and the director of the cabinet called me to ask me about the findings, because I added my own interpretation. After I explained everything, I gained the cabinet’s confidence.” (TS, Int. 2)

International training was identified as helping to understand the role of international as well as local partners in education planning processes, as highlighted by one participant in UNESCO-IIEP training: “I was more confident in the system; I know the system better and I know how it works.” (TS, Int. 2). This had been particularly beneficial for this individual who was acting as focal point for the Millennium Challenge Corporation (MCC) in the implementation of work on the proximity colleges<sup>14</sup> as well as working with the Department for Strategy, Planning and Statistics where being able to better understand the

role of effective and equitable data gathering and analysis in contributing to broader planning processes is clearly advantageous.

Hence, improving confidence and familiarity with such tools at an individual level also supports their integration at an organisational level. A school inspector at the Ministry of Education and Sports in Uganda who had participated in a 10-day training with UNESCO-IIEP on Projections and Simulation Models described how,

“As inspectors of schools carry out their routine work, they cannot forget to advise schools on planning for the fast-rising school populations. Simulation is a popular item in all inspection tools and reports.” (TS, Int. 14)

14 Proximity colleges are secondary schools, which are built in the vicinity of rural villages. The aim is to offer secondary-level education to rural populations in closer proximity to homes. They are especially targeted at female learners who are less likely to get changes of moving away from home to attend secondary schools in urban areas.



When interviewed, the inspector continued on to explain how they were then able to share the skills they had gained with head teachers and members of the boards of governance in schools they visited.

As participation in the training courses resulted in improved technical skills, as well as increased

confidence as discussed below, this had a multiplier effect on the system as a whole, and particularly on effective implementation of education sector plans and priority, as the same inspector further recounted in his MSC story featured in Box 1:

### Box 1: Addressing school enrolment expansion in Ugandan schools

I am an inspector for pre-primary, primary and secondary schools. I visit schools as a general component of my work or I am being invited specifically to talk about modelling and planning. I then discuss issues such as numbers of classrooms, latrines, desks, playgrounds, etc. I had knowledge on educational planning before the IIEP-workshop in France, but the training made me a better performer. I am attributing my improved capacities as an inspector to the workshop.

At times, I am invited by District Educational Officers. For instance, in Luuka, a District Educational Officer invited me to discuss educational planning. The district is experiencing rapidly expanding rates of enrolment due to a prosperous economic environment. In particular, there is a model high school, it is expanding at a very high rate, last year there were 500 students, this year there are 1000 students. When I visit such schools, I talk not only to head teachers, but also teachers and students. They all give me their own views on what they want their schools to be in the future. As a result, school heads are enabled to understand the facilities of the schools that they need, communicate with the board of governance and plan and budget these facilities. As a result of my work, students in for example the RHINES secondary school in Wakiso district have been able to obtain adequate facilities, such as more dormitories and beds in a border school. This led to a reduction of congestion in the dormitories. Parents are also empowered as they can build on my propositions to look ahead and share their ideas in school performance review meetings. Furthermore, whenever I go to visit schools as an inspector I always also chip in on simulation and modelling. As another result of my visits, DEOs have new ideas and share them in their constituencies.

For the case of Uganda, noted above, the application of modelling and planning at the school level is a critical component of the current GPE grant, which focuses explicitly on supporting decentralised governance, and improved learning facilities and learning resources. It also suggests a ripple effect of training that extends the knowledge and skills gained beyond that of the individual. Similar observations were also noted in Chad, where BACKUP Education supported training for a range of national and regional education directors, inspectors and planners received training on education sector planning. The final report from this measure suggests that 80% of these individuals went on to train their colleagues on return – effectively multiplying the impact of such training.

One intention of BACKUP Education's support to individual capacity development is for beneficiaries to share their experiences of training with their colleagues and departments upon their return. 83% of respondents from the tracer study either agreed or strongly agreed with the statement *"I have been able to share what I learned from my training with others in my organisation/department."* One respondent from Côte d'Ivoire highlighted the benefit of this exchange even where he had been the only member of his department to attend the training course at UNESCO-IIEP and where he had not initially felt much institutional support within the hierarchical structure of the department:

“Since my return, I have been sharing my vision for change with respect to planning. The real change has been in sharing the knowledge I acquired in Paris with my colleagues.” (TS, Int. 1)

Such internal knowledge exchange took varied forms from simply reporting back to superiors, to holding organised workshops or informal discussions with colleagues.

In Uganda, the three school inspectors who participated in UNESCO-IIEP training on Projections and

Simulation Models: Methods and Techniques in 2015 (see Box 1) drew attention to dual dimensions of benefiting from continued discussions while also encountering challenges. As two of the inspectors share an office, there was a natural tendency to share their work:

“On our return to Uganda we held several meetings to advise one another on how to put in practice the knowledge acquired in France. In the start, meetings were very regular, now the meetings are not as regular. Especially in preparing meetings with DEOs [District Education Officers], and we also discuss and reflect on school visits, and share reports. We ask colleagues for advice. So team work has helped us a lot.” (TS, Int. 15)

The third inspector also recognised the importance of sharing skills, but also found that responses varied to her attempts to present simulation models:

“I try to share it with members of my department. I shared a model but some thought that ‘this model is very difficult’, others find it interesting, although it is very mathematical and can give people a headache. But you can make it part of your life and then it can be helpful. One day we are retired so we need to share it and continue sharing.” (TS, Int. 13)

Nonetheless, the acknowledgement was present that sharing learning with others was an important dimension of reinforcing and multiplying impacts,

despite challenges in doing so, as likewise indicated by a respondent from the Department of Sectoral Studies and Statistics in Burkina Faso:

“The challenge is [to ensure] that people returning from training can share the knowledge they have learned with others to the fullest. A challenge is finding the best way to do this when we come back, reporting back, in groups, trying to share. To see if, for example, people who come back from training can’t, those who have a certain capacity for training for example, form a critical mass of people at the country level and can try to see how we can disseminate more widely the knowledge we have learned during those sessions.” (TS, Int. 17)

Finally, while BACKUP Education does not set out with the explicit aim of ensuring that a ‘critical’ mass of individuals from an organisation within or across a country have their capacity strengthened in identified areas of need<sup>15</sup>, there have been times where this particular need has been identified by the partners. In several instances, BACKUP Education has facilitated access to training courses for several participants from different departments and/or those from departments that historically receive less attention from development partners. This was identified by participants as not only strengthening individual competencies but also improving communication and cooperation across departments and with diverse educational stakeholders.

In the Comoros Islands, for example, a total of 11 members from different departments of the regional and national level Ministries of Education were supported by BACKUP Education to access ATP courses at UNESCO-IIEP and SAMES training offered by UCAD and the *Pôle de Dakar*. Such opportunities were identified as being particularly important for those coming from different professional backgrounds within the Ministries and complemented the development of technical expertise, as the Director of Education Policy and Strategy indicated:

“I didn’t know how to express certain things in the education sector, how to calculate the indicators, how to concretise the activities. But after I enrolled in the training ... because I work together with the director of planning for the department of policy and teaching program, so I work together with the planning department and then the general inspection. Since my return [from the training], I feel more able to identify indicators and then work with the planners ... to train the planners in the simulation models and the models of how to find the right direction and prepare the statistics. But before the training we did not know how to calculate and run the simulation models, but after my return I find that I’m capable, along with the others from the planning department from this training.” (TS, Int. 25)

A particularly strong other example of the benefits of BACKUP Education supporting individuals from a range of departments and Ministries with responsibilities for the education sector emerged out of Madagascar. There, BACKUP Education has supported 12 different individuals from three different Ministries of Education – the *Ministère de l’Education Nationale* (Ministry of National Education, MEN), the *Ministère de l’Emploi, de l’Enseignement Technique et de la Formation Professionnelle* (Ministry of Employment, Technical Education and Vocational Training, MEETFP) and the *Ministère de l’Enseignement Supérieur et de la Recherche Scientifique* (Ministry of Higher Education and Scientific Research, MESRS) – to attend a range of trainings including

distance learning and residential UNESCO-IIEP courses of two months, six months, or 12 months, focusing on projections and simulation models, and education sector planning and management. Ministry staff have also been supported to undertake training at the *Centre International d’Etudes Pédagogiques* (International Centre for Pedagogical Studies, CIEP) and the *Institut de Formation pour le Développement* (Training Institute for Development, CIFOPE) in Paris of 10 days to advance skills in developing education sector plans, budgeting, and financial management. The relevance and importance of BACKUP Education’s support to these three Ministries is highlighted in the box below.

15 That stated, BACKUP Education aims to support a minimum of two persons per country in training appropriate to their needs, and to carefully target support to partner Ministries capacity development strategies.

## Box 2: BACKUP Education: Strengthening capacity in Madagascar

BACKUP Education’s support through Fast Access Mode measures have responded to requests from Ministerial departments in Madagascar to strengthen capacity in the development of the Education Sector Plan (ESP). There is a lack of opportunities in Madagascar for training in education sector planning, as the *Institut de Planification* (Planning Institute) only offers general courses without a specialisation in education. In addition to the lack of specific focus on education planning, the processes are also largely new to those currently working in the Ministries of Education, as Madagascar has not previously undertaken an ESP of this scale or scope. As the Director of Secondary Education Management and Inspection admitted, despite having worked in education practice and administration for several years: “In all my studies in education we had never talked about a sector plan” (TS, Int. 5). The Education Specialist and focal point for GPE grants at UNICEF also reinforced this point, stating, “there’s very little on offer in Madagascar of a good quality” (MGCS, Int. 8). Likewise, the Director General of Secondary Education and Training also highlighted his own position, having a background in computer science and logistics, and stated that the training he had undertaken at CIEP with BACKUP Education support had given him the confidence and well as the technical skills to be able to lead his team through the preparation of the Education Sector Review and also the development of the ESP.

The coordinating authority at UNICEF highlighted the contribution of this form of support in strengthening institutional capacity towards creating a more robust ESP, which supports the effective use of GPE funds:

“They took more time over the ESP so that it was really locally led and owned, and here BACKUP plays a key role in supporting the technical competence of Ministries to really do this themselves” (MGCS, Int. 8)

Importantly, BACKUP’s support to the three different Ministries also acted to align the work of these organisations towards a common vision, which was subsequently specified in the Education Sector Plan. The Head of Financial Evaluation at the MESRS was also the team leader for the *Rapport d’État du Système Éducatif National* (National Education System Review, RESEN), and drew attention to the fact that in 2014 the three Ministries still worked more separately. However, through BACKUP Education’s support to

strengthening the capacities of individuals in all three entities, and supporting their participation in trainings jointly, key actors became aware of the imperative for better coordination. As a result, an inter-ministerial committee was formed, and a technical unit for budget and budget monitoring established, which “helped us to achieve the ESP” (TS, Int. 7). This was further described by the Director General of Secondary Education who identified how:

“Up until now Madagascar has never had a sector plan like this, which involves the three Ministries. Because here in Madagascar the three Ministries are separate so there are three ministerial departments who are in charge of education. It was really necessary to sort of teach how to effectively coordinate the three Ministries. So, we created an inter-ministerial steering committee... So when I came back from the training we showed interest in creating an inter-ministerial steering committee to make sure there was coherence between the activities, between the policies that happen at the level of secondary teaching or general teaching, also including vocational training and of course higher education and scientific research.” (TS, Int. 8)

Likewise, the fact that BACKUP Education provided funding for participants from different departments to undertake the same course together meant that links were fostered through the shared experience of training, whereas if participants had had to wait until funding became available within the Ministries, where a budget for staff training is lacking, they would not have been able to undertake the course at the same time, if at all. A respondent from the Department of Education Planning at the MEN in Madagascar highlighted the benefits of sharing the experience of learning with staff of the Department of Administration and Finance as being beneficial in building links between the two departments, especially as the staff members were working together on the Education Sector Review at that time (TS, Int. 12).

### Strengthening evidence-based, transparent decision-making in Ministries of Education

Measures funded in several countries (Côte d'Ivoire, Senegal, Democratic Republic of Congo, Chad, Somalia, Ghana, and Guinea) by BACKUP Education have aimed to improve evidence-based decision-making. Underpinning the drive for evidence-based and data driven decision making is the belief that by having better data at hand, education policies and programmes are able to identify, reach, better serve, and/or monitor services for students and communities who are the most vulnerable. This focus on

data-driven decision-making is a key priority of GPE at present, and also reflected in the post-2015 push towards clear indicators and measures of progress against the education targets in the SDGs (UNESCO Institute for Statistics 2017).

Yet, similar to many public institutions in Sub-Saharan African countries, Côte d'Ivoire's Ministry of Education faces a challenging situation with regard to the availability of statistical data. According to the head of the *Direction des Stratégies, de la Planification et des Statistiques* (Ministerial Department for Strategy, Planning and Statistics, DSPS), the importance of school-level data for national-level education planning was only emphasized a few years ago. On the request of the department, BACKUP Education supported the design of a national-level strategic EMIS framework and EMIS action plan in 2014, EMIS capacity building in 2015 and a training on school mapping and the drafting of a memorandum on school mapping in 2017. The combination of these measures has contributed to strengthening M&E systems and capacity at the national level, which has also supported informed policy planning and implementation. This interconnection between the strengthened capacity of the DSPS to gather and analyse data and education sector planning that is well informed, and therefore effective and equitable, was also highlighted by one of the technical advisors to the Ministry of Education, also an author of the education sector review and 10-year strategic plan:

“If we explore certain things in more detail, certainly we will discover other realities. This will allow us to improve our interventions in the districts. If we really want to address the problem we need to know what we are talking about.” (CDCS, Int. 7)

Through the EMIS framework, all relevant national and international stakeholders were able to act upon an agreed set of common objectives. The strategic framework allowed a range of partners, especially the World Bank and the United Nations Children's Fund (UNICEF), to provide coherent funding of material and technical support for the Ministerial Department in charge of statistics. Moreover, all major national educational stakeholders are included in the data gathering process, from school-level to regional

administrative offices to the national Ministry of Education, supporting more inclusive approaches to education sector monitoring and analysis. A constant change management allows the national Ministry to react to signals from the local level and adapt indicators and surveys accordingly. Furthermore, for the first time, a part of the domestic budget has been dedicated specifically to the EMIS, enhancing the sustainability of the investments of BACKUP Education.

Likewise, in Senegal, BACKUP education funded the government to carry out the first ever census of the Islamic school sector, which had previously been excluded from the government’s EMIS. With the assistance of relevant civil society actors, 6500 Islamic schools were registered and included in the government’s database. This then created a mechanism for the continuous registration of Islamic schools, and the use of that data for educational yearbooks and planning – a process that has continued under the current GPE grant to the country.<sup>16</sup>

For a number of years, BACKUP Education has also been supporting requests for enhancement in data-driven decision making at a regional level. These requests have focused on developing capacity within the Economic Community of West African States (ECOWAS), an alliance of 15 West African states. BACKUP Education funded two Project Mode applications in 2012 and one in 2015. The first supported an EMIS Experts Technical Workshop, the second a workshop to revise performance indicators for the Plan of Action and the third a peer review based in Accra. BACKUP Education funding has also supported the attendance of a statistician from the Association for the Development of Education in Africa (ADEA) to support lobbying and advocacy for the adoption of EMIS norms and standards by Ministers and senior officials in the region.

Through these activities, BACKUP Education supported the validation and political endorsement of a

set of EMIS norms and standards to guide the development of EMIS in the region. The EMIS initiative was developed by the regional ADEA under the African Union’s Plan of Action. With the ECOWAS Commission and BACKUP Education, these initiatives were undertaken in partnership with the UNESCO Institute of Statistics (UIS) and the African Development Bank (AfDB). The key impact of BACKUP Education support to these processes was to establish and maintain reliable EMIS across the region. In combination, the modes supported have enabled EMIS practitioners and their Ministries to identify gaps to improve accessibility of education sector statistics, and in turn contributed to developing the capacity to undertake sector assessments and monitor education policy implementation and resourcing in order to achieve objectives set out in the NESPs.

For countries emerging out of conflict, where educational inequalities have been found to contribute to issues of the past, and ongoing inequalities could lead to future grievance, the need for governments to consider the equitable and efficient delivery of services is even more critical (see Shah et al 2016). Learning to interrogate statistics and better conceptualise indicators was also highlighted as having a key relationship to addressing conflict sensitivity and inequalities, as one participant highlighted:

“In conceptualizing the indicators for analysis during the conflict course, I realized thanks to this training that we had also had problems there.” (TS, Int. 37)

16 See <https://www.youtube.com/watch?v=Gv2zu2H2ooQ> for a fuller description of this work, featured by the Global Partnership for Education. This example is also a project that was presented in February 2018 by GPE at the Financing Conference in Dakar. See <https://www.globalpartnership.org/event/gpe-financing-conference-investment-future-dakar-2018>.

The beneficiary, originally from Senegal, had since worked as a consultant for the Democratic Republic of Congo (DRC) in the joint review of the

implementation plan and the new ESP where she was able to put her technical skills into practice:

“Knowing how to use quantitative data to draw conclusions about quality, without falling into traps, like ‘a school seems to be doing well’, yes so it’s the best [school], but aren’t there other elements to look at, like for example if the school is accepting only the best students at the entrance exam, but that does not mean that the school is better. This kind of finer analysis, I don’t think I would have had this before the training course. In module three with the regression models and others, we realized that the numbers tell us one thing but maybe we have to look more closely at the beginning to understand where we end up, so more towards the process than just ‘input/output’ for example. For the DRC I did all the work for their ‘education for peace’ and I also participated in the discussions for the new sectoral plan that was being developed. And I participated in the joint review of the implementation plan at the time. And I think there was already a base but after participating in the course, there was something more accurate with a more global vision, such as the problems of implementation of the education sector review with chapters that do not communicate with each other. That meant that you can look at the figures of whatever chapter (such as the number of hours of teachers or the number of students per class), with different recommendations in each chapter and often there are contradictions. I had a sharper eye on how to use numbers.” (TS, Int. 37)

For those countries that host substantial refugee populations, such as Uganda, enhancing skills in analytical tools was identified as particularly relevant for documenting and assessing the impact of refugee communities on education systems and their corresponding needs. In Uganda, three school inspectors

participated in training with UNESCO-IIEP on Projections and Simulation Models: Methods and Techniques in 2015. One, also the sector focal point for Conflict and Disaster Risk Management highlighted the impact of the training in his MSC account (see Box 3 below).

### Box 3: Applying learning to a new situation in Uganda

“The current situation in Uganda is very dynamic, it requires a lot of forecasting. Uganda hosts 1.3 million refugees, especially from South Sudan, Burundi, and DRC. Even now, refugees keep crossing the borders. Resources are not readily available. Therefore, planning is very useful. Of course, we work in partnership with humanitarian actors such as UNHCR [United Nations High Commissioner for Refugees] or UNICEF [United Nations Children’s Fund].

Recently the Ugandan government hosted a refugee summit at the end of June [2017], also with international actors. Since I am the sector focal point for Conflict and Disaster Risk Management I was in charge of preparing the refugee summit document, in close collaboration with the Ministry of Education’s planning department. The summit document contains information on the situation of refugees, helps us to anticipate their numbers, etc. In general terms, it forms a basis for our future interventions. Skills acquired in the workshop were helpful in this work. As a result of the summit, USD 3.3m have been pledged by partners through the Education Cannot Wait fund. At the local level, we began disseminating guidelines on Conflict and Disaster Risk Management. These guidelines were developed about two years ago, for children in upper primary and secondary school, and for teachers and educational officials. The workshop helped me in contributing to these guidelines. They will be disseminated in 14 districts in Uganda.” (UGCS, Int. 7)

## Strengthening and systematising organisational learning for effective decision-making

Interviewees also described how BACKUP Education’s support goes well beyond its financial backing for individual and organisational capacity development, to supporting a “*conducive policy environment*” (PS, Int. 9, 18). Such an environment includes the

dimensions of collaboration, information sharing, and substantive partnership in policy planning, implementation, and monitoring. Through its existence, fostering of relationships and ways of working, BACKUP Education has encouraged actors to identify and address gaps in education capacities and processes (PS, Int. 15, 21). One participant observed that:

“BACKUP contributions have helped to balance the discourse a bit from a quest to get funding toward genuine capacity development and planning purposes, from just gaining funding... a larger contribution, and valuable” (PS, Int. 14).

Past beneficiaries were often able to identify a clear association between BACKUP Education’s contributions to capacity development in education sector planning and analysis, and clear changes in their organisational practice towards more equitable, transparent, and efficient decision-making. Many of them acknowledged that key decision-makers do not come with the necessary mindset to see “the big picture”.

