Prospective evaluation of GPE's country-level support to education

Zimbabwe Second Annual Report

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RESULTS FOR DEVELOPMENT

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Acronyms

ASER	Annual Status of Education Report
BEAM	Basic Education Assistance Module
BSPZ	Better Schools Program for Zimbabwe
CAMFED	Campaign for Female Education
CDTS	Curriculum Development and Technical Services
CEQ	Core Evaluation Question
CERID	Center for Education Research, Innovation and Design
CL	Country Lead
CLE	Country-level Evaluation
CRS	Creditor Reporting System
CSO	Civil Society Organization
CWD	Children with Disabilities
DAC	Development Assistance Committee
DFID	UK Department for International Development
DLI	Disbursement-linked Indicator
DOP	District Operational Plan
EC	European Commission
ECD	Early Childhood Development
ECE	Early Childhood Education
ECG	Education Coordination Group
ECOZI	Education Coalition of Zimbabwe

EDF	Education Development Fund
EFA/FTI	Education For All Fast Track Initiative
EMIS	Education Management Information System
EMTP	Education Medium Term Plan
ERI	Early Reader Initiative
ESA	Education Sector Analysis
ESOP	Education Sector Operational Plan
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
ESPR	Education Sector Performance Review
ESSP	Education Sector Strategic Plan
ESWG	Education Sector Working Group
ETF	Education Transition Fund
ETFSC	Education Transition Fund Steering Committee
ETP	Education Transitional Plan
FAWEZI	Forum for African Women Educationalists Zimbabwe
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GNI	Gross National Income
GPE	Global Partnership for Education
GPI	Gender Parity Index
GRA	Global and Regional Activities
HOD	Holistic Organizational Development

IBRD	International Bank for Reconstruction and Development
ICT	Information Communication and Technology
IDP	International Development Partners
IIEP	International Institute for Education Planning
ILO	International Labour Organization
INGO	International Nongovernmental Organization
ISCED	International Standard Classification of Education
ITRP	Independent Technical Review Panel
JMV	Joint Monitoring Visit
JSR	Joint Sector Review
KfW	German Development Bank
KII	Key Informant Interview
KPI	Key Performance Indicator
LAS	Learning Assessment System
LWS	Learner Welfare Services
M&E	Monitoring and Evaluation
MF	Multiplier Funding
MICS	Multiple Indicator Cluster Survey
MoF	Ministry of Finance
MoHTESTD	Ministry of Higher and Tertiary Education, Science, Technology and Development
MoPSE	Ministry of Primary and Secondary Education
NAPH	National Association of Primary Heads
NAR	Net Attendance Ratio
NASH	National Association of Secondary Heads

NER	Net Enrollment Ratio
NFE	Non-formal Education
NFM	New Funding Model
NGO	Nongovernmental Organization
NOP	National Operational Plan
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OOSA	Out-of-school Adolescents
OOSC	Out-of-school Children
OP	Operational Plan
OVC	Orphans and Vulnerable Children
PER	Public Expenditure Review
PFM	Public Finance Management
PLAP	Performance Lag Address Program
POP	Provincial Operational Plan
PS	Permanent Secretary
PTECE	Part-time Continuing Education Class
PTR	Pupil to Teacher Ratio
PTTR	Pupil to Trained Teacher Ratio
RF	Results Framework
RTMG	Real Time Gross Settlement
QAR	Quality Assurance and Review
SABER	Systems Approach for Better Education Results
SACMEQ	Southern African Commission for Measuring Education Quality

SFP	School Financing Policy
SIG	School Improvement Grant
STEAM	Science, Technology, Engineering, Math plus Arts
STEM	Science, Technology, Engineering, Math
TDIS	Teacher Development Information System
TEP	Transitional Education Plan
ToC	Theory of Change
ToR	Terms of Reference
TPS	Teacher Professional Standards
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute of Statistics
UK	United Kingdom
UNESCO	United Nations Education, Science and Cultural Organization
UNICEF	United Nations Children's Fund
VT	Variable Tranche
ZABEC	Zimbabwe Adult Basic Education Course
ZALP	Zimbabwe Accelerated Learning Program
ZELA	Zimbabwe Early Learning Assessment
ZIMTA	Zimbabwe Teachers' Association

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures.[1]
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9) and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011- levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of *motivation* (political will, social norms, habitual processes), *opportunity* (factors outside of individuals, e.g. resources, enabling environment) and capabilities (knowledge, skills).[2]
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run.[3] Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curricula, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs and behavioral norms that affect how actors react and adapt to changes in the system.[4]
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims.[5]

[1] OECD, Glossary of Aid Effectiveness Terms. http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: GPE, Methodology Sheet for GPE Indicator (29): Proportion of GPE grants aligned to national systems.

[2] John Mayne, The COM-B Theory of Change Model. Working Paper (2017).

[3] Mark Moore, Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004 (Oxford: Blavatnik School of Government, Oxford University, 2015).

[4] World Bank, *World Development Report 2004: Making Services Work for Poor People* (Washington, DC: World Bank; New York: Oxford University Press, 2003).

[5] GPE, Equity and Inclusion in Education. A Guide to Support Education Sector Plan Preparation, Revision and appraisal (2010), 3. https://www.globalpartnership.org/content/equity-and-inclusion-education-guide-support-education-sector-plan-preparation-revision-and

Financial additionality	This incorporates two not mutually exclusive components: (1) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (2) positive change in the quality of funding (e.g. predictability of aid, use of pooled funding mechanisms, co-finance, nontraditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities and opportunities of women, men, girls and boys, and equal power to shape their own lives and contribute to society. This encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs.[6]
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g. pooled funds, shared financial or procurement processes), to present a common and simplified interface for partner developing countries. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions.[7]
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures and communities, and reducing exclusion from and within education.[8]

[6] GPE, Gender Equality Policy and Strategy 2016-2020 (2016), 5. http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf

[7] Adapted from OECD, Glossary of Aid Effectiveness Terms. http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm and from GPE, Methodology Sheet for GPE Indicator (30): Proportion of GPE grants using (1) cofinanced project or (2) sector pooled funding mechanisms.

[8] GPE (2010), 3.

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Executive summary

A) Overview

This is the last annual report to be submitted during the three-year prospective evaluation of the Global Partnership for Education (GPE) in Zimbabwe – one of eight country prospective evaluations that will be complemented by a total of 20 summative country evaluations, to be carried out between 2018 and 2020. It follows a baseline report on Zimbabwe that was submitted in May 2018 and a first annual report delivered in September 2018. This report presents the findings of the final prospective evaluation mission to the country, which took place in May 2019. The report offers conclusions on the basis of the data collection, monitoring and assessment undertaken throughout the evaluation period and is written as a standalone report for the prospective evaluation 2017 – 2020.

B) Purpose and objectives

The purpose of the prospective evaluations is to assess whether GPE's inputs and influence are orienting education sector planning, implementation, monitoring, and financing toward the intermediary outcomes outlined in its theory of change (ToC). In the first two years of the evaluation, the prospective evaluations have been forward-looking, and explore what happens while it happens. They have closely observed initial decisions, documented the perspectives of decision-makers and focused on the activities and involvement of key stakeholders early in the period under review in order to understand whether progress is being made and whether, and to what extent, GPE is making a contribution. This report finalizes the evaluation for Zimbabwe with a summative view of the 2017-2020 period.

The objective of the prospective evaluations is to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level, as well as the validity of GPE's ToC in light of the GPE Strategic Plan 2016–2020. The prospective evaluations seek to establish if and how GPE inputs and activities contribute to outcomes and potential impact at country level. They are designed to assess GPE's progress on its goals and objectives.

C) Education in Zimbabwe

Zimbabwe has faced a number of significant economic shocks and political changes over the last decade. It has also faced natural disasters such as Cyclone Idai which has affected not only the education sector but also the entire economy as a whole. The education system in the country demonstrates some very positive aspects such as high enrolment rates and gender parity at the primary level, however, there are still significant issues in particular in relation to funding for education with heavy dependence on parents and donors to meet the costs of schooling. The country has witnessed movements towards decentralization of education, however decision-making still primarily lies within the two central ministries – MoPSE and MoHTESTD. There are large regional and wealth-based inequalities particularly with regard to education spending, enrolment and numbers and qualifications of teachers. International cooperation in education has improved and there are currently two international working groups for education – the Education Coordination Group (ECG) and the Education Sector Working Group (ESWG).

Whilst government funding for education has increased in recent years, the share of expenditure on teacher salaries has also increased resulting in the amount of money available to schools decreasing.

D) GPE in Zimbabwe

Zimbabwe has been a GPE partner since 2012 when it applied for and received its first Education Sector Plan Development Grant (ESPDG). The British Department for International Development (DFID) has acted as coordinating agency for all GPE activities in Zimbabwe, while the International Bank for Reconstruction and Development (IBRD) have acted as grant agents for the ESPDG, and UNICEF for the Education Sector Plan Implementation Grants (ESPIGs). Currently, the key components of GPE support in Zimbabwe are the following:

Firstly, the GPE II Fixed part ESPIG grant (US$ 20,580,000) to Zimbabwe (2017-2019) managed by UNICEF. This is a project deeply embedded in the Education Sector Strategic Plan (ESSP). Secondly, in 2018, the country was one of the first GPE members to receive multiplier funding as part of the new GPE Funding Model. This Multiplier Allocation (US$ 10 million) grants funding on the basis that the government can mobilize funding from other sources which Zimbabwe was able to achieve through DfID and KfW. The fixed portion of this grant (US$ 8 million) is to be used to top up the School Improvement Grant for 1000 of the poorest schools in Zimbabwe. The performance-linked Variable (US$ 2 million) part will be administered along with the additional variable ESPIG funding (US$ 8.87 million). This third, variable part funding, will build on improvements in public finance management and will be more closely aligned with government fiduciary and procurement systems. The four key components of the variable part ESPIG funding and the performance-linked portion of the Multiplier funding are: equity and access, improved learning outcomes, efficiency and improved retention and institutional strengthening.

GPE also provides a wide range of non-financial inputs, primarily through the work of the Secretariat, the grant agent and the coordinating agency, and GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements). These non-financial elements also form part of the support that is being evaluated during the prospective evaluation undertaken in Zimbabwe.

E) GPE contributions to sector planning

State of sector planning in Zimbabwe

Education sector planning in Zimbabwe is covered by the Education Sector Strategic Plan (ESSP 2016-2020) and operationalized by the Operational Plan at the national level and the district operational plans at district levels. The ESSP (2016-2020) has been critical in gathering sector actors and focusing on sector priorities in Zimbabwe. It was developed in an inclusive and consultative manner and has been accepted as a key planning document in the sector. The ESSP has failed to meet GPE's achievability criterion and this has shown itself to be a key weakness during the implementation cycle. The evidence also reveals that whilst the ESSP and its accompanying national operational plan provide a strong framework with key performance indicators, they lack clearly laid out and costed pathways for achieving their targets. A lack of alignment between operational plans at the sub-national level and national operational plans has potentially affected the ESSP's effectiveness and has resulted in a disjointed planning system in which district and provincial offices lack the resources to plan in an effective and timely manner.

GPE contributions

The ESSP (2016-2020), whilst not developed with direct financial support from a GPE Education Sector Plan Development Grant (ESPDG), was nevertheless heavily supported by UNICEF partly through ESPIG funds. The GPE's contribution to sector planning has been instrumental and evidence from stakeholders unequivocally recognizes the critical role that GPE has played in driving the process. For future planning cycles, the focus should be placed on moving beyond consultation and inclusion and more towards joint planning with key actors. The GPE's standards and its appraisal process have provided a crucial guiding framework for sector planning and have been used widely. The decision by the LEG to endorse the ESSP, despite its failure to meet the achievability criterion, left weaknesses in key aspects of the plan. The core way in which GPE drove sector planning that emerged from the documentation and from stakeholders consulted in the first and second evaluation missions was the central importance placed on planning by GPE. However, greater scope for MoPSE and MoHTESTD to collaborate even further in the planning process has been identified during this evaluation. Preparation for the next ESP should focus on developing realistic financial models which balance ambitious targets with prioritization of key areas given the funding constraints that exist. UNICEF have pushed for GPE and the Education Development Fund (EDF) to extend the current grant windows until 2020 to allow the next batch of financing to align with the next ESP. Stakeholders felt strongly that the proposed funding and activities – whether separate or in one fund – should be aligned to the next sector plan (to begin in 2021) and included in any operational planning to ensure real complementarity and felt that this had not been done in the previous ESSP and was therefore a key shortcoming.

F) GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Zimbabwe

Education sector dialogue in Zimbabwe occurs primarily through the Education Coordination Group (ECG). The ECG, the Local Education Group (LEG), is chaired by the minister of education, and includes the permanent secretary for education as deputy chair as well as representatives from all funding partners, UNICEF, UNESCO and select civil society groups[9]. UNICEF acts as the secretariat for the ECG. The ECG has been effective in encouraging consultation and dialogue between the Ministry (MoPSE) and development partners. In addition to this, the Education Sector Working Group provides a broader forum for dialogue that includes local NGO groups and CSOs. The ECG continues to play a critical role in sector dialogue. However, there are blurred lines around its core functions and whether it is merely a forum for operational discussions or for providing policy directions and/or discussing higher-level topics outside of those being funded by donors. There is room for improving inclusivity by broadening dialogue at the sub-national levels.

In terms of sector monitoring, the January 2019 JSR was well received by all parties and seen as a more evidence based, participatory and policy focused than those held previously. Sector monitoring is participatory and inclusive, but future improvements should focus on how the time in the JSR can be most effectively used to create meaningful change. There is a desire to have more continuous monitoring and accountability, but this is made challenging by financial and logistical constraints at sub-national levels.

[9] This is taken from the 2015 terms of reference for the ECG, it doesn't give details on which funding partners or civil society organizations are to be represented, or whether it is an open invitation.

While the development of the JSR has been a success at the national level, it hasn't been replicated by progress in improving monitoring structures outside of the JSR, or at sub-national (district and provincial) levels.

GPE contributions

GPE's role (represented in Zimbabwe by DFID as coordinating agency, UNICEF as the grant agent, and through the missions of the secretariat's country lead) in promoting dialogue and monitoring is crucial and acknowledged by all Zimbabwean stakeholders. The working relationship between MoPSE and GPE to improve mutual accountability is positive and engaged – with both sides taking an active role in all improvements.

The year 2 mission corroborated findings from year 1. Stakeholder interviews and documentary evidence have shown that GPE supported technical and financial inputs (particularly through the role of the coordinating agency) have been instrumental in developing the JSR process in the country. The GPE secretariat's Country Lead (CL) for Zimbabwe also made a significant contribution through their consistent presence during JSRs, through the recommendations they make in the CL mission reports, via individual working group meetings on improving monitoring and finally, through their contributions to Joint Monitoring Visits. The GPE have also been key in the development of the ECG as it was founded based on GPE recommendations. GPE support for monitoring, through the linking of variable part funding to EMIS efficiency, and funding the JSR through the ESPIG, has also been critical where government funding has fallen short. The evidence collected during the second mission also suggests opportunities for the GPE Secretariat to provide more technical support in establishing Terms of Reference for LEGs.

G) GPE contributions to sector financing

State of sector financing in Zimbabwe, 2011-2020

Domestic financing for education in Zimbabwe has worsened in the last two years (after a period of recovery post-2011 financial crash) as the financial crisis deepens. While the overall budget for education is increasing a lack of funding for non-salary expenses hampers progress across the system, with less than one percent of expenditure being for capital projects. While the bulk of expenditure goes to teachers' salaries, currency devaluation in 2018/2019 has meant a dramatic decrease in spending power, and threats of strike action over pay conditions. Schools are reliant on limited donor funding and, more importantly, on fees paid by parents. This has created significant inequities between schools, due to the amount of fees that can be collected. The introduction of the school financing policy has the potential to alleviate this by guaranteeing school funding, and fee free education for the poorest students – but its results have not yet been seen.

International financing for education has improved over time – with the majority coming from GPE and EDF (funded by KFW and DFID). Work is being done to improve the quality of financing by addressing harmonization and alignment with the ESSP – but currently harmonization is a key issue, with poor harmonization of GPE and EDF funds.

GPE contributions

GPE's contributions to sector financing in Zimbabwe can be divided between financial contributions to ESSP funding, and non-financial contributions through advocacy, the imposition of standards as part of grant applications, and technical support from the Secretariat, Grant Agent and Coordinating agency. GPE's contribution to more and better finance in Zimbabwe is significant. Multiplier funding leveraged an additional US$ 50 million for education. GPE's contribution to the school financing policy and financial procedures in MoPSE have begun to contribute to the quality of domestic financing. Overall, GPE contributes one percent of the total MoPSE budget, but when this is considered in light of the lack of non-salary expenditure, GPE's contribution becomes much more significant. Both years of the evaluation have highlighted stakeholder concerns regarding the government's dependence on external funding and particularly the financing gaps in non-salary expenditure. The presence of the GPE in Zimbabwe has had two significant non-financial effects on the quality of financing in Zimbabwe. The first positive effect is the evolution of alignment between the GPE II ESPIG, and the 2018 Variable Tranche and Multiplier funding. The second important non-financial contribution GPE has had on improving domestic financing is the impact of GPE II and the Variable Tranche indicators on pushing for policy reforms related to limiting the negative impact of school fees. The reform of the Education Act and the School Financing Policy were key goals of the ESSP. This report also highlights the need for the GPE model to have a more explicit strategy for supporting the reduction of household costs of education as well as a more nuanced approach to measuring the quality of domestic financing. There is a need to move beyond targeting the proportion of government spending and towards a measure of effectiveness of funding.

H) GPE contributions to sector plan implementation

State of sector plan implementation in Zimbabwe

Effectiveness of implementation has improved over the course of the ESSP (2016-2020) with good progress made in key areas. However, generally implementation is behind schedule. Implementation capacity is severely limited by lack of funding, and a related lack of human resources in MoPSE and supportive donors. Up until this point, most MoPSE and donor efforts were targeted towards planning. However, now further progress is being made on the implementation side, in particular in relation to the new curriculum. Some key challenges have been identified in implementation such as insufficient teacher training and a lack of resources. The establishment of CERID has fallen below expectations due to a lack of clear direction and suitable staff within MoPSE to implement its project. Whilst there is no tracking of activities or outputs directly related to infant, junior and secondary education, many of the outcome targets for these programs have not been met. A sub-program of infant, junior and secondary education, the learner welfare services department has made significant progress in implementing programs to improve inclusivity in education.