The technical advisor at the Ministry of Education in Côte d’Ivoire, for instance, drew attention to the fact that many staff at the Ministry of Education are themselves former teachers and therefore need to adapt their technical skills in administration. However, focus in education systems frequently remains on training for classroom teachers rather than administrative staff:

“...People in the educational administration have usually not been trained for the work they are doing, because most of them in reality were teachers who came to work in administration. They require additional training, but this is not always provided. The training we had thanks to BACKUP was very beneficial for us.” (TS, Int. 42)

Similarly, a regional consultant from Senegal, who at the time of undertaking training in Education Finance, Economics and Planning at the Wits School of

Education in 2012–13 was working with ADEA specified how:

“The training has enabled us to systematise, which was lacking before. Not only relying on skills learned in the field, but also with a theoretical framework.” (TS, Int. 37)

Likewise, the Director of the Centre for Pedagogical Training in Mali similarly drew attention to this

effect of strengthening the department’s capacity to make informed decisions:

“Before going on the training maybe we understood planning, but after the training it’s really not the same anymore in terms of planning. Before, we did planning... we thought about things, but here it’s a step forward in terms of education. It’s less arbitrary than before. Before IIEP, I wasn’t tactical enough.” (TS, Int. 34)



This was also supported by others who had been supported by BACKUP Education to attend international trainings in Côte d'Ivoire. One planner in secondary

education at the Ministry of National Education and Technical Teaching described how,

“For six years I worked as a high school Spanish teacher. After six years of work, I joined the Ministry of Education and was assigned to several departments. My job is in planning related to high school teachers and it includes the collection of statistical data on teachers, to establish the state of affairs, and to forecast the needs in the future. This work requires knowledge at the statistical level and at the application / software level. You have to know how to identify the indicators.” (TS, Int. 3)

Technical skills learned in training have also become incorporated into departmental practice. For example, in Togo, respondents highlighted the relevance of learning about developing indicators to improve monitoring and evaluation practices (TS, Ints. 37 and 41).

In Madagascar, the Head of Department of Urban Trade at the Ministry of Employment, Technical Education and Vocational Training, also a member of the technical working group for the ESP, highlighted the emphasis on participatory planning in the Advanced Training Programme she had undertaken in

education planning and management at UNESCO-IIEP in 2015. She drew attention to the impact of this in the development of a consultation plan for the regions, to ensure that input and feedback on the ESP was gathered from across the country. Importantly, learning about the importance of participatory approaches to the design of policies and programme, led to her own department embedding it into their practice. The example below highlights how this was done when planning a project on training out of school youth (see box below).

#### Box 4: Madagascar: The contribution of good planning to the professional development of vulnerable people

“I participated in a project for young people who have dropped out of school in the eastern part of the country. The goal was to build their capacity and their professional development. So I started by applying a participatory approach, involving all stakeholders, before the project was developed. Before, we didn't really take into account the needs of everyone involved in planning a project. So, there were not many partners interested in our training and internship projects.

We learned what they wanted, their needs in terms of the skills required by businesses and the world of work. Given that in the eastern part of the country there is a lot of forest, there is logging, which is really a potential for this region. It is from this that we worked out with all the participants that we would train these people in woodworking (like as a lumberjack, to use wood materials etc.). So, we developed the project with the participation of the companies, the community, and the authorities. They were very motivated in the project and for that we managed to integrate all the participants in local companies. It was the result of the participatory process that everyone was motivated from beginning to end.

Apart from the participatory process, there were also all the elements of planning and development, for implementation and monitoring, where I had the opportunity to apply the planning skills that I also learned to IIEP. This method has since been applied in all other training projects that we do.” (TS, Int. 9) →

Engaging the community and local businesses to ensure that the skills training provided to out of school youth matched the needs of the local market helped all participants find industry placements following training. According to this individual,

“The trainees all managed to find a placement with the collaboration of local businesses. We’ve adopted this as our model for our work.” (TS, Int. 9)

In sum, this respondent felt that the learning she had gained from her own participation in training had led to more systemic changes in departmental

practice; ultimately improving the effectiveness of operational components of their work.

## Key findings from this section

- BACKUP Education has a long history of supporting the demands of individuals and organisations who have identified gaps in skills, knowledge, and expertise necessary to access and/or implement GPE funding. This is done either by funding attendance at regional or international training or by funding targeted technical support in key areas of need as part of the ESP development, review processes, and GPE programme implementation.
- Strong evidence exists that these efforts to strengthen the capacities of individuals and organisations do indeed have a leveraging effect, with knowledge and skills related to education sector planning, budgeting and analysis being utilised and shared in a range of settings and with a wide group of stakeholders long beyond BACKUP Education’s immediate support. In several instances, BACKUP Education’s support across varying sections of the Ministry of Education, other national Ministries and/or civil society has brought groups into contact and cooperation with each other and served to improve the institutional apparatus necessary for coordinated, effective and efficient education sector planning and policy implementation processes.
- Importantly, this capacity development assistance has ensured that partners it has supported can meet GPE’s rigorous quality standards for accessing financing support. In this way, BACKUP Education’s complementary support to strengthening national capacity and evidence-based decision-making is critical to improving the ability of the partnership to improve students’ access to quality, inclusive education.

## Inclusive policy dialogue and monitoring at the country-level (GPE Strategic Objective 2)

At the country-level, another key objective of GPE is to support mutual accountability through inclusive policy dialogue and monitoring. For GPE this is evidenced by joint sector review processes that meet quality standards based on principles of inclusiveness and robust analysis. It also means ensuring that LEGs include teachers and civil society representation. The belief is that, by focussing on these actions, LEGs will function effectively by holding all members of the group to account for their roles and responsibilities in supporting equitable, efficient, and inclusive education provision as agreed in the sector plan. Through the joint sector review process, in particular, the idea is for government, civil society, teachers' organisations, private sector, and development partners to engage in regular, substantive, evidence-based discussions about education. The role of civil society and teacher organisations within this process, as well as active members of the LEG, aims to promote horizontal and vertical accountability between service providers, those funding/supporting these services, and the beneficiaries of such services.

BACKUP Education has supported this objective in a number of ways. Based on requests from CSOs, a number of initiatives have strengthened the capacity and visibility of these organisations both within the LEG and more broadly across the education sector in partner countries. Importantly, this support has assisted CSOs to function more strongly in holding government to account, and to engage and contribute meaningfully to the development, implementation and review of ESPs and ensuring policies. At a sub-national level, this accountability function has also been strengthened through BACKUP Education's support to CSOs in training and strengthening its constituent members, or key bodies, such as school management councils that play a key role in holding schools to account and supporting quality education provision at the local level. Examples of this impact are described below.

### Strengthening the capacities and visibility of national education coalitions and civil society

BACKUP Education has, pending demand, supported the capacity of civil society organisations and national coalitions to participate in national, regional, and international trainings with Ministry counterparts. A partner from the UNESCO-IIEP, for example, noted that BACKUP Education often requests that CSO members are included in training measures that are supported (PS, Int. 2). In 2015, BACKUP Education supported 10 CSO members to participate in a UNESCO-IIEP information technology seminar in 2015 (PS, Int. 2). CSO involvement in Ministry initiatives and training is also encouraged through the quality check and application processes (PS, Int. 9, 21). Other partners appreciate that BACKUP Education aims to *"bring forth greater involvement of CSOs in key processes around the policy cycle"* (PS, Int. 5), an aim that resonates with discourses of partnership articulated in the GPE Charter, literature and policies summarised at the start of the report.

A good example of this is evident in BACKUP Education support of a regionally funded initiative, which enabled 29 participants from Benin, Burkina Faso, Chad, Côte d'Ivoire, Guinea, and Mali to participate in training on education planning and sector analysis, organised by UNICEF in cooperation with UNESCO-IIEP and its *Pôle de Dakar*. Important about this initiative was its explicit engagement with members of the national LEGs, such as Civil Society Education Coalitions and key ministry staff on education sector analysis and planning. In doing so, the intent has been to allow these LEGs to work more effectively together to strengthen dialogue in the sector and support better education planning.

Participants from Côte d'Ivoire noted that this joint participation supported mutual understanding of the roles of each actor in planning, implementation, and review processes. The workshop increased, for

example, the national education coalition’s capacity to contribute to the national-level planning processes, and concurrently sensitized ministerial representatives to the contributions of civil society. The head

of the national education coalition summarised the impact in being that, “*now we are on the same page*” (CDCS, Int. 3).

### Box 5: Strengthening the role of civil society in Mauritania through south-south learning exchange

- In 2014, the national CSO coalition in Mauritania, the *Coalition des Organisations Mauritaniennes pour l’Education* (Coalition of Mauritanian Organisations for Education, COMEDUC), requested support from BACKUP Education for training on sectoral education processes and institutional communication. Civil society participation in education sector planning processes had been weak in Mauritania, with groups, “*not playing a role in strategic planning for education*” (PS, Int. 1). BACKUP Education encouraged the participation of civil society representatives in the training, and representation extended to parent organisations. BACKUP funding contributed to developing the capacity of the coalition and raised awareness of processes around the Sustainable Development Goals (SDGs) for the entire LEG, including civil society, in a context where education “*can be really politicised*” (PS, Int. 1).
- At the time of application, for example, COMEDUC was not a member of the LEG, whereas by the end members of the LEG were looking forward to the role that the coalition might play in future processes for education sector planning (PS, Int. 1). The training focussed on education sector processes, including the interpretation of education-related documentation, skills for influencing public political debate, and monitoring implementation of education sector plans at local and national levels. The workshop and training included 62 participants from nine regions, including members of local civil society chapters, Ministry representatives and other LEG partners.
- It resulted in strengthening CSO and Ministry relationships, and in clarifying roles in education sector processes. A partner identified that the support of BACKUP Education helped to show that civil society have a role to play and are “*not the enemy of government*” (PS, Int. 1). Importantly, and reflective of key priorities within the partnership on South-South exchange and peer to peer learning (discussed later), it was the Senegalese Education CSO coalition, *Coalition des Organisations en Synergie pour la Défense de l’Education Publique* (COSYDEP, Coalition of Joint Organisations for the Support of Public Education), that delivered the training based on their own successful work.

In Côte d’Ivoire, the *Réseau pour la Promotion de l’Education Pour Tous* (Ivorian Network for the Promotion of Education for All, RIP-EPT) was established in 2010 as a national coalition of education focused civil society organisations, teacher unions and education practitioners, to support civil society contributions to achieving education for all. The coalition receives funding from the Civil Society Education Fund (CSEF) and has been increasingly included in consultations with the Ministry of Education and the Local Education Group during the implementation of the GPE grant and the development of the National Education

Sector Plan 2016–2025. RIP-EPT signalled to BACKUP Education that there was a need for capacity building training and to deliver workshops at a sub-national level on education budget monitoring.

BACKUP Education responded to this need and supported it to organise four regional workshops in 2015. These workshops were facilitated by RIP-EPT with the objective of reinforcing understanding of budgetary planning processes and educational financing amongst school management committees, teacher unions and civil society groups. During the

workshops facilitated by RIP-EPT, participants learned about the availability of funding for primary and secondary schools from local and regional

government institutions. One participant expressed the added value of the workshop as follows:

“Today, school management committees operate with greater visibility. They express their needs, they know that resources are available and they apply for them. They are entitled to very specific support, for example for benches and tables. Obviously, the system does not always run smoothly, but there has been progress.” (CDCS, Int. 3)

The workshop also served to catalyse greater civil society engagement in the GPE grant implementation and monitoring processes and brought them into direct conversation with government officials. Personnel from, for example, the Ministry of Budget and local government entities in the workshop ensured the potential for stronger mutual accountability over how school management committees were both demanding monies and utilizing the funds they were given.

In another instance, BACKUP Education supported the national education coalition in Kenya, *Elimu Yetu*, to train and coordinate county-level civil society organisations, under its umbrella, on its roles and responsibilities within the LEG. A key component of the workshops that were run and funded through BACKUP Education support was to help these CSOs to develop education plans and strategies at the county level and in concert with local officials, to get all children in school and learning. From this work, project reporting notes that “a more unified and holistic approach to

education”, focussed around the broader objectives of the education sector plan, has taken shape. Additionally, through these workshops, the national coalition was in a much stronger position to have a coordinated and unified position on how it represents county-level educational priorities at the national level through the LEG. In the coalition’s own words (from final reporting), it “helped [county-level CSOs] to claim their space in the education sector.”

A particularly salient example of BACKUP Education’s impact on raising the visibility and engagement of civil society at a national level comes from Madagascar and its support to the *Coalition Nationale de Madagascar pour l’Education Pour Tous* (National Malagasy Coalition for Education for All, CONAMEPT), described in Box 6. Important about this example, is how BACKUP Education’s support served as a catalyst for CONAMEPT to act, and be seen as a key civil society coalition within Madagascar.

#### Box 6: The rebirth of CONAMEPT (Coalition Nationale de Madagascar pour l’Education Pour Tous, National Malagasy Coalition for Education for All) under BACKUP Education support

- Prior to 2015, the civil society coalition *Coalition Nationale de Madagascar pour l’Education Pour Tous* (National Malagasy Coalition for Education for All, CONAMEPT) had been a loose collection of multiple civil society organisations whom had some degree of involvement in education. As recounted by the coordinator of the coalition, there was little coherence or formalisation in their work in this period. In 2012 there was an attempt to orient their work towards prioritising Education for All, however many civil society organisations did not see this as their desired focus and by 2013 there were only a dozen member organisations remaining in CONAMEPT. The lack of coherent focus amongst the member organisations themselves also reflected the wider public perception that did not necessarily identify a clear role for civil society in the education sector, despite the practical work of many local organisations in contributing to service delivery in areas lacking resources. As the coordinator of the coalition suggested: →

“When we talked about civil society in the past, we did not think in terms of civil society and education. We thought more about human rights, the environment and environmental protection. This was also the case in the civil society organisations themselves; they had trouble identifying their area of activity and tried to cover everything.” (MGCS, Int. 2)

- After several attempts, CONAMEPT was able to register as an official organisation in 2013, but they continued to lack organisational structure and a clear mandate for their work. Exploratory visits to CONAMEPT by the African Network Campaign on Education for All (ANCEFA) and the Global Campaign for Education (GCE) were carried out in 2014, however little came of these first meetings according to the interviewee.
- BACKUP Education provided Project Mode support to the coalition from December 2014 to the end of August 2015. The supported measure provided funds for CONAMEPT to: 1) hold internal workshops for its member organisations to strengthen their capacity; 2) facilitate outward facing workshops to publicly relaunch the coalition and provide a point of contact with media, ministry, and other development partners; 3) purchase equipment for use in workshops such as a computer, camera, recorder, and video projector; and 4) print and disseminate brochures introducing CONAMEPT and their work.
- The public event held in 2015 to relaunch the coalition and introduce themselves as a major civil society body for education was a key starting point for improved collaboration between CSOs and the Ministry of Education, and raised the visibility of civil society organisations within the Local Education Group and the wider education community. As the coordinator of the coalition highlighted:
 

“This event relaunched CONAMEPT, which enabled us to knock on the door of the Ministry - it was an entry point for CONAMEPT, but also for the civil society in general.” (MGCS, Int. 2)
- The launch event was attended by three representatives from the Ministry of National Education, one from Ministry of Budget and Finance, and representatives from the Embassy of Senegal and from UNESCO. The event was also attended by local media, with half of those attending subsequently remaining in contact. This helped to consolidate the public image of the coalition and to establish a dialogue between the media and future initiatives focusing on education, reinforcing public awareness of changes in the education system.
- The Education Specialist from UNICEF highlighted the importance of BACKUP Education support to CONAMEPT at a time when there was little international engagement with civil society in Madagascar, commenting, “...traditionally there has been very little funding going to CSOs so this funding helps” (MGCS, Int. 8). The increased visibility of CONAMEPT as well as the streamlining of their orientation, and increased professionalism in their processes has enabled them to attract more consistent international funding from organisations such as UNICEF, Handicap International and the Civil Society Education Fund (CSEF). CSEF for example is now providing longer-term financing for the coalition to fund the rent of their new office, which further contributes to the professionalization of the coalition, as highlighted by association members: “Now we have consistent financing, which helps with the stability of the coalition” (MGCS, Int. 9). Likewise, the coordinator of the coalition indicated:
 

“Thanks to the strengthening of institutional capacity, which was also transmitted to the other members of the coalition, we were able to revive the issue of having financing from a multi-donor common fund.” (MGCS, Int. 2)
- CSEF also funded a workshop in September 2017 to bring teacher union members together from across the country through CONAMEPT, which is the first time a gathering of this nature has occurred. This form of financial assistance from international agencies and organisations is a significant change for CONAMEPT and its member associations, and has raised the profile of the coalition further.

BACKUP Education has also supported umbrella regional civil society organisations, such as the Forum for African Women Educationalists (FAWE) to strengthen capacity of its national chapters. FAWE is a pan-African NGO with national chapters in over thirty countries. FAWE's mission is to promote gender equity and equality in education in Africa by fostering positive policies, practices, and attitudes towards girls' education.

On two separate occasions, in 2012 and again in 2015, BACKUP Education funded two separate workshops, hosted by the regional secretariat in Nairobi, which were designed to better equip national chapters to engage with educational sector planning processes in their countries. A critical component of this was to familiarise key representatives from national chapters about the GPE process, and the role of civil society in engaging in sector planning and monitoring activities as part of this. Importantly, and given FAWE's mission, it was hoped that these national chapters would then be able to better advocate for gender sensitive and responsive planning and programming within the sector plans and policies that took shape following.

The participation of the Ugandan chapter of FAWE was funded as part of these activities. Representatives from FAWE Uganda believe that they gained a much better understanding of the nature of an Education Sector Plan by attending these workshops. This has subsequently greatly strengthened the role that FAWE Uganda plays in the LEG. A FAWE Uganda

representative stated that before the meeting “we were not very familiar with the GPE, because we did not know who was coordinating it, how we could tap into it” (UGCS, Int. 10). Since the meeting, FAWE Uganda has strategically dovetailed its projects to the national Education Sector Plan. She added that the meeting was extremely beneficial because “when we write projects now we always make sure to feed into the Education Sector Strategic Plan and how can we go back to government and show our contribution, so we almost always have them on board” (UGCS, Int. 10).

This improved understanding of National Education Sector Plans has allowed FAWE Uganda to find common ground with the Ministry of Education and work constructively and collaboratively with it in the planning process. According to the same individual, “understanding the Education Sector Strategic Plan is key and the cooperation with the gender unit enabled me to receive a draft version of the Education Sector Strategic Plan to look over” (UGCS, Int. 10). Ministerial officials now send drafts of the Education Sector Strategic Plan to FAWE Uganda and request feedback and inputs. As a result, FAWE Uganda has been able to not only link their projects to the Education Sector Plan but has also helped them to influence plans and priorities for the education of marginalised female learners within the education sector – something which other national chapters have also reported since as well (see Box 7 BACKUP Education support to the Forum for African Women Educationalists (FAWE) below).

### Box 7: BACKUP Education support to the Forum for African Women Educationalists (FAWE)

- In 2012, BACKUP Education supported several national chapters of the Forum for African Women Educationalists (FAWE) to engage in sector review and planning meetings, and to learn how to introduce a gender-responsive approach to these processes (PS, Int. 8, 20). A success from this initial engagement is that FAWE Ghana was able to review the country's education policies and plans from a gender perspective and provide these results to the Ministry of Education. It also led to FAWE Ghana working with the Ghana National Education Coalition to develop a Gender and Education policy for the Ministry. FAWE chapters in Benin, Burkina Faso, Gambia, Ghana and Uganda also participated in national education sector review and planning meetings following this, with all reporting some level of success in advocating for greater gender sensitivity within the plans and priorities that have since taken shape. →

- One tangible success of this engagement was FAWE Uganda’s subsequent partnership with UNICEF, PLAN Uganda and the Ministry of Education’s gender unit on the causes of adolescent girls’ drop out. The research found that teenage pregnancies and motherhood were often a key factor for pushing adolescent girls out of the formal schooling system, because of stigma or inadequate opportunities for re-entry following childbirth. FAWE Uganda then led a successful advocacy campaign to establish a re-entry policy for teenage mothers back into the formal education system, and also greater support within the schooling system for accommodations, such as free child care, for teenage mothers.
- In 2015, BACKUP Education supported FAWE again. 55 national coordinators of all 33 African FAWE’s member states were trained on education planning and monitoring (PS, Int. 8, 20). The trainings had a specific focus on GPE processes at a country level. The intent of this training was that participants will use their newly gained knowledge to advocate for gender-responsive education planning, monitoring and evaluation on country level plans and priorities. At the end of the training, FAWE noted that action plans were developed where national chapters specified concrete opportunities within their country’s sector planning or review processes, or through their engagement with the LEGs to push for inclusion and adoption of gender mainstreaming strategies. For FAWE Uganda, a great deal was gained from attending this meeting, both from the training itself and the ability to learn from peers from other chapters. As a representative from FAWE Uganda described:

“During the workshop that was funded by BACKUP we were exposed to the experiences from other FAWE national chapters. What stood out was to learn how they plug into their national education framework so as to effect change. We do a lot of work here in Uganda but how do we ensure that it links to what the country is doing? To me that was the greatest benefit. They asked each of us to go back and look at our national Education Sector Strategic Plan, see which areas we can influence, not in isolation but in work with the government and other partners.” (UGCS, Int. 10)

### Strengthening partnership and mutual accountability between civil society and national governments

For many respondents in the partnership study, a key contribution of BACKUP Education to date has been improved collaboration between CSOs and Ministries of Education across many of its partner countries (PS, Int. 1, 4, 5, 6, 7, 9, 10, 11, 14, 17, 21). One noted that BACKUP Education has contributed to “*creating a common culture at national level*” (PS, Int. 22). While collaboration did exist prior to BACKUP Education’s support to various measures which sought to strengthen the relationship, there was now a stronger element of “*mutual recognition*”, where both parties better recognised the added value and expertise each side brings to the table. For example, “*the Ministry can learn from [civil society] monitoring, and civil society can now understand challenges for the State... they have to work for mutual confidence*” (PS, Int. 9).

In Madagascar, for example, it was noted that historically, “*It was difficult for CSOs to engage and be credible with Ministries. It was difficult to balance engagement at the community level and also in policy making, and work engagement was often also very localised.*” It was noted, however, “*this has [changed] thanks to ANCEFA and the funding from BACKUP.*” (MGCS, Int. 8). Specifically, the Ministry of National Education increasingly began to recognise the need to engage with civil society and to encourage greater participation in consultation processes. It was felt that was largely due to the participation of certain individuals involved in the Education Sector Review and ESP steering committees in training at CIEP or UNESCO-IIEP supported by BACKUP Education. These training courses included emphasis on participatory approaches and underlined the benefits of inclusive consultations.



The Director General of Secondary Education drew attention to this emphasis in the CIEP training he

had participated in and the inclusive approach adopted in the ESP:

“[In the training] we were also presented with the importance of an inclusive and participative plan. That it’s not only the Ministry, yes, the Ministry is there on the technical side, but for the approval of the plan you have to do consultations. So, they clearly explained that it is imperative that a sector plan be consultative, participatory and consensual. Because it is not the plan of the Ministry, it is the plan of a whole country so it is necessary that all the actors are informed and know the approval of their remarks, their observations, so it is really a plan for everyone not a plan that has been imposed by the Ministry, or the three Ministries.” (TS, Int. 8)

An association member of CONAMEPT highlighted the fact that not only does the coalition now participate in consultation meetings, but they feel they are

beginning to be seen as a partner, understanding better the role of each party:

“The relationship with the Ministry of National Education and the government at the moment has greatly improved, we understand their vision... When there are projects at the Ministry we are always invited to participate, for example in a recent workshop they let us speak during the introduction.” (MGCS, Int. 9)

Simultaneously, and as discussed previously, BACKUP Education’s support to the formalisation and professionalization of CONAMEPT was seen to enable the coalition to better participate in such consultation and planning processes. CONAMEPT has since participated in the Local Education Group as well as in workshops and input sessions on the Education Sector Review and the ESP.

A tangible impact of this contribution was heard in relation to the coalition’s participation in reviews of

the teacher education curriculum. In this instance, CONAMEPT has prioritised advocacy for inclusive education, based on the mandate of several of their member organisations and additional funding they have received from Handicap International. In 2016, the coalition participated in the review of teacher training modules for the new teacher education curriculum, and drew attention to the need to include training for teachers on disability and the needs of disabled students, as recounted by the coordinator:

“We reviewed the modules for the harmonisation of teacher training, but there wasn’t any inclusion of issues of disability in the modules, so we highlighted this omission to the Ministry and to UNICEF [as UNICEF is supporting the Ministry of Education with advancing inclusive education]” (MGCS, Int. 2)

Consequently, this omission was addressed in the curriculum to include attention to disability in teacher training, highlighting the benefits of expanding participation in review and consultation processes.

As outlined by the representative of the Universities Association, a member of the coalition:

“[Now] we work together with international organizations like UNICEF, Handicap International, and others. CONAMEPT and CSOs work together, but we can also make suggestions to the government, and this support from international organizations helps CONAMEPT to have good visibility and authority at the national level. In addition, our association has a breadth of work. We can work at the ground level, on educating villagers, with school principals and others, and now we can contribute those experiences to educational planning. Education in Madagascar has a future thanks to the implementation of the ESP, which will be monitored jointly by the Ministry and CONAMEPT.” (MGCS, Int. 9)

The funding provided by BACKUP Education for the relaunch of the coalition provided a catalyst, which has helped consolidate CONAMEPT’s position at both national and international levels. Likewise, the funding provided by BACKUP Education for equipment such as a camera, recorder and projector has enabled CONAMEPT to collect stories from within schools with teachers and students, and to document the research they have been doing. This research has involved asking vulnerable children, often those in remote and under resourced areas, about their needs in education and interviewing teachers about their needs for improvements in resourcing and infrastructure, areas of work which relate closely to the priorities of the GPE grant.

Consequently, CONAMEPT was able to show the videos, interviews, and photos they have taken at schools in multiple regions of the country in workshops and forums held in November 2015, and during the joint forum held in November 2016 with the Ministry of National Education on the finalisation of the Education Sector Plan.

Another example of this was also found in Djibouti where, in 2015, BACKUP Education supported a request from the national CSO coalition *Forum pour l’Action et le Développement de l’Education* (Forum for Action and Development of Education, FADE) from Djibouti for some of its members to attend a UNESCO-IIEP course. FADE wanted to strengthen civil society involvement in education sector planning processes and wider participation in the national LEG (PS, Int. 11, 12). Until that point, FADE had not had opportunities to participate in such training, as normally it was seen as only Ministry staff that could get support to undertake this kind of training for capacity development. By strengthening the capacity of civil society in ESP development, a range of impacts

was reported. Two CSO participants reported that they were able to improve their professional networks, and partners in the LEG reported that this participation has helped to strengthen CSO voice and visibility in the ESP (PS, Int. 11, 12). Participants identified a further benefit as the sensitisation of the population more widely to the idea of education as a right.

In 2015, BACKUP Education also funded a request from the Educational Coalition of Zimbabwe (ECOZI), to take part in ESP planning and monitoring processes at the grassroots level through a number of activities. It began with supporting the attendance of 65 stakeholders from provincial chapters, non-government organisations - including those with a focus on women - and the Ministry of Primary and Secondary Education at a national inception workshop. A key aim in this request was to develop capacity of CSOs in advocacy and monitoring of the Education Sector Strategic Plan (ESSP) and GPE grant. This was achieved through training ECOZI provincial chapters and education personnel on developing district operational plans, advocacy, monitoring and evaluation. Local organisations conducted district school visits to monitor district plans and GPE grant implementation, and national joint visits to schools to monitor the implementation of the ESSP and GPE grant.

A representative from the coalition specified that prior to this support, collaboration between CSOs and the government had not existed. Since this activity, however, ECOZI notes that they have managed to sustain collaboration with the Ministry of Education in monitoring of the ESP at district level through collaboration on the Joint Education Sector Review (JESR) process (PS, Int. 5, 6). A civil society leader involved noted that the end result was that civil society and the government had started to “*speak with one*

language”, and that it had the unanticipated effect of leading to close collaboration on the JESR and was a “way of leveraging resources” (PS, Int. 6). Both parties worked together to “find requirements of the district in terms of resources and became a tool that the districts use to mobilise resources from CSOs themselves, or from other partners” (PS, Int. 6).

Following BACKUP Education’s first tranche of support to *Elimu Yetu* in Kenya (discussed in previous section), it supported a second measure in 2015–6 to strengthen effective civil society monitoring over how GPE grant monies were being utilised in alignment with the ESP. As part of this second mode, BACKUP Education supported training of 168 civil society representatives on the ESP and GPE grant process, as well as their role/responsibilities in it. It also supported *Elimu Yetu* to roll out a budget-tracking tool to assess how GPE grant monies were being utilised at the sub-national level. This second measure helped the coalition to ensure accountability over how NESP funds are being utilised at the county and school level, and to work closely with the Ministry of Education to rectify areas of concern. The author of the final report from this measure specifies that, “If we [*Elimu Yetu*] had not had the [initial] funding we would really not have engaged as extensively as we did in the process of development of the national education sector plan, the development of the application to the GPE, the appraisal of the National Education Sector Plan and its endorsement. The BACKUP funding is an infrastructure like no other and has the capability of enabling civil society coalitions to play their part in education sector processes.”

In The Gambia, BACKUP Education supported a national coalition, EFANet (Education for All Network The Gambia), to sensitise local stakeholders on a school grants programme funded through GPE. This grants programme was implemented in recognition that cost of education is a major factor which pushes children out of school. At the outset, EFANet was supported to: (1) improve capacity of its own members and partners on the grants programme, and to develop sensitisation and advocacy messages on the roll out of this programme; and (2) establish a national, regional, and cluster-level plan for the sensitisation of national and local stakeholders using

communication materials and advocacy messages on the grants programme.

A success of these efforts, according to final reporting, is that local stakeholders are now more aware of the fact that schooling should be free and are demanding greater accountability from their schools over how they are using these grants. Importantly it also strengthened the visibility and credibility of EFANet in civil society, and nationally, and led to new collaborations with the Ministry of Education based on the success of this initial campaign. In 2015/6, for example, BACKUP Education supported EFANet again to lead a national advocacy campaign in cooperation with the Ministry of Education on the importance of girls’ education. Through BACKUP Education’s support, EFANet notes in its final report that, “EFANet has strengthened its partnership with the [Ministry through this work] and have worked closely with the RED’s [Regional Education Directorates] in particular. The sharing of coordination responsibilities resulted in an effective and efficient campaign at all levels. Furthermore, we have strengthened the partnership with other CSOs and NGOs such as [the teachers unions, FAWE Gambia and students associations].”

Finally, in Liberia, BACKUP Education supported the Ministry of Education to conduct a more participatory Joint Sector Review in 2015. The intention was to bring perspectives from the sub-national (county and local) level to the review process. BACKUP Education helped support training for county education and planning officers to help them facilitate a discussion with local stakeholders around their priorities for education and action points for these priorities. This led to the development of localised versions of operational plans for the sector strategy. Importantly, the Ministry of Education realised from this exercise (as noted in final report), “Education stakeholders in the counties better understand their situations and thus have ideas toward resolving many of the issues they are confronted with. Building on their ideas can help immensely in delivering critical needed interventions.” It also was seen as an important catalyst for supporting decentralisation of the education system in the country, which has and continues to be a priority there.

## Key findings from this section

- Through a range of measures over the years, BACKUP Education has helped to ensure that key civil society actors, particularly national education coalitions, have the required organisational capacity and visibility to be effectively involved in education sector decision-making and planning. By meeting these institutions' capacity development demands, BACKUP Education has supported a range of coalitions to be more aware of GPE processes, and their roles within it, and to ensure that they are better advocates for the positions of their organisations and the stakeholders they represent in key sector planning and review processes, including the LEG. In a number of instances, including Zimbabwe, Uganda, Kenya, Djibouti, and Madagascar, these coalitions are better able to support the nationally agreed goals specified in the sector plans and policies, and also ensure priorities of equity, inclusion and transparency are well considered at all stages of education decision-making process. BACKUP Education has also supported a range of measures which have been purposefully designed to bring national governments and civil society into closer collaboration and cooperation with each other – and by doing so supported improved recognition of the important function, role and strengths each side brings to achieving quality, equitable education for all.

### Building a stronger partnership (GPE Strategic Objective 5)

Concepts of 'partnership' and particularly multi-stakeholder partnerships have developed extensively within the education sector since the Jomtien World Education Forum for Education for All (EFA) in 1990, the first multi-stakeholder partnership for education. Article 7 of the World Declaration on EFA was dedicated to "Strengthening Partnerships". It offered the enduring assertion that "new and revitalised partnerships at all levels will be necessary" (UNESCO 1990, p.7), with a call for "genuine" partnerships at the heart of "renewed commitment" to education, with the "vital role" of families and teachers noted on

the list of familiar actors identified in the Declaration. This clearly-stated requirement has been reasserted in some form in all global agreements on education and international development since, appearing ever more frequently in the nearly two decades since the formation of the Dakar Framework for Action for EFA and formation of the MDGs, through to our current programme of SDGs.

For example, in MDG Goal 8, there was a call to, "Develop a Global Partnership for Development", with its six targets and emphasis on monitoring. Broader

international development cooperation statements in the years since, including the Paris Declaration on Aid Effectiveness (OECD 2005), the Accra Accord (OECD 2008), and in the Busan Partnership for Effective Development Cooperation (OECD 2011) have all stressed the importance of donor harmonisation and national ownership. Most recently, partnership features as SDG Goal 17, which seeks to “revitalise the global partnership for sustainable development”.

GPE is currently the largest multi-stakeholder partnership for education globally. GPE makes a firm commitment to principles of harmonisation, coordination, mutual accountability, transparency, and country ownership that sit at the core of the March 2005 Paris Declaration on Aid Effectiveness and the Accra Agenda for Action adopted by the Third High Level Forum on Aid Effectiveness in September 2008 (GPE 2016, p. 2).

There remain, however, challenges with the GPE functioning effectively as a partnership with some research suggesting that within GPE, “...clear structural imbalances remain and... that moves towards participation and partnership have reproduced existing power relationships,” (Menashy 2017, 2). The same research notes that a hierarchy continues to prevail within the partnership, despite GPE being set up as to equally value the strengths and contributions of all partners and identifies that this is largely due to the uneven access to resources, capacity and power that exists, particularly between developing country partners and donors; and between civil society actors and national government. An independent review of GPE in 2015 picks up on these issues as well and notes the need for GPE to strengthen attention on implementing mutual accountability across the partnership (Universalia & Results for Development 2015).

Such dynamics are commonplace in most multi-stakeholder arrangements and have been found to characterise international development partnerships in light of financial and historical dimensions (Menashy 2017; 2016; Mosse 2010). In response, GPE 2020 makes a commitment to: (1) promoting consistent roles, responsibilities, and accountabilities at the country level; (2) strengthening the partnership’s global convening and knowledge-brokering roles; and (3) improving GPE’s own organisational

efficiency and effectiveness through greater in-country support and quality assurance (see GPE 2018a).

BACKUP Education contributes to the above goals in a number of ways. It has been strengthening vertical and horizontal accountabilities between partners at the national, regional and global level. It has also supported the brokering of knowledge, information, and communication of needs both vertically – between the GPE Board/Secretariat and DCPs – and horizontally – between DCPs in Africa and within the LEGs in each country. Through its engagement with partners in country, it has also served to improve the efficiency and effectiveness of the GPE. These impacts and influences are described in brief below.

### Promoting South-South learning and knowledge exchange

As noted in earlier sections, BACKUP Education provides substantial support on the request of partners to building their capacity by supporting their attendance at international and national trainings. While the immediate benefit of these trainings is increased individual and organisational knowledge about key aspects of accessing and implementing GPE grants, another important benefit for participants, particularly when the trainings they attend include individuals from other countries, is the opportunity to learn from the experiences of others.

Data from the tracer study suggest that the majority of respondents agreed or strongly agreed that they had expanded their network of contacts with other professionals working on similar issues and that these networks were beneficial to their own work. The vast majority of them had been in touch with other training course participants at least twice.

For example, the Director General of Secondary Education and Training at the Ministry of National Education in Madagascar, who attended a ten-day training at CIEP on developing and supporting an education sector plan in 2015, drew attention to the benefits of making contact with two representatives from Burundi during the course (TS, Int. 8). The Director General was able to learn of their experiences in restructuring the years of compulsory basic education, which was also being considered in Madagascar in the development of

the new ESP. After the training, he had taken the opportunity to follow up with the Burundi participants to ask for more details and exchange documents, which further supported the reorganisation of basic education from seven compulsory years to nine, in three phases of three years, with six years at *primaire* (primary) and three years at *colleges de suite* (secondary).

Similarly, the Director of Sectoral Statistics at the Ministry of National Education and Literacy in Burkina Faso highlighted the relevance of exchanges in the preparation of the new GPE grant application for Burkina Faso, as well as reciprocal visits for representatives from Chad to share experiences in collecting data:

“In developing the GPE grant application, as I was in the GPE team, so I got back in touch with some participants. With others we stayed in contact. We exchange with the participants from Cote d’Ivoire, when someone has a concern, a document, he can write and ask, or phone. A Chadian participant contacted me about coming to Burkina Faso for a study tour, to see Burkina Faso’s experience in collecting data. He wanted me to help him with that. These are some examples. Overall training has helped people to work collaboratively.” (TS, Int. 17)

Also, in Burkina Faso, the Head of Monitoring and Evaluation for the Strategic Development Programme for basic education at the Ministry of National Education and Literacy highlighted the

benefits of learning from the experience of participants from other countries who had already tried out piloting tools when developing their ESP during training at CIEP in 2013:

“They were there with us, participants from Côte d’Ivoire, Cameroon, Chad, and what we learned is the usefulness of piloting and piloting a sectoral plan in other countries and this tool has also helped us form the orientation of planning studies, that is, the planning studies and at the same time pilot the education sector plan.” (TS, Int. 20)

Similarly, learning from the differences in experiences as well as the similarities was also identified as important by the FAWE regional coordinator based in

Senegal who participated in an Education Finance, Economics and Planning at the Wits School of Education in 2012–13:

“So, at the time of the training, the exchange of experiences was very rich because there were forums or Skypes. Someone could analyse a situation in a certain way and another would come and say ‘yes but in my country...’. And what was more interesting was that it wasn’t only officials at the central level but also at the local level. It became much more concrete because we were told ‘for me for example in my district this is how that is perceived, how that happens, etc.’” (TS, Int. 37)

Participants from DRC who attended the same training, reported how their learning on how to formulate appropriate indicators had been reinforced by hearing the experiences of others who had gone through this process, or experienced the detrimental effects of attempting to evaluate progress with ineffective indicators (TS, Int. 27 and 28).

Outside of the connections that are forged through participation in training, BACKUP Education has also received and supported a number of requests for more formal knowledge exchange between national civil society coalitions. BACKUP Education supported GCE<sup>17</sup> in 2014 to bring together civil society representatives from across Africa. The intent was to

support enhanced engagement of African civil society coalitions in GPE and policy processes at an international level, as well as in their respective countries. In bringing together these individuals, the final report notes that in addition to strengthening the advocacy role for the organisations these individuals represent in national and international financing for education campaigns, there was also the added benefit of “*sharing of good practice between civil society representatives.*”

Several other examples exist of this – notably BACKUP Education’s support to the Association for Development in Africa’s (ADEA) EMIS capacity building and peer review initiatives between regional economic communities and individual countries (i.e. Mozambique and Ghana), and support to FAWE’s capacity to advocate for the effective integration of gender issues into NESP’s by bringing national chapters together and learning developing action plans for entry with peers from other countries (see Box 7).

BACKUP Education has also supported a number of study tours between countries to learn about effective approaches to sector reviews and the gathering and use of data. In 2013, for example, BACKUP Education supported and helped to organise a visit of eight high-level education officials from Benin to Ghana. The aim was for the Benin delegation to learn from their counterparts in the Ministry of Education in Ghana, but also to facilitate dialogue between Francophone and Anglophone Africa – something which does not always occur easily. The two delegations had sound discussions about the two countries’ education systems, especially about national education sector planning, decentralisation, and human capacity development. Back in Benin, the delegation shared their newly gained knowledge with other education stakeholders and decided which best practices could be transferred from Ghana to Benin. A key learning, noted from the Benin delegation was the importance of having a long-term view and context specificity to education policy measures.

In another measure that same year, BACKUP Education supported a visit from the Ministries of Education in Somaliland and Puntland to the Ministry of Education in Uganda. At that time, Somalia had secured GPE funding, but was struggling with coordination of the LEG and monitoring of progress of its education sector plan. The aim of the visit for the delegations from Somalia was: (1) to learn from Ministry of Education officials there about the objectives of joint sector reviews, as well as the processes and procedures for carrying this out effectively, including reviewing the tools and reports produced in Uganda through this process; (2) to meet with members of the LEG in Uganda, including civil society, about their roles and responsibilities in the joint sector review process; (3) to observe and take part in a joint sector education review workshop held in Uganda during the time of the visit; and (4) to visit schools with Ugandan counterparts to understand how field observations feed effectively into a joint sector review. A report from the Director of Planning from Puntland following the study tour expressed appreciation for what had been learned from the tour, noting that he had “*share[d] all the experiences and lessons learnt with my colleagues in the Ministry and other education stakeholders through the departmental meeting and the education sector cluster meetings.*”

BACKUP Education has also coordinated sharing between the national CSO coalitions of Senegal and Mauritania on training around GPE processes, with the participation of an ANCEFA representative (PS, Int. 9, 27).

As described in greater detail in the next section, BACKUP Education also supported DCPs from the Africa 1, 2, and 3 constituencies to meet prior to GPE Board meetings until 2015, when the GPE Secretariat took over this task. Participants from both Madagascar and Côte d’Ivoire, who had been part of these meetings noted that in addition to the benefits to the partnership described below, was also the opportunity to learn and exchange experiences with their peers

17 The Global Campaign for Education (GCE) is an umbrella, global, civil society movement that aims to end the global education crisis. Its membership is comprised of a large variety of national, regional and international civil society organisations, teachers’ unions and child rights campaigners. Nationally, there are over 80 education coalitions which have their own memberships comprised of teachers’ unions, NGOs and other civil society organisations committed to education. See <http://www.campaignforeducation.org/en/about-us>.

from other countries in the region. The current focal point for GPE in Madagascar, for example, believed that through the discussions that took place in these

meetings, it served to benefit her work at the district level as an advisor to different regions of the country. She specified how,

“For me, as a mentor [for the regions], the contacts that I have with other countries, especially at the level of GPE, that enables me to understand the role and the different parts to see how we can change things.” (TS, Int. 5)

### Strengthening the role and functioning of DCPs and CSOs in GPE Global processes

BACKUP Education provided financial and organisational assistance for six African pre-board constituency<sup>18</sup> meetings to occur between 2012 and 2015. The aim was to strengthen global and regional partnership structures within the Global Partnership for Education and to increase the voice of African countries within the GPE board. The meetings of all three GPE Africa constituencies enabled every constituency to

prepare a common position prior to the GPE Board meeting taking place twice a year. Representatives of the GPE Africa constituencies confirmed how much BACKUP Education’s support is valued and that the improved communication with their constituency members has led to a more coordinated and consensual view of this group at Board meetings.