GPE contributions

GPE's financial support to the ESSP is crucial. The majority of ESSP implementation has been funded by GPE and EDF. In terms of technical support, the development of quarterly budgeting funds will help improve implementation capacity, by developing a "planning" mindset in the MoPSE. Despite a lack of clarity in delineating the effects of MoPSE's, GPE's and other donor's respective inputs, it is still possible

to say that the GPE has made a significant contribution in aiming to implement key ESSP aims particularly in relation to policy development and curriculum reform (e.g. school finance policy, inclusive education policy, new curriculum implementation, purchasing of textbooks and learning materials etc.). The introduction of performance-based funding through the variable tranche of ESPIG funding (30 percent of total) has shown itself to be a key motivating factor in the achievement of some of the ESSP objectives – particularly the introduction of amendments to the Education Act. According to the evidence collected in this evaluation, key stakeholders were of the opinion that performance-based funding played a key role in motivating the MoPSE. Whilst the EMIS system still needs strengthening, its inclusion in the VT DLIs is facilitating progress in producing more timely data. In Zimbabwe, it was found that process-level indicators produced better results in terms of increasing motivation and building capacity than outcome indicators.

I) Education System Strengthening

System level change

The education system has shown progress in relation to access and inclusivity. The key challenge remains the excessive reliance on donor and parental funding for non-salary expenditures. There is positive evidence on the implementation of the new curriculum and suggestions of improvements in the number of trained teachers and the implementation of Teacher Professional Standards. The EMIS system has shown improvements, however it still suffers from issues relating to timeliness and accuracy. The lack of robust EMIS data has hampered emergency response. Political will and increased national capacity are important driving forces for improvements that have been and are yet to be realized. There is positive evidence on the implementation of the new curriculum and suggestions of improvements in the number of trained teachers and the implementation of Teacher Professional Standards, which aim to improve continuous development, and raise standards of pedagogy and accountability for teachers.

Likely links between sector plan implementation and system level change

In key areas there is a clear and plausible link between the actions undertaken through the ESSP and improvements in the education system. This is particularly visible at the national level, in policy development, curriculum reform, and learner welfare services. Documentary evidence and stakeholder interviews suggest that, to a certain extent, the development, implementation and monitoring of the sector plan has led to positive changes at the system level. Some improvements have been seen in access to education, particularly in relation to disadvantaged pupils. Sector management appears to have also somewhat improved through improvements in national capacity be it in relation to technical capabilities, political will and/or resources.

J) Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

Equity, gender equality and inclusion have witnessed steady levels or modest improvements, however this should be seen as positive in light of the political and economic turmoil the country has witnessed over this time period. Similarly, whilst there have been no significant changes in learning outcomes, this should also be seen as a positive given the difficulties faced by the country in the recent past.

Likely links to observed system level changes

While some improvements in access (particularly for children with disabilities) can be linked to changes at the system level, for the majority of outcome indicators it is not possible to draw clear conclusions. Some correlations can be observed, in particular the work done in improving provision of education for children with disabilities can be plausibly linked with the improvement in enrolment of children with disabilities. Similarly, the increase in teachers and facilities for ECD is likely a cause of the improvement in enrolment at ECD.

While not linked to a change in the education system, it is easy to see a link between increase in dropout rates, and stagnation of survival rates, and the economic crisis. Loss of income and food scarcity have strong theoretical links with dropout rates – making it likely that these changes are more attributable to social conditions than education system issues. One area where change cannot yet be observed is in the linkage between learning outcomes and the new curriculum.

K) Conclusions and Strategic Questions

Conclusions

The evaluation period has been a time of immense challenges for Zimbabwe on the political, economic and financial fronts. A key traumatic event was the devastating cyclone that sadly hit the country in March 2019. This placed further pressure on already strained and limited government systems and had negative consequences on the education system. Despite this major challenge, this report has noted several key areas of progress within the education sector. Given the far-reaching consequences of this natural disaster for the education sector, the fact that where progress has not been very visible, standards appear to have been somewhat maintained (e.g. in relation to steady learning outcomes and improvements in equity outcomes) is commendable in itself and is a good testament to the government of Zimbabwe and the support from the international community.

This evaluation has also highlighted areas of focus for the future such as the need to strengthen data systems and improvements in relation to some areas such as teacher training, learning materials and resources. Overall, the evaluation continues to highlight the important role the GPE has played across all aspects of the education sector through both its financial and non-financial support. This has been critical particularly given the challenges faced by the country. The evaluation has revealed the effectiveness and appropriateness of the GPE's operating model in relation to the positive influence it has had on sector planning, dialogue and monitoring, financing and plan implementation.

Emerging good practice

Three key areas of good practice that have been identified during this evaluation in Zimbabwe are the following:

Maintaining country presence - consistent engagement with the ECG by the Secretariat Country Lead is a key strength of the Zimbabwe operating model.

Taking on board partner country's concerns – GPE's willingness to negotiate around the use of process-level as compared to outcome-level indicators has been a key strength of the VT funding. This has been particularly relevant given the situation in Zimbabwe where missed outcome indicators can be attributable to external factors.

Flexibility and adaptability - the flexibility and adaptability shown through the re-allocation of funding by the GPE to schools affected by the cyclone are an example of good practice that have emerged relating to how the GPE supports partner countries. In addition to the financial support which has been universally recognized as critical to the education sector in Zimbabwe throughout the evaluation period, the non-financial support has been acknowledged as instrumental and valued aspect of the GPE's engagement with this country.

Strategic questions

The following are the key strategic areas and questions that have been identified during the course of this evaluation:

What is meant by planning? How can the definition of planning be widened to emphasize on building planning capacity further as well as supporting a continuous planning cycle?

Examining the cost to families of education and the implications for the sector: How can it be ensured that parental contributions are included in financial models? Should GPE support countries in examining strategies to reduce those contributions especially at the basic education level?

Re-examining Variable Tranche Indicators: How can a balance of process and/or outcome indicators be chosen to provide long term goals whilst also rewarding improved capacity in the short term?

Harmonizing GPE funds: What can be done to better harmonize GPE funding with other programs whilst allowing for appropriate attribution of both? In cases where a donor managed fund already exists, as in Zimbabwe, should GPE duplicate processes? Or contribute funding directly to the already existent fund?

Building Capacity: How can GPE ensure that support given through grant agents and coordinating agencies encourages government capacity as well as capacity of all other stakeholders without creating imbalances.

1 Introduction

1.1 Background and purpose of the prospective evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.[10] GPE brings together developing countries, donor countries, international organization, civil society organizations (CSOs), teacher associations, the private sector and foundations.[11]

2. This evaluation is part of a larger GPE study that comprises a total of eight prospective and 20 summative country-level evaluations (CLEs). The overall study is part of GPE's Monitoring and Evaluation (M&E) Strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact[12] at the country level.

3. The objective of each prospective CLE is to assess if GPE's inputs and influence are orienting education sector planning, implementation, financing and dialogue/monitoring towards the intermediary outcomes as outlined in the Theory of Change[13] (ToC). The prospective evaluations are forward-looking, and explore what happens while it happens. They closely observe initial decisions, document the perspectives of decision-makers and focus on the activities and involvement of key stakeholders early in the period under review in order to make it possible to understand whether progress is being made and whether GPE is making a contribution.

Box 1 – Scope of this prospective evaluation

This prospective CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does not set out to evaluate the performance of the government of Zimbabwe, other in-country stakeholders or specific GPE grants.

The core review period for the evaluation is 2016-2019. This period is covered by a baseline report and two annual reports, which aim to track changes resulting from GPE activities. This report presents a standalone summative perspective at the end of the evaluation period, and addresses changes between reporting periods in Section 6.

4. In this context, GPE support is defined as both financial inputs deriving from GPE grants and related funding requirements; and non-financial inputs deriving from the work of the Secretariat, the grant agent and the coordinating agency, and from GPE's global-level engagement (e.g. technical assistance, advocacy, knowledge exchange, quality standards and funding requirements).

[10] GPE, GPE 2020. Improving Learning and Equity through Stronger Education Systems (2016).
[11] Information on GPE partners can be found at https://www.globalpartnership.org/about-us
[12] In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to sector-level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.
[13] The GPE ToC is shown in Annex 2.

1.2 Methodology overview

5. The methodology for the prospective evaluations is a theory-based contribution analysis approach, and the guiding framework is provided in an evaluation matrix and a generic country-level ToC, developed according to the existing overall ToC for the GPE Strategic Plan 2016-2020. The evaluation methodology envisages a seven-stage process. The first four stages focus on establishing a solid baseline for each country and the subsequent three stages constitute iterative annual country-level reporting. This is further described in Annex C**Error! Reference source not found.** and in the inception report.

6. There are three Key Evaluation Questions for the GPE CLEs (both the prospective and the summative evaluation streams), which are presented below. The full details of the evaluation questions are presented in an evaluation matrix (included in Annex A). Figure 1 represents how these questions relate to the contribution claims[14] investigated in the evaluation.

- Key Question I: Has GPE's support to Zimbabwe contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring and more/better financing for education?[15] If so, how?
- Key Question II: Has the achievement of country-level objectives[16] contributed to making the overall education system in Zimbabwe more effective and efficient?
- Key Question III: Have changes at education system level contributed to progress toward impact?

7. The guiding frameworks for the evaluation are the evaluation matrix (Annex A) and the country-level ToC for Zimbabwe (Annex B). A brief summary of the country evaluation methodology is provided in Annex C of this report. For further details, please refer to the inception report for the overall assignment (January 2018) and the revised approach for Years II and III, published November 2018.[17]

Box 2 – Color ratings in the CLEs

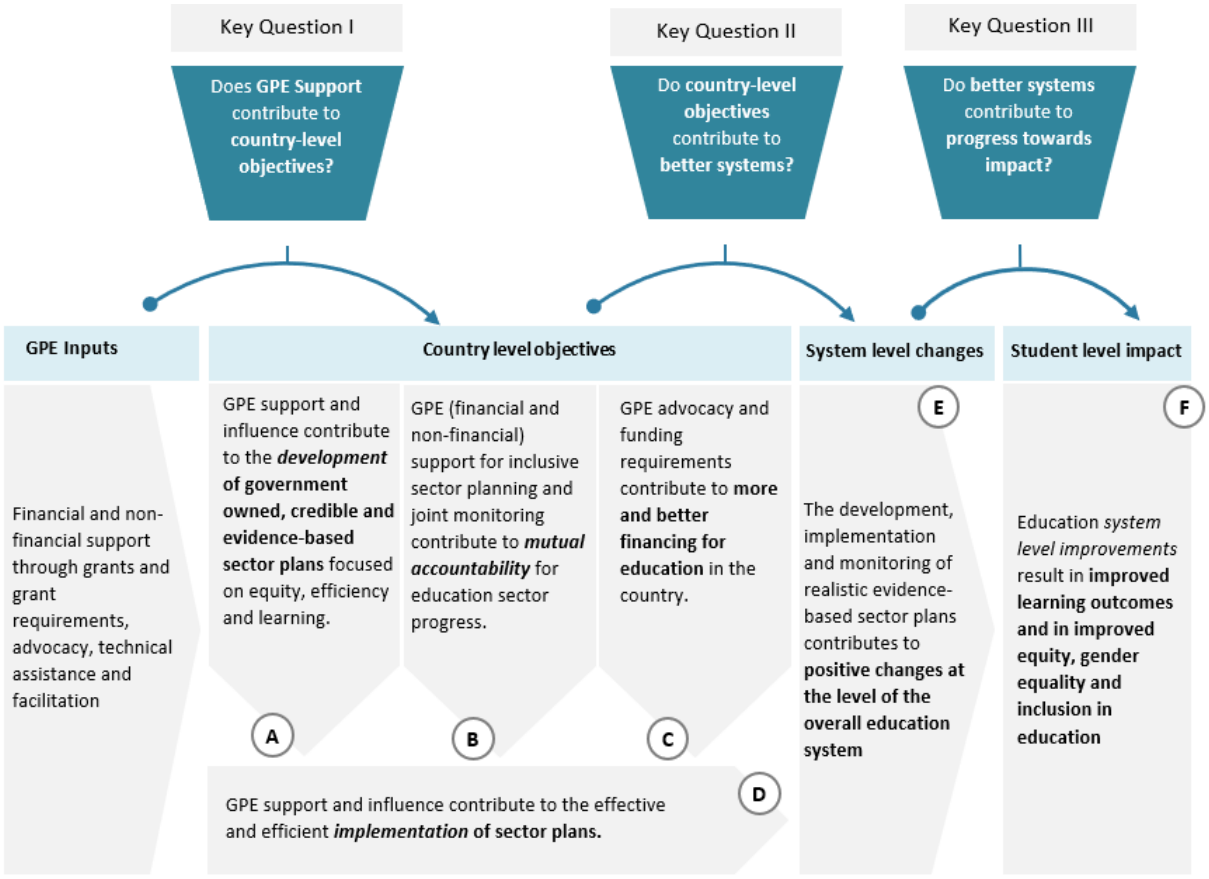
Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which green equals 'strong/high/achieved', amber equals 'moderate/medium/partly achieved', red signifies 'weak/low/not achieved' and gray indicates a lack of data. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool for readers rather than as a quantifiable measure.

8. This approach is consistent with that of the summative evaluations and thus contributes to their final combination in a 2020 synthesis report. In the application of contribution analysis, the prospective evaluations in Year I of the evaluation were forward-looking and assessed whether inputs and influence in education sector planning were conducive to intermediary outcomes, as per the ToC. Conversely, the summative evaluations trace the ToC ex-post, looking at the contribution of inputs to intermediate outcomes, outcomes and impact. These final prospective evaluations combine the

[14] The contribution claims are the theoretical mechanisms for change through GPE inputs. These are explained in more detail in Annex C.
[15] Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness and efficiency.
[16] GPE country-level objectives related to sector planning, plan implementation and mutual accountability through sector dialogue and monitoring.
[17] GPE, Modified Approach to Country Level Evaluations for FY II (2019) and FY III (2020) (2018), www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020

forward-looking prospective evaluations from previous evaluation years with a final ex-post evaluation of what has taken place since the previous annual report. The methodology for weighing confirming and refuting evidence is presented in Annex F.

Figure 1 – The evaluation presents findings on questions and contribution claims



9. The focus for data collection and analysis is relevant to the key indicators in GPE's Results Framework (RF) and additional indicators described in the respective countries' education sector plans (ESPs). The evaluation team has not collected primary quantitative data but instead has drawn on secondary data to base the evaluation findings on a solid quantitative basis. In addition, two rounds of data collection were conducted in 2018 and 2019. Each of these contributes to this final report.

10. Key informant interviews (KIIs) were conducted twice during the conduct of the present evaluation in Zimbabwe (in 2018 and in 2019) and gathered information on the following main lines of inquiry:

- Education planning;
- Implementation of the ESP (including the stage of implementation against plans and implementation challenges);
- Sector dialogue;
- Monitoring (including the strengths and weaknesses of monitoring systems, in terms of both data production and transparency);
- Education financing;
- GPE financial and non-financial support in relation to the above topics;

- Donor partner activities.

11. For this Year II evaluation report, the evaluation team consulted a total of 47 stakeholders from government ministries, development partners, CSOs, the private sector and teachers' associations (see Annex I for a list of stakeholders), and reviewed a wide range of relevant documents, databases and websites as well as selected literature. In addition to the KIIs, the evaluation team accompanied a team of ministry and donor representatives on their joint monitoring visits (JMVs). During these visits, the team visited a number of primary and secondary schools in a rural district in Mashonaland West, speaking with head teachers and using a tool created by the ministry for monitoring the performance of schools against the Education Sector Strategic Plan (ESSP) target.

Purpose of Year II evaluation

12. The value of prospective reporting lies in the room allowed for investigation of unexpected changes and the examination of trends between years. This report is designed to be read as a standalone final evaluation of GPE's contribution to education in Zimbabwe, but will also work in reflections on changes over time between the baseline and this final report. The report will also build on the Year I report by looking in more detail at the strength of evidence for claims made in Year I, as well as a deeper testing of the assumptions underlying GPE's ToC.

Limitations and mitigation strategies

13. The Year II evaluation mission to Zimbabwe took place in the month after Cyclone Idai affected the country. While this presented a valuable opportunity to see the response of the government to a crisis situation, it also presented logistical difficulties. During the mission, many individuals, particularly those representing nongovernmental organizations (NGOs), were not available for interviews. While some of these interviews were later carried out remotely, for others it was not possible to reschedule. All core stakeholders were reached for interview so this limitation did not seriously affect the quality of the data collection.

1.3 Structure of the report

14. Following this introduction, **Section 2** presents the country context in which GPE support to the country takes place. It documents the broad political and geographical context of Zimbabwe; reviews the country's education sector; and presents an outline of GPE financial and non-financial support to Zimbabwe.

15. **Section 3** presents the evaluation findings related to GPE's contributions to sector planning; mutual accountability through inclusive policy dialogue and sector monitoring; sector plan implementation; and sector financing.

16. **Section 4** discusses education system-level changes in Zimbabwe during the period under review (2017-2019) and likely links between these changes and progress made towards the country-level objectives.

17. **Section 5** resents an overview of the impact-level changes observable in Zimbabwe. It illustrates trends in learning outcomes, equity, gender equality and inclusion, but does not attempt to directly link them to changes observed during the review period.

18. **Section 6** presents the changes observed over time in Zimbabwe. It reflects on the assessment of the contribution claims and assumptions that emerged at the conclusion of Year I of the evaluation and Year II and highlights any lessons learned.

19. **Section 7** presents overall conclusions of the evaluation and outlines several strategic questions for GPE.

2 Context

2.1 Overview of Zimbabwe

Table 1 – Evaluation context

CONTEXT AREA	FEATURES
Country context	▪ Numerous ordeals, including cash shortages, fiscal deficits, unsustainable external debt arrears, unemployment, poverty and poor provision of social services, among other factors. ▪ Serious economic shock in 2008, characterized by hyperinflation, a loss of international confidence and a collapse of standards of living. ▪ Currency crisis in 2018/19, characterized by cash and foreign exchange shortages, disproportionate levels of debt services and shortages on key imports such as fuel. ▪ 37-year president, Robert Mugabe, replaced in 2017, with interim president, Emmerson Mnangagwa, winning re-election on a reformist platform in 2018. ▪ High levels of rural/urban inequality. ▪ Net official development assistance (ODA) received as a percentage of gross national income (GNI): 5.7 percent (2015).
Education context	▪ School system comprising four years of infant education (including two years of early childhood education (ECE) and two years of formal primary), five years of junior education (ending in Grade 7 examinations) and six years of secondary school, with three sets of state exams, at Grade 7, Grade 10 and Grade 12. ▪ High enrollment rates and gender parity at primary level, decreasing sharply in upper secondary. ▪ Significant issues with funding for education, with parents bearing a large proportion of costs of schooling. ▪ Movement towards decentralization of education, but decision-making primarily with two central ministries. ▪ Large regional and wealth-based inequalities in education spending, enrollment and the number and qualification of teachers.