The Commissioner for Basic Education from the Ugandan Ministry of Education, who assisted his Minister as GPE board member for the Africa 1 constituency for four years described how,

“Before the pre-board constituency meetings existed, constituency board members were not very active. They discussed issues as individuals but not as representatives of their constituencies. When we started with BACKUP we got together with colleagues from all over Africa and agreed: before we have a board meeting, let’s have a meeting with the country representatives.” (UGCS, Int. 2)

According to him, and several others spoken to, these meetings supported through BACKUP Education support, allowed the board members from each of the three African DCP regions to represent their constituency rather than only themselves. Moreover, they allowed the remaining members of the constituency to be better informed about processes and decisions at board level. Examples of the impact of these discussions were reported as follows:

1. In the new financing model of GPE, the process of conceptualising and developing this model was seen as responding to the contributions of the

constituencies with the integration of variable and fixed parts: *“In Dakar, we designed this new model with a couple of countries. These observations were carried to the board of directors through our voice. Therefore, this new model is based on the reality on the ground.”* (CDCS, int. 5)

2. The domestic financing requirement set in place by GPE as part of accessing the implementation grant<sup>19</sup> was a concern for many countries where such financing was determined by the Ministries of Finance and Budgeting rather than under the control of Ministries of Education. Being able to

18 At the GPE Board of Directors, Developing Country Partners (DCPs) are represented through constituencies under rotating representation. African nations are represented through three separate constituencies (Africa 1, 2, 3 constituencies), broken down by geography and language groups. A Board member, usually being the Minister of Education from one of the countries in the constituency, represents the group of countries for terms of two years.



discuss this issue within the constituency, allowed members to better understand how they could advocate for this budget allocation at a national level by working across Ministerial departments.

Enabling this opportunity for DCPs to discuss their position with each other was identified as

strengthening the voice of African representation and contributing to improved decision-making, which also had the effect of feeling their contributions were better responded to and taken into account. A former Africa 2 representative reflected:

“...I have to say that, when you ask partners at GPE level, they will tell you that the participation, the contributions of the constituencies and decision-making processes have improved significantly because our points-of-view are taken into account and because of the institutionalization of consultation processes that allow us to participate from the design to the final decision.” (CDCS, Int. 5)

On the part of these individuals at least, this improvement in the contribution of the DCPs and their increased recognition was directly attributed to the

support provided by BACKUP Education in pre-Board constituency meetings, as the same representative continued to explain:

“The contribution of partner countries improved significantly... Our observations have been taken into account consistently, and I would say that is really something significant that comes out of BACKUP’s support.” (CDCS, Int. 5)

Others also commended this way of “building African constituencies’ capacity to be a full partner on the governing bodies of the GPE” (PS, Int. 22), creating the feeling of “being a constituency” (PS, Int. 19), and resulting in “more structured and coordinated communication among the members” (PS, Int. 4).

Partners also appreciated the fact that BACKUP Education’s presence at such meetings was not obtrusive. The focal point from Madagascar described BACKUP’s role in support, or accompaniment, rather than imposition:

“BACKUP is always present in DCP meetings, and I think that’s very important because it’s allowed us, especially for Africa 2, to say that there is always an accompaniment, which was there at the start and that there is still this support that remains present.” (TS, Int. 5)

A key success of this initiative to date has been GPE’s decision to provide funding for pre-board meetings for all six GPE developing country partner constituencies through face-to-face meetings. This has come about through BACKUP Education

drawing attention to this important gap in GPE governance<sup>20</sup>.

In addition to the Board meetings, the GPE technical committees are increasingly a site for decision

19 It is currently set at 20% of the national budget.

20 In June 2014, the GPE board decided to authorise the GPE Secretariat with dedicated funds to continue organizing the DCP representatives’ pre-board meeting. BACKUP Education was asked to still add some financial support in 2015. From 2016 the entire organization and financing of these meetings has lain with the GPE Secretariat. The GPE Board and Secretariat recognised these meetings as a significant need and, as well as taking over support for them at the request of DCP representatives, and institutionalising the meetings, it has extended support for them to all DCP Constituencies globally.

making, especially with the ongoing governance changes and volume of work related to these changes and global shifts, including the SDGs and emerging education work (PS, Int. 9). The role of DCP Ministry of Education representatives on these committees is something that has been raised with BACKUP Education and discussed with DCPs in prior years and is something that DCP representatives have recently taken up with the Board and Secretariat (PS, Int. 9, 21). This support of the presence and voice of DCPs is in line with principles seen in the GPE Charter and Paris Declaration, through the Accra and is at the core of the SDGs and, indeed the Charter of the GPE in its requirement of mutual accountability (GPE 2016).

BACKUP Education has also supported a number of measures to strengthen the involvement of CSO constituencies at global and regional levels. For example, between 2012 and 2017, BACKUP Education funded a series of measures, in partnership with GCE and ANCEFA, to raise awareness, interest and support successful applications to GPE's Civil Society Education Fund (CSEF). These have included the following:

- BACKUP Education supplemented funding from other sources to support a preparatory workshop and attendance and involvement of national civil society representatives from Burkina Faso, Kenya, Malawi, Mozambique, Senegal and Zambia in the 2018 GPE replenishment campaign. This enabled the distribution of the GCE civil society handbook and development of more materials related to the CSEF, with intended follow up at the subsequent CSEF global learning event, and training on sharing information about CSEF<sup>21</sup> and the GPE replenishment campaign with coalition chapters nationally.
- A subsequent event funded by BACKUP Education extended the reach of this activity, with participants from 39 African nations and regional

networks attending the workshop. It also enabled learning and links between numerous education partners including members of the GCE and GPE Secretariats, UNESCO, a range of International Nongovernmental Organizations (INGOs) and CSEF partners.

- Two further requests from GCE and its regional partner, ANCEFA, led to BACKUP Education supporting the a quality review and evaluation process for 31 submissions of African country proposals for GPE CSEF funding, 29 of which were successful.

Important about BACKUP Education's support to this series of measures is how it has brokered vertical connections between national education coalitions and global processes, such as CSEF, as well as horizontally between and amongst national actors, by supporting peer exchange and learning through the workshops and trainings hosted by ANCEFA/GCE (PS, Int. 6, 10).

In 2016, BACKUP Education also responded to a request from the GCE and ANCEFA to support focal points in the Africa CSO2 to participate in a pre-GPE development meeting in Siam Reap. Responses were positive in terms of being better able to understand GPE processes yet highlighted the differing extents of prior knowledge of stakeholders and the need for continued information sharing and networking. Requests and support to regional CSO coalition FAWE are discussed in more detail elsewhere in this report, but also serve as examples of the impact that BACKUP Education has had in relation to civil society participation in GPE and broader education sector processes. In 2017, BACKUP Education also supported CSO constituencies' inclusion as observers at the GPE Board meetings as of 2017 (PS, Int. 5, 7, 9, 17).

Development partners identified support to civil society at multiple levels of activity – from global to

21 The Civil Society Education Fund (CSEF) is a global programme funded by the Global Partnership for Education to support civil society engagement in education sector policy, planning, budgeting, and monitoring. Managed by the Global Campaign for Education, in close collaboration with regional partners (ANCEFA, ASPBAE, CLADE, ActionAid Americas, Education International and Oxfam GB), the CSEF supports national civil society education coalitions focused on education in developing countries. The CSEF programme aims to build stronger and more effective civil society engagement in education sector processes, and through this ensure improved progress towards education goals. The CSEF gives grants to national civil society coalitions to support their advocacy activities, build their capacity to strengthen planning, implementation, and impact, and promote cross-country learning and networking. The CSEF programme is currently funded by a USD 29 million allocation from the GPE Fund for 2016–2018, which supports 62 national coalitions or networks around the world. See <https://www.globalpartnership.org/funding/civil-society-education-fund> for more information.

national – as a key impact of BACKUP Education’s work, and as being within BACKUP Education’s mandate to “...bring civil society into formal sector dialogue” (PS, Int. 4). A partner at the GPE Secretariat emphasised the importance of this role, given that there is little support for civil society participation at global and regional levels in education, and it is “unique to have that from BACKUP Education” (PS, Int. 7). Another framed the nature of these changes systematically, noting their success, “...in changing the agenda and visions in how these actors could play... It’s about changing the discourse. It’s been welcome, a terrific contribution” (PS, Int. 18). Others observed that BACKUP Education has contributed to capacity development in ensuring that “CSO perspectives are adequately and meaningfully reflected in Board decisions and documents” (PS, Int. 5).

### Informing and improving GPE processes and systems

BACKUP Education has also assisted the partnership, including members at the country and global level, to better understand the specific needs and demands of others. This function of what some have called, “partnership brokering” was observed to be an important but not explicit outcome of BACKUP Education support and was more of the function of how BACKUP Education operates through its dialogue with partners at all stages of initiatives it supports.

As is reflected in their name, *Building Alliances, Creating Knowledge and Updating Partners*, a significant part of the work of BACKUP Education is its consultation and information-sharing role, that extends beyond sharing of contextual or factual information to

that related to communicating about GPE and education policy processes (PS, Int. 3, 4, 9, 15, 21, 25). As one partner put it, an advantage for BACKUP Education was that they would “communicate with many people at the same time to get a full picture” and could “invest in understanding what is going on and communicate that” (PS, Int. 4). This sharing happens regularly with members of the GPE Secretariat country team through the quality check process. The quality check is a rigorous process as part of a partner’s application to BACKUP Education support (see Figure 3).

This includes consultation with key actors to ascertain the feasibility, relevance, suitability, and timeliness of requested activities, and to avoid duplication of funding (PS, Int. 2, 4, 5, 6, 9, 11, 14, 19, 21, 23, 24, 26, 27). The process is integral to the work of BACKUP Education. Depending on the context, and the measure under consideration, consultation takes place with a number of different stakeholders within the LEG, as well as GPE country focal points, members of the GPE secretariat, and/or GIZ education programmes in the country (PS, Int. 1, 5, 10, 12).

Partners interviewed highlighted this process as being highly valued and distinctive to BACKUP Education amongst education actors (PS, Int. 2, 12, 22). In Madagascar for example, the Education Specialist at UNICEF and coordinating authority for the GPE grant expressed appreciation for BACKUP Education’s approach, highlighting the complementary relationship between BACKUP Education and, in this case, UNICEF, to ensure that financing fills a gap and is harmonised. She stated, with specific reference to BACKUP Education’s support for individual capacity development, that it

“...is good [when needing to] leverage and coordinate with other funding,” which may not support people to attend international training opportunities (MGCS, Int. 8).

Once funded, ongoing contact with team members and support throughout the life of a funded mode was also identified as an important aspect of how BACKUP Education works and key to their process, especially given the remote location of the team, as were the end of project reporting forms (PS, Int. 2, 25,

26). In some cases, partners identified additional unanticipated benefits of this deep engagement with BACKUP Education throughout the application, implementation, and closedown phases of modes, including:

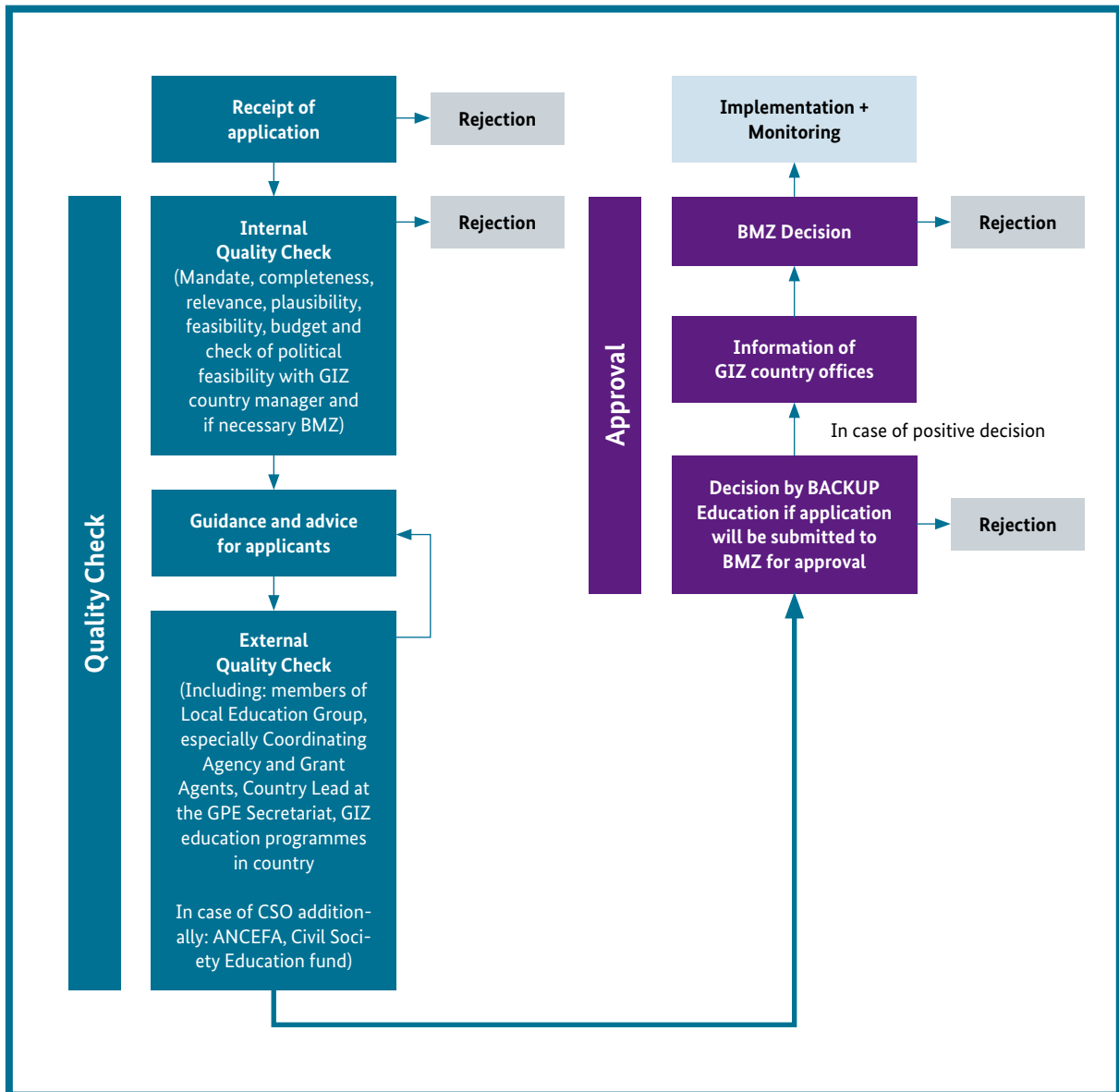


Figure 3: BACKUP Education’s Quality Check Process

- Keeping local partners informed of proposed activities and interests, which they themselves may not have been aware of prior to the application being sent to BACKUP Education (PS, Int. 9, 12, 17, 23)
- Bringing LEG partners together more frequently in some contexts (PS, Int. 4, 12)
- Mobilising additional resources from other partners (PS, Int. 2, 3, 25)

The Secretariat will likewise recommend BACKUP Education to Ministry and civil society partners where they identify a gap or need (PS, Int. 5, 19, 23). A number of individuals interviewed felt that

BACKUP Education served an important functioning in brokering relationships, communication, and information flows between different stakeholders in GPE. Several of those spoken to felt that BACKUP Education did an excellent job of maintaining open lines of communication and engagement with the GPE Secretariat in Washington, and feeding information to/from partners from the Secretariat, GPE Board meetings, and other education-focused global and regional events (PS, Int. 3, 4, 19, 23). For example, one of the individuals described how, “...[the BACKUP Education team] are very familiar with who in the Secretariat is working on what...so whenever they have a

proposal, [they] reach out” and that, “even with a lot of transition in the Secretariat... [they] make the most of opportunities to build relationships and to be able to navigate those changes” (PS, Int. 23). The same individual identified that in previous years some sections of the GPE Secretariat had limited information on country contexts and, from its side, had been less able to share information in exchanges with BACKUP Education to support them in their work, but has evolved in its ability to do so (PS, Int. 23). Another person working in the GPE Secretariat observed that, “the BACKUP team are proactive in maintaining relationships... mak[ing] sure to come and visit [the GPE Secretariat] and maintain relationships regularly” and that as a result, “... [it is] easy to share information with between BACKUP with the Secretariat” (PS, Int. 19).

In a similar way as occurs with the GPE Secretariat, BACKUP Education regularly exchanges information and shares with a range of other partners at the regional and global level. BACKUP Education has built its extensive networks of relationships with these partners through frequent consultations and exchanges with the GPE Secretariat in Washington, bilateral/multilateral partners, and African regional education bodies (PS, Int. 1, 2, 3, 4, 9, 10, 11, 14, 16, 18, 22, 24, 25). In recent times, BACKUP Education has given explicit focus to discussing with these bodies opportunities to better incorporate conflict and risk sensitivity and gender responsiveness into education sector plans (PS, Int. 14, 18). One representative from GIZ suggested that BACKUP Education had made a more general contribution to the profile of Germany in the education sector, and specifically helped Germany to be better known as a supporter of basic education in sub-Saharan Africa (PS, Int. 3). As reflection of this, this same individual discussed how in one GPE Board meeting, “Germany, and BACKUP Education, was personally thanked by a Board member from an African Constituency”, and observed that, “... it is highly unusual that an individual donor is recognised in that way” (PS, Int. 3). In this person’s opinion, it signalled the value placed by this Board member on Germany’s unique contributions to the education sector in sub-Saharan Africa.

BACKUP Education is also embedded in networks regionally that communicate and share information related to education issues and to constantly evolving

GPE processes that are relevant to supporting national education work (PS, Int. 15, 23, 25, 27). In addition to sharing at projects that involve workshops or regional level training on topics relating to the SDG 4 and the 2030 education agenda (PS, Int. 13), BACKUP Education team members engage in regional level education events and symposia requested by key regional organisations, including the Association for the Development of Education in Africa (ADEA), African Network Campaign for EFA (ANCEFA), and the FAWE, and such meetings as the ANCEFA annual policy forum (PS, Int. 6).

Tied closely to this information-sharing work that BACKUP Education does and based on the extensive knowledge that the BACKUP Education team has built through working with a wide variety of actors in diverse contexts over seven years, is its work as a ‘partnership broker’ of sorts. A range of individuals interviewed within the partnership study noted that BACKUP Education is in a unique position to bring actors together where relevant, and that “cultivating relationships” is a deliberate and explicit part of their role (PS, Int. 2, 3, 15, 21, 23). Often, this occurs within the quality-check process, where on receipt of a request from Ministries or CSO coalitions or organisations, the LEG is immediately involved in the BACKUP Education quality check process. Usually this is done through the coordinating agency, who in turn consults with LEG members. As a result, the quality check process becomes a site for supporting information exchange about the work, needs, and priorities of various stakeholders within the LEG (PS, Int. 4). The information brokering function and advisory role which the BACKUP Education team provided to partners was highly valued, with another individual commenting that what made this approach unique was that they, “... invest in understanding what is going on and communicate... [which] can be very important in these complex processes”. This same person felt that “[for them] communication is valued... the team are always there, to say ‘that is possible’” (PS, Int. 4).

A strong example of this emerged out of the Democratic Republic of Congo here in 2014, BACKUP Education supported a request for completion of a JESR and funded a consultant to assist with the process. The funding enabled the Ministry and education partners to identify roles for various stakeholders, to

undertake decentralised planning and to identify and organise materials for the joint review. The review included civil society participation, and contributions were incorporated into the final report. The process was reported to have resulted in a high degree of collaboration and debate on key issues in the education sector. An additional outcome was the development of JESR process guidelines by the GPE Secretariat. While some JESR training had previously

been supported by the GPE Secretariat, it was through the BACKUP Education quality check process for this application with the GPE country lead, where the need for consistency and clarity on JESR requirements and processes for all GPE countries was identified (PS, Int. 9). Subsequently, the GPE Secretariat recognised and proceeded to fill that gap by developing guidelines for the completion of JESRs.<sup>22</sup>

## Key findings from this section

- BACKUP Education supports and strengthens the ‘partnership’ dimensions of the Global Partnership for Education in several ways. It acts as an important partnership broker, by supporting measures which bring together national actors from across the region to engage in South-South knowledge exchange, information sharing, and capacity development activities. It has also financed a range of measures over the years which have empowered the African Developing Country Partners and Civil Society Organisation constituencies within the GPE to support each other and raise collective issues of concern at the global level. BACKUP Education has played a particularly important role in ensuring that African national education coalitions were part of the 2018 GPE Global Finance Replenishment Campaign and were successfully able to access funding from the Civil Society Education Fund. Through BACKUP Education’s quality check process, which takes place as part of any application, it also serves an important function in being transparent, open, and communicative with partners in country and at the global and regional level, about the measures it is considering funding. In doing so, BACKUP Education’s role was strongly reaffirmed by partners as being one of cultivating relationships, working with partners to identify gaps in GPE processes and funding streams, and serving to effectively fill these and/or advocate for change through its networks and resources.

22 See <https://www.globalpartnership.org/funding/gpe-grants/useful-resources-for-gpe-grants>

## Efficient and effective use of GPE financing (GPE Strategic Objective 3)

A key priority of the partnership at present is to ensure that GPE financing efficiently and effectively supports the implementation of sector plans focused on improved equity, efficiency, and learning. Emphasis on *aid effectiveness*, as articulated in the Paris Declaration (OECD 2005), continues to be a key concern for partners internationally as well as a key focus area of GPE at present (GPE 2016; OECD 2016). It is important to note that the core partnership commitments for aid ‘effectiveness’ articulated in the Declaration – ownership, alignment, harmonization, managing for results and mutual accountability – have been tied closely to the ways that BACKUP Education works and the projects that it has supported (GPE 2013; 2016; OECD 2016). For GPE, aid effectiveness is tied to financing supports stated having clear links to achievement targets in education sector plans, and to strengthening improved information management and learning assessment systems. Efficiency is also measured by the degree to which GPE financing helps to insure inputs (such as teachers trained, schools built, learning materials secured) are delivered as planned, and with a focus on equity, transparency, and accountability. The ultimate concern under this objective is to ensure that GPE grant objectives are on track and that any blocks to this are addressed

effectively.<sup>23</sup> BACKUP Education’s contribution in this area are many.