20. Zimbabwe is a presidential republic in Southern Africa that is centralized and divided into eight provinces. Zimbabwe has a population of 16 million[18] with a high net emigration rate. While traditionally Zimbabwe's strong economy attracted small numbers of migrants from neighboring countries, recent economic issues have led to a net emigration that places Zimbabwe 208th out of 220 recorded countries.[19]

21. Despite the country having a strong agrarian economy at the time of independence in 1980, economic shocks and hyperinflation in the early 2000s have led to stark declines in standards of living, with GNI per capita falling from US$890 in 1990 to US$330 in 2008.[20] This figure, alongside other quality of life

[18] UNESCO, http://uis.unesco.org/country/ZW (2017) (although the World Bank quotes a population of 14.5 million in 2018).
[19] World Bank, https://data.worldbank.org/indicator/SM.POP.TOTL.ZS?locations=ZW (2018).
[20] Current dollar figures. Taken from https://data.worldbank.org/country/zimbabwe (accessed January 25, 2019).

indicators such as life expectancy, have recovered in the past decade, with GNI per capita at US$1,790[21] and life expectancy at 61 in 2017.[22] Commodity prices, drought and unstable fiscal policy mean that recent recovery has slowed, and growth expectations have been revised downwards, with future recovery dependent on policy decisions and the ability of the new president to engage productively with the international community.[23]

22. In 2017, President Robert Mugabe stepped down after 37 years as leader of Zimbabwe. He was replaced by Emmerson Mnangagwa, a senior figure from Robert Mugabe's party – Zanu-PF – who was narrowly re-elected in July 2018. Since this re-election, the president has promised to reform the government and re-stabilize the economy in order to boost foreign investment. This has not happened, and increasing food and fuel prices have led to public protests, and claims of suppression of protestors and violence against civilians.

23. Between 2011 and 2018, the US dollar was the *de facto* currency of Zimbabwe, with bond notes being issued, pegged at 1:1 with the US dollar. In January 2019, the Real Time Gross Settlement (RTGS) dollar was introduced as a new currency with an official exchange rate of 2.5 against the US dollar. However, as soon as the currency was introduced, black market trading of the RTGS against the US dollar created a real exchange rate of up to 4.5 (at the time of writing).[24] This devaluation of the RTGS has undermined public servant salaries and created scarcities of key imports such as building materials and fuels. This continued economic decline is having profound social effects, with up to 12 hour waits to buy fuel, increased power cuts and an increase in black market activities.

24. In March 2019, Cyclone Idai hit south-eastern Africa – primarily affecting Malawi, Mozambique and Zimbabwe. While the worst effects were seen in Mozambique, eastern districts of Zimbabwe (particularly Chimanimani) were severely hit. Overall, 139 schools in six districts were hit, with 50 percent of schools losing one or more building, and two out of three schools losing key sanitation facilities.[25] Overall, over 90,000 students were affected. The response was coordinated by the education cluster, led by the United Nations Children's Fund (UNICEF) and Save the Children.

2.2 Education sector in Zimbabwe

25. Zimbabwe has a young population, with 41 percent under the age of 14 (6.6 million of a total 16 million).[26] Zimbabwe's education system consists of four years of infant education (two years of ECE and two years of formal primary education) followed by five years of junior education (meaning a total of seven years spent in primary school). At the end of their junior education, all students sit a national Grade 7 examination. Following this, students have a four-year lower secondary education program (concluding with O Level examinations) and then, for a smaller proportion, two further years of upper secondary (after which they sit A Level examinations). Table 2 shows the school-age population for each of these levels.

[21] World Bank, https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=ZW (2017).
[22] UNESCO, http://uis.unesco.org/country/ZW (2017)
[23] http://www.worldbank.org/en/country/zimbabwe/overview (accessed January 25, 2019).
[24] BBC, Zimbabwe Introduces RTGS Dollar to Solve Currency Problem, https://www.bbc.co.uk/news/world-africa-47361572 (accessed February 26, 2019).
[25] For more information see the rapid needs assessment carried out by the Education Cluster (2019), https://reliefweb.int/sites/reliefweb.int/files/resources/Education%20Cluster_RJENA_Assessment%20Report_6May2019.pdf
[26] UNESCO, http://uis.unesco.org/country/ZW (2017).

Table 2 – Breakdown of levels of schooling with equivalent populations (2017 figures)

LEVEL	AGE GROUP (YEARS)	TOTAL POPULATION	ENROLLED POPULATION	PROPORTION ENROLLED
Preschool/pre-primary (ECD A-ECD B)	4-5	984,659	623,981	63%
Primary (P1-P7)	6-12	3,028,319	2,676,485	88%
Secondary (S1-S6)	13-18	2,146,723	1,075,325	50%
Total:	-	**6,159,701**	**4,375,791**	**71%**

Source: UNESCO Institute of Statistics (http://uis.unesco.org/en/country/zw) Annual Statistical Digest (EMIS 2017)

26. Education governance is divided between the Ministry of Primary and Secondary Education (MoPSE), with responsibility for ECE and primary and secondary education, and the Ministry of Higher and Tertiary Education, Science and Technology Development (MoHTESTD), with responsibility for tertiary education. Currently, education governance is located centrally, with some degree of decentralization. Provinces are subdivided into education districts,[27] and planning is currently done at the central, provincial and district level. The majority of school funding comes from fees administered at the district level, while policy and curriculum are dictated from the central government and teacher employment and salaries are covered by the Public Service Commission. Although policy and school registration are centrally located, school ownership is spread across a number of state and non-state actors. Rural district councils are the responsible authority for most schools, followed by the government and churches/missions.

27. International cooperation in education has improved in recent years, having been intermittently hampered by international sanctions on the government. Currently, there are two international working groups for education: the Education Coordination Group (ECG), chaired by the minister of education and coordinated by a UNICEF-led secretariat, and the Education Sector Working Group (ESWG), which constitutes a broader forum of NGOs and CSOs with interests in education.

28. All established schools, regardless of ownership, must obtain permission from MoPSE to operate; schools that have gained permission but have not met the criteria to be officially registered are referred to as 'satellite schools', usually associated with a registered school in a nearby area. In 2014, 11 percent of students across ECE, primary and secondary were enrolled in satellite schools.[28] Gross enrollment at primary level is high, with a figure of 107.92 percent in 2014 showing enrollment of over-age students. The gross enrollment rate (GER) for lower secondary (secondary Grades 1-4) is 73.44 percent; this drops off sharply after O Levels, with only 11.38 percent enrolled in upper secondary (secondary Grades 5-6). Table 3 gives an overview of the number of schools and enrollment at each level in 2014.

29. Schools in Zimbabwe can be classified in three ways, by ownership, registration status and capitation grant rate (based on location). Registered schools are those that have reached minimum standards necessary for registration with MoPSE, and their students are counted as part of the enrolled student population in the Education Management Information System (EMIS) (regardless of whether they are publicly or privately owned or governed). Satellite schools are those that have not yet reached the standards necessary for registration but are considered on track to, and are allowed to register under the guidance of a nearby registered school. P1/S1 schools are those located in low-density urban areas, P2/S2 are those located in high-density urban areas and P3/S3 are those located in rural areas. This designation affects the amount of public funding schools receive. Traditionally, P1 school have received the least,

[27] UIS 2010/11.
[28] Education Sector Analysis (ESA) (2015).

whereas P3 schools have received the most; however, since 2011, school grants have been given only to P3/S3 schools (receiving on average US$1,129/917, respectively, in 2014.[29] Table 3Table 3 shows distribution of schools by key characteristics.

Table 3 – School ownership, registration and funding permutations

	PRIMARY (N)	PRIMARY (%)	SECONDARY (N)	SECONDARY (%)
Urban (P1/S1)	234	4%	205	7%
Semi-urban (P2/S2)	486	8%	336	12%
Rural (P3/S3)	5,403	88%	2,289	81%
Registered	5,107	83%	1,991	70%
Satellite	1,016	17%	839	30%
Government-owned	5,260	86%	2141	76%
Non-government-owned	863	14%	689	24%
Total schools	**6,123**	-	**2,830**	-

Source: Education Sector Analysis (2015)

30. While the majority of teachers at primary and secondary level either are graduates with a teaching certification, are graduates without a teaching certification or have a certificate in education, the majority of teachers at ECE level are unqualified (47 percent). Table 4 outlines the number of teachers at each level of education. There are issues with equitable distribution of qualified teachers, with significant differences between the richest and poorest districts.

Table 4 – Summary of school numbers, teacher numbers and enrollment rates, 2017

INDICATOR	ECE	PRIMARY	LOWER SECONDARY	UPPER SECONDARY
Number of schools	6,071[30]	5972	1834	996
GER	56.15%	105.59%	73.39%	15.21%
Number of teachers	14,937	71,242	45,780[31]	
% female teachers	88%	59.01%	47.54%	
% qualified teachers	52.92%	97.42%	83.72%	

Source: Annual Statistical Digest (EMIS 2017)

31. Government funding for education has increased in absolute terms from US$796 million to US$1,132 million between 2014 and 2019. The vast majority of this budget goes to teachers' salaries and other recurrent costs, with less than 1 percent of expenditure going to capital projects in 2018.[32] The Education Sector Analysis (ESA) 2015 reported that the amount of money schools raised privately (US$779 million) was almost equal to the budgetary provision from MoPSE (US$837 million). Despite the government's policy being not to exclude any students for non-payment, the inability of families to pay fees is cited as a major barrier to enrollment and completion for students, and a major driver of educational inequality,

[29] Authors using ESA 2015 based on number of schools and total spent on grants. More recent figures on grants are not available but they are widely reported to have decreased dramatically as the economic crisis has worsened.
[30] 151 EC-only centers; the remainder are primary with ECE provision; 52 primary schools without ECE centers.
[31] This figure includes both lower and upper secondary as teachers are registered as secondary school teachers (rather than being split between lower and upper secondary)
[32] Figures sourced from Education Sector Performance Review (ESPR) for 2018.

as schools with low fees or high non-payment of fees have much smaller working budgets than schools that can charge higher fees.[33]

32. Significant inequalities exist in the amount of funding available for schools, both between government and nongovernment schools and between urban and rural schools. In 2014, on average government P1 schools received US$278,678 in public and private funding, while their P3 equivalents received US$4,373.[34] This is because of the importance of private funding for education. Parents are also a significant source of funding for schools, with fees for primary day schools ranging from US$44 per student in rural areas to US$700 in urban areas. While fees are lower in rural areas, the 2015 ESA notes that payment rates are low (below 50 percent in some cases), leading to significant funding problems for schools (as an average of 96 percent of school income across all categories of schools comes from fees).

2.3 GPE in Zimbabwe

33. Zimbabwe has been a member of GPE since 2012, when it applied for and received its first Education Sector Plan Development Grant (ESPDG). The UK Department for International Development (DFID) acts as GPE coordinating agency in Zimbabwe, while the International Bank for Reconstruction and Development (IBRD) has acted as grant agent for the ESPDG, and UNICEF for the Education Sector Plan Implementation Grants (ESPIGs).[35]

34. Currently, Zimbabwe's ESPIG is US$39.4 million, of which US$20.58 million is fixed, originally granted for 2016-2019. In 2018, this fixed part was extended, with a variable tranche (VT) of US$8.82 million, whose release depends on achievement of pre-agreed disbursement-linked indicators (DLIs), and US$10 million accessed through GPE's multiplier grant, of which US$3 million is linked to the DLIs. The multiplier is awarded contingent on the mobilization of additional finance from other sources at a ratio of at least 3:1. These three sums are aligned on one common framework with UNICEF as grant agent.

35. Zimbabwe took part in one of GPE's Global and Regional Activities (GRA) projects. GRA 5 focused on education financing, and specifically on the development of methodologies to improve national reporting on financial flows. A budget of US$2.09 million was made available over three years (2013-2016) to the United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute of Statistics (UIS) to develop strategies for improving public finance management (PFM) in eight countries (including Zimbabwe), as well as to disseminate lessons learned and best practices to the broader GPE country cadre. The main aim of this project was to improve the quality and availability of financial information at the national level, in order to improve monitoring and reporting

Table 5 – GPE grants to Zimbabwe

GRANT TYPE	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
Program Implementation Grant (ESPIG)	2016-2020	**US$39,400,000 Total** *US$20,580,000 fixed part* *US$8,820,000 VT* *US$10,000,000 multiplier*	US$11,179,000[36]	UNICEF
ESPIG	2013-2016	US$23,600,000	US$22,222,147	UNICEF

[33] The amount a school charges in levies is decided by the school and approved by the district education office.
[34] Figures taken from ESA (2015) – not adjusted for inflation.
[35] For full details on GPE's grants see https://www.globalpartnership.org/funding/gpe-grants
[36] Correct as of June 2019

GRANT TYPE	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
Program Implementation Grant (ESPIG)	2016-2020	**US$39,400,000 Total** *US$20,580,000 fixed part* *US$8,820,000 VT* *US$10,000,000 multiplier*	US$11,179,000[36]	UNICEF
Civil Society Education Fund (CSEF) III	2018	US$120,000	US$120,000	Education Coalition of Zimbabwe (ECOZI)
CSEF II	2017	US$120,418	US$120,418	ECOZI
CSEF I	2016	US$90,000	US$90,000	ECOZI
ESPDG	2012	US$250,000	US$239,540	IBRD
	Total	**US$63,710,418**	**US$34,090,605**	

Source: https://www.globalpartnership.org/country/zimbabwe and associated program documents

36. In addition to this, the Education Coalition of Zimbabwe (ECOZI) has received funding through the Civil Society Education Fund grant window (for which the Global Campaign for Education was the grant agent). This funding was used as core funding over three years to expand ECOZIs presence, setting up regional representative committees, and sub-sector groups within the national secretariat.

Key components

37. The fixed part ESPIG granted to Zimbabwe for 2017-2019, along with the additional allocations through the new financing and funding framework (multiplier and VT funding), are managed by UNICEF and fund GPE II, a project deeply embedded in the ESSP. The five broad priorities of GPE II are:

- Providing a strong policy, legal and regulatory framework;
- Implementing the new curriculum;
- Equity and access to learning;
- Institutional strengthening;
- Program management and monitoring.

38. While the ESPIG is closely aligned to the ESSP, it acts as a standalone project, using UNICEF monitoring, fiduciary and procurement systems. Implementation of GPE II funding is done through key GPE focal points in MoPSE, who direct disbursements from UNICEF to key tasks set out in ESPIG planning. The US$10 million received through the multiplier allocation differs to this in that it is earmarked for topping-up of school improvement grants and is transferred directly to Nostro[37] accounts set up at the district level.

Extension of GPE II through new financing and funding framework

39. In 2018 Zimbabwe was one of the first GPE members to receive funding under the GPE new financing and funding framework,[38] with an extra US$10 million being added to GPE II through the multiplier

[37] A Nostro account here refers to an account a bank holds in a foreign currency.
[38] For more details on the New Funding Model (NFM), see https://www.globalpartnership.org/content/presentation-gpe-financing-and-funding-framework-februarymarch-2017

allocation and US$8.82 million through a VT. This brings the total ESPIG value to US$39.4 million between 2017 and 2020.

40. The multiplier allocation grants funding on the basis that the country government can mobilize funding from other sources at a ratio of at least 3:1. Zimbabwe was able to do this by mobilizing US$52 million from the UK DFID and the German Development Bank (KfW). The multiplier funding was US$10 million and was divided between a fixed part of US$7 million and a performance-linked variable part of US$3 million. The fixed portion of the grant is to be used to top up the school improvement grants (SIGs) for the 1,000 poorest schools in Zimbabwe.

41. The New Funding Model (NFM) introduced a VT for ESPIG funding, based on performance on key indicators set during the application process. Zimbabwe in 2018 was granted a VT extension to the GPE II ESPIG of US$8.82 million. This along with a variable part US$3 million of the multiplier funding means that US$11.87 million of funding for 2018-2020 will be released on the achievement of key performance indicators (KPIs) (shown in Table 26).

Table 6 – Timeline of key events in the education sector in Zimbabwe

	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Review period		Review period for this CLE 2012-2019, with country visits taking place in 2018 and 2019								
Legislation			Revised Constitution of Zimbabwe					Submission of Revised Education Act		
Planning	Education Medium Term Strategic Plan 2011-2015					ESSP 2016-2020				
Joint Sector Reviews (JSRs)						•	•	•	•	
Selected GPE Grants and Milestones		ESPDG	ESPIG I 2013-2016				ESPIG II 2017-2019			
		Government joins GPE	GRA 5					Multiplier and VT funding		
					CSEF I		CSEF II	CSEF III		
Key education policies		Life Skills, Sexuality, HIV and AIDS Education Strategic Plan 2012-2015								
	National Youth Policy		School Functionality Standards	Zimbabwe School Health Policy	National Non-formal Education (NFE) Policy			Early Childhood Development (ECD) Policy	SFP	
					Teacher Professional Standards (TPS)			Inclusive Education Policy		

3 GPE contributions to sector planning, implementation, dialogue/monitoring and financing

3.1 Introduction

42. The GPE country-level ToC, developed in the inception report and adapted to the Zimbabwe context, outlines six contribution claims related to GPE's influence on progress towards achieving country-level objectives (one claim per objective outlined in Figure 1). This section seeks to answer the Key Question I: 'Has GPE support to Zimbabwe contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education and to sector plan implementation? If so, then how?' Each contribution claim is based on several underlying assumptions (see Annex A).

43. This section is structured around the Key Question and four of the six contribution claims (with Claims E and F addressed in Sections 4 and 5, respectively). Each sub-section assesses the contribution claim by answering two sub-questions – first, what changed in sector planning, mutual accountability, sector financing or ESP implementation respectively during the period under review? And second, has GPE's support contributed to observed changes in (and across) these areas?

3.2 GPE contributions to sector planning[39]

44. A high-level overview of evaluation findings on sector planning is provided in Table 8. These observations are elaborated on through the findings and supporting evidence presented below.

[39] This section addresses evaluation questions CEQ 1.1a and 1.2a, as well as (cross-cutting) CEQ 3.1 and 3.2.

Table 7 – Overview – CLE findings on sector planning and related GPE contributions40

PROGRESS TOWARDS A GOVERNMENT-OWNED, CREDIBLE AND EVIDENCE-BASED SECTOR PLAN FOCUSED ON EQUITY, EFFICIENCY AND LEARNING[41]	DEGREE OF GPE CONTRIBUTION[42]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD[43]				
Moderate: The ESSP is a robust document, and planning was inclusive and government-owned. However, beyond this, there are still gaps in planning capacity in developing yearly operational plans, particularly at the sub-national (provincial and district) level.	**Strong:** GPE has been a critical driving force in the development of the ESSP and in improving planning capacity in MoPSE.	1	2	3	4	5
		STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE[44]				
		1	2	3	4	5

Characteristics of sector planning during review period

Finding 1: The ESSP 2016-2020 has been critical in gathering sector actors and focusing on sector priorities in Zimbabwe. It was developed in an inclusive and consultative manner and has been accepted as a key planning document in the sector. However, the ESSP fails to meet GPE's achievability criterion, and this has shown itself to be a key weakness during the implementation cycle.

45. Education sector planning in Zimbabwe is covered by the ESSP 2016-2020 and operationalized by the National Operational Plan (NOP) and the district operational plans (DOPs). Before the ESSP, the education sector was governed by the Education Medium Term Plan (EMTP 2011-2015), which was accompanied by the Education Transitional Plan, or Education Sector Operational Plan (ETP/ESOP) – the document intended to guide the sector in its recovery after the economic shock between 2008 and 2010. Table 9 highlights the key elements of the ESSP .

[40] Throughout the report red signifies little or no contribution, orange a moderate contribution and green a strong or clear contribution. Strength of evidence is rated on a five-point scale, with the appropriate number highlighted in green for confirming evidence and red for refuting evidence (i.e., green five implies a strong confirming evidence base).

[41] In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/International Institute for Education Planning (IEEP) guidelines, and was endorsed by development partners in country.

[42] This assessment is based on whether the CLE found evidence of (1) GPE support likely having influenced (parts of) sector planning; (2) stakeholder perceptions on the relevance (relative influence) of GPE support; and (3) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

[43] For sector planning, the five underlying assumptions in the country-level ToC were (1) country-level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning; and (5) EMIS and the Learning Assessment System (LAS) producing relevant and reliable data to inform sector planning.

[44] The weighing of confirming and refuting evidence for each contribution claim is presented in Annex F.

Table 8 – Summary of ESSP programs and aims

ESSP SUB-SECTORS	BROAD AIMS
Administration of MoPSE	MoPSE to provide efficient and effective institutional architecture
Education, Research and Development	Building capacity within Planning and Research Departments as well as establishment of Center for Education Research Innovation Development (CERID)
Infant Learning	Targeting access, completion, learning outcomes, teacher capacity and capability, infrastructure, NFE programs, improved leadership
Junior Learning	Targeting access, completion, learning outcomes, teacher capacity and capability, infrastructure, NFE programs, improved leadership
Secondary Learning	Targeting access, completion, learning outcomes, teacher capacity and capability, infrastructure, NFE programs, improved leadership
Learner Support Services	Strengthen support to learners with the greatest needs through learner welfare services (LWS), special needs education and psychological services

Source: Authors' Elaboration on ESSP

46. The ESSP includes core programs that respond to each of the sub-sector goals: new curriculum, infrastructure, teacher quality improvement, institutional change and capacity development and education research and development programs. Endorsement of the ESSP was based on the appraisal carried out by the coordinating agency (DFID), and measured against the standards set out in the GPE RF (RF Indicators (RFIs) 16a, b, c, d). Table 10 presents the results of the GPE RF assessment.

Table 9 – Summary of appraisal of ESSP 2016-2020 against GPE criteria

GPE APPRAISAL CRITERIA (RFI 16A)	RATING
Criterion 1 - Overall vision	Met
Criterion 2 - Strategic	Met
Criterion 3 - Holistic	Not met
Criterion 4 - Evidence-based	Met
Criterion 5 - Achievable	Not met
Criterion 6 - Sensitive to context	Met
Criterion 7 - Attentive to disparities	Met

Source: GPE RF data

47. DFID published the narrative assessment of the plan in 2015. The independent appraisal provided key findings and recommendations for MoPSE. Recommendations made were then to a certain extent actioned either as revisions to the ESSP or in the operational plan. The DFID appraisal of the ESSP centered around five criteria: Leadership and Participation; Soundness and Relevance; Equity, Efficiency and Learning; Coherence; and Feasibility, Implementability, Monitorability. There were no rating scales or metrics applied to these criteria; instead, a number of findings were presented with corresponding recommendations. Table 11 presents a summary of the key findings.

Table 10 – Summary of findings from DFID appraisal of ESSP 2016-2020

DFID APPRAISAL CRITERIA	SUMMARY OF APPRAISAL FINDINGS[45]
Leadership and Participation	'The ESSP is the product of a consultative process, was country-led, participatory and transparent'
Soundness and Relevance	'The ESSP is built upon a comprehensive and recent ESA. ESSP presents a comprehensive and appropriate corpus of strategies to address the identified needs of the education system. However, inclusion of a credible causal chain or "Theory of Change" linking the activities to outputs and outputs to outcomes will considerably strengthen the ESSP. This can be done during development of the Operational Plan (OP) by developing a logical framework for the plan'
Equity, Efficiency and Learning	'Considerations of equity, efficiency and learning are included in the stated goals and strategies for each subsector'
Coherence	'The plan presents a coherent corpus of strategies, though elaboration upon their exact description, rationale and evidence base in a detailed OP will allow for a proper assessment of coherence'
Feasibility, Implementability, Monitorability	'As yet, insufficient information has been provided in order to judge these criteria. This must be addressed through the development of the OP'

Source: Appraisal of the ESSP

48. **The appraisal of the ESSP highlights a critical weakness in achievability.** The ESSP was judged to have met the GPE criteria for its overall vision and its strategic focus (Criteria 1 and 2 of the GPE framework). The appraisal notes that the ESSP planning process was firmly rooted in the evidence that emerged from the precedent ESA, as well as up-to-date information from the EMIS. This, combined with extensive consultation with stakeholders at every level,[46] informed the vision and strategic direction of the ESSP.

49. The extensive use of ESA and EMIS data also allowed the ESSP to be sensitive to the specific context of Zimbabwe (satisfying Criterion 4: evidence-based and Criterion 6: sensitive to context of the GPE framework). However, DFID noted that more attention should have been paid to using external evidence to justify some of the strategies laid out in the ESSP.

50. In the appraisal, the ESSP is praised for its inclusion of equity-focused indicators (Criterion 7 of the GPE framework). In particular, reference is made to the inclusion of an equity-focused indicator[47] as one of the four KPIs that track the fundamental progress of ESSP implementation. Also highlighted is the focus on extending opportunities to children with disabilities (CWD), with a focus put on integrating them into mainstream education.

51. The ESSP was found not to meet GPE Criterion 3 of being holistic as it lacks any focus on post-secondary education and training. This is primarily because the planning process was led by MoPSE, with

[45] Direct quotations taken from DFID's appraisal of the ESSP (unpublished).
[46] The appraisal notes that consultation was carried out at the provincial and district levels, including teachers, students, parents, local government, religious leaders and private sector actors. The details of the exact nature and subject of these consultations is not made clear in the appraisal.
[47] Secondary GER in the 10 districts with the lowest enrollment rates.

MoHTESTD being included only insofar as it could advise on issues directly related to primary and secondary education (e.g. teacher training). The appraisal does not dwell on this assessment, or give any recommendations for changing the focus. Some stakeholders interviewed during 2019 were also of the opinion that the scope of the ESSP was too broad, especially in areas such as NFE, which have the potential to fall between ministries.

52. **The ESSP makes good use of equity-based indicators – but lacks strategies for alleviating the burden of cost for families.** While DFID was right to praise MoPSE for its use of equity-based indicators in the ESSP, the plan has no strategies to deal with the cost burden of schooling for families. The ESA noted that the cost of schooling was a major barrier to enrollment and completion, falling disproportionately on poorer families. There are no strategies in the ESSP to alleviate these costs to parents. The need for monitoring of the policy decision not to exclude any child for non-payment of fees was noted as a priority in the 2015 JSR but not followed up on in the ESSP. Other issues flagged in the ESA appear to have been adequately covered.

53. The First Prospective CLE Annual Report for Zimbabwe (2018) found the sector plan was pragmatic, context-relevant and well aligned with GPE goals. It also found it focused clearly on the needs of the country while also promoting transparency and accountability. There was a strong sense from interviews that the plan was developed in an inclusive and consultative manner, and was ministry-led with extensive support from other key stakeholders such as donor partners and CSOs, as well as organizations such as teacher associations. Similar to the DFID appraisal, this evaluation also found the focus on equity and inclusion to be a key strength of the sector plan.

Finding 2: While the ESSP and its accompanying NOP provide a strong framework and set of key performance indicators for the education sector, they lack clearly laid out and costed pathways for achieving their targets.

54. **Achievability in the ESSP is hampered by a lack of clear causal pathways for reaching targets.** A core issue brought up by DFID in its appraisal of the ESSP was continuity and learning across planning cycles. The 2016-2020 ESSP makes no reference to progress made in or lessons learned from the 2011-2015 EMTP. Not only is this continuity important in presenting the rationale behind the strategies chosen, but also it allows for reflection on the successes and failure of the previous plan. While it is probable that the EMTP was used to guide the planning process, there was no explicit framework for doing so. Stakeholder interviews during the mission in 2019 have provided evidence that planning is a strength of the Zimbabwe education system but also that lessons have been learned within this planning cycle that can help inform the next planning cycle. An example of this is the recognition that previous plans have not made clear the pathways for co-financing activities; it has been difficult for the Treasury to make plans and this must be borne in mind within the next planning cycle. There has also been a recognition that, while MoPSE has been good at planning, equivalent stringency is needed in ensuring these plans are effectively implemented. This is covered in more detail in Section 3.5, which covers sector plan implementation.

55. The key shortcomings that emerge from the assessment are linked to the development of a clear causal chain between activities, outputs and outcomes. In the ESSP, the target indicators for most goals are based on the outcomes, which are given baselines, targets and yearly milestones. While this is an important step for monitoring the outcomes of the plan, as the appraisal points out it makes it difficult to assess why the outcomes are being achieved, or why not, as it does not link these outcomes to specific outputs. Instead, for each goal, a non-specific set of strategies is given, without a clear theory of *how* these strategies will lead to the desired outcomes. The lack of clear causal pathways between strategies and outcomes, as well as the lack of focus on addressing the large gaps in funding for the plan, has proved

a serious weakness in the implementation and monitoring of the ESSP. While the use of outcome data is crucial for the monitoring of progress, and the production and storage of up-to-date EMIS data in Zimbabwe is commendable, using it as the primary focus for planning leads to plans that are difficult to operationalize and reflect on, beyond noting their success/failure in achieving those outcomes. This is seen across the NOP and DOPs, all of which follow a similar format.

56. **Appraisal of the five-year NOP highlighted improvements in its causal framework but also remaining gaps in costing and coherency of activities.** In its ESSP appraisal, DFID recommended that the NOP include a more coherent *ToC* to establish these causal chains. While the NOP gives a clearer guide to the planned activities and how they will be implemented over the course of the ESSP's lifespan, it does not go far enough in addressing the issues around a lack of causal linkages. In the response to the appraisal, MoPSE notes that it was more important for the planning team to focus on a government-led planning process, instead of relying on consultants to develop a more coherent RF. This finding highlights the fact that government capacity would need to be strengthened for this to be effected.

57. Following the recommendations for improvements in the NOP, DFID appraised the operational plan and found that many of the issues had been addressed. While it credited the NOP with giving a much better logical framework to support the ESSP, it noted that there were still significant gaps in the data presented, especially in terms of costing of activities. This includes the omission of significant activities mentioned in the ESSP, such as SIGs. While output indicators were included, they were not well linked to the outcome indicators, and, as DFID pointed out, considering the lack of resources available, they were unlikely to be achieved. Overall, the document at least partially addressed many of the concerns raised in the ESSP and was therefore judged acceptable for endorsement, with DFID, UNESCO, UNICEF and ECOZI (Education Coalition of Zimbabwe – a coalition of international NGOs, civil CSOs and teachers' associations) as signatories.

58. Another criticism of the NOP was that some stakeholders felt that the five-year duration was too long term, resulting in a tendency to stray away from it. The need for an annual operational plan was highlighted. One example that was given was that, after each JSR, there were no clear indications as to whether the original operational plans should be adapted to take on board recommendations. This resulted in original operational plans not being used and *aide memoires* from each JSR being used as pseudo one-year operational plans. Stakeholders also suggested building the capacity of teachers and district officers to engage in continuous and on-going planning and reflection.

Finding 3: A lack of alignment between operational plans at the sub-national level and the NOP has affected the ESSP's effectiveness, by creating a disjointed planning system in which district and provincial offices lack the resources to plan in an effective and timely manner.

59. **A lack of human and financial resources at the sub-national levels, exacerbated by the current economic crisis, has created difficulties in sub-national planning.** A key finding from the second and latest in-country mission was that, while the sector plan created a vision at the macro level, its lack of focus on operational planning, especially at sub-national level, constituted an area for improvement. More coherent provincial operational plans (POPs) and DOPs are required to give day-to-day guidance on functional aspects of what is otherwise perceived as a highly valued document. Planning at school level was seen as especially weak compared with district level, as witnessed through areas such as school improvement and teacher training (coordinated at the district level). Between country visits (2018 and 2019), this issue deteriorated, with the currency crisis leading to soaring fuel costs, making the logistics of

planning at district far more challenging. This resulted in many of the DOPs for 2018-2019 not being published until close to the end of the school year.

60. There was a marked deterioration of this situation between the first and second in-country missions as soaring fuel costs and dwindling school budgets made planning increasingly difficult. This is exacerbated by the complexities of decentralized education systems covering large geographical areas, which hinders the development of more focused and contextualized operational plans. Certain stakeholders felt they were critical driving forces in the development of the national, POPs and DOPs and that the funding provided to them through the Global Compact for Education helped support decentralized governments in the development of their operational plans.

61. **Some ministry stakeholders also recognized the difficulties posed by lack of capacity at the provincial and district levels.** This has led to a lack of alignment between POPs/DOPs and national plans and strategies. They also recognized a need for ECG equivalents at those levels to improve coordination and capacity and, while local government already convenes groups at the devolved levels (including district school inspectors), this could be strengthened to include other partners. The system could also allow for better upward reporting from the district to the provincial level. One stakeholder noted that '*Partners should do more work at the devolved level – all the focus is on the national ministry, with little attention being paid to what happens at the local level*.'

Finding 4: The development of the ESSP highlights a decision to favor inclusivity and wide participation over achievability and granular detail. This decision is easily justified in an unpredictable economic situation that makes well-costed planning impractical.

62. The decision to focus on government ownership and in-house capacity-building in the planning process can be seen a positive feature of planning in MoPSE. Development of the ESSP seems to have been a consultative process, and this has resulted in the ESSP becoming a true working document, used and reflected on constantly in the operations of the education sector. The opinion of MoPSE (given in response to the DFID appraisal), that a greater focus on setting out rigorous causal pathways and financing strategies would have come at the cost of this ownership, is perhaps over-simplifying the issue. The MoPSE appraisal memo shows that, while MoPSE was engaged actively in the appraisal process and worked to address the issues in the ESSP, there was also a need for a longer appraisal process in order to allow for more work and greater debate.

63. Looking at the issues raised in this section against the backdrop of the current currency crisis in Zimbabwe, it is clear that planning cannot continue as normal. While it is important to highlight the lack of granular attention to detail in the strategies laid out in the ESSP, it must also be taken into account that it is impossible to accurately cost plans with wildly fluctuating exchange rates and availability of foreign currency. Taking this into account, the government's decision to focus on planning that sets out bold outcome targets and broad strategies is much more logical as a strategy to maintain focus and coherence in the sector amid economic turmoil.

GPE contributions to sector planning

Finding 5: GPE's contribution to sector planning has been instrumental, with stakeholders unequivocally recognizing the critical role GPE has played in driving the process.

64. GPE offers a series of financial and non-financial mechanisms to support sector planning. Table 12 reviews these, grouped by whether they are likely to have made a significant, moderately significant or limited/no contribution to improvements in sector planning over the review period. **This grouping does not constitute a formal score but rather an indicative classification.**

Table 11 – Outline of various GPE contributions to sector planning

STRONG CONTRIBUTIONS TO SECTOR PLANNING
GPE plan Quality Assurance and Review (QAR) processes: The quality assurance and appraisal process in Zimbabwe did not address all of the issues in the ESSP or its NOP, but the process itself was thoroughly engaged in by MoPSE – and had a marked effect on key aspects of the plan – e.g. the inclusion of gender-disaggregated indicators.
Technical support from GPE grant agent: Technical support from UNICEF has been essential not only in developing the ESSP and its NOP, but also in supporting the development of a planning mindset in MoPSE. This includes the transition from *ad hoc* to quarterly budgeting – which UNICEF has supported the ministry in doing to promote the creation of better internal operational plans.
MODERATE CONTRIBUTIONS TO SECTOR PLANNING
GPE funding requirement 1 (a credible plan): While GPE ESPIG funding is essential to Zimbabwe, the funding requirements for a credible plan cannot be said to be the key motivating factor in Zimbabwe. MoPSE has a long history of creating sector plans – and the *motivation* for creating the plan was already well established, without the requirements set by GPE. However, the need to create a plan in order to access funding seems to have added a sense of urgency and attention to detail to the planning process.
ESPDG funding: ESPDG funding in 2012 was crucial in improving and developing the operational plans for the EMTP, as well as building MoPSE capacity for planning, but did not directly fund any of the activities associated with development of the EMTP or the ESSP.
Civil Society Education Fund (CSEF) funding for ECOZI: ECOZI has played a strong role through its membership in supporting operational planning at the sub-national level. While this support has not gone far enough in achieving its goals of timely yearly operational plans at the district level, it is widely seen as an important contribution, and one that ECOZI could not support without CSEF grant funding.
WEAK CONTRIBUTIONS TO SECTOR PLANNING
Application of GPE standards and endorsement: The ESSP was endorsed despite failing to meet the crucial standard of achievability. It is clear that, in a system in economic flux, a more nuanced view of what achievability means and how standards should be applied to sector planning is needed – to create a plan that is both ambitious and relevant, but also practical and achievable.

65. **The ESSP 2016-2020 was not developed with direct financial support from a GPE ESPDG, but was heavily supported by UNICEF, partly through ESPIG funds.** Zimbabwe received an ESPDG in 2012 to assist with the development of the operation plans for the EMTP 2011-2015. Considering some of the similarities in style and analysis between the two plans, it is likely that that the capacity built through the 2012 funding was still relevant in the planning process in 2015-2016. The impact of an ESPDG should not

be seen just in its direct support to developing *a plan* but also in its broader development of planning capacity within the education ministry, and in the planning stages of future plans. In Zimbabwe, this would mean advocating for greater capacity and resource allocation for planning at the school, district and provincial level, where plans are developed on a yearly basis, aligned with the ESSP. The development of the operational plans for the 2011-2015 EMTP were driven by the push for GPE membership and the application for the first ESPIG.[48]

66. Direct support to the development of the ESSP 2016-2020 was provided through the secondment of a UNICEF adviser to MoPSE for the duration of the planning period. While the ESSP makes it clear that this adviser was involved in a facilitating role, with MoPSE still very much taking ownership of the process, the plan does highlight the value added by UNICEF's involvement and facilitation of the process. Considering UNICEF's engagement in Zimbabwe as the implementing agency for the Education Development Fund (EDF), its support cannot be considered to be a function solely of its involvement as a GPE partner.

Finding 6: GPE's focus on robust and inclusive planning processes has been a driving force in reinforcing and strengthening MoPSE's focus on sector planning. For future planning cycles, focus should be put on moving beyond consultation and inclusion and towards joint planning with key actors on relevant aspects of the next sector plan.