Importantly, BACKUP Education is seen by partners as a fund that can act quickly and based on the demands of partners, a factor seen as critical in a context where the processes or mechanisms of support from other members of the partnership may not work as fast as those in need of action would like. This dimension of BACKUP Education is discussed later in the report.

### Using the quality check to best leverage funding benefits

Additionally, in some instances the quality-check process undertaken by BACKUP Education (discussed in Section 2.4) can play a role in improving efficiency and effectiveness of the use of GPE funding. One example of this is when BACKUP Education received a request from Chad’s Ministry of Education to support a study on girls’ education. During the quality assurance process of BACKUP Education, and particularly after consulting with the coordinating agency, it was mutually agreed to revise this request to focus on

“... disseminating the new Education Sector Strategy, because the prior one had not been well implemented or well known, because civil society were not aware of it, and through this could also distribute key results of the girls’ education study” (PS, Int. 11).

The outcome of this adaptation to the original request was raised awareness of the GPE supported education sector review (RESEN) and planning process, combined with distribution of some results from the girls’ education study. The idea behind this was to maximise the impacts of BACKUP Education’s support and create greater leverage on GPE processes beyond the immediate desire of completing the study

on girls’ education. Using the study as a starting point for conversation, the initiative was able to support broader sensitisation to the sector plan and RESEN, enable capacity development for actors, including civil society, and provide a venue for stakeholder participation in developing Chad’s next education sector plan from 2016–2025.

23 See GPE Results Framework for 2016–2020 (GPE 2018b).

## Supporting a “critical friend” role for civil society

A number of initiatives supported through BACKUP Education, and on request of largely civil society partners, have also focussed on strengthening sub-national units and actors to hold the national government to account for the grant monies it has received from GPE towards improving education service delivery. In Uganda, a large share of the GPE grant between 2015 and 2018 is dedicated to the construction of new classrooms through the Uganda Teacher and School Effectiveness Project (UTSEP). The GPE grant appraisal stipulates that such construction should take place under the condition that school management committees are in place and are working effectively to ensure that funding is being effectively and transparently utilised. In line with this condition, the Ugandan National Education Coalition (Forum for Education NGOs in Uganda, FENU) sought support from BACKUP Education to empower the beneficiary communities to monitor UTSEP for effective utilisation of the GPE funding. BACKUP Education supported FENU to establish 13 community

councils in three of the 27 districts targeted through the GPE grant. FENU trained parents on their role in localised decision-making on how to monitor processes around resource allocation at a school level.

Through these community councils, FENU aimed to ensure that local communities better understand and monitor the school construction process and hold the construction company – and thereby the government – accountable. These councils also then provided FENU with information at the school-level about the utilisation of UTSEP funding, which it could then share with the LEG at a national level. Such engagement by FENU uncovered problems that occurred when schools were selected for the construction of new classrooms. For example, some schools that received funding were hardly viable according to official guidelines. In other cases, FENU discovered unpaid salaries or absent workers, which stood in the way of successful construction. As a FENU representative claimed, “*we can show them [government and donors] what they have not seen*”. He went on to explain how,

“We shared the preliminary field reports with the Ministry, they do speak for themselves. [...] The World Bank is the supervising entity, and they approach the Ministry ‘this is what has come from the field, this is what the people have seen, what are you doing about it?’. [...] Last week I shared the report with someone from GPE secretariat, informally, and he seemed very excited about it” (UGCS, Int. 3).

FENU’s work was seen as important in improving the effectiveness and efficiency with which the GPE grant was being utilised. The GPE/UTSEP mid-term review from September 2016 specifies that, “It was agreed that there should be more involvement of the LEG [Local Education Group] and CSOs [Civil Society

Organisations] and identified that “independent supervision and monitoring of the project [would] be conducted by CSOs (FENU).” The review acknowledged the important “critical friend” function FENU had come to occupy in relation to UTSEP. This important role was underlined by a UNICEF employee:

“Since 2015, when the grant was implemented, FENU has been very active when it comes to monitoring of classroom construction, with community mobilization and so on. They play a very important role where others are not monitoring their program, and FENU is well recognized for monitoring the programme of the Global Partnership for Education in Uganda.” (UGCS, Int. 5)



## Supporting effective utilisation of education budgets at the local level

Similarly, in Côte d'Ivoire, the *Réseau pour la Promotion de l'Éducation Pour Tous* (Ivorian Network for the Promotion of Education for All, RIP-EPT) – a coalition of education focused civil society organisations, teacher unions and education practitioners – signalled to BACKUP Education that there was a need for capacity building training and to deliver workshops at a sub-national level on education budget monitoring. BACKUP Education responded to this need and supported RIP-EPT to organise four regional workshops in 2015 where nearly 50% of participants were representatives on school management committees who hold direct responsibility for

managing local school budgets that come from GPE grant monies. The objective of the workshop was to reinforce understanding of budgetary planning processes and educational financing amongst school management committees, teacher unions and civil society groups. Traditionally, educational funding in Côte d'Ivoire has been characterised by insufficient government investment in school operational costs and high financial contributions by parents. During the workshops facilitated by RIP-EPT, participants learned about the availability of funding for primary and secondary schools from local and regional government institutions. One participant expressed the added value of the workshop as follows:

“Today, school management committees operate with greater visibility. They express their needs, they know that resources are available and they apply for them. They are entitled to very specific support, for example for benches and tables. Obviously, the system does not always run smoothly, but there has been progress.” (CDCS, Int. 3)

The director of the coalition identified that this support was critical in that:

“BACKUP Education wants to help civil society to monitor expenditures, whereas other donors look for implementing partners and do not build the capacities of civil society to engage in these processes, BACKUP Education aligns with the Global Partnership for Education and wants the civil society to get involved in these processes.” (CDCS, Int. 3)

The belief of the director of the coalition was that civil society actors can take up an important role when it comes to educational funding. Holding the national government accountable for the elaboration and spending of the educational budget is a central component in this process. Through building the knowledge and capacity of school management committees, teacher unions and civil society organisations, BACKUP Education was seen to be contributing to strengthening mutual accountability, and to improving the effectiveness of GPE grant monies.

## Using data to make effective and efficient resourcing decisions

Also, in Côte d'Ivoire, and linked to BACKUP Education's extensive support to the Ministry of Education's DSPS discussed earlier, BACKUP Education supported training, organised by UNESCO-IIEP, on school mapping for the department in 2015. The workshop allowed key members of the department to learn about the process of school mapping and to apply this knowledge to their country. As a result of the

workshop, a memorandum on school mapping was submitted to Côte d'Ivoire's Minister of Education from the DSPS to ensure that existing EMIS data could be used to make evidence-based decisions on school rehabilitation/construction, the deployment and training of teachers, and the distribution of pedagogic material. DSPS sees this approach as helping to enhance the effective use of already existing statistics and ensure scarce financial resources are being used most efficiently, in line with the GPE objective on using evidence for effective and efficient decision-making, as well as better mobilising domestic resourcing.

Another Project Mode in Somalia, supported the Ministry of Education to address both institutional and capacity-development challenges, which were preventing females, recruited in Somaliland through GPE funding, to advance in their careers. In many contexts, including Somaliland, the lack of female teachers and school leaders is a key factor, which leads to families choosing to not enrol their girls in school. In response, one component of BACKUP Education's support, in cooperation with UNICEF, facilitated the further development of a two-year diploma in educational management and leadership in partnership with four local universities, specifically for female teachers aspiring to become head teachers and leaders.<sup>24</sup> By 2016, a total of 54 female teachers completed the training programme and the Ministry placed these teachers on the reserve list and began referring to this list as vacancies for head teachers arose. Concurrent to this stream of work, BACKUP Education also supported the development and roll out of a teacher profile database within EMIS, which in the future will allow the Ministry of Education to identify gaps in school or regional leadership and to fill them with these trained females.

## Mobilising increased domestic financing for education

Both the Sustainable Development Goal for education as well as GPE's Results Framework stress the importance of mobilising increased financing for education. A key aspect of this is to get national governments, and particularly Ministries of Finance to allocate greater proportions of national budgets towards education. For example, Goal 17 for the SDGs is focussed on "strengthening the means of implementation and revitalize the global partnership for sustainable development" and sets as a key target, strengthen[ing] domestic resource mobilization, as well as encouraging and promoting partnerships between public, public-private, and civil society that build on the experience and resourcing strategies of partnerships. Within the education Goal 4 itself, resource mobilisation is directed explicitly in targets 4.a, 4.b, and 4.c. GPE's own results framework and set of indicators is linked to this, and sets as one goal, "support[ing] increased, efficient and equitable domestic financing for education through cross-national advocacy, mutual accountability and support for transparent monitoring and reporting." (GPE 2018b, p. 12).<sup>25</sup> In a few instances, BACKUP Education has indirectly supported, through its partners, the mobilisation of increased domestic financing or improved resourcing to education.

In Uganda, for example, BACKUP Education first supported FENU in 2012 to assess the needs of civil society organisations to allow them to better participate in GPE processes. At that time, while FENU was recognised as a key civil society umbrella organisation by the Ministry of Education, FENU leadership at the national level did not have the necessary information or engagement with its constituent members to represent such views adequately at the national level. As the executive director of FENU described:

24 This work had started earlier with a shorter training course funded directly by GPE for female teachers who aspired to be school leaders.

25 Indicators within this include: (a) the proportion of DCPs who have either increased their public expenditure on education or maintained sector spending at 20% or above (as % of national budget); (b) equitable allocation of teachers, with a focus on reducing pupil to teacher ratio below 1:40; and (c) increasing the number of DCPs who are tracking and monitoring their education system using UIS indicators.

“We lacked means to collect views, to aggregate interests and demands. [...] Yes I can be here, I know what is happening, what GPE is all about etc., but [I could not] reach out to the constituency, the membership of FENU and Ugandans in general” (UGCS, Int. 3)

With support from BACKUP Education, FENU was able to reach out to 20 of its most active members at the sub-national level and improve their capacities in participating in the GPE process. In workshops, FENU staff engaged them in discussions about their most urgent needs. A wide range of stakeholders participated in these workshops: member organisations, teachers, school principals, parents, and district leaders.

This process led FENU to identify what its constituents believed were the most important priorities in terms of allocations of Uganda’s GPE grant that was under development at that time. These insights were synthesised and shared with the Local Education Group. The same individual from FENU attributed significant change to this process and stated the following:

“Since these activities, we don’t only come to the [national-level] meetings to make noise. This is not about making noise, this is real. FENU has 102 members, which is a strong voice. We gained huge credibility and were able to influence policy-making.” (UGCS, Int. 3).

Drawing on the views of their members, FENU attempted to influence the policy-making process by advocating for less investment in school constructions and *“advocated instead for ‘software’ – for example parent support and involvement, teacher training, meaningful inspection by the government and management of schools”* (UGCS, Int. 3). One UNICEF representative in Uganda interviewed believed that FENU’s strength in advocacy had helped to shape the nature of the GPE grant towards more qualitative dimensions of schooling, such as teacher quality (UGCS, Int. 10).

FENU’s consultation with its members, and the subsequent advocacy efforts that took place also led to greater dialogue between FENU leadership and members of parliament. The final report from the first mode funded by BACKUP Education notes that a key outcome of its support was that, *“Parliamentarians [are now] on board. Though initially not thought about, parliament has been engaged and we hope this will help with policy and budget allocation for education.”*

During the interview, FENU’s executive director explained the following:

“We created a group of members, a parliamentary forum for quality education, we interested a few Members of Parliament to have that Forum, and the champion was the now state minister, she was very instrumental and receptive. [Through the forum], we wanted to see an increase in the budget” (UGCS, Int. 3).

Although the increase in budget has not happened, the forum still exists today. It continues to be an important group whose main objective is advocacy for quality education within the Parliament, and to increase the national budget allocation for education.

Through BACKUP Education’s support to strengthening capacity for education sector planning within various Ministerial departments in Madagascar, one focus has been on improving use of financial simulation modelling. This has been a feature of courses in 2013 at UNESCO-IIEP and CIEP in 2015 which

BACKUP Education has funded participation from relevant Ministries to attend. Participants who identified this training believed that knowing how to use financial modelling has helped them to provide convincing evidence to the Ministry of Finance for increased budget allocation for the education sector. While budget for the implementation of the ESP remains a concern, particularly with the uncertainty surrounding forthcoming elections in 2018 and potential political reshuffles, the Director General of Secondary Education highlighted the increased leverage that this tool had provided them:

“It’s an indispensable tool to explain what was essential in the sector plan - without this tool we could not advance with the action plan and the drafting of the sector plan, and it is also through this tool that we can then make the subsequent discussions, negotiations between the ministries and within the ministries and at the level of the Ministry of Public Service, more effectively to better justify our needs. Because we cannot say at the Ministry of Finance level that we need such means without justifying these means. So, with the model we can say that this is what we plan to do and that’s what we need to really make all these activities happen. It was something that I found very important during the first days of training.” (TS, Int. 3)

Finally, at a regional level, BACKUP Education has supported the Global Campaign for Education (GCE), alongside its regional body ANCEFA to strengthen the capacity of national civil society coalitions to have greater scrutiny over budget allocations and expenditure within the education sector, and to advocate effectively for increased financial commitments to education.

In 2016/7, BACKUP Education funded a regional training run by GCE on a new toolkit entitled “Financing Matters”. This toolkit was created to help national coalitions adapt to the new reality of a greater focus on domestic finance (and correspondingly the need to increase tax revenues) and equity/quality, to meet the Education 2030 goals. It has modules, which support coalitions who are new to this area to understand the “budget basics”. BACKUP Education supported coalitions to attend an induction meeting

in Dakar where they were introduced to the basic content, policy knowledge and different learning goals in the toolkit to be shared and for each coalition to then identify a training programme relevant to their context – for follow up either through bilateral support or webinars in 2017.

Following this, BACKUP Education also supported GCE in 2017 to introduce its CSO 2 advocacy strategy on securing new domestic finance commitments from DGPs in Africa. While GCE had this strategy developed, the coordination team identified a gap in terms of the capacity and funding required to deliver on the overall CSO 2 advocacy strategy in Africa. BACKUP Education was requested to support GCE in this effort. As part of this, GCE identified 10 focus countries – Burkina Faso, DRC, Niger, Senegal, Mozambique, Malawi, Zambia, Ghana, Sierra Leone and Kenya – and likely champions within these countries,

who would support development of national advocacy messages and a plan for increasing domestic financing commitments. This included an outline of what a credible pledge should be based on past domestic commitments to GPE, a template for lobby letters, a social media pack, and strategic country-focused targets. The application for this measure

suggests that by using these 10 countries as a “pilot” of sorts, the ultimate goal is for all 31 African national coalitions to have access to capacity development and support to advocate for increased domestic financing.

## Key findings from this section

- BACKUP Education has also supported a range of measures that have served to ensure that the GPE can function as effectively and efficiently as possible, particularly at the national level. Specifically, measures it has supported have strengthened the capacity of civil society and national Ministries to monitor and utilise data from local level stakeholders to inform sound policy and budgetary decisions, and to make better use of scarce human and financial resources in the education sector. At the same time, BACKUP Education has also supported campaigns and efforts to increase domestic financing commitments to education. Several measures it has supported have also worked to ensure that education budgets are set more realistically, in line with actual and projected student numbers.



# Influence of BACKUP Education's approach on outcomes noted

As a founding member of the GPE, Germany has played a part in shaping the multi-stakeholder partnership from the very beginning. It contributes to the multilateral GPE Fund and participates in its governance bodies. Through BACKUP Education, Germany provides additional support to the African partner countries of GPE. BACKUP Education is, however, differentiated from traditional aid mechanisms, in that it does not have a set of defined activities and outputs for the year, but rather specifies the activities that need to be done from a project management standpoint, to remain completely demand-driven, focused on supporting the GPE application and implementation processes, and filling gaps that cannot otherwise be fulfilled by other actors in the partnership.

Hence, for BACKUP Education the process and mechanism by which it operates is equivalently important to the outcomes its support achieves. This section gives particular attention to key characteristics of the way that BACKUP Education functions – as a demand-driven, flexible modality of support – and how this innovative mechanism of support contributes to enabling the partnership to work more effectively. In doing so it seeks to specify how the process by which BACKUP Education operates has influence on the impacts on the broader partnership discussed in the previous chapter.

## Demand-driven and flexible in nature

BACKUP Education's core principle is the request-based approach, with the understanding that this is the most effective way to respond flexibly to the urgent needs identified by partners on the ground. The belief is that this adds value to GPE by forging smoother sector processes and enhancing their quality. This hypothesis was reaffirmed in various components of the study.

In the partnership study, the majority of stakeholders interviewed were cognisant of BACKUP Education's adherence to this principle, and recognised the strengths of such an approach, particularly in terms of Ministry of Education and CSO partners to be able to *"articulate a clearly defined need"* (PS, Int. 17), have greater ownership, participation, and voice (PS, Int. 12, 27). One participant commented that it is *"rare to have an initiative that puts itself at the service of governance of aid"* (PS, Int. 22). The lack of a pre-conceived 'agenda', enforced interest or imposed perspective was welcomed by DCP government and civil society actors, and likewise by key partners in the GPE Secretariat and the UNESCO International Institute for Education Planning (UNESCO-IIEP), another

significant long-standing partner in training work (PS, Int. 2, 15, 16, 19, 21, 22, 24). Another partner characterised BACKUP as *"opening ideas to improve, strengthen or contribute to the need in a country"* (PS, Int. 4). One civil society partner stated that, *"BACKUP funds [us] ... based on needs ... [the] partnership is not intrusive. This approach by BACKUP is different and we appreciate it"* (PS, Int. 27). Indeed, this key partnership principle, of supporting ownership, is identified in the GPE Charter and international agreements discussed above (GPE 2016).

Field studies reaffirmed these perceptions. In Madagascar, for example, BACKUP Education's contributions through support for capacity building for the Ministries of Education filled a gap to enable representatives from the three ministries to participate in training on education sector planning when internal opportunities for financing were not available and were particularly timely in supporting participation in training ahead of and during the preparation of the RESEN and then the ESP. The UNICEF Education Specialist and focal point for coordinating the GPE grant stressed the importance of this role, commenting:

*"There's very little funding coming to education in Madagascar so the role of BACKUP is very important."*  
(MGCS, Int. 8)

BACKUP’s support to CONAMEPT in Madagascar was also timely in helping them to train and relaunch as a more professional and streamlined coalition. Exploratory visits by ANCEFA and the GCE were undertaken in 2014; however, there had not been much

traction until CONAMEPT were able to reposition themselves as a result of the BACKUP supported measures from December 2014 to August 2015. A representative from the coalition underlined the timeliness of the initiative, commenting:

“It was a good moment for the support from BACKUP to strengthen the capacity of civil society. It’s BACKUP who have enabled us to take the first step.” (MGCS, Int. 9)

Additionally, the fact that the demand-driven nature of BACKUP Education meant that less preconditions

were thrust upon partners was seen as quite distinctive. One Ministry official specified how,

“...[w]ith donors, receiving support is always conditional on meeting their requirements. This makes it difficult for associations that are more fluid. GPE and other donors try to impose restrictions. BACKUP, on the other hand, does not enforce requirements; it explains clearly what it will finance. When we need funding for training, we turn to BACKUP; it plays a really important role.” (MGCS, Int. 6)

Another interviewee in Madagascar specified how BACKUP Education was seen as one of “*support rather than imposition*”, which made it a distinctive actor within the partnership in country (MGCS, Int. 1). A similar sentiment was voiced from an interviewee in Côte d’Ivoire who characterised BACKUP as a “service provider” that does not impose ideas but listens to its partners. He continued: “*It’s a joy to work with the BACKUP people as they don’t come with baggage, they’re not pretentious, but [provide] a humble development perspective.*” (CDCS, Int. 1).

**Hence, for DCPs and civil society actors, BACKUP’s demand and request driven nature has been critical to the impacts that BACKUP Education has been able to have in terms of contributing to mutual accountability, country ownership and the sustainability of efforts towards improving educational service delivery in areas funded through GPE. It has enabled them to set the agenda for action, articulate their needs, and ensure that efforts in process are not thwarted by a lack of resources or expertise not available elsewhere.**

## Gap-filling, just in time support

As noted previously, BACKUP Education is focussed on filling gaps so that African countries can better access and use GPE funding. Consequently, activities supported by BACKUP Education aim to facilitate larger education sector processes and to unfold a leverage effect. It is assumed, that BACKUP Education’s capability to respond to any emerging needs identified by applicants is key for the achievement of its objective of improving the requirements of African countries for accessing and using GPE funding. Therefore, the effective functioning of the fund to

support the identification and funding of pertinent gaps, and to process demands received in a timely fashion is considered crucial to the efficacy of BACKUP Education as a whole and is a key process outcome in itself.

Representatives of the GPE Secretariat acknowledged that in a large multi-stakeholder partnership such as GPE, gaps are inevitable, and that it was useful to have a mechanism like BACKUP Education (PS, Int. 7, 15, 19, 22, 23). They also highlighted the dynamic



nature of the partnership, and that the work of the GPE involves a rapidly evolving set of actors, activities and approaches that require adaptation, growth, and flexibility on the part of all. Within this context, BACKUP Education was identified by a range of partners as a 'catalytic', 'flexible' and 'nimble' fund that can act quickly on particular requests (PS, Int. 2, 3, 4, 7, 9, 16, 19, 21, 23, 24, 25). This was a feature that partners identified as unique and tied to its ability to have a worthwhile impact in terms of contributing to the efficiency of GPE funding and education activities (PS, Int. 2). In the context of GPE processes, this speed, or the idea that "*small amounts of money can allow for lubrication*" (PS, Int. 7), was recognised as a complement to the GPE processes and one of BACKUP Education's biggest strengths.

Additionally, due to its nature as a large network, the GPE Secretariat must consult widely with the GPE Board members prior to taking action and adhere to particular funding cycles (Int. 9, 22). BACKUP Education was identified as having "*brought an element of continuity based on country funding cycles and rhythms,*" when immediate other support is not available elsewhere (PS, Int. 22). The breadth and flexibility that BACKUP Education has in the types of activities that it is able to support was also seen as critical to its impacts, particularly for civil society umbrella coalitions FAWE and the GCE (PS, Int. 9, 15, 21, 27).

BACKUP Education often supports countries to complete critical components of the GPE application or implementation process when no other resources are available from other partners to do so. In South Sudan, for example, BACKUP Education played an important function in ensuring that it was able to effectively and efficiently access its first GPE grant in support of its ESP since independence. BACKUP Education, on the request of the Ministry of Education, Science and Technology (MoEST), funded a consultant to assist the government in writing the grant application within a tight timeframe, and when no other resources were available from other partners to do so. According to reporting from this measure, the consultant was able to coordinate with national stakeholders, and some members of civil society, to develop a grant application that met the requirements for accessing GPE funding. While there were some constraints to this consultant's work – such as

challenges in bringing partners together during the political crisis of 2013 to set up technical working groups and limited involvement with CSO partners – the process enabled greater collaboration of varied actors while maintaining strong Ministry representation. The end outcome was that South Sudan was able to receive 36.1 million US-dollars of GPE grant monies to further its ESP.

Additionally, many Ministries of Education suffer from significant under-resourcing, which effects not only effective service delivery but also the ability of Ministries to support internal capacity building and technical skills. In fact, where resources are constrained and Ministries rely on donor support for the implementation of certain programmes in the education sector there may be a deliberate decision not to be seen to be directing limited resources towards opportunities for individual staff development; but rather to focus expenditure on direct service delivery. As a result, there is often limited financing available through Ministry's budget to support the training of staff members, with donors either unable or unwilling to provide such support in a timely fashion.

BACKUP Education has therefore filled this gap in resourcing where other opportunities were not available. For example, in Madagascar, BACKUP Education's support to the capacity development of individuals in the three Ministries of Education filled a gap to enable representatives to participate in training on education sector planning when internal opportunities for financing were not available. Likewise, the measures were particularly timely in supporting participation in training ahead of and during the preparation of the Education Sector Review and then the ESP, as discussed in the previous chapter.

In Côte d'Ivoire, the technical advisor for the Ministry of Education identified BACKUP Education as filling a clear gap in financing which the Ministry of Education itself did not have the capacity to fill. Training for Ministry officials was noted to be an often-neglected area of support with many education development partners preferring to fund training to teachers and direct service providers rather than the Ministry bureaucracy. This individual went onto specify how,

“We often identify training needs at the level of the Ministry. We know that Ministry staff require training in order to make progress, but there is not always sufficient funding available. BACKUP came and that was very beneficial for us” (TS, Int. 42).

Several instances exist of how BACKUP Education’s early support to training of key individuals catalysed recognition of the need for others to be trained in a similar area, either with the support of BACKUP Education or other funders. Respondents in the tracer study reported that one member of their department had participated in a training with financing from BACKUP Education, and upon their return or

completing the course had suggested other members of their department or working group to attend similar training. This had been the case for participants in Burundi (TS, Int. 21 and 22), Côte d’Ivoire (TS, Ints. 1, 2, and 4), and Togo (TS, Ints. 38, 39, 40 and 41), where the Head of Programmes at the Permanent Technical Secretariat for the ESP outlined this process:

“For the first training course that I did at CIEP, I wrote to the program, and I was put in contact with GIZ, so at first I was in contact with GIZ through CIEP and so that’s what enabled me to participate in the training. After this training at CIEP it was the director of the Ministry who made a request to [IIEP] when a team from Togo had applied to go to the *Pôle de Dakar*... and we made the request the following year for the training at Dakar where five Togolese participated in this training.” (TS, Int. 40)

BACKUP Education’s support has also been critical in instances where there are gaps, which occur in the process of implementation of a GPE grant. In Côte d’Ivoire, for example, BACKUP Education supported the Ministry of Education to engage an architect to develop a design for new proximity colleges in the north of country in regions that had been most acutely affected by conflict between 2002 and 2007. In 2013, the GPE and the *Agence Française de Développement* (French Development Agency, AFD) intended to fund the construction of these proximity colleges, which would enable more children to access schooling that was in close proximity to their homes and communities. However, a common approach to implementation proved difficult, as the grants did not provide costs for architectural plans. Responding to this gap, and following a request from the Ministry of Education, BACKUP Education funded an architect to draw up architectural plans for the proximity colleges. These plans had a catalytic effect and have subsequently facilitated a common approach to the

construction of these colleges in rural villages. Seven proximity colleges were built with the GPE funding in the northern regions of the country. Additionally, AFD funded a further 40 proximity colleges and is planning to build another 200 colleges, which will expand the reach beyond the northern regions to the entire country. The Millennium Challenge Corporation is also planning to construct between 50 and 100 proximity colleges. Some of these colleges continue to be built based on the architectural plans that were drawn by the architect funded by BACKUP Education. The ability of BACKUP Education to provide rapid, targeted funding to fill an identified gap enabled school construction to continue when existing support from other partners could not be directed towards this gap.

Another multilateral donor partner emphasised that BACKUP Education:

“... really supports areas traditionally neglected by other donors or partners in the education sector when it comes to sector coordination and civil society participation” (PS, Int. 12).

The example of BACKUP Education's work to strengthen the voice of the DCP constituencies, discussed in the previous chapter, is a strong example of this. In this instance, the gap identified by the Africa 1, 2, and 3 constituencies of the GPE Board, and initially met through BACKUP Education support was later recognised as a wider concern for the partnership as a whole. As time went, funding mechanisms for DCP constituencies to meet ahead of the biannual Board meetings were created within the partnership itself. The agility of BACKUP Education's support,

was identified by a former Africa 2 DCP representative, who noted that even after support for pre-board DCP meetings was taken over by the GPE Secretariat, BACKUP Education continued to respond to need. Specifically, it supported a second person from the constituency, usually a technical advisor to the nominated Minister of Education representing the DCP, to ensure they were well prepared and effectively collating feedback from other members of the constituency:

“When there were insufficient resources, BACKUP was there to supply means to allow the Minister to be accompanied. This facilitated a meaningful participation at the meeting.” (CDCS, Int. 5)

Without this support, ministers were perceived to be overly burdened with other responsibilities and therefore less able to prepare and participate effectively in Board meetings, which undermined the contributions of the constituencies. This kind of

intervention, filling in gaps in financing where others were unable to provide resources was characterised by the same representative as quietly and effectively providing significant impact even though the intervention may be subtle:

**“We are not talking about spectacular interventions, not about interventions with massive visibility. They are simple, effective, adequate, relevant interventions that are adaptive according to our suggestions.” (CDCS, Int. 5)**

The same individual continued, and outlined the importance of this form of short, timely funding intervention:

“[often] there's a lack of funding [and] we look for the common partners. However, sometimes our needs are too small. Yes, it is small, but addressing this particular problem would allow us to become much more effective. Frequently ... BACKUP was there.” (CDCS, Int. 5)

Several instances, presented in this report, also exist of BACKUP Education’s timely support to civil society engagement and participation.

As one example, BACKUP Education’s support to FENU in Uganda came at a time where there was a need to ensure that the coalition served the needs and interests of its constituency, and effectively represented the voice of civil society. While UNICEF had supported FENU since 2008, and helped to institutionalise it as a functioning umbrella CSO, there was a need to ensure that the Ministry of Education better recognised the strength of their voice/power, based on their ability to mobilise their member organisations. A UNICEF representative in country noted that, “... we were really grateful when GIZ came in because there was at least some continuity there [to the prior support we had given]” (UGCS, Int. 5). The same individual noted that BACKUP Education, working closely with UNICEF (as the coordinating agency at that time) and FENU, identified FENU’s strengths in community mobilisation and helped FENU to develop a Project Mode which would allow FENU to inform the direction of the GPE grant through a consultative process with its constituency. The impact, as already described, was to see more attention within the grant to qualitative aspects of teaching and learning, rather than an undue focus on infrastructure. FENU, through BACKUP Education’s support, was able to “... advocat[e] for other quality-related components in the [grant]... bringing in ideas and suggestions around teacher effectiveness, in terms of training teachers and the role of head teachers in

*supervision, etc. Having their network in the district regions was very helpful”* (UGCS, Int. 5). In this instance, the gap, which BACKUP Education served to fill, was multifaceted – immediately at the organisational functioning level for FENU in terms of supporting a consultative process, but more broadly at an institutional level in terms of helping to reinforce the role of civil society and other development partners in the GPE grant development process in country. As a representative from FENU notes, BACKUP Education’s support came at the right time for the organisation, noting that “*although it was only a small amount of money, it was very useful to us at that time*” (UGCS, Int. 3).

Important about BACKUP Education’s approach to filling gaps, is its desire to not duplicate or fund activities that could be supported through other channels. A representative from the coordinating authority in Madagascar noted the importance of this dimension of the ‘gap-filling’ nature of BACKUP Education, identifying that through the quality check process time is spent to “...check that [a mode it supports] doesn’t duplicate [other efforts]. It’s always been very transparent and open and consultative” (MGCS, Int. 8). All of this is carried out with a small, remotely based technical team based in Eschborn. That noted, the ability of this team to respond in a timely, responsive fashion was seen to be a product of culture within BACKUP Education focussed on commitment and trust to the DCPs, as well as an open-mindedness and friendliness with which BACKUP Education supported partners through the quality check process (PS,

Int. 4, 5, 7, 8, 10, 11, 14, 16, 17, 25, 26). As a result, multiple partners recognised the respect and trust with which the BACKUP Education team are regarded by mutual partners, especially DCPs, and acknowledged that because of this, it was able to work effectively to achieve impact (PS, Int. 5, 7, 19). These responses from diverse actors at global, regional, and country levels

indicate that the BACKUP Education approach of building positive relationships and working to support partners' needs in a timely fashion was greatly appreciated and recognised as adding significant value to the GPE partnership at present time (PS, Int. 2, 13).

## Key findings from this section

- The demand-driven, flexible and gap filling nature of BACKUP Education serves a critical function to partners at the national, regional, and global level who are part of GPE. Specifically, BACKUP Education has been found to consistently support aspects of the GPE application or implementation process where no other funding sources exist for the completion of such tasks. A key contribution of BACKUP Education, identified by a range of partners, is its ability to step in and address shortfalls in technical expertise, capacity development efforts, or funding opportunities, in a timely fashion, and with less conditions and expectations attached than might exist from other actors. At the same time, the quality check process, which BACKUP Education undertakes, ensured that measures it was considering funding were in fact not duplicating efforts in the sector, or ones that could be funded from other sources. Often BACKUP Education support served an importantly catalytic function, which enabled a range of partners it had supported to then leverage on its successes and continue and build on their work independent of BACKUP Education. By acting in this way, BACKUP Education was repeatedly identified in the study by a range of stakeholders, as a fund that is able to ensure that GPE continues to operate as effectively and efficiently as possible – which as one partner described as a small amount of funding that allows for the entire machinery of GPE to continue to function well.



# BACKUP Education's impacts on emerging issues and trends within GPE and the SDGs

The impact study was also asked to explore in brief some of the emerging issues and concerns that are coming out of the Global Partnership for Education itself and reflected in the latest strategic plan (GPE 2020), as well suggested by partners at the global, regional, and national levels. This section identifies

what these emerging trends and issues are, many of which are based on shifts in the international education goals from the MDGs to the SDGs, and how BACKUP Education has already begun contributing to these areas.

## Emerging issues and trends

As a demand-driven fund, BACKUP Education is prepared to undertake a broad range of initiatives, and has honed this capacity through the course of its existence (PS, Int. 15). Awareness of changing education priorities and related potential demands globally, regionally, and nationally is key to the initiative being able to respond and act swiftly and effectively. With passage of the Sustainable Development Goals, and the increased focus it has given to moving beyond educational access to issues of equity, learning and quality, the Global Partnership for Education itself has had to adapt. This is best reflected in the GPE 2020 Strategy, which sets a course for the partnership in helping the global community to achieve the goal set forth in SDG 4 of inclusive, equitable, quality education for all, with a focus on lifelong learning. The core focus of the GPE on supporting countries to develop and implement robust and credible national education sector plans, with a focus on the countries with the greatest need remains. There is, however, a greater drive for results-based financing as well as a stronger push for mutual accountability, defined by GPE as “every partner meeting clear and specific goals and objectives in the partnership” (GPE 2016, p. 6). A much stronger focus is also put within GPE’s current strategic plan on “data and data collection systems to monitoring progress and drive better decision-making”, reflective of the wider push within the new global education goals on measurable and achievable targets and indicators (Ibid). The support BACKUP Education has provided to improving EMIS nationally and regionally has been a contribution in that area. Several other key areas of focus and concern are raised in the latest strategic plan including:

- **A focus on children with disabilities:** At the present time, GPE is working with the World Bank and UNICEF to develop guidelines on inclusive

education. The aim is that these guidelines will eventually support education sector analysis for the development of national education sector plans that include strategies to ensure that marginalized children, including children with disabilities, can exercise their right to education. Stakeholders recognise the shifting discourse in this area, however activities and funding have remained limited to date (PS, Int. 7, 14).

- **Increasing focus on countries affected by fragility and conflict:** GPE 2020 aims to strengthen the partnership’s support to countries affected by fragility and conflict by securing education services across the divide between humanitarian and development interventions, and facilitating better coordination and dialogue among development and humanitarian actors so that resources are used in the best way possible in crisis settings. GPE is playing an important role in the establishment of new funding mechanisms such as Education Cannot Wait (ECW) to ensure that countries are able to access reliable, predictable funding support preceding, in the midst and following a crisis.
- **A focus on Early Childhood Care and Education (ECCE):** Reflective of both SDG target 4.2, and a mounting evidence base, which suggests the importance of investing early in children’s education, GPE 2020 affirms a strong commitment to ECCE. This includes the requirement that credible ESPs have an ECCE component and developing clear guidelines around this; increased funding of grants towards equitable, equality ECCE provision in partner countries; and the building of knowledge and good practice exchange on how to strengthen ECCE within national education systems.

- **Supporting girls’ education and gender equality:** Within GPE 2020, the partnership reaffirms a commitment to reducing barriers to girls’ access and retention in school but expands this remit to gender issues and inequality more broadly. Increased focus within GPE 2020 is directed towards looking at gender issues concerning teachers, administrators, and systems, with a focus on the development of gender responsive education sector planning and analysis in coordination with the United Nations Girls’ Education Initiative (UN-GEI), support to policy dialogue on gender equality led by national governments and inclusive of civil society, and a focus on reducing school-related gender-based violence.
- **Knowledge and Innovation Exchange:** The current strategic plan has an explicit focus on strengthening partner capacity by sharing knowledge and good practice, in the belief that this will help to better leverage investments and increase the impact of GPE grants. As part of this, GPE has established a learning exchange to consolidate, curate, and broker knowledge from across the partnership. It is also incentivising innovation by encourage partners to share and disseminate novel ideas and strengthen national capacity on common, critical educational challenges in areas such as learning assessment and data systems, and equity and inclusion through targeted funding in this area.
- **Out of school children:** GPE 2020 gives increased prioritisation to helping partners to identify numbers of out of school children, understand the characteristics of this population (including the reasons for their exclusion from school), work towards developing effective policies and plans to address the needs of these learners, and contribute to policy dialogue within LEGs about this concern.
- **Support to quality teaching and learning:** Within the current results framework for the partnership, three indicators are focussed explicitly in this area – namely improved learning outcomes, quality of learning assessments undertaken, and the availability/distribution of trained teachers. GPE is also incentivising gains in learning by withholding 30% of the GPE grant pending evidence of achievement of sector results, which must include gains in learning. A concern for GPE at present is also the engagement and participation of teacher organisations in all stages of the policy process, recognising that in many countries this is still not common practice (see GPE Results Report 2015/2016).

## Attention to countries affected by fragility and conflict

BACKUP Education asks applicants to develop, and provides advice on, conflict-sensitive measures and to work towards establishing conflict-sensitive and peacebuilding education planning and management systems as part of its quality-check process. The goal is to reinforce the positive role of education on peacebuilding while minimising any negative repercussions according to the ‘do no harm’ principle. BACKUP Education is also involved in the Global Education Cluster (GEC) – the international forum for coordinating education in crisis situations – and the Inter-Agency Network for Education in Emergencies (INEE). Through these collaborations, synergies are generated that allow BACKUP Education to contribute to bridging the gap between humanitarian aid and development cooperation in the education

sector. Against the contemporary global development landscape – where the need to bridge such gaps through new financing mechanisms (such as *Education Cannot Wait*) and the broader global concern about establishing “peaceful, inclusive societies” under the Sustainable Development Goal 16 – this contribution is even more relevant.

Within BACKUP Education’s own monitoring data, 64 of the 178 funded modes as of March 2018 (approximately 36%) have been directed to partner countries labelled as ‘fragile’ accordingly to the World Bank. A number of funded modes provide strong examples of initiatives that foreground conflict-sensitive approaches to education programming and are reflective of the direction of GPE 2020. For



example, one of the projects discussed already, support for the construction of new proximity colleges in the north of Côte d'Ivoire, targeted the conflict-affected north of the country where a lack of access to education has led to ongoing grievances against the state (see Shah et al 2016).

Another measure supported in Mozambique, aimed to assist the Ministry of Education to communicate and disseminate key messages from its Education Strategic Plan to key education stakeholders at the local level. Through the process, one of the key learnings for the Ministry was that, *“Communication is sensitive and prone to conflict. The [sector plan] includes certain policies and proposed actions that are not entirely consensual. The challenge lies in finding a way, through communication (as a strategy), to build consensus and mutual understanding and/or commitment.”* This incidental learning appears to be critical for the Ministry of Education in thinking through how it approaches policy development and dissemination in the future, and according to the

consultant who wrote the final report led to a *“mind-shift in thinking about communication”*, with the Ministry recognising that, *“messages should be developed from the perspective of the recipient...contrary to most communication/dissemination campaigns that try to tell others what and how to do (and therefore often fail)”* because it comes from a *“we know best’ perspective.”*

Also in Côte d'Ivoire, BACKUP Education support enabled four Ministry of Education staff members from different departments working on the education sector review taskforce, and one civil society participant from the national education coalition RIP-EPT, to participate in a five-day workshop organised by UNICEF on ‘Sector Analysis and Education Sector Planning’ in Dakar. Focus in the workshop on risk analysis and the potential contribution of education service delivery to conflict transformation was highlighted by one Ministry of Education participant as being instrumental in changing practice:

“After this training you don’t see things in the same way. We got to know what was behind this study, and that was very important. In the beginning we read things in a very literal way, but after the training we asked questions about the numbers in order to find out what was behind – the reality that they were hiding.” (CDCS, Int. 7)

This same individual, who was the technical advisor and focal point for the programme of priority action working with the Ministry of Education, became instrumental in authoring the new chapter in the education sector review (RESEN 2016) and the 10-year plan (2016-2025) on Risks and Vulnerabilities. Hence, improved understanding of conflict-sensitive analysis and interpretation of data contributed to efforts to

increase attention to conflict sensitivity across education sector planning processes. While this work is seen as ongoing, with the significant hurdle remaining to designate a budget line to the reduction of risk and vulnerability as outlined in the 10-year plan, nonetheless there is an evident shift in recognition of the issue:

“We absolutely need to change the way we go about certain things, in order to better identify the problem, to better handle them and to improve the system in general... It is true that this is currently not enough, but at least we address the question and take it into account in our activities.” (CDCS, Int. 7)

Importantly, this work also complemented efforts by other actors, particularly UNICEF through its Learning for Peace programme in country, to promote

peacebuilding in education planning and implementation. While UNICEF worked prominently at a school and district level, BACKUP Education’s

support was seen to have influence at a system level, filling a gap in the process of infusing conflict sensitive planning and risk management within the Ministry of Education.

Participants to the same UNESCO-IIEP training, for whom BACKUP Education has supported their attendance, voiced similar value on conflict and crisis, with one participant from Mali specifying how,

“There was a module on crisis management, social and economic crises, so everything really. The training helped me a lot because in Mali we didn’t have a plan for crisis situations, as everything had been going well and we’d never been confronted by crisis. But with the 2012 crisis that Mali has gone through, so that has changed a lot. So after the training, there are meetings that are done and in case a crisis comes up now we are [ready] ... This was really useful because before coming to this training I had no idea about these things. I did not know that we have to take crises into account when planning... Now, when [the trainer] started talking, I said to myself “ah okay,” we didn’t do all the steps. If all goes well [it’s okay], but once it does not work, we have problems. Now that’s mainstreamed into our planning policy today.” (TS, Int. 34)

In such ways, sensitivity to conflict and crisis is increasingly being incorporated into ESPs as well as sectoral analysis through BACKUP Education’s support in a range of countries. Likewise, learning to interrogate statistics and better conceptualise indicators, also a key focus of BACKUP Education’s support over the years, was identified as having a key relationship to addressing conflict sensitivity and inequalities, as discussed earlier in the report.