67. **The core value of GPE support to sector planning that emerged from the documentation and from stakeholders consulted in the first and second evaluation missions was the central importance placed on planning by GPE.** While one stakeholder interviewed during 2018 described the application process for GPE grants as 'burdensome', all were clear that the partnership had led to more emphasis on sector planning by the government. Stakeholders highlighted that GPE had been a 'driving force' bringing stakeholders together and raising the quality and inclusiveness of the ESSP development process. The majority of stakeholders during the second mission reiterated the strong contribution made by GPE and its role in driving the process forward. Some stakeholders from other education ministries and parastatals interviewed during the 2019 mission recognized that they had been consulted in the development of the ESSP; however, they did not feel that this was enough and identified further opportunities for more engaged joint planning This was emphasized in the 2019 country visit, as preparations for the next planning cycle are taking shape, and those outside MoPSE are hopeful that improvements will be seen. At this stage, there is no systematic approach from MoPSE to gather learning from the ESSP development process – which should be a key area for support from GPE through the coordinating agency and the ECG.

68. **In particular, there is greater scope for MoHTESTD and MoPSE to collaborate even further in the planning process.** Ministry stakeholders suggested that the next planning cycle could engage stakeholders even further in creating a unified plan that aligns better on key issues. The lack of coordination between MoPSE, MoHTESTD and other partners could be addressed by using the ECG as a forum for everyone, included as co-conveners as opposed to '*just on-lookers*'. It was suggested that the two ministries co-chair the meetings and work on the agendas together to ensure continuity of planning but especially around teacher education and other key issues such as the curriculum, particularly as funding priorities are set through the ECG. It was also suggested that a potential solution could be a cluster model for planning whereby different organizations take the lead on different planning aspects (e.g. the Zimbabwe Teachers'

[48] The process of Zimbabwe becoming a GPE member is outlined in the European Union-funded appraisal of the EMTP (2011) (unpublished).

Association (ZIMTA) taking the lead on aspects relating to teacher welfare, standards and teacher development).

Finding 7: GPE standards and its appraisal process have provided an important guiding framework for developing sector plans in Zimbabwe, and have been used widely by MoPSE. However, endorsement of the ESSP despite it failing to meet the achievability criterion left weaknesses in the plan.

69. The importance of GPE standards for sector plan quality is highlighted in a presentation given by MoPSE in 2015 to kick off the plan development process. The seven GPE criteria are used as the guiding framework in the presentation to look at what constitutes a quality plan and how one would be developed. This shows how GPE's influence, through its processes and standards, has shaped thinking around planning, even when it is not explicitly funding the process.

70. Another of GPE's contributions highlighted by MoPSE stakeholders during the first and second years of the evaluation was the rigor of the appraisal process, with those interviewed describing it as a process that highlighted areas for improvement and reinforced the strengths of the ESSP. While it is clear that appraisal of the plan led to improvement in key areas, in retrospect, had more time been spent on the appraisal, more could have been achieved. Many points highlighted in the appraisal of the ESSP were to be actioned in the development of the ESOP, but the ESSP was formally endorsed before the ESOP was developed, and the ESOP itself was never appraised. The core issue that was to be addressed in the ESOP was the lack of causal chains or a ToC for the plan, and, while there is some improvement between the ESSP and the ESOP, it does not go as far as was recommended in the appraisal. Considering the impact that this has had on the monitoring and implementation of the ESSP, had more time been spent on appraisal and reappraisal, it is possible that MoPSE would have seen more progress in implementation.

71. The first-year synthesis report from the CLEs of GPE's support to education[49] notes that, in terms of an ESP's use in supporting effective implementation and monitoring, the achievability criterion is potentially more important than the other GPE/International Institute for Education Planning (IEEP) ESP appraisal criteria. It was found that, if the plan is too ambitious, or has no realistic financing plan, there will be a struggle to maintain credibility over its life cycle. What the ESSP demonstrates is that, while this is true, it is not necessarily the ambition of targets that is the problem, but rather achievability in the sense of having a plan that addresses the key issues that affect the chosen outcome indicators, as well setting out clear causal pathways to help the government effectively implement towards the chosen outcomes. By failing to address the issue of financial burden for families, MoPSE limited the likelihood of achieving enrollment targets.

72. GPE placed an emphasis on the need for financing reform both through the Secretariat country lead's (CL's) yearly missions[50] and the GRA-funded UNESCO-led research into public financing for education in Zimbabwe.[51] While there is a limit to the policy influence GPE can have, more could have been done to make financing reform and the reduction of the household cost of education a core issue in the ESSP. In the next planning cycle, GPE should place more emphasis on directly linking strategies with the findings of sector analyses and other research, as well as pushing to incorporate more learning from previous planning cycles. A positive change introduced by GPE that has been observed in the second year is linking

[49] https://www.globalpartnership.org/content/synthesis-report-gpe-country-level-evaluations-february-2019
[50] GPE, Secretariat Mission Report (April 2015) (unpublished).
[51] UNESCO/Pôle de Dakar, GRA #5: Analysis of Government Expenditure on Education in Zimbabwe, with Focus on Equity and Efficiency (2016) (unpublished).

the planning to funding; a change to quarterly funding has meant that planning is now also done on a quarterly basis. While this was challenging in the first few quarters (according to stakeholders), this has now improved and has meant that a more '*planning mentality*' is being driven by the ministry as a result of it being linked to funding.

73. Despite recent difficulties, planning and administrative capacity in the government has remained strong over time, with many of the systems and processes needed to develop an education sector analysis and an education sector plan already in place before GPE membership. While this is important to note as the baseline from which GPE started, it does not diminish the centrality of GPE influence in coordinating and prioritizing planning in Zimbabwe since it became a member of the partnership. While it is difficult to make definitive judgments in the absence of a counterfactual, it is plausible to say that GPE contributions were both sufficient, in the sense that they did not rely heavily on other external support, and necessary, in the sense that the developments in planning in Zimbabwe would not have happened without GPE coordination and support.

Additional factors beyond GPE support

74. GPE support in the form of standards and application processes, financial support and technical support and appraisal provided by GPE members has been the primary driver of improvements in sector planning in Zimbabwe in recent years. However, it has not been the only influencing factor. Both the work of other donors and in particular the Education Transition Fund (ETF)/EDF, as well as pre-existing trends in government planning capacity, must be considered.

75. The ETF was instrumental in supporting development of the EMTP in 2011, providing both financial and technical assistance to the government before GPE membership. The ESPDG that funded the development of the operational plans for the EMTP were part funded by the ETF and the World Bank (both providing US$150,000, while GPE contributed US$250,000). The role of the EDF (the successor program to the ETF) in the development of the 2016-2020 ESSP seems to have been less central, though, as UNICEF is the grant agent for both the EDF and the GPE ESPDG, it is hard to dissociate the influence of GPE and the influence of EDF in sector planning.

Box 3 – The ETF/EDF

Over the past 10 years, the ETF and the EDF have been the most important supports to education in Zimbabwe. Originally convened in the wake of the 2008 financial collapse, the ETF was co-financed by DFID, KfW and the European Commission (EC) to provide continuity in the education sector. In 2014, the ETF transitioned to being the EDF (losing the support of the EC, which withdrew as a result of EC sanctions on the government), which between 2014 and 2020 will contribute US$173 million to the education sector in Zimbabwe – making it by far the largest contributor to the sector (in the same period GPE will contribute US$59 million, as next largest contributor).

As UNICEF implements both GPE and EDF funds, there is a feeling of interchangeability between the two, and, while the two funds have different foci, they overlap on many key areas (i.e., support to the new curriculum, support for SIGs, support to planning and EMIS). This means that in reality it is often difficult to dissociate the financial contribution of GPE from that of the EDF.

Unintended negative/unplanned positive effects of GPE support

76. One unintended consequence of extensive GPE support in the planning process that stakeholders suggested is that it could potentially result in lower engagement and capacity-building within the ministry as compared with if this support did not exist. One focus of the GPE support in country has been to build

up ministry capacity, which would hopefully mitigate this. Evidence also suggests that the sector plan process has been highly ministry-driven, with the ministry taking real ownership of the ESSP. Therefore, one would expect this unintended consequence to be minimal.

77. Stakeholders also identified the need to build disaster preparedness into planning and school building. This need became apparent after Cyclone Idai, which left many schools especially vulnerable owing to poor planning.

Implications for GPE's ToC and country-level operational model

Finding 8: The future of planning in Zimbabwe raises important questions for GPE's support for planning. It will be a challenge for the appraisal model to balance achievability, realism and vision in a fundamentally uncertain economic context.

78. **While promoting inclusivity in planning has been a major success for GPE, maintaining this focus into the next planning cycle amid enormous economic uncertainty presents a major challenge.** Overall, the push for a participatory, inclusive, government-led planning process has been a major success for GPE in Zimbabwe. The development of the ESSP was a process that involved stakeholders at every stage and from every level of society, from MoPSE to students and their parents. GPE has been instrumental in creating this focus and improving the planning process. The challenge for GPE in the next cycle will be to build on the quality of the process to make sure the plans produced build on lessons learned from previous cycles, and are rigorously appraised. More focus on the appraisal process will have knock-on effects for the effectiveness of both the implementation and the monitoring of the plan, and should be given primary importance. Furthermore, the second mission to Zimbabwe indicated that some stakeholders felt that these initial strides should be further built on by making the planning process even more inclusive – by ensuring deep and meaningful engagement by all stakeholder participants as opposed to them merely being invited to the table as observers.

79. The evidence presented above has some implications for GPE's ToC and operating model. One key finding is the need for operational planning to be built into GPE's framework and ensuring planning is not a summative event but an ongoing process. This 'planning mindset' will keep the focus on planning continuously, not just in ESSP creation. Future planning should focus more explicitly on the role of donor prioritization to ensure the complementarity of funds.

80. Some possible pathways for GPE's support to planning are as follows: provision of technical support for financial modeling in the next planning cycle; provision of technical support and training for sub-national operational planning; supporting a continuous appraisal process to ensure planning capacity gaps are met throughout the cycle; and, finally, supporting flexibility when setting indicators to take account of unpredictable fiscal conditions. The implication for GPE from this is that the appraisal process should focus more deeply on the linkages between the ESA and the ESSP, and between the ESSP and the implementation process when considering the achievability criterion.

81. **Reflections on GPE's use of the GPE criteria for evaluating and endorsing ESPs have noted that, in assessing credibility, some criteria should be given more weight than others.** In particular, it was noted that the achievability criteria underwrite the others as a precondition for ESP success. The ESSP has many strong points. It resulted from an engaged, government-owned and participatory process, and seeks to address many of the key issues around access, inclusivity and learning that face children in Zimbabwe. However, had more time been spent on the appraisal, and had standards relating to achievability and

monitorability been more rigorously applied, it might have become a more useful guide for implementation.

82. This evaluation began in 2017 – when the ESSP was relatively new and untested. This has given the evaluation team a chance to look at how the credibility of a sector plan can be judged in real time, and the impact it has on thinking in the government. What has been clear from looking at the change over time for the ESSP is that, as economic conditions have worsened, and it has become obvious that some of the outcome targets in the ESSP will not be reached, the importance of the ESSP in policy discourse has diminished. While the ESSP is still widely spoken about and held as the core policy document, strategies for implementation are developed elsewhere, paying little heed to the NOP, and rather placing more focus on emerging practices, such as the aides memoires produced at the JSRs. Over the three-year period (2017-2019) there has been a decrease in the optimism attached to the ESSP, and a growth in resignation to the idea that many of the targets will not be met. This is combined with MoPSE beginning, in 2019, to look forward to the next planning cycle. This observation raises questions as to how sector plans can stay relevant, and maintain buy-in across their cycle – especially in fragile contexts – and puts forward an argument for more stripped back, short-term planning in these circumstances.

Box 4 – Planning - Testing assumptions and assessing strength of evidence

For sector planning, the five underlying assumptions in the country-level ToC were: **(1)** country-level stakeholders having the capabilities to jointly improve sector analysis and planning; **(2)** stakeholders having the opportunities (resources, time, conducive environment) to do so; **(3)** stakeholders having the motivation (incentives) to do so; **(4)** GPE having sufficient leverage within the country to influence sector planning; and **(5)** EMIS and the Learning Assessment System (LAS) producing relevant and reliable data to inform sector planning.

Assumption 1 holds. Through the Planning, Research and Statistics Department, MoPSE has ample capacity to gather data and create credible sector plans.

Assumption 2 does not hold. While individual capability is present, there is a lack of human resources in the ministry, and a lack of financial resources to facilitate discussions and inclusive planning – particularly at the district level.

Assumption 3 holds. Planning is considered of central importance in MoPSE, and motivation is high to engage in planning.

Assumption 4 holds. Given the importance of GPE funding, and the positive working relationship between the grant agent, coordinating agency, Secretariat and MoPSE, there is significant positive influence of GPE ideas on planning.

Assumption 5 does not hold. While data in the EMIS are generally strong, there is still an issue with timeliness of data production, which hinders the creation of yearly operational plans at sub-national level.

The evidence for assessing changes in the education system in Zimbabwe is strong. Between the two evaluation rounds, a significant amount of interview data was collected, along with the appraisal documents and responses related to the development of sector plans. Visits to schools and district education offices supplemented this in Year II by adding the perspective of planning at the sub-national level. While overall the data on the above assumptions is strong – there are challenges with assessing assumptions related to capabilities and motivation.

3.3 GPE contributions to mutual accountability through sector dialogue and monitoring

83. Table 13 provides an overview of evaluation findings on mutual accountability for education sector progress and on related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below.

Table 12 – Summary of progress and GPE contributions to mutual accountability through sector dialogue and monitoring

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY THROUGH SECTOR DIALOGUE	DEGREE OF GPE CONTRIBUTION (SECTOR DIALOGUE)	PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY THROUGH SECTOR MONITORING	DEGREE OF GPE CONTRIBUTION (SECTOR MONITORING)	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD [52]			
Strong: The ECG has consistently improved in recent years, including the introduction of new actors. Improvement could be made in focusing the ECG but overall the sector is characterized by strong dialogue.	**Strong:** While improved dialogue is strongly supported by key individuals in MoPSE, it is also heavily supported by GPE.	**Moderate:** While improvements to the JSR in recent years are significant, monitoring still faces challenges in producing meaningful action, and providing resources to sub-national government for continuous school-level monitoring.	**Strong:** GPE, through the ECG and the coordinating agency, have been a driving force in the improvements to the JSR, supported by the government and other donors.	1	2	3	4
				STRENGTH OF UNDERLYING EVIDENCE			
				1	2	3	4

Characteristics of sector dialogue

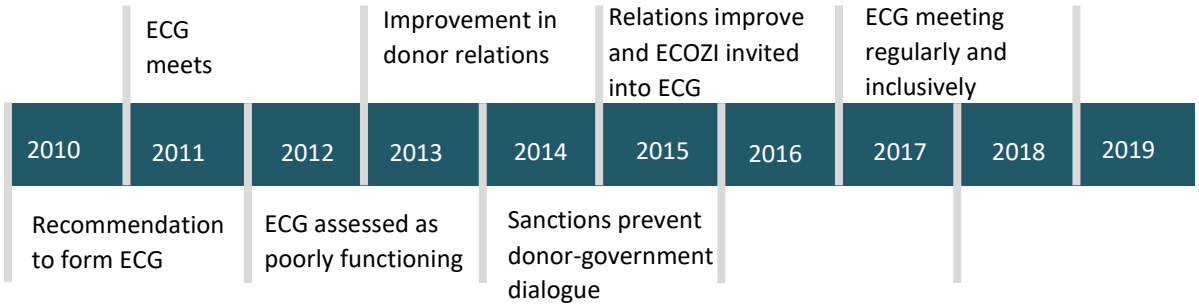
Finding 9: The Education Coordination Group (the Local Education Group, LEG) continues to play a critical role in sector dialogue, and has improved consistently in its inclusivity and function since its formation in 2011.

84. The ECG (the Zimbabwe LEG), is chaired by the minister of education, and includes the permanent secretary (PS) for education (deputy chair) as well as representatives from all funding partners, UNICEF,

[52] For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country-level stakeholders have the *capabilities* to work together to solve education sector issues; (3) stakeholders have the *opportunities* (resources, time, conducive environment) to do so; and (4) stakeholders have the *motivation* (incentives) to do so.

UNESCO and select CSOs.[53] While DFID is the GPE coordinating agency, UNICEF acts as secretariat for the ECG, as it has the human resources to be able to take on the role. The ECG has been effective in encouraging dialogue between MoPSE and development partners. In addition to this, the ESWG provides a broader forum for dialogue that includes local NGO groups and CSOs.

Figure 2 – Timeline of ECG function



85. The ECG has been meeting since 2011 when it was set up as part of the ETF to run concurrently to the ETF Steering Committee (ETFSC). This decision was made in 2010, with the EFA/FTI (the precursor to GPE) suggesting the need for a forum to include non-ETF donors such as the World Bank. The ECG was to meet on policy issues, and the ETFSC to focus specifically on the functions of the ETF.[54]

86. A 2012 assessment of the function of the ECG noted that it was not meeting regularly, or fulfilling its function. The assessment noted that lack of government willingness to engage with civil society, and political fragility and human rights abuses, made the open functioning of a LEG impossible. This highlights the significant improvements that have been made since 2011, through the engagement of GPE and ETF, and development of the EMTP and the subsequent ESSP. These improvements were noted in the 2013 GPE Secretariat CL country meeting, which noted the improved relationships between donors and government. Meeting minutes from 2013 show progress had been made on improving the LEG, with representatives from donors present – but no participation from CSOs. This was again noted in the CL country mission in 2014. It is also noted that the function of the ECG has fluctuated based on the relationship between the government and donor country governments (e.g. in 2014 DFID could not meet the minister of education owing to sanctions).[55] The function and regular meeting of the LEG was included as an indicator in the ESSP, and is regularly monitored in the ESPR. The 2018 ESPR records that the ECG met 10 times in 2018, fulfilling the requirement set out in the 2015 Terms of Reference (ToR) that the ECG should meet every second month.

87. The quality of dialogue has improved in recent years, and assessment by GPE of the constitution of the ECG noted in 2016 and 2017 that the ECG contained satisfactory representation from both civil society[56] and teachers' associations.[57] This improvement was noted in the 2016 CL country mission, with

[53] This is taken from the 2015 Terms of Reference (ToR) for the ECG, which does not give details on which funding partners or CSOs are to be represented, or whether it is an open invitation.
[54] An organogram of the relationships between the ETFSC, the ECG and other government policy fora is shown in Appendix H. No more recent diagram was available to this evaluation.
[55] Education Sector Monitoring Initiative Recommendation Follow-up (October 2014).
[56] From meeting minutes, it seems civil society is represented by ECOZI and FAWEZI (the Forum for African Women Educationalists Zimbabwe chapter).
[57] RFI 19. Source: GPE internal record keeping.