Finally, BACKUP Education supported a series of human capacity development initiatives in South Sudan, through the support of UNESCO-IIEP, on developing an education sector plan that address issues of safety, resilience and social cohesion. As part of this process, the Ministry of Education requested the flexibility to use BACKUP Education support to assist in the education sector analysis chapter, which included in it a section on vulnerability and risk. The process of drafting this section included involving the Education Cluster in country. Given that at that time, South Sudan was nearing the end of its sector plan, and

preparing to apply for renewed funding from GPE, this support was critical to the country developing a new education sector plan that address issues of vulnerability at all stages of the planning process.

The study also highlighted how BACKUP Education has established experience in this area and at present is working to support new knowledge exchange activities amongst conflict-affected countries in West Africa (PS, Int. 14). The country study in Côte d’Ivoire highlighted, for example, how particular knowledge exchange on addressing issues of conflict and crisis, vulnerability and risk would be fruitful and important avenues for cross-country exchange moving forward (CDCS, Int. 7).

Work undertaken as part of this study in Madagascar and the Comoros Islands (see Box 8 below) suggests that sometimes conflict-sensitivity may be an indirect impact of the work BACKUP Education has supported, rather than an explicit focus.

### Box 8: Strengthening communication and collaboration across the Comoros Islands

In the Comoros Islands, financing from BACKUP enabled 11 different staff from the Ministry of Education to undertake training in education sector planning and review processes, ahead of the preparation of their transitional education sector plan (*Plan de Transition du Secteur de l'Education*, PTSE 2017-2020) informed by the education sector review. Participants were from different departments, and also critically from different Islands. One participant highlighted the fact that even though they had worked together previously, and this contributed to their being identified to undertake the training as part of the team working in the education sector review (RESEN) and subsequently the PTSE, the act of participating in training together had strengthened their relationship (TS, Int. 24). This had additionally led to increased understanding of the varying needs and perspectives across union and island levels of administration and planning, summarising: "Before, we weren't on the same page" (TS, Int. 24). In the context where tensions between the islands have historically resulted in political conflicts, this harmonisation of understanding and contributions from different ministerial levels and across the islands has supported improved relations between them.

Within Madagascar, occurrences of political violence that accompanied the elections of 2002 and exchanges of power in 2009, as well as ongoing military violence, has led to confidence in the capacity of the state to provide equitable social service provision being significantly undermined (MGCS, Int. 1, 2, 6 and 9). Civil society organisations have therefore stepped in to fill this gap in service provision in certain areas where the influence of the state was weakened during ongoing political conflicts. There has been some resistance, therefore, to the government's re-engagement and driving of the new sector plan, with the result that there have been some tensions evident in the sense of responsibility exhibited by both government and civil society parties in the development of the new sector plan. The coordinator of CONAMEPT specified how, "...there [has been] a feeling of rivalry between the CSOs and the Ministry of National Education, and each thought that they had done more for education." (MGCS, Int. 2). Additionally, continued political tensions throughout 2015 increased anxiety that political policies are subject to frequent changes and inconsistency in implementation. In this,

support provided by BACKUP Education for both capacity building and implementation of projects in the country has facilitated greater understanding on the roles of different actors by enabling key personnel in the Ministries of Education to access training opportunities such as those at CIEP and UNESCO-IIEP which simultaneously advance skills in the processes of education planning and also highlight the importance of including civil society in consultation processes. Likewise, reinforcing the capacity of CONAMEPT so that they were able to participate in the LEG has also provided a forum for civil society participation and contribution to a government led process that is now seen to be acceptable to both parties. Given the uncertainty created by "*the cyclical crises*" (MGCS, Int. 3) which have accompanied the previous elections and changes in government, there is a significant impact attributed to strengthening the capacity of the education planning departments to ensure a robust ESP that is agreed upon by all parties as a means of protecting the ESP amidst changes in political climate.

## Gender responsive planning and policy actions

Through its application procedure and advice during the application process, BACKUP Education encourages applicants to adopt a gender-sensitive approach and

to work towards gender responsiveness in education planning, implementation, and evaluation. This focus is reflective of wider equity and inclusion discourses,

which are prevalent in both the SDGs and GPE's charter and current strategic plan (ICFGEO 2016; GPE 2016; UNGEI & Leonard Cheshire Disability 2017).

A key example of a successful gender sensitive action, for example, was the capacity development of the female head teachers' initiative in Somaliland discussed earlier in this report. Likewise, in Gambia, the work of EFANet described earlier, extended under another phase to strengthen community advocacy work on supporting girls' education at the secondary level. EFANet worked through its membership to develop a sensitisation campaign about the importance of girls' education at the senior secondary level, and the school grants programme that has been extended to senior secondary. EFANet noted in its final reporting that a key outcome from this effort was *"positive attitudinal changes towards girls' education and increased girls' attendance in school."*

An increasing and systematically integrated focus on gender responsive planning was raised in the partnership and remote case study components of the study as a strength of BACKUP Education's work in recent times (PS, Int. 8, 15, 18, 20, 21). The work of BACKUP Education was found to integrate gender sensitive planning and implementation in the processes discussed throughout this report, particularly in terms of the demand-driven and quality-check aspects (PS, Int. 15). The expertise of the BACKUP Education team members in the area of gender responsive planning was noted as critical to ensuring that all initiatives conformed to international norms of gender sensitivity and responsiveness (PS, Int. 15).

It is perhaps most evident in BACKUP Education's engagement on multiple occasions with FAWE discussed in prior sections. Additionally, and through its role as a partnership broker, BACKUP Education has helped to forge links between that regional coalition and the UNGEI (PS, Int. 8, 21), and also between UNGEI and ANCEFA with, in some cases, the collaborative development of guidelines for education sector planning (GPE, UNGEI and UNICEF 2017). Multilateral donor partner actors also recognised the systematic inclusion of gender sensitivity in relation to IIEP training applications, and reporting tools to which BACKUP Education has supported (PS, Int. 2). A recently held training for female leaders in education

in 2017 for which BACKUP Education funded participation of African GPE member countries was raised as a notable success by a number of partners, and was considered to be an impact that *"really went beyond the GPE processes"*, in terms of BACKUP Education support to GPE grants (PS, Int. 16, 21, 22).

That noted, field research undertaken in Madagascar also suggests how issues relating to gender may not feature explicitly in many of the measures which partners have applied for BACKUP Education to support, despite the fact that there is need or demand in this area. Specifically, civil society actors identified that as part of their role in monitoring implementation of the ESP, they would have to give particular attention to gender-related issues and barriers in education (MGCS, Ints. 2 and 9). These actors observed that while there was reasonable parity between girls' and boys' participation at primary level, at secondary there is greater inequality, and also gendered differences in motivation for dropout, with early marriage being cited as a factor for girls, while the need for employment more of a factor for boys (MGCS, Int. 3). Likewise, the team leader for the RESEN, drew attention to the high levels of assaults on female students on the University campus in Antananarivo, and the measures they had taken to combat this, installing barriers to the entrance of the halls of residence and requiring permission cards to enter which had resulted not only in a reduction in assaults but also an increase in students' grades (MGCS, Int. 11). Others interviewed, however, were adamant that issues of gender inequality were not of particular relevance and that there were no gender-related barriers to participation in education in the country (MGCS, Int. 10). It suggests that in some instances, a focus/demand on gender-responsive policies and programming may depend on from whom applications are received, and how complete and consultative the quality checking of applications in country is with the LEG.

Finally, emerging out of the tracer study, concern was voiced by several participants that gender inequalities are still not being sufficiently considered in education sector planning and programme implementation. They drew attention to their desire to see more support in this area, especially moving beyond equating parity with equity (TS, Int. 32, 35 and 37).

However, to promote equity in educational planning and practice, and to support the achievement of global development priorities on achieving greater equality, as reinforced through the focus areas of the GPE

and the Sustainable Development Goals, it is crucial to support women to access positions of leadership within education departments and ministries. The same respondent continued:

“In my country we have women who would like to further their education and be able to prosper and even to add value to our education system. Because as they say, ‘when you educate a woman you educate a whole community.’ But then, in most departments, you find that women will not be in the leadership in the administrative department, most of them will be just working behind there ... And also, I request you, if, especially these African countries, if they actually, can be able to fund more women, so they are able to better their career. Especially this advanced training programme, I think it would be really a good move towards even achieving our SDG. So, it would be very nice if we had more women trainers, and women who are able to go for the training.” (MGCS, Int. 32)

Amongst the capacity development measures, which were considered in the tracer study, 20 of the 79 participants were female with 10 female respondents agreeing to be interviewed as part of the study. The majority of these respondents raised concerns with gender disparity in education within their country contexts and/or with the need for greater participation of women in decision-making roles (TS, Ints. 9, 13, 18, 32, 34, 35, 37). Additionally, in a small number of cases, it remains a challenge for women that they

are not in a position to directly apply the skills that they learned in training, and three of the 10 women interviewed indicated that they had not yet been able to capitalise on their training experiences (TS, Ints. 10, 18 and 32). This was due not only to institutional barriers but also to changing personal circumstances, and indicates the multiple challenges faced by women who are working in senior positions in Ministries of Education.

## Support to Early Childhood Care and Education

An important shift has occurred in recent years from an explicit focus on children accessing and completing primary education (generally the first 5 years of schooling) to completion of basic education (between 8-10 years of schooling). The Sustainable Development Goals - as did the EFA programme - expand the remit even further, stressing increased access and completion of early childhood education, as well as improved opportunities for education beyond basic education including secondary, vocational and tertiary education. This shift is reflected in GPE's current prioritisation of lifelong learning, with particular focus on strengthening the ECCE sub-sector. Given this has been a recent shift in GPE's mandate, the majority of modes to date have not demanded support in these areas. It would be expected, however, that this will change in coming years. In the past,

a couple instances exist of BACKUP Education's support to ECCE or other education sectors.

In December 2017, for example, BACKUP Education supported a measure with five individuals from the Ministry of Education and Training from Lesotho to share experiences of conducting an ECCE quality assessment survey, designed by the World Bank, which had been completed in the country with other countries who had similarly done this assessment. The meeting, hosted by the World Bank in Washington DC, provided both an opportunity for peer to peer exchange on conducting national surveys of the sub-sector to identify needs and strengths, and capture data on a range of important ECCE indicators in areas such as nutrition, health and social protection; and an opportunity for the

team from the Ministry to work with the World Bank experts to think through the next steps in utilising the data from the survey in developing appropriate responses to the needs identified. Several benefits were identified for the five participants who attended the meeting in Washington, including a recognition of how these results could now be used to develop a new ECCE strategy, but that to do so there was a need for engagement and advocacy with both politicians and civil society first.

In Tanzania, BACKUP Education supported the Ministry of Education in 2015-16 to complete parts of its

education sector analysis – in particular two sub-sector analyses for Technical and Vocational Education and Training (TVET) and ECCE, specific to personnel needs and gaps – which were not covered by other donors or under other initiatives. As part of this work a series of consultations and a curriculum review exchange was undertaken. This information has fed into the Education Sector Development Plan, with hopes that issues and needs identified from the work supported by BACKUP Education will then be reflected in the sub-sector operational plans that are produced from this.

## Support to quality teaching and learning

In the past, it would appear that BACKUP Education's main support in this area has been directed towards strengthening the engagement of teachers or teachers' unions in the development or implementation of education sector plans and associated policies. Again, while BACKUP Education has not sought out to explicitly address this issue, it has been one that has been identified by partners. A good example of this support comes from Côte d'Ivoire and the work of the civil society organisation RIP-EPT discussed earlier. With the support of BACKUP Education, the coalition organised in 2015 four regional workshops with members from various civil society organisations, such as school management committees and teacher unions, in order to reinforce the understanding of budgetary planning processes and educational financing in the country. A key outcome from this work was that teachers and teacher unions better understood the budget planning process, and how monies and resources were supposed to be allocated at the school level. This then enabled them to hold local government and school officials to greater account. After the workshops supported by BACKUP

Education, one teacher union representative supported dissemination of the information shared to all 7,000 members. In one school, a teacher subsequent to this dissemination process specified how she used to always try to talk to local officials, but "*without having the right knowledge.*" Through the workshop, she now knows her rights. In her school, this led to her demanding sufficient numbers of tables and benches from the local education budget and holding her principal and officials to account for ensuring it was procured in a timely fashion (CDCS, Int. 7).

Additionally, within the broader push for evidence-based policymaking, BACKUP Education's extensive support to the strengthening of civil society coalitions and to the more effective use of EMIS could be seen to be an important contribution in this area. Specifically, evidence does exist of how civil society organisations can inform policy decisions and hold national policymakers to account by monitoring the implementation of GPE grants. Illustrative of this is the example of FENU in Uganda, where there, it was described how local members of the coalition can,

"...show them [government and donors] what they have not seen. Regarding the schools in Bukwe, I am not sure whether the people who selected the schools even went there. The enrolment was [expected to be] 400, but when we arrived the number of students was 19. Another school was said to have 500 but there were 29 kids, only one teacher and the head teachers on the government payroll, and two volunteers" (UGCS, Int. 3)

When this information was subsequently shared at the national level, the same individual described how,

“...The World Bank as the supervising entity, [approached] the Ministry and asked them ‘this is what has come from the field, this is what the people have seen, what are you doing about it?’” (UGCS, Int. 3)

With the GPE 2020 results framework giving explicit attention to the efficient and appropriate allocation of resources for teaching and learning, including teachers, school infrastructure and learning resources, the public accountability role of civil society, which BACKUP Education has strengthened in a number of contexts, will prove increasingly important to achievement of this goal.

Likewise, the support that BACKUP Education has provided to improving data collection and analysis of education indicators in a number of partner countries will also prove to be important in informing effective resource allocation moving forward. A good example of this is the school-mapping project, which BACKUP Education supported in Côte d’Ivoire and discussed earlier in the report. Recognising the value that having

this information has, the Ministry is now intending to collect greater information on the Islamic school sector for which, to date, limited information exists (CDCS, Int. 14). The hope, as in Senegal, is to use this information to ensure that teaching and learning in this part of the schooling sector is also strengthened over time. A first step for the country, however, was ensuring that the school mapping was completed nationwide. The facilitator who led the training funded by BACKUP Education on mapping in the country believed that key to achieving this aim was the need to use new technologies such as GPS, and decentralise data collection processes through platforms such as OpenEMIS to ensure such processes took place in a timely and cost-efficient fashion. Like Côte d’Ivoire, he also believed that moving forward,

“Many countries [will] aim to reform their school mapping processes. I have the feeling that there is growing interest for school mapping...[to] take into account textbooks, tables, etc., but also quality of education instead of only looking at demand and access.” (CDCS, Int. 16)

Moving forward, it is expected that increasingly, partners will be expected to track and monitor learning outcomes, and potentially will be seeking assistance from BACKUP Education to do so. The Partnership Study highlighted predominantly this work on monitoring data and implementation of plans locally at district level, and through work on the EMIS. Relevant partners signalled that there would be

continuing and increasing demand, with the potential for heightened regional and South-South collaboration. The Partnership Study findings also highlighted the importance of civil society and Ministry cooperation to consolidate monitoring at district levels and improve the accuracy of information gathered and efficiency of the process through leveraging different actors’ knowledge and skills (PS, Int. 6, 9).

## Support for inclusion

A small number of initiatives have directly or indirectly had impact on issues of inclusion, defined here as the consideration of learners who are typically excluded from schooling because of some form of

marginalisation. As already discussed previously, BACKUP Education’s ongoing support to FENU has led it to successfully advocate for the consideration of refugee education policies and programmes in the

new ESP. Additionally, following BACKUP Education's support to CONAMEPT in Madagascar, and its subsequent engagement with Handicap International, the issue of inclusive education has been more thoroughly addressed in the current ESP there. However, many CSOs share a concern that this area needs more sustained attention in order to be effectively implemented. As the coordinator of CONAMEPT highlighted: *"An intense awareness campaign is needed so that people understand the issue of inclusive*

*education. Some people think it's a malediction to be disabled so they hide the children. Without a campaign to help overcome these cultural attitudes inclusive education is not going to get any traction"* (MGCS, Int. 2). As inclusive education is a priority area for several member organisations of CONAMEPT, and the coalition also receives funding from Handicap International, this is likely to be a continued focus area for their work, and one that BACKUP Education might expect increased demand to support moving forward.

## Knowledge exchange

While BACKUP Education's past support to peer to peer and knowledge exchange has been covered in depth earlier, partners also identified a range of future opportunities and venues that they hoped BACKUP Education might be able to facilitate support for. A group of education planners who participated in the UNESCO-IIEP course in 2014-15, expressed interest in establishing a network of 'planners of West Africa' (CDCS, Int. 8). Since participating in training, the two individuals interviewed have remained in contact with others on the course, and have exchanged knowledge informally, particularly with those from Niger and Burkina Faso. They are hoping to solidify this ongoing exchange to form an association of education planners, as there are few avenues for planners

focusing particularly on the education sector to discuss issues or challenges and share example of best practice together. The ongoing exchange of information between past training programming participants was widespread, as reported earlier in the report – yet this exchange was often done informally rather than formally – with many tracer study participants identifying they would appreciate more structured opportunities for ongoing knowledge exchange amongst past participants. Respondents also expressed interest in encouraging more ways for participants in training from varied countries to maintain contact with each other, meet up and continue to exchange experiences (TS, Ints. 21, 22, 38), as was also emphasised by the consultant from Senegal:

*"It's always complicated for reasons of cost, for x-y-z reasons, but maybe it could be envisaged at a sub-regional level where we could make "clusters" of countries for example, it would be easier to gather the alumni of these countries around common activities, so that there is a plan of action for exchange. So, we meet only in this region, if the controversy is "girls' education", could we not have an action plan around that and try to share our experiences? How is it going in each country, is it supported, etc.?"* (TS, Int. 37).

A similar sentiment was found in the Partnership Study in relation to cooperation on the EMIS (PS, Int. 2). At the same time, others cautioned that knowledge exchange between countries could not be deemed to be equally beneficial to all, and indicated that such exchanges need to be purposeful and linked to clear shared issues or objectives, highlighting how *"...countries don't have the same realities, administrative configurations, not the same ways of dealing with problems"*, and suggesting that knowledge

exchange without such recognition could end up focussed on *"professional [rather than national or regional] goals"* (TS, Int. 34).

Tracer study findings also suggest that for many participants, it continues to be a challenge to ensure that individuals who participate in overseas training are able to share their knowledge with colleagues in their institution and the education sector more broadly in their own country upon their return. While arguably



this cannot substitute for the process of sustained learning over several months and the opportunities for exchanging experiences across different country contexts, ensuring that there are some mechanisms by which skills can be shared is an important component of increasing the likelihood of training resulting in more systematic organisational change. This is already a requirement in BACKUP Education's application process, however interviews revealed the extent to which this has occurred has been variable. Specifically, while 82% of tracer study respondents (n=40) agreed or strongly agreed with the statement, "I have been able to share what I learned from my training with others in my organisation/department", there was significant variation in participants' ability to share learning experiences with their colleagues, and exchanges took varied forms from simply reporting back to superiors, holding organised workshops or informal discussions with colleagues. Often individuals who felt unable to share and use their learning

more widely felt stymied by the institutional cultural or organisational hierarchy.

A suggestion was made by the Director of Sectoral Statistics at the Ministry of National Education and Literacy in Burkina Faso that for more comprehensive follow-up and transmission of skills, BACKUP Education could incorporate financing into the capacity building allocations for workshops to be held upon the return of overseas training participants to their country (TS, Int. 17). Likewise, respondents from Togo similarly indicated the desire to systematise ways to share knowledge learned, both between those who had participated in training to reinforce opportunities to work together and with those broader members of their departments: "*Perhaps if there were a sharing workshop or a meeting for those who had participated in the training for us to discuss.*" (TS, Int. 38).

## Key findings from this section

- Recent years have seen the international education goals shift towards a wider, more expansive remit that takes greater consideration for issues of quality, equity, and inclusion. This has subsequently had influence on GPE's current strategic planning and vision. BACKUP Education has already begun responding to this shift, with strong support over the years directed to countries affected by conflict and crisis as well as measures with a more explicit focus on gender responsive planning and policy-making. While BACKUP Education has supported a number of knowledge exchange activities between national education coalitions, key individuals in Ministries of Education, study tours, and through its support of pre-board Development Country Partner meetings for the African constituencies, demand for such exchanges continues to grow with BACKUP Education continuing to adapt and respond to this increasing demand. Additionally, BACKUP Education is also beginning to support more measures focussed on ECCE, as well as those with an explicit focus to strengthening quality teaching and learning. continue to function well.



# Conclusion

This report has demonstrated the numerous contexts and ways in which the German BACKUP Education initiative has served to fill 'gaps' in education sector planning, policy and implementation processes in Africa and GPE more broadly, and to strengthen partnerships with education stakeholders at multiple geographic and policy levels. These impacts have been evident in:

- areas of immediate need to access or implement GPE funding
- supporting GPE's African Developing Country Partners to engage with the higher levels of the Partnership structure itself
- strengthening roles of civil society to effectively function in the Partnership (at national, regional, international levels)

- promoting knowledge exchange at multiple levels, within nations, sub-regions and between actors globally
- supporting and strengthening the functioning of GPE partnership as a whole, to maximise its potential for achieving quality, inclusive, equitable education for all

Examples provided in this report demonstrate the impact of BACKUP Education in assisting African Developing Country Partners and civil society partners to access funding for activities that GPE grants or donor partners are not able to support fully, and have included a range throughout the cycle and stages of education sector planning, implementation and review. These have so far included capacity development, distribution of education materials, information exchange, peer reviews, research, sensitisation campaigns, and training, all in a range of areas of education. As noted, diverse partners identified that there is no other education partner working in a similar way, in terms of the ability to do so at short notice and based completely on recipient partner demand.

The various components of the impact study have also demonstrated a distinct and widely recognised feature of the work of BACKUP Education, in its contributions to the principles of equitable participation in partnerships and policy processes, and which is key to the Better Aid agenda and SDGs. The work with the African constituencies in establishing the pre-board meetings and GPE Board contributions is the prime example of this, with the extensive range of other capacity development, information sharing, networking and peer learning activities detailed previously also being exemplary of this work of engaging with higher levels of the Partnership regionally and globally.

As documented through extensive evidence from the Partnership Study and seen also in the other dimensions of the study, BACKUP Education-supported requests have resulted in considerable progress in civil

society involvement in education sector advocacy and planning processes in a range of different national and sub-regional contexts in Africa. Involvement has also been significant into the subsequent stages of education plan and sector monitoring and reviews, and in beginning evaluations of commitments to the SDGs.

BACKUP Education has developed extensive networks and knowledge relating to GPE and broader education sector processes since its inception in 2011, and a core component of its impact has been in actively promoting knowledge exchange between education stakeholders at multiple levels, within nations, sub-regions and between actors regionally and globally. This information-sharing role is tied closely to the ‘partnership brokering’ function that education partners identified as a key impact and strength of the initiative. The various strands of the study have identified flows of information globally between the GPE Secretariat, donor partners, INGOs and LEG members. Exchange also takes place between focal points at regional level, between national chapters within organisations such as FAWE, ANCEFA, and the GCE. BACKUP Education has also supported sharing of information and knowledge between governments and regional bodies, as well as within nations between Ministries and civil society, through to sub-national, district level organisations.

In sum, **BACKUP Education serves as an important catalyst for strengthening the capacities, engagement and networks necessary for GPE partner countries throughout Africa to achieve national, regional and global education goals.** It does so by providing timely, relevant and necessary technical, financial and capacity-building support – unavailable through other mechanisms – which enables national governments, civil society organisations, and regional bodies to effectively access and/or implement GPE grants in partnership with one another.

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# Annex: Key participants in study

## Partnership Study Interviewees (by organisational affiliation)

- AFD Mauritania
- ANCEFA
- ECOZI
- FAWE Secretariat (2 separate individuals)
- GCE Secretariat
- GIZ, incl. BACKUP Education (5 separate individuals)
- GPE Secretariat (4 separate individuals)
- IIEP (3 separate individuals)
- Independent consultant (3 separate individuals)
- *Pôle de Dakar*
- UNESCO UIS
- UNGEI
- UNICEF regional office WCARO, Madagascar, Chad (3 separate individuals)

## Uganda Field Study Interviewees

- Forum for African Women Educationalists (FAWE)
- Forum for Education NGOs in Uganda
- GPE Secretariat
- Makerere University
- Ministry of Education, incl. Gender Unit (5 separate individuals)
- Parliament
- UNICEF

## Côte d’Ivoire Field Study Interviewees

- GPE Secretariat
- Ivorian Network for the Promotion of Education for All (*Réseau Ivoirien pour la Promotion de l’Education Pour Tous*, RIP-EPT) (group interview with 3 individuals)
- Ministry of National Education (*Ministère de l’Education Nationale*), incl. Department for Strategy, Planning and Statistics (*Direction des Stratégies, de la Planification et des Statistiques*) (4 separate individuals, focus group with 14 individuals, group interview with 2 individuals, 1 former staff)
- Ministry of National Education (*Ministère de l’Education Nationale*) Regional office (*Direction Régionale de l’Education Nationale*, DREN) Abidjan 2
- Ministry of National Education (*Ministère de l’Education Nationale*) Regional office (*Direction Régionale de l’Education Nationale*, DREN) Abidjan 4
- Ministry of National Education (*Ministère de l’Education Nationale*) & Ministry of Higher Education and Scientific Research (*Ministère de l’Enseignement Supérieur et de la Recherche Scientifique*) (group interview with 2 individuals)
- Proximity School (*Collège de proximité «Collège Moderne Languibonou»*)
- UNESCO-IIEP
- UNICEF (group interview with 3 individuals)
- Various (focus group interview)

## Madagascar Field Study Interviewees

- Ministry of Employment, Technical Education and Vocational Training (*Ministère de l’Emploi, de l’Enseignement Technique et de la Formation Professionnelle*)
- Ministry of Higher Education and Scientific Research (*Ministère de l’Enseignement Supérieur et de la Recherche Scientifique*)
- Ministry of National Education (*Ministère de l’Education Nationale*) (6 separate individuals)
- National Malagasy Coalition for Education for All (*Coalition National Malagasy de l’Education Pour Tous*) (1 separate individual, group interview with 4 individuals)
- UNICEF

26 The same individuals are also noted above in the country studies but referenced differently as they were often interviewed in two capacities



## Tracer Study Interviewees

### In-country interviews with Fast Access Mode beneficiaries<sup>26</sup>:

#### Côte d'Ivoire

- Ministry of Higher Education and Scientific Research (*Ministère de l'Enseignement Supérieur et de la Recherche Scientifique*)
- Ministry of National Education, Technical and Vocational Education and Training (*Ministère de l'Education Nationale, de l'Enseignement Technique et de la Formation Professionnelle*) (3 separate individuals)

#### Madagascar

- Ministry of National Education (*Ministère de l'Education Nationale*) (6 separate individuals)
- Ministry of Higher Education and Scientific Research (*Ministère de l'Enseignement Supérieur et de la Recherche Scientifique*)
- Ministry of Employment, Technical and Vocational Education and Training (*Ministère de l'Emploi, de l'Enseignement Technique et de la Formation Professionnelle*)

#### Uganda

- Ministry of Education and Sports (3 separate individuals)

### Remote interviews (by phone and skype) with Fast Access Mode beneficiaries:

#### Burkina Faso

- Ministry of National Education and Literacy (*Ministère de l'Education Nationale et de l'Alphabétisation*) (5 separate individuals)

#### Burundi

- Ministry of Higher Education and Scientific Research (*Ministère de l'Enseignement Supérieur et de la Recherche Scientifique*)
- Ministry of Education (*Ministère de l'Education*)

#### Chad

- Ministry of National Education and Civic Promotion (*Ministère de l'Education Nationale et de la Promotion Civique*)

### **Comoros**

- Ministry of National Education (*Ministère de l'Education Nationale*) (3 separate individuals)

### **Democratic Republic of Congo**

- Ministry of Higher and University Education (*Ministère de l'Enseignement Supérieur et Universitaire*)
- Ministry of Infrastructure and Public Works (*Ministère des Infrastructures et Travaux Publics*)

### **Ghana**

- Ministry of Education

### **Guinea**

- Ministry of Education (*Ministère de l'Education*)
- Ministry of Pre-University Education and Literacy (*Ministère de l'Enseignement Pré-Universitaire et de l'Alphabétisation*)

### **Kenya**

- City Centre for Early Childhood (CICECE) Nairobi County, Education Dept.

### **Malawi**

- Mulanje District Council

### **Mali**

- Ministry of Education (*Ministère de l'Education*)

### **Niger**

- Ministry of Primary Education, Literacy, Promotion of National Languages, and Civic Education (*Ministère de l'Enseignement Primaire, de l'Alphabétisation, de la promotion des Langues Nationales, et de l'Education Civique*) (2 separate individuals)

### **Senegal**

- Consultant

## Togo

- Ministry of Primary and Secondary Education and Vocational Training (*Ministère des Enseignements Primaire, Secondaire et de la Formation*) (3 separate individuals)
- Permanent Technical Secretariat of the Sectoral Plan for Education (*Secrétariat Technique Permanent du Plan Sectoriel de l'Éducation*)

## Additional interviews:

- Ministry of National Education, Technical and Vocational Education and Training (*Ministère de l'Education Nationale, de l'Enseignement Technique et de la Formation Professionnelle*), Côte d'Ivoire
- UNICEF, Madagascar

## Questionnaires (not interviewed):

- Ministry of National Education and Civic Promotion, Chad (*Ministère de l'Education Nationale et de la Promotion Civique, Tchad*)

# Annex: Questionnaires and Interview Guides Utilised

## Tracer Study Survey

This questionnaire has been prepared by the research team working with the German BACKUP Initiative – Education in Africa. The research team is conducting a study on the impact which the training/course you attended with the support of BACKUP Education has had on you, your organisation and/or the education sector as a whole. The responses provided to this questionnaire will support this research study. In any final reports, your personal information will not be shared and names and organisational affiliations removed.

We appreciate you completing this questionnaire. The questionnaire should take no more than 10 minutes.

### 1. Your information

Name \_\_\_\_\_

Gender  M  F

Country \_\_\_\_\_

Training course attended \_\_\_\_\_

## 2. Your work

Job position at time of undertaking training \_\_\_\_\_

Current job position if different from above \_\_\_\_\_

Since undertaking the training, I have worked on ...:

	Not at all	To a small extent	To a moderate extent	To a large extent
<b>Education sector analysis</b> (e.g. content analysis, analysis of existing policies, analysis of cost and finance, analysis of education system performance, analysis of system capacity)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Policy formation</b> (e.g. setting policy priorities and key strategies)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Programme design</b> (e.g. definition of goals, specific objectives and activities)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Plan costing and financing</b> (e.g. financial simulation models)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Action plans</b> (e.g. development of multi-year or yearly action plans, medium term expenditure framework)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Implementation arrangements and capacities</b> (e.g. definition of responsibilities and accountability, analysis of the capacity for plan implementation)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Monitoring and evaluation mechanisms</b> (e.g. results framework, M&E indicators, routine monitoring, periodic reviews, reporting, annual reviews, mid-term and final evaluations)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Moderation of dialogue and consultation with stakeholders</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify): _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### 3. Individual impact: Technical expertise

To what extent do you agree or disagree with the following statements?

	Completely Disagree	Somewhat Disagree	Don't know	Somewhat Agree	Completely Agree	N/A
I have been able to apply the skills I learned during the training/course in practice	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel my technical skills (e.g. education sector analysis, costing, action planning) have improved since undertaking the training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel I better understand the specific requirements for implementing GPE guidelines and standards because of the training I received	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that since completing the training supported by BACKUP Education, I am better able to help my country to access and use its full GPE allocation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

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### 4. Individual impact: Managerial skills & working with others

To what extent do you agree or disagree with the following statements?

	Completely Disagree	Somewhat Disagree	Don't know	Somewhat Agree	Completely Agree	N/A
Improving my managerial skills (e.g. communication, moderating or facilitating dialogue) was a priority for me before undertaking the training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that my managerial skills have improved since undertaking the training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel more confident in coordinating consultation processes relating to education sector analysis or planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

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## 5. Networks

Since undertaking the training, have you had any contact with other participants?

No, not at all    Yes, once    Yes, 2-5 times    Yes, more than 5 times

If yes, what method have you used to be in contact? (select all that apply)

Email / Phone / Meeting in person / Other (please specify): \_\_\_\_\_

What countries are the participants you have had contact with from? \_\_\_\_\_

To what extent do you agree or disagree with the following statements?

	Completely Disagree	Somewhat Disagree	Don't know	Somewhat Agree	Completely Agree	N/A
As a result of attending the training, I have expanded my network of contacts with other professionals working on similar issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that expanding my network of contacts is beneficial to my own work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

## 6. Organisational impact

To what extent do you agree or disagree with the following statements?

	Completely Disagree	Somewhat Disagree	Don't know	Somewhat Agree	Completely Agree	N/A
I have been able to share what I learned from my course/training with others in my organisation/ department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Since completing my training, I am better able to implement policies that are supported through GPE funding with my colleagues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There have been changes in the ways my organisation/department operates because of the course/training I participated in with BACKUP Education's support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that processes (such as education sector planning) have become more inclusive because of the course/training I participated in with BACKUP Education's support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel that the skills I have developed because of the course/training I participated in have been recognised by others	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments:

## 7. BACKUP Education

Have you or your organisation applied for further support from BACKUP Education (e.g. under Project or Consultancy Mode)?

No    Yes

If yes, what support did you or your organisation apply for?

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## 8. Interview participation

Please indicate your willingness to participate in a follow-up telephone interview with a member of the research team. This interview will last approximately 30 minutes.

Yes, I am willing to be contacted for interview by the research team



# Tracer Study Follow-Up Interview

## Tracer Study: Interview guide for Fast Access Mode beneficiaries

Interviews to be conducted with beneficiaries of Fast Access Mode support, in country and remotely, who have already completed the Tracer Study Questionnaire. Questions will be adapted based on the responses provided in the questionnaire, and not all questions outlined will be applicable to all respondents.

### A) **Most Significant Change** *[asked only to participants in person during country visits]*

*Explain process and rationale.*

1. What have been the changes which have resulted from the project?  
*(Brainstorm and document, make clear changes can be positive or negative)*
2. Which do you think has been the most significant change? Why?
  - a) What were things like before?
  - b) How did the change happen?
  - c) What is different now?

*Type out story in sequential order and then read back, checking and clarifying anything.*

*Add in any further details and ensure the reason this change has been most significant to the storyteller is captured*

3. Can you give the story a title?

### B) **Individual impact**

1. How did you find out about the opportunity to access GIZ funding for training?  
*Follow-up: In what ways have you supported/encouraged others to access training?  
(can ask later depending on flow of interview)*
2. Have you been involved in other BACKUP projects? How have these projects informed each other/how have the skills you learned in training been implemented in other projects?  
*Based on response to questionnaire section 2 - follow up on disparities in areas of work and focus of training:*
3. Were there topics not covered in the training that you would like to have more support in?  
*Based on response to questionnaire section 3 - follow up on application of skills:*

4. What factors have been an obstacle in applying the skills that you developed in training?  
*Based on response to questionnaire section 4 – follow up on participation consultation processes where indicated:*
5. Can tell me more about the consultation processes you have been involved in?
  - a. Involvement with LEG?
  - b. Increased cooperation with civil society?

### **C) Networks & Partnerships**

*Based on response to questionnaire section 5:*

1. Can you tell me more about the subsequent contact you have had with other training participants? Can you give a concrete example of how this has been beneficial for your work?
2. Beyond fellow training course participants, have you been able to strengthen networks or partnerships with others working on education sector processes through the support received through BACKUP? With whom and how?

### **D) Organisational impact**

*Based on response to questionnaire section 6 – follow up on changes in organisational practice:*

1. *(If applicable)* What factors have affected changes in operation within your department (positively/negatively)?
2. What benefits have you encountered in sharing your learning with others?
3. What challenges have you faced in sharing your learning with others in your organisation/department? And beyond your organisation (e.g. LEG)?  
*Particularly where several participants attended the same training:*
4. How have dynamics changed a) within your department, b) in working across departments since a group of you from the same department/organisation participated in this training? Do you see any particular benefits to the fact that a group of you attended the training together?

### **E) Future needs/support**

*These questions would need to be asked to all, in line with the broader study objectives*

1. At present, what are the significant capacity gaps and needs you or your organisation face?
2. What are some of the current challenges you or your organisation faces in engaging with GPE processes and activities? Do you see a role or function for BACKUP Education in this and if so what?
3. What are some of the emerging concerns and issues facing the education sector in your country/organisation/institution moving forward?

# Partnership Study Interview Guide

## BACKUP Education Partnership Study Interview Guide 1: Global Partners

Interviews will be conducted via Skype wherever possible, otherwise by phone.

Name: \_\_\_\_\_

Date: \_\_\_\_\_

Interviewee: \_\_\_\_\_

### Understanding of GPE

#### The impact of BACKUP

- 1) What do you consider to be the *key contributions* of BACKUP Education within GPE?  
[POSSIBLE PROBES FOR: capacity building; process; relationships; structure of the GPE; promoting learning; enhancing information flows amongst LEG members and also amongst constituency members; service delivery **at different levels** (country, regional, global levels)]
- 2) Could you describe any ways that BACKUP Education *supported and strengthened partnerships* between [select amongst these as relevant]:
  - a. amongst civil society groups from national, regional to global level
  - b. amongst local education groups
  - c. amongst the African constituency groups and
  - d. between global partners and stakeholders [part of GPE Board].

#### The role of BACKUP

- 3) Is there anything that distinguishes BACKUP Education as a partner in how it functions or operates? [PROBE: flexibility, external fund, demand-driven]

#### Future role/function of BACKUP

- 4) What do you see as the emerging trends and issues which BACKUP Education could support in the future?

# Field Study

# Interview Guides

## Interview Guide for direct beneficiaries of BACKUP Support

Name: \_\_\_\_\_

Date: \_\_\_\_\_

Interviewee: \_\_\_\_\_

### A) General – Involvement with BACKUP

1. Can you describe the project supported by BACKUP Education?  
*For example, follow-up questions might include:*
  - a. With which BACKUP projects have you been involved? (if any)
  - b. How long have you been involved with the project?
  - c. What was the project about?
  - d. Can you outline your role / the role of your organization in the application of the BACKUP project? (if any)
  - e. Can you outline your role / the role of your organization in the implementation of the BACKUP project? (if any)

### B) Most Significant Change

*Explain process and rationale.*

4. What have been the changes which have resulted from the project?  
*(Brainstorm and document, make clear changes can be positive or negative)*
5. Which do you think has been the most significant change? Why?
  - d) What were things like before?
  - e) How did the change happen?
  - f) What is different now?

*Type out story in sequential order and then read back, checking and clarifying anything. Add in any further details and ensure the reason this change has been most significant to the storyteller is captured*

6. Can you give the story a title?

**C) Follow up questions on impact**

1. Specifically, do you believe that BACKUP Education has contributed to (see list below) and how (*NB: Only ask if not discussed above*)?
  - a. Strengthened organisational functioning (particularly within Ministries, NGOs and regional bodies),
  - b. More effective utilisation of GPE funding
  - c. Improved coordination and collaboration between Ministries and CSOs
  - d. Improved knowledge sharing, coordination and engagement amongst African GPE constituencies.
2. In what ways, if any, do you feel BACKUP Education operates differently to other partners supporting the education sector? How important do you believe this different way of working is to the impacts described above?

**D) BACKUP, GPE, and ways forward**

1. Looking ahead, what are the key issues and concerns which the country/region will face in either accessing or implementing GPE funded activities/initiatives moving forward?
2. Given these issues/concerns, what role could and/or should BACKUP Education play moving forward?  
(*Probe for capacity/organizational needs, new GPE requirements, changes in national/regional context*)

## Interview Guide for Indirect Actors in Country

**A) Involvement with BACKUP**

*Identifying relationship of non-beneficiaries to BACKUP/GIZ – will vary depending on position/role of interviewee.*

1. What familiarity do you have about BACKUP Education and the work it does within (the country) or the Africa region?
2. What forms of engagement have you had with BACKUP Education in the past, either directly or indirect?  
*NB: The following questions can be addressed in case they weren't already discussed*
  - a. With which BACKUP projects have you been involved? (if any)
  - b. How long have you been involved with the project?
  - c. What was the project about?
  - d. Can you outline your role / the role of your organization in the application of the BACKUP project? (if any)
  - e. Can you outline your role / the role of your organization in the implementation of the BACKUP project? (if any)

## **B) Medium to long-term key impacts**

*Study objective 1 × Specify the key impacts (expected/unexpected, positive/negative), particularly in the medium to long-term of BACKUP Education*

3. What impacts do you believe BACKUP Education support has had within the education sector (either positive or negative)? Of these the impacts you've noted, where do you feel BACKUP Education provides the greatest value/benefit and why?
4. Specifically, do you believe that BACKUP Education has contributed to (see list below) and how (NB: Only ask if not discussed above)?
  - e. Strengthened organisational functioning (particularly within Ministries, NGOs and regional bodies)
  - f. More effective utilisation of GPE funding
  - g. Improved coordination and collaboration between Ministries and CSOs
  - h. Improved knowledge sharing, coordination and engagement amongst African GPE constituencies.
5. In what ways, if any, do you feel BACKUP Education operates differently to other partners supporting the education sector? How important do you believe this different way of working is related to the impacts noted above?

## **C) BACKUP, GPE and ways forward**

*Study objective 3 × Identify what BACKUP Education's role in GPE is, in regards to both learning/information flows and horizontal and vertical partnerships*

*Study objective 4 × Explore emerging trends and issues at the global, regional, national and sub-national level which might impact on and inform BACKUP Education's function in the third phase*

3. What gaps in the broader GPE processes and structures has and does BACKUP Education continue to serve? Specifically, do you believe:
  - a. BACKUP Education fills critical gaps in national governments accessing or implementing GPE funding? Can you give a specific example of this?
  - b. BACKUP Education strengthens gender and conflict-sensitivity, and civil society engagement in measures supported through GPE funding? Can you give a specific example of this?
  - c. BACKUP Education strengthens learning and improved information flows between constituencies in the GPE's Board of Directors, the Secretariat of the Global Partnership, and regional/national actors? Can you give a specific example of this?
4. Looking ahead, what are the key issues and concerns which the country/region will face in either accessing or implementing GPE funded activities/initiatives moving forward? How do you believe BACKUP Education could/should respond to these issues? (*Probe for capacity/organizational needs, new GPE requirements, changes in national/regional context*)
5. In the coming 3–4 years, what specific contributions do you see BACKUP Education making to improving educational outcomes and service delivery within broader GPE processes?

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