ECOZI being involved in the ECG from 2015, representing a wide range of CSOs and teachers' associations. The introduction of ECOZI was seen at the time as giving NGOs (which MoPSE was seen as being suspicious of) a chance to move from implementing agencies to partners in policy dialogue.[58] At this time, teachers' associations were also brought into dialogue on changing the Teacher Development Standards, as part of the development of the ESSP. This shows a key shift, through the ECG, towards more inclusive sector dialogue.

Box 5 – The cluster response to Cyclone Idai

In the wake of the cyclone in May 2019, the education cluster was convened to coordinate the response. Globally, the education cluster is convened by UNICEF and Save the Children, with the latter providing the lead in Zimbabwe. The cluster included representatives from MoPSE, as well as the major donor partners (as with the ECG) but with a broader range of local and international NGOs (attendance varied and full lists were not made available but World Vision and Plan International are those with the strongest presence) and private sector organizations (specifically the Higher Life Foundation – which is the charitable foundation funded by Econet).

The cluster leads reported that the response had been good, and many of those included in the cluster group but not in the ECG noted that this was a good model for dealing with broader sector issues, and bringing different expertise to the table – particularly from organizations like the Higher Life Foundation, which play little role in mainstream sector dialogue. The hope among the participants was that the lasting effects of this response would reinvigorate the push for specific sub-sectoral thematic working groups to feed into the ECG.

Finding 10: While dialogue in the ECG is open and inclusive, there are blurred lines around its core function and whether it is merely a forum for operational discussions or one for discussing policy directions and higher-level topics not directly related to GPE- and EDF-funded activities.

88. **While the ECG has achieved a huge amount in terms of function and inclusivity, the focus now needs to be on the effectiveness of discourse.** A 2016 review of UNICEF's support to education in Zimbabwe[59] reported that MoPSE stakeholders felt that one of the main achievements of the EDF and GPE was establishing a common sense of direction with MoPSE and facilitating discussions on this direction through the ECG. On the flipside of this, the report noted that, by creating a common voice for the bulk of donor funding for education, the breadth of dialogue in the ECG was limited, with donors passing responsibility to UNICEF to address any difficult issues. The independent report notes that this left conversations mostly focused on details of implementation, with issues around policy and financing becoming '*de facto* no-go zones'.[60]

89. The first annual report for this evaluation in Zimbabwe (2018) found that sector dialogue and mutual accountability had improved over the past few years, with greater collaboration and transparency across different groups. The mission in Year I provided crucial evidence on the role of GPE in bringing about this change. Areas for improvement in this report were highlighted as the need to engage with government agencies at the right level and ensure the LEG does not focus just on operational aspects of monitoring implementation but also on some of the more difficult aspects of education service delivery.

[58] Mokoro, 'Summative Evaluation of UNICEF's Support to the Education Sector in Zimbabwe' (2016), https://www.unicef.org/evaldatabase/files/UNICEF_Zimbabwe_Education_Evaluation_Report__2018-002.pdf
[59] Ibid.
[60] Ibid.

90. The second and final evaluation mission affirms the findings of Year I. However, stakeholder interviews have indicated that the dialogue tends to focus on operational priorities, with little time and opportunity to focus on the broader policy issues of relevance to the sector. The opinion of many in MoPSE was that the ECG was being used by donors to hold the government to account – rather than being a government-owned forum in which MoPSE could present its progress and work with its partners to implement the ESSP. This was echoed by international development partners (IDPs), who also stated the need for a clearer mandate for the ECG, with the possibility of creating a separate GPE steering committee that would free up the ECG to focus on policy discussions, while keeping a group to make practical decisions about the use of donor funds.

91. **The composition of the ECG in Zimbabwe raises questions about the most effective and equitable way to include civil society and other line ministries.** The ministry's position is that ECOZI should remain the representing forum for civil society, but some NGOs and teachers' associations feel this does not give them adequate representation. While there is an argument for expanding the membership of the ECG – particularly to include a permanent seat for teachers' associations – ECOZI is a strong coalition and represents its members well. A reasonable solution would be to have permanent seats for government ministries, ECOZI and major IDPs (DFID, the World Bank, UNICEF, UNESCO) with rotating seats for NGOs and teachers' associations. More imperative is improved coordination across ministries (i.e., MoPSE and MoHTESTD), with one stakeholder from another line ministry stating that she attended the ECG meetings '*as a guest*' and she felt this was part of the need to be seen as having the right people in the room, this perhaps highlighting the vision of the ECG as a steering committee for donor funding.

92. A key finding that emerged between the first and second country missions is the important role that the new PS for education is playing in improving sector dialogue. Many stakeholders have suggested that the new PS is very open to dialogue and this makes for a good opportunity to improve sector dialogue in the country. The evidence from the stakeholder interviews also suggests the PS has engaged in some departmental restructuring that will improve and clear lines of communication with ministry departments.

Finding 11: Decentralization of education in Zimbabwe has left a gap in dialogue structures at sub-national level. While coordination through the ECG is strong, this is not replicated at district or provincial level, with no fora for sub-national government to effectively collaborate across ministries and with civil society.

93. **While dialogue structures at the national level are strong this is not replicated at sub-national levels.** There is evidence of a gap in dialogue structures at the sub-national levels. While district-level committees formally exist (enacted to allow collaboration between different ministries at the sub-national level) they are not functioning. This is partly because of a lack of direction and capacity – but largely because of a lack of resources. Education districts in Zimbabwe cover large geographies, and, in times of fuel shortage, effective collaboration at this level is made difficult. Ideally, fora would exist to bring together civil society, district education offices, other government bodies (department of health, department of social welfare) and representatives of international NGOs (INGOs) working in those districts to focus on localized challenges and coordination. A positive development between 2018 and 2019 missions is that ECOZI has begun engaging in this process, mapping out CSOs and INGOs to create a map of where efforts are focused – this highlights the value of CSEF support to ECOZI, which has used the yearly funding to grow its staff, allowing it to focus more on local issues.

Characteristics of sector monitoring

Finding 12: The January 2019 JSR was well received by all parties and seen as a significant improvement over those held previously. Monitoring is open and inclusive, but the JSRs are not yet used consistently to produce meaningful change.

94. Monitoring of ESSP progress is embodied in the ESPRs and the JSRs. The ESPR is a report based on EMIS data produced each year, to chart progress made against the original ESSP goals, as well as indicators that have been added during the course of ESSP implementation. The JSRs are yearly multi-stakeholder events in which the results of the ESPR are presented, and a number of topics related to the work of MoPSE are brought forward for discussion, with presentation time given to a variety of representatives from government, civil society, teachers' associations and IDPs. JSRs are considered by GPE to be one of the key components of mutually accountable sector monitoring.

95. **Development of JSRs:** The first JSR took place in Zimbabwe in 2014, and constituted a '*great first by the simple fact that it happened*'.[61] The workshop aimed to build stronger dialogue and to produce an education sector review process, but was not underpinned by any ESPR or statistical yearbook. No attendance list was made for the JSR, and its weaknesses were deemed to have been a lack of systematic reporting on EMTP progress, and a focus on ministerial structures rather than on implementation and action planning.[62]

96. Since 2014, there has been a steady improvement in the quality and inclusivity of the JSRs. Since 2016, the JSR has been backed up by the production of the ESPRs. While the ESPRs are improving documents and have shown weaknesses in their layout, clarity and transparent presentation of some data (e.g. the most recent ESPR presents figures for donor spending in mixed currencies, with some in US dollars and some in pound sterling), they act as a crucial vehicle for reflection on progress made towards ESSP targets. The introduction and improvement of the ESPR also highlights the improvements made to the functioning of EMIS in Zimbabwe. The ESPRs are now able to rely on up-to-date and trustworthy data on enrollment and completion, which should act as a crucial vehicle for sector accountability.

[61] Education Sector Monitoring Initiative Recommendation Follow-up (October 2014).
[62] Ibid.

Table 13 – Comparison of GPE RF assessment of 2018 JSR, and evaluators' assessment of 2019 JSR

JSR QUALITY STANDARDS[63]	GPE RF DATA 2018[64]	EVALUATOR ASSESSMENT OF THE 2019 JSR BASED ON DOCUMENTS (E.G. JSR *AIDE MEMOIRES*, ETC.) AND CONSULTED STAKEHOLDERS
Participatory and inclusive	Not met	• The 2019 JSR included a much wider range of actors than its predecessors, including development partners, civil society, other ministries and parastatals and limited presence of teachers' associations. • The introduction of more panel discussions allows for broader discussions in the time available.
Evidence-based	Not met	• Both 2018 and 2019 JSRs used the ESPR as core documents, and included presentations on detailed EMIS and LAS findings. • 2019 JSR included a summary session presenting results from CERID, DOPs and POPs, and the JMVs carried out by MoPSE.
Comprehensive	Met	• The 2018 and 2019 JSRs covered a broad range of topics related to basic education, curriculum reform, teacher education and sector management.
Aligned with shared policy frameworks	Not met	• While the JSRs present findings on ESSP implementation progress, the lack of a costed workplan embedded in the operational plan means it is difficult for the JSR to systematically use the ESSP as a guiding framework for monitoring progress in the sector. However, the fact that the ESSP and ESPR are used as the central reporting document shows the alignment around the ESSP in the JSR and the sector more broadly.
A monitoring tool	Not met	• The lack of properly costed workplans, and comprehensive causal chains in the ESSP and accompanying operational plan, makes it difficult for the JSR to act as a sector monitoring tool.
An instrument for change anchored in an effective policy cycle	Not met	• It is clear that some of the recommendations from the January 2018 JSR have become policy, such as the recommendations around the need to improve PFM, using the World Bank's Public Expenditure Review (PER) recommendations. This is now in the process of happening – showing a clear link between the JSR and policy progress.

97. **Quality of recent JSRs:** The most recent GPE RF assessment of the JSR (reported in 2019, reflecting on the 2018 JSR) shows Zimbabwe failing to meet all criteria except comprehensiveness (shown in Table 14). The most recent JSR, which took place in January 2019, has shown a great improvement over the original format. There is a clear development of the quality of the JSR process since 2014, with the most recent

[63] JSR quality standards have evolved somewhat over time. The five JSR quality criteria scored by GPE's RFI 18 are (1) participatory and inclusive, (2) evidence-based, (3) comprehensive, (4) a monitoring instrument and (f) anchored into effective policy cycle (source: GPE, Methodological Guidelines, version 8, June 2017, 47). The five dimensions of an effective JSR outlined in GPE's guide for effective JSRs are (1) inclusive and participatory, (2) aligned with shared policy frameworks, (3) evidence-based, (4) a monitoring tool and (5) an instrument for change embedded effectively into a policy cycle (source: GPE, Joint Sector Review in the Education Sector: A Practical Guide for Organizing Effective JSRs, July 2018, 20). Table 3.6 lists six criteria to capture both sets of standards, which overlap for all but one dimension. Years listed in the table header are years of RF data collection, which scored the South Sudan JSR from the previous year (i.e., the GPE RF 2016 scored the 2015 JSR). Only two years of GPE RF scores were available at the time of this review.

[64] This refers to the JSR held in 2018. No data is available for JSRs before this point.

JSR being far more inclusive, policy-focused and evidence-based than the original iteration, a fact confirmed by both documentary and interview evidence. The interviewed stakeholders attested to the improvement in the functioning of the JSR with many confirming that they had been in attendance at the latest JSR (e.g. organizations like ZIMTA have been well included in both the JSR and JMVs consistently according to stakeholders). One example of an improvement in the functioning of the JSR was noted in the seating style adopted during the meetings. As compared with the format of the 2018 JSR (lecture-style with MoPSE sitting at the head table and other stakeholders seated below), the 2019 JSR adopted a horse-shoe seating arrangement, allowing for more interactive and dynamic engagement from all participants.

98. **While the JSR is valued in the sector, there is a need for more constant monitoring to allow for in-year course correction, as well as better linkages between JSR recommendations and the ESSP.** It is a view widely held in MoPSE as well as by IDPs and civil society that, while the JSR is a valuable exercise, it is essentially reflective on a year. The timing of the EMIS/ESPR production means that most of the data presented at the JSR are not available *until* the JSR. What is missing is a facility for course correction during a school year. This is exacerbated by the lack of yearly workplans based on the ESSP and JSR recommendations, and the difficulty in constantly monitoring education at the school level, where efforts are constrained by funding and transportation difficulties.

99. Fundamentally, the JSR can produce mutually accountable monitoring only to the extent to which it has targets and detailed workplans against which to monitor. Many of the residual issues with the JSR stem from the fact that the ESSP operational plans do not provide realistically costed roles and responsibilities for strategies.

100. A key finding of this evaluation is that the development of recommendations from recent JSRs goes some way towards this, but more should be done to workplan these recommendations against the ESSP, and to hold responsible actors to account for actioning the recommendations. Considering the importance of donor funding for system strengthening in Zimbabwe, more work should be done to integrate GPE and the EDF into the operational plans, and to assign specific areas of responsibility, against which they can be held to account during the JSR processes.

101. **The JMVs are an example of a strong government-owned accountability initiative.** JMVs in Zimbabwe occur yearly and involve teams consisting of MoPSE officials (including the minister and PS), IDPs and civil society visiting schools in each province over the course of three days to monitor the conditions of schools across the country. Stakeholders were generally impressed with the functioning of JMVs, citing them as a necessary way for the government to review the sector. They were noted to be inclusive (with several organizations reportedly involved in the process, e.g. ZIMTA). A key observation on the JMVs is that, while they are an important exercise in collaboration and visibility – ECG members emphasized the importance of being able to stand in schools with the minister for education and talk directly about issues faced by students – they do not have a clear policy function. While data are collected from each school visited, all these data are made available through EMIS anyway (i.e. enrollment, facilities, number of orphans and vulnerable children (OVC), etc.). The time and effort spent on the JMVs could be maximized.

102. **While EMIS and LAS in Zimbabwe are strong, improvement is needed in how data are collated, disseminated and built into policy-making.** For ESSP monitoring, EMIS data[65] are complemented by data from ZELA[66] and UNICEF's Multiple Indicator Cluster Survey (MICS). Improvements could be made on publication of disaggregated data from EMIS and ZELA. For example, no data are available to compare enrollment across wealth quintiles or between rural and urban students, or to compare CWD or OVC[67] with other groups.[68] While ZELA has a long history of producing well-disaggregated learning outcomes data, in recent years these data have not been published or channeled into useful policy briefs. There are anecdotal reports from MoPSE directors that some schools do not accurately report data so they can attract extra teaching staff. While there is no substantiation to these claims, with self-reported data this is always a risk. A solution would be to provide third party oversight to EMIS collection, perhaps coordinated by ECOZI, which already has monitoring responsibility for the VT DLIs. It is interesting to note that, while UNICEF had made funding available for capacity-building to allow MoPSE staff to compile EMIS reports internally, that budget was not taken up and the reports continue to be compiled externally.[69]

103. **A lack of alignment in donor monitoring systems makes monitoring of their inputs into the ESSP difficult.** Most donor funding is operationalized as off-budget expenditure, meaning there is no automatic reporting of donor investment in education to MoPSE, which in turn hampers monitoring of the ESSP.[70] GPE and EDF funding is managed separately to government systems and is reported as having weak internal monitoring systems in 2015.[71] While the funds work in alignment with the ESSP, their activities are described in terms of 'contributions', with no details on what was specifically undertaken by donors and what by MoPSE. This means there is no direct channel for the government to monitor the activities or effectiveness of donor-funded programs, including GPE and EDF activities. While there is clearly dialogue taking place through the ECG, there is no formalized process for NGOs to report their inputs, outputs or outcomes.

[65] MoPSE produces yearly statistical digests, which since 2017 have been publicly available through the new MoPSE website. The 2012-2017 reports are available to download from http://www.mopse.gov.zw/index.php/downloads-key-resources/ excluding 2015, for which no report seems to have been published.

[66] ZELA is a large-scale learning assessment, which tests students at the beginning on Grade 3, across a representative sample of schools. The tests focus on math, English and local languages.

[67] In Zimbabwe OVC is defined by the loss of one or both parents, or diagnosis of HIV/AIDS.

[68] Figures are given for the number of OVC and CWD enrolled, as well as for the proportion of students classified as OVC, but not for the enrollment rates of these groups.

[69] MoPSE, Education Sector Performance Report (2019).

[70] While this is certainly problematic for accountability, the danger of duplication of effort is ameliorated by strong sector dialogue through the ECG, and by the fact that the two largest funds for education – GPE and the EDF – are both implemented by UNICEF. While UNICEF ensures GPE/EDF activities do not overlap, their log-frames do – meaning that in some cases what looks like a missed target for the EDF is simply something that was done using GPE funds instead. It is hoped that this will be resolved in 2020 in the next round of planning.

[71] A review of EDF and GPE monitoring systems within UNICEF is given in the summative evaluation of UNICEF's contribution to education in Zimbabwe in 2015: https://www.unicef.org/evaldatabase/files/UNICEF_Zimbabwe_Education_Evaluation_Report__2018-002.pdf

GPE contributions to sector dialogue and monitoring

Finding 13: GPE's role in promoting dialogue and monitoring is crucial and acknowledged by all Zimbabwean stakeholders. The working relationship between MoPSE and GPE to improve mutual accountability is positive and engaged – with both sides taking an active role in all improvements.

104. GPE inputs contributed to improving mutual accountability through financial support, technical support and advocacy enacted by the GPE Secretariat, the coordinating agency (DFID in Zimbabwe) and the grant agent (UNICEF), as well as through support for civil society coalitions (in this case ECOZI). Table 15 outlines these contributions, categorized by the degree to which they affected mutual accountability. **This grouping is indicative and does not constitute a formal score**.

Table 14 – Outline of GPE contributions to mutual accountability in Zimbabwe

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **ESPIG VT.** The linking of key ESSP targets to funding release has been a key factor in promoting accountability and transparency in Zimbabwe. It has also allowed for ECOZI to take an official role in monitoring education sector progress, strengthening civil society accountability. • **GPE Secretariat advocacy and guidance on conducting JSRs.** The strengthening of the JSRs in recent years has been a major improvement in mutual accountability in Zimbabwe, and, while this was driven by openness and engagement by MoPSE, the advocacy and support of GPE Secretariat, as well as the funding provided through the ESPIG, have been essential in these improvements. • **CSEF funding.** ECOZI receives the largest portion of its core funding from the CSEF grants through GPE. Without this support, it would not be able to engage in the ECG or have as strong a monitoring presence, especially in rural areas. • **GPE technical support provided to ECOZI.** ECOZI has also benefited from a number of technical inputs, both in country from the CL and also through participating in webinars with other civil society coalitions. This has also been important in strengthening its position in dialogue and monitoring
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **GPE guidelines for ESP development.** The development of the ESSP had the potential to provide a strong framework for monitoring and mutual accountability. While this has been partly achieved, the lack of a rigorously costed operational plan has hampered the ability of actors to monitor its progress. • **Coordinating agency inputs to the ECG.** While the coordinating agency plays a significant role in the JSR and grant application process, DFID has not had a central role in the development of the ECG. While it participates actively, the Secretariat and chair are UNICEF and MoPSE, respectively – largely because UNICEF has greater capacity to undertake the role. • **GPE Secretariat CL engagement in ECG/JSR.** While the inputs of the CL have been very valuable in both the ECG and JSR, they do not have a consistent enough presence to make a significant contribution to promoting mutual accountability.
LIMITED/NO CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **ESPIG monitoring by the grant agent.** Monitoring of the ESPIG implementation undertaken by UNICEF as grant agent has often been weak. Considering the centrality of UNICEF in the education sector, this has meant it has contributed little to mutual accountability through its monitoring capacity.

Source: Authors' elaboration

105. The First annual report for this evaluation for Zimbabwe (2018) highlighted initial findings on GPE's contribution to sector dialogue and monitoring. This included strengthening and operationalization collaboration between stakeholders, providing technical assistance to support monitoring of progress against ESSP results, supporting greater transparency and collaboration across different groups and supporting more robust and reliable data for evidence monitoring.

106. The Year II mission corroborated the findings from Year I. Stakeholder interviews and documentary evidence have shown that GPE has been instrumental in developing the JSR process in the country through the Secretariat CL's consistent presence during the JSRs and the driving role that DFID as coordinating agency has had in working with MoPSE to improve the JSRs. Support is also given through the recommendations it makes in the CL mission reports, via individual working group meetings on improving monitoring supported by UNICEF and DFID and, finally, through the contributions of GPE partners (ECOZI/DFID/UNICEF) to JMVs.

107. GPE has been key in the development of the ECG as it was founded based on GPE recommendations. UNICEF has, in particular, '*spearheaded the dialogue in education through their role as ECG secretariat*' and the dialogue and monitoring process (according to stakeholders) has improved as a result of UNICEF coordination and capacity. UNICEF's dual role as GPE/EDF implementer and secretariat of the ECG brings with it greater leverage to improve ECG inclusivity. While the government has an allocation of budget for monitoring that is enhanced through this support, the GPE allocation of funds (both through the ESPIG[72] and through CSEF grants to support ECOZI's role as third party monitoring of ESPIG DLIs) towards monitoring has been critical where government funding has fallen short. However, this funding cannot be disentangled, and therefore directly attributed to GPE (according to stakeholders), as it is often unclear whether the funds for monitoring and accountability are from GPE, the EDF, UNICEF or elsewhere.

108. The CL has also played a critical role in developing the ECG and in promoting accountability, for example pushing for ECOZI to be included. While there has been no clear role for the coordinating agency in relation to ECG, this is not seen by the coordinating agency or grant agent as being an issue. Key members of the ECG felt that the current format worked well, and that the aim should be to transfer more accountability to MoPSE, rather than shifting between UNICEF and DFID, particularly as UNICEF has a larger staff and more capacity to take on the ECG secretariat role.

109. Evidence gathered during the second mission has suggested that the VT funding process has put a critical focus on accountability, both by emphasizing the need to accurately monitor progress against KPIs (including using third party monitoring) and by attaching the release of funding to the timely production of data (by making the release of EMIS data an ESPIG DLI). Some donors have pushed for process indicators as well as the GPE focus on outcome targets. The fact that many of the outcome targets have not been met and many of the process ones have been suggests a need to revisit the heavy focus previously placed on outcome indicators.[73] There is evidence to suggest this has resulted in improvements in accountability, as ECOZI is in charge of this process, which has resulted in the government being more accountable.

[72] While funding for the JSR is not set out in the GPE II framework, the current funding situation in MoPSE means that almost all activities are partly or completely funded by either GPE or EDF funds (or a combination of both). There are no detailed figures available for the exact cost of the JSR and where exactly the funding came from, but it is certain the GPE funding supported both the organization of the JSR and the preparation of material and tools.

[73] Some of the variable part indicators for the country are as follows: for equity (e.g. improved transition rate from Grade 7 to Form 1, or Revised and Approved Education Act as a process indicator), for efficiency (female survival rate Form 1 to Form 4; and creation of the SFP as the process indicator), and for learning outcomes (teacher training for math; ZELA findings adopted and implemented as a process indicator).

Additional factors beyond GPE support

110. The most significant non-GPE input to mutual accountability is the work that has always been done by MoPSE to promote monitoring and dialogue. Certain activities such as the JMVs are seen as being entirely government-owned (as opposed to the JSR, which is seen as a collaboration between MoPSE and ECG members). This is driven by key personnel in senior MoPSE positions who advocate strongly for monitoring of sector progress.

Unintended negative/unplanned positive effects of GPE support

111. The government's reliance on GPE and donor partners has meant that much of the coordination and capacity within the dialogue and monitoring process has rested on external actors. Stakeholders have identified this as an unintended negative effect of this support and, while they appreciate the improvements that have taken place in sector monitoring and dialogue as a result of programs supported by GPE and other donor partners, they have highlighted the need for government ownership and capacity to be strengthened alongside this. Some stakeholders were of the opinion that the concentration of funding with UNICEF may have resulted in more power vested in them at the cost of other multilaterals.

Implications for GPE's ToC and country-level operational model

Finding 14: Decentralization of implementation and funding in Zimbabwe provides an interesting case study for GPE. The success of the ECG at national level highlights the gaps in GPE's model for supporting dialogue and monitoring structures at sub-national levels, as well as the opportunity for the GPE Secretariat to provide more technical support in establishing terms of reference for LEGs.

112. The evidence suggests the need to set out clear ToR for the ECG meetings with the possibility of creating a subsidiary steering committee to address operational issues. Another suggestion from stakeholders is for the introduction of thematic working groups to engage non-ECG actors or create rotating seats on the ECG (e.g. one for INGOs, one for CSOs, one for teachers' associations and even one for private sector organizations) governed by ECOZI.

113. GPE could also provide greater support for and monitoring of dialogue structures at the sub-national level – either through the coordinating agency or through ECOZI, with additional financing accordingly. This is particularly because dialogue at the district level has been challenging as a result of a lack of structures and transportation inadequacies. Similarly, monitoring has been made difficult by large distances and a lack of human resources (e.g. three inspectors for 160 schools).

114. While GPE has been instrumental in the continued improvement in the JSR process, there needs to be a focus on embedding the JSR in a system of constant monitoring to allow the workshop to move away from a *presentation* of findings and towards *discussion* of their implications.

115. The timespan of this prospective evaluation has highlighted the iterative nature of improvements to the JSR process. Between the 2017 and 2019 JSRs there has been a clear progression towards 'getting it right' in terms of participation, focus and inclusivity. This transition also demonstrates that there is a limit to how far political will and engagement can go; while MoPSE has made huge strides in terms of opening up dialogue and monitoring, there is still a gap in structure, one that is best addressed through technical support from GPE, which can provide global oversight on what works in other contexts. Viewing this transition, it is perhaps prescient to say that there is a staged process – that first the focus of both dialogue

and monitoring structures should be inclusion and participation, and then, once this has been achieved, a clearer mandate and terms of reference can be implemented – based on global best practice and local realities.

116. Another finding that emerges when comparing the evaluation across the three years is the importance of individual will and political buy-in. The presence of a new PS for education in 2019 has made a huge difference in MoPSE's attitude towards reflection and self-critique. This is characterized by the attitudes of ministry officials to the involvement of the evaluation team in key monitoring events. In 2018, while the team was in country during the JSR, requests to attend and observe were rejected. In contrast, in 2019 the team joined MoPSE's JMVs and was invited to present preliminary findings at an ECG meeting.

Box 6 – Testing assumptions and assessing strength of evidence

For sector dialogue and monitoring, the four underlying assumptions in the country-level ToC were **(1)** GPE has sufficient leverage at global and country levels to influence LEG existence and functioning; **(2)** country-level stakeholders have the capabilities to work together to solve education sector issues; **(3)** stakeholders have the opportunities (resources, time, conducive environment) to do so; and **(4)** stakeholders have the motivation (incentives) to do so. The final assessment at the end of the final year of this evaluation is:

Assumption 1 holds. The GPE Secretariat, as well as the grant agent, coordinating agency and ECOZI, exerts a significant influence over the mission and function of the LEG.

Assumption 2 holds. There is ample capability both in MoPSE and in partner organizations to coordinate around sector issues. Capability to organize the JSR has improved dramatically in recent years.

Assumption 3 holds. While there have been some human resources issues in UNICEF that have led to lapses in the execution of its role as secretariat of the ECG, these have not been significant and have since been resolved.

Assumption 4 holds. Stakeholders in all sectors are motivated to engage both in dialogue and monitoring activities, with wide engagement in both the ECG and the JSR processes

The evidence for assessing changes in the education system in Zimbabwe is moderate. While it is possible to validate the assumptions underlying the Theory of Change in Zimbabwe – this can only be done with a moderate degree of certainty. The key assumptions relate to the influence that GPE exerts on mutual accountability structures in Zimbabwe, as well as the motivations, capabilities and resources available. These are difficult things to assess with a high degree of confidence, and it is particularly difficult to attribute the causes of changes. So while the evidence in Zimbabwe is relatively strong, in absolute terms it can only be described as moderate.

3.4 GPE contributions to sector financing[74]

117. Table 16 presents a high-level overview of evaluation findings on sector financing and related GPE contributions. These observations are elaborated on through the findings and supporting evidence presented below.

Table 15 – Progress made and GPE contributions to sector financing 2012-2019

<table>
<tr><th colspan="5">PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING (2012-2019)</th><th colspan="3">LIKELIHOOD OF GPE CONTRIBUTIONS TO[75]:</th></tr>
<tr><td>Total domestic educ. expenditure</td><td>Education share of domestic budget</td><td>Met 20% Goal?[76]</td><td>Total intl. education financing to country</td><td>Quality of intl. financing</td><td>Amount and quality of domestic financing</td><td>Amount of intl. financing</td><td>Quality of intl. sector financing</td></tr>
<tr><td rowspan="5">Moderate: MoPSE budget has increased, while overall education sector budget has decreased.</td><td rowspan="5">Weak: MoPSE share of total budget appropr-iations has fallen since 2014.</td><td rowspan="5">Strong: Met[77] for total educ. sector but not for MoPSE.</td><td rowspan="5">Moderate: ODA for education rose until 2015 and has since fallen.</td><td rowspan="5">Strong: Improved. Better harmonization between donor funds, and work to improve PFM and alignment with MoPSE systems.</td><td>Moderate</td><td>High</td><td>Moderate</td></tr>
<tr><td colspan="3">STRENGTH OF UNDERLYING EVIDENCE</td></tr>
<tr><td>1</td><td>3</td><td>4</td></tr>
<tr><td colspan="3">ASSUMPTIONS[78]</td></tr>
<tr><td>1</td><td>2</td><td>3</td></tr>
</table>

[74] This section addresses evaluation questions CEQ 1.5 and 1.6, as well as (cross-cutting) CEQ 3.1 and 3.2.

[75] Assessment is based on (1) existence/absence of positive change in respective area; (2) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; and (3) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

[76] One of GPE's ESPIG funding requirements is that 20 percent of government expenditure be invested in education, or that government expenditure on education show an increase towards the 20 percent threshold.

[77] This remains orange as the 20 percent is met when including higher education and teachers' pensions – while MoPSE receives 16 percent of budget allocations. The fact that less than 2 percent of the MoPSE budget is spent on strengthening the education system means this cannot be considered fully achieved.

[78] (1) GPE has sufficient leverage to influence the amount and quality of domestic education sector financing; (2) external (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing; (3) stakeholders have the opportunities (resources, time, conducive environment) to do so.

Characteristics of sector financing during review period

Finding 15: The financial crisis in Zimbabwe has been worsening with implications for the education sector. A lack of funding for non-salary expenses hampers progress across the system. Schools are reliant on limited donor funding and, more importantly, on fees paid by parents. This has created significant inequities between schools related to the amount of fees that can be collected.

Public expenditure on education

118. **Core funding for MoPSE as a proportion of Treasury allocations has fallen in recent years, and is below the recommended 20 percent of government appropriations.** A core guideline that GPE sets for partner developing countries is that they should dedicate 20 percent of government expenditure to education, or move toward that benchmark. This is calculated not only on the budgets of the ministry, or ministries of education, but also on spending on education by other ministries, and any government contributions to education staff pensions. Governments are considered to be meeting standards on this indicator (RFI 10) if they are maintaining a proportion of 20 percent or above, or if they are dedicating less than 20 percent but are increasing the share.

119. According to GPE calculations,[79] Zimbabwe dedicated 31.7 percent of its 2016 budget to education. This includes expenditure in MoPSE and MoHTESTD, expenditures in other departments and pension contributions. In contrast, MoPSE, which bears primary responsibility for basic education, received 17 percent of budget appropriations for 2019, a decrease from 19 percent in 2014 and a high of 22 percent in 2015. Table 17 presents details of these trends.

Table 16 – Selected domestic financing trends (2014-2019)

CATEGORY	2014	2015	2016	2017	2018	2019	TREND
Total domestic education budget, all levels, current US$ (millions), UIS	1,360	1,357	1,255	1,243	-		Falling
Total domestic education expenditure, all levels, current US$ (millions), UIS	1,199	1,299	1,194	-	-		Fluctuating
Total MoPSE budget, current US$ (millions), MoF Budget Blue Book	877	890	810	803	906	1,132	Rising
Total MoPSE expenditure, current US$ (millions), MoPSE ESPR	797	892	797	843	1,018	-	Rising
MoPSE budget as share of total budget appropriations, MoF Budget Blue Book	19%	22%	20%	21%	18%	17%	Falling
Capital share of MoPSE budget, MoPSE ESPR	-	.66%	.98%	.05%	.45%	3%	Down and then up

Source: Authors' elaboration from GPE RF data, MoPSE ESPRs and MoF Budget Blue Books

[79] These calculations are made to assess GPE RFI 10 and include all budget lines from all line ministries related to education, rather than just from ministries with responsibility for education.

120. Spending within MoPSE is heavily skewed towards salary costs, with 98.5 percent of the 2018 release going to salaries. Execution rates for funding allocations in MoPSE appear to be consistent in recent years, with release rates for 2017 and 2018 at 105 percent. However, this hides the fact that release rates for capital expenditure have been very low. In 2018, actual expenditure for capital projects was just 27 percent of what had been forecast in the national budget.[80] This shows the difficulty MoPSE has in delivering financing for non-salary expenditure (recurrent and capital).

121. **Bureaucratic inefficiency in MoPSE means that what little allocation there is for non-salary expenditure is not fully utilized.** Education financing has appeared reliable in recent years, with MoPSE budget release rates between 90 and 105 percent since 2014. These figures are misleading, though, as they mask a disparity between the reliability of salary expenditure and that of non-salary expenditure. For example, in 2018, the execution rate for salary expenditure was 111 percent, while the release rates for non-salary expenditures was 23.5 percent.[81] This inability to match expectations on non-salary functions undermines the credibility of the ESSP – which has largely failed to action many of the items in its operational plan beyond what has been taken on by donor funding. Stakeholders both in the ministry and in its partners attribute this to procurement delays and bureaucratic inefficiency within MoPSE – stating that, while there is very little money available, the money which is available is often not released in a timely manner.

122. **School budgets rely almost entirely on household contributions for non-salary expenditure, creating a barrier to education for poor families and an imbalance in funding between schools in rural and urban areas.** The implication of the predominance of salary expenditure in the MoPSE budget is that all other costs are seriously underfunded – attracting less than 1 percent of yearly expenditure, which leads to the transfer of the burden of school improvement costs to parents. The 2015 ESA noted that, in the year of their analysis, parents had contributed almost as much to basic education as the government had – with funding leveraged through a number of official fees.

Table 17 – Comparison of government per student expenditure and household cost of education (US$ per student per year)

	PRIMARY	SECONDARY
Government expenditure (UIS) 2015	389.53	618.92
Household expenditures		
Average P1/S1	1,828.32	1,745.10
Average P2/S2	520.93	1,140.58
Average P3/S3	767.56	619.15
Average day school (primary and secondary)	285.24	370.20
Average day/boarding (primary and secondary)	1,175.73	1,315.25

[80] Figures for other years are not available as release rates by expenditure type (i.e., capital/salary/other recurrent) were not included in previous ESPRs.
[81] Based on Blue Book figures from 2019 and 2018.

Average boarding (primary and secondary)	1,655.83	1,819.37

Source: Authors' elaboration from 2015 ESA and 2015 UIS figures for government expenditure

123. The amount contributed to schools by families varies hugely, as school fee rates are decided between schools and their district schools' inspectors. Rural schools charge less than 40 percent per student in fees of what richer urban schools can.[82] This is compounded by the fact that in rural areas non-payment of fees means schools receive a fraction of what they should, even with reduced fee rates.[83] This disparity means that, in the absence of non-salary contributions from MoPSE, rural schools are at a serious disadvantage in terms of the quality of educational materials they can make available for students. While legislation brought in as part of the ESSP theoretically prevents schools from excluding students on the basis of non-payment of fees, fee payment is still seen as a significant barrier to entry in schooling.[84] With 96 percent of schools' non-salary incomes coming from fees, unreliable payment of fees compromises schools' ability to deliver quality education.

Finding 16: While the amendments to the Education Act and the introduction of a concurrent School Financing Policy in 2018 aim to alleviate the burden to households of education by guaranteeing school funding, and free education for the poorest students, the ability of the government to implement this policy may be severely challenged by the financial crisis.

124. **While the introduction of amendments to the Education Act and a new SFP are positive steps in dealing with household costs of education, implementing the mandated actions in the current economic crisis presents a significant challenge for MoPSE.** While the findings from the 2015 ESA were bleak in their assessment of household education expenses, there have been some improvements in recent years. The amendments to the Education Act in 2018[85] enshrined the rights of students to 'state-funded education'.[86] They also provide for the establishment of a basic education fund, to cover the costs of student who 'genuinely cannot afford' to go to school.[87] Alongside this, a 'school financing policy' has been developed,[88] which sets out spending targets until 2030 that will progressively replace household funding of non-salary expenditure with state funding. While these policy amendments are a step in the right direction, it seems unlikely they will manifest in any change in the situation in the short term. While the political will at the national level is there, the current economic crisis means it is very unlikely that the government will have the money to cover the increase in capital expenditure mandated by the SFP.

[82] The amount schools charge students is proposed at the school level and approved by districts. In urban areas, where families have more disposable income, district schools' inspectors have much more room to allow schools to charge students more fees. This comparison is taken from the 2015 ESA.

[83] In one satellite school the evaluation team visited as part of the JMVs, fewer than 20 out of 217 students had fully paid their fees for the year – leaving the school with less than 10 percent of its expected income.

[84] The 2015 ESA found payment of fees to be the leading cause of dropout, contributing to over 40 percent of abscondments at secondary level, and to 36 percent at primary level.

[85] The Education Act was approved by cabinet in December 2018.

[86] Amendment to the Education Act Section 5 Cap 25:04 (2019).

[87] Amendment to the Education Act Section 68d Cap 25:04 (2019).

[88] The SFP was developed in 2018 and is currently awaiting final approval from cabinet, a process that MoPSE cannot expedite.

Box 7 – Implementing the School Financing Policy

Short-term: No-cost schools for the poorest by 2020

Mid-term: State-funded primary education by 2025

Overall goal: State-funded primary and secondary education by 2030

This is to be achieved by fixing wage costs at current levels, and increasing non-wage expenditure from US$56.8 million to US$788 million by 2030. These increases maintain a constant proportion of gross domestic product (GDP) going to education – but, considering the growing school-age population, the need to reduce the student to teacher ratio and the demands being made for wage increases by teachers, it seems unlikely that MoPSE will be able to maintain a fixed wage bill for 12 years.

125. Interviews conducted with civil society and teachers' associations during the Year II mission appeared to suggest participants were of the view that the Education Act wording allows for schools to charge levies for certain activities (e.g. sports or science), which raises suspicions about the amendment. Others raised concerns about how the significant non-salary expenditures in the policy would be met. However, civil society observers believe the SFP has been developed through an inclusive process, has been extensively reviewed and is in line with the amendments to the Education Act, presenting a clear road map for achieving better financing for education. These interviewees also noted that there was significant buy-in from MoPSE senior management and from other partners, though some stakeholders at the provincial and district levels voiced concerns that they would receive less funding from MoPSE then they currently leverage in fees and levies. This buy-in was said to be a critical determinant of whether the policy would be successful, as Treasury support and commitment to delivery of the funding was seen as a fundamental factor in ensuring its success. In this same vein, stakeholders perceived the ECG as a key mechanism to hold the government to account to fulfill its commitment and ensure the objectives of the SFP are achieved. Considering the delays in deciding on an implementation strategy for the policy, it seems highly unlikely it will reach its 2020 target of no-cost schooling for the poorest students.

126. **As the majority of school-level funding is raised through fees and levies, there are concerns about how this is being audited and accounted for.** A portion of the fees parents pay is directed towards the Better Schools Program for Zimbabwe (BSPZ) as well as either the National Association of Primary Heads (NAPH) or the National Association of Secondary Heads (NASH). BSPZ, NAPH and NASH funds are spent at provincial level, with no oversight or reporting obligation to MoPSE. This lack of accountability and transparency was raised in the most recent JSR as a serious point for action, with MoPSE committing to work on developing a policy for administration of BSPZ, NAPH and NASH funds. With school districts now having dedicated accounts, this report also raised the issue of how wastage and corruption could be minimized. It suggested MoPSE develop a draft policy on this issue. Stakeholder interviews also suggested that, while BSPZ funds seem to be used effectively, there is a need for better auditing and a plan to replace these in line with free education. In particular, suspicions were raised in relation to in appropriate use of NAPH and NASH funds. The SFP does not cover the issue of NAPH and NASH funding, which is considered politically contentious, as NAPH/NASH was started by ZIMTA and considers itself independent from government. It is unclear at this stage whether BSPZ will be phased out by the implementation of the SFP.

127. **Spending on ECD has increased since 2014, and that on basic education (including ECD, primary and junior secondary school) accounts for 60 percent of MoPSE spending.** According to the 2015 ESA, MoPSE made no allocations to infant education (ECD) before 2014 – with all ECD provisions privately funded. While no figures were available to verify this, figures from the 2019 ESPR show a marked increase

in allocations to infant education since 2016,[89] in line with the aims of the ESSP to increase access to and quality of ECD. These figures show MoPSE dedicates over 60 percent of funding to ECD and basic education, though the share for primary education is less than the 45 percent advised by GPE for countries with a primary completion rate of under 95 percent.[90]

128. **Improvements in PFM:** The application for the VT and multiplier funding noted an improvement in PFM in Zimbabwe. Previous recommendations to use the World Bank PER for improving PFM seem to have been taken on board, thereby demonstrating a clear link between the JSR and policy (JSR 2019 agenda). The World Bank is noted to be a key player involved in cross-sectorally improving PFM in Zimbabwe in an attempt to eventually transfer responsibility of spending to government in an accountable way. Stakeholders both in development partners and the Ministry of Finance (MoF) suggested that this point has not yet been reached but they were hopeful for the future. These improvements in the PFM system are very important and, while some progress has been made on this front, more GPE resources should be used to build systems and strengthen PFM within the country. Currently, as UNICEF systems are used for accountability, it may not be possible to use other donor funding to this end; however, GPE funding could offer potential. Additionally, UNICEF should be encouraged to make a progressive move towards more alignment within the PFM systems in the country.

Amount and quality of international financing[91]

Finding 17: The amount of international financing for education has increased over time – with the majority coming from GPE and EDF (funded by KfW and DFID). Work is being done to improve the quality of financing by addressing harmonization and alignment with the ESSP.

129. **While ODA for education has remained consistent since 2012, this is reliant on a limited range of donors, with political unpredictability limiting engagement with the sector.** ODA to Zimbabwe has remained relatively consistent, with notable spikes in 2009 and 2012 when it increased to above US$600 million – possibly in response to the hyperinflation crises that occurred in these two years. ODA per capita in 2017 was US$48, lower than the average of US$68 for low-income countries.[92] Years of political conflict and instability have lowered trust in government and meant that the number of donors present in the education sector in Zimbabwe is very limited. While the World Bank manages a number of (non-education) trust funds, it does not contribute any funding through its loan or grant-making facilities, owing to Zimbabwe's arrears. The European Commission, which previously contributed significantly to the ETF and the EDF, can no longer contribute to education sector funding (and thus dialogue and other sector engagements), owing to sanctions.

[89] This is because ECD and primary are both covered by infant education (ECD A, ECD B, P1 and P2) – with no separate budget lines to show how much was being spent on ECD and how much on P1 and P2.
[90] It is hard to distinguish as Zimbabwe does not separate between primary and junior secondary expenditure. The decrease in junior allocations has been taken up by increases in infant allocations, with overall funding for basic/pre-basic education remaining constant at 60 percent of MoPSE allocations.
[91] Throughout this section alignment will be discussed. Alignment of donor financing with government systems should be viewed as a spectrum of arrangements, including alignment with the ESP, with the national budget, with the Treasury, with procurement processes, with accounting, with government audits and with reporting systems. While it is not necessarily desirable to have all of these systems aligned, there should be a push for alignment on as many systems as is contextually feasible.
[92] Source: https://data.worldbank.org/indicator/dt.oda.odat.pc.zs?year_high_desc=true

Table 18 – Trends in ODA for education

FLOW	2012	2013	2014	2015	2016	2017	TREND
Total ODA, all sectors, 2016 constant US$ (millions)	615	511	487	438	491	472	Fluctuating
ODA as share of GNI	4%	3%	3%	2%	3%	2%	Fluctuating
Total education ODA, 2016 constant US$ (millions)	43	52	72	74	60	55	Rising then Falling
Education ODA as % of total ODA	7%	10%	15%	17%	12%	12%	Rising then Falling
% of education ODA going to basic education	83%	86%	84%	81%	83%	68%	Fluctuating

Source: OECD-DAC Creditor Reporting Standard (CRS): stats.oecd.org

130. **EDF and GPE funding has improved harmonization and alignment in the sector, but there remain significant gaps in the quality of international financing.** OECD data show that, despite political and economic upheaval in the past eight years in Zimbabwe, donor investment in education has become more harmonized.[93] This has been led by the work of the EDF (and ETF) managed by UNICEF, which has succeeded in pooling money for education and giving donors the confidence to invest in Zimbabwe. Since 2014, GPE has become the second most important contributor to international education financing and key to complementary support to policy and systematic issues.

131. While harmonization of funding is strong through the EDF (and more recently through the introduction of GPE's multiplier funding), there remain issues with alignment between donor funding and government systems. A lack of alignment and transparency between donor and government systems in terms of budgeting[94] is a barrier to accountability, and makes it difficult for MoPSE to make accurate predictions of funding gaps in the sector plans. Both GPE and EDF funds are managed by UNICEF, which has been seen in the past as resistant to the idea of alignment with MoF.[95] Conversely, MoF has also been seen as resistant to engaging on improving transparency in PFM systems to allow for greater alignment.[96]

132. The ESSP includes EDF and GPE contributions in its projected models, but there are no costed responsibilities within the plan or the subsequent operational plans. Improvements in this area would help development partners 'invest' in specific parts of the sector plan, taking responsibility for sub-sectors or outcomes. This would be easier if there were greater trust in government fiduciary systems, which would allow for more on-budget or on-Treasury support. As it currently stands, the EDF and GPE II, while accounted for in the ESSP and ESPR, are self-reporting budgeting and spending data rather than being

[93] This is surmised by looking at the share of reported aid going to budget support, pooled funds and donor managed or cofinanced projects. This proportion increased from 6 percent in 2012 to 60 percent in 2017 – while project funding and technical assistance fell from 90 percent to 30 percent in the same period. While this is a broad measure of harmonization, it should be taken only as an indication – as it relies on how donors report or categorize their own contributions.

[94] Alignment here meaning alignment of budgeting systems. Development partners do not communicate their spending plans to the Treasury in advance – meaning they cannot be taken into account during national budgeting.

[95] This resistance is described in Secretariat communications on ESPIG modalities, as well as in the Mokoro evaluation of UNICEF in Zimbabwe

[96] In the Mokoro evaluation, MoF was reported to have been sending junior officials to ECG meetings, and avoiding difficult conversations around the need to reform the SFP.

tracked as core parts of the MoPSE budget. Improving this would develop the power of the ESSP and IDPs to put forward an 'investment case'[97] for smaller, new or non-traditional donors to 'crowd around' the ESSP or its successor.

GPE contributions to sector financing

Finding 18: GPE's contribution to more and better finance in Zimbabwe is significant. Multiplier funding leveraged an additional US$50 million for education. GPE's contribution to the School Financing Policy and financial procedures in MoPSE has begun to contribute to the quality of domestic financing.

133. GPE's contributions to sector financing in Zimbabwe can be divided into its financial contributions to ESSP funding and non-financial contributions through advocacy, the imposition of standards as part of grant applications and technical support from the Secretariat, grant agent and coordinating agency.

Table 19 – Summary of GPE contributions to domestic and international financing

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
n/a	**ESPIG funds.** Despite being a small portion of the overall MoPSE budget, in times of economic crisis ESPIG funding has been an essential part of MoPSE funding. **GPE Secretariat advocacy.** The advocacy done through the Secretariat's CL has been crucial in pushing for better financial alignment and harmonization.
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	**MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING**
Support for the SFP. The SFP represents a major opportunity to improve domestic financing (both in amount and in quality) and received core support from GPE. **Improvement in MoPSE PFM systems.** UNICEF's work in supporting the development of stronger PFM in the ministry has great potential to improve the quality of domestic financing –though more is still to be done.	**GPE multiplier requirements.** While Zimbabwe exceeded the additional fundraising requirements of the multiplier funding, it is not clear how truly additional these funds were, as both funders were already funding the education sector through the EDF. **GPE support for sector planning.** While the ESSP was never used explicitly for harmonizing or aligning donor funding, informally EDF and GPE harmonize around the ESSP – and the focus on sector planning is leading to discussions on how this can be done better in the next planning cycle.

[97] For more information on GPE's investment case approach to crowding in international financing for sector plans, see https://www.globalpartnership.org/content/presentation-gpe-financing-and-funding-framework-februarymarch-2017

LIMITED/NO CONTRIBUTION TO DOMESTIC FINANCING	LIMITED/NO CONTRIBUTION TO INTERNATIONAL FINANCING
ESPIG funding requirement. It is not clear that this advocacy has any effect on motivation in the Treasury, and the metrics used by GPE to assess whether the minimum has been reached fail to capture the reality of education funding.	**ESPIG modality.** The fact that the ESPIG has not been better harmonized with EDF funding represents a missed opportunity to work towards better co-financing of education. **VT/DLI influence on donor funding.** While it is still early days for the VT funding, there is no sign that it has had any impact on encouraging investment from other donors.

Source: Authors' elaboration

134. **Financial contributions:** GPE's financial contribution to plan implementation from 2014 to 2019 has been through two successive ESPIGs, or US$22 million (2014-2016) and US$39.4 million (2017-2020). UNICEF administered both of these grants as the grant agent and they are considered to be unaligned grants – that is, they are budgeted, administered and reported on through UNICEF systems, with little or no input from the Treasury or MoPSE's Department of Finance.

Table 20 – GPE financial support to Zimbabwe over time (current US$ '000s)[98]

	2012	2013	2014	2015	2016	2017	2018	2019	2020
ESPIG II fixed part						2,797	8,382	9,406	
Multiplier								7,000	
VT[99]								6,197	5,622
ESPIG I			6,300	6,748	10,551				
ESPDG	239								
Total	239	-	6,300	6,748	10,551	2,797	8,382	22,603	5,622
	Reported expenditure						Budgeted		

Source: UNICEF annual reports (for expenditure) and ESPIG application documents (budgeted)

135. What is notable from Table 21 is a significant dip in ESPIG funding for 2017. This owes to an underspend as compared with the initial allocation of US$10.05 million. Projections for 2018-2020 are better but this will be contingent on efficiency in disbursing funds. The diversification of funding for 2019 and 2020 owes to the introduction of GPE's NFM (approved in 2014) with variable part ESPIG funding, and of the new GPE financing and funding framework, which encompasses the multiplier fund.[100] As Zimbabwe

[98] The budgeted figures for 2019 and 2020 are based on the multiplier and VT funding applications submitted to GPE. The 2018 figure for ESPIG II is taken from the 2018 ESPR, as UNICEF had made no figures available for 2018 at the time of writing. As ESPIG spending is off-budget, this figure cannot be treated with the same certainty as the UNICEF reported figures.

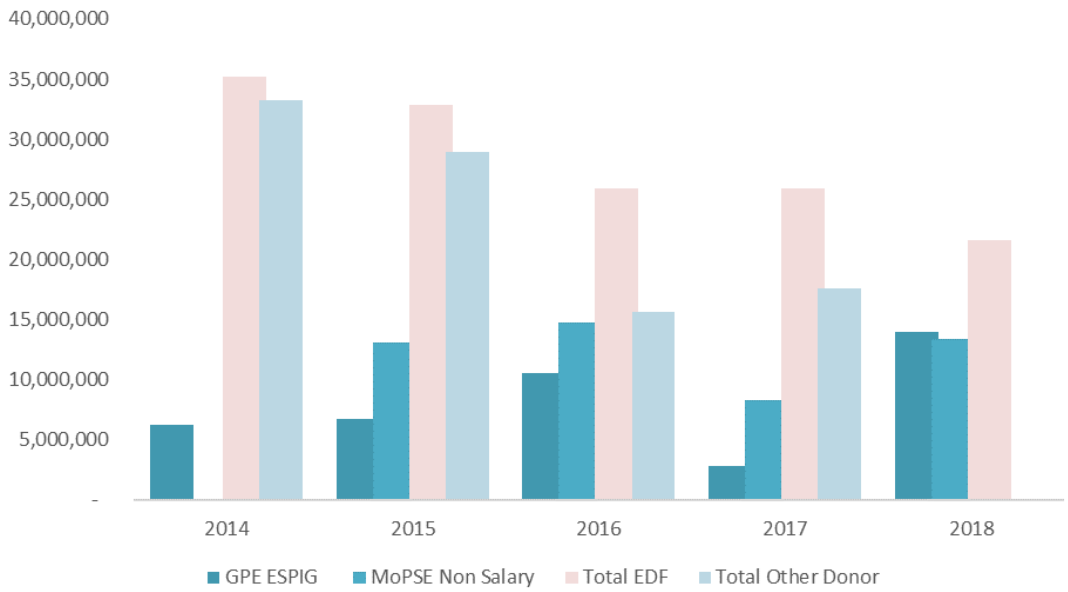
[99] This includes the VT ESPIG funding, and the variable part of the multiplier funding.

[100] For more information on GPE funding modalities, see https://www.globalpartnership.org/content/guidance-note-gpe-variable-part-financing

had not reached its maximum country allocation with the 2017-2019 ESPIG, it was entitled to apply for extra variable part funding as part of its ESPIG, tied to a number of activation indicators (Table 6).

136. Overall, GPE contributions equate to roughly 1 percent of the total yearly MoPSE budget, but, when this is considered in light of the lack of non-salary expenditure, GPE's contribution becomes much more significant. What is visible in Figure 3 is that, beyond salary costs, basic education in Zimbabwe is almost completely dependent on donor support (and household incomes, as outlined earlier). Both the first and second annual reports for this evaluation have highlighted stakeholder concerns regarding the government's dependence on external funding and particularly the financing gaps in non-salary expenditure. Some stakeholders have raised concerns about how the significant increases in non-salary expenditure will be covered in the SFP.

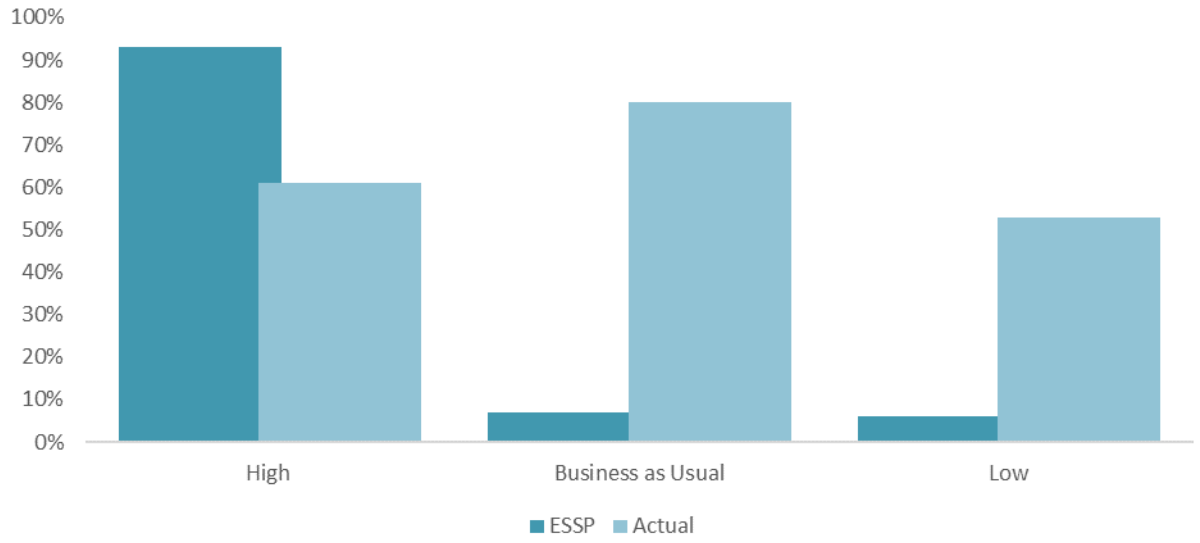
Figure 3 – Comparison of MoPSE non-salary expenditure with GPE and other donor contributions (US$)[101]



137. **GPE funding and ESSP funding gaps:** The ESSP set out three projections, including three models for reducing core costs (mostly focused on salary expenditure) as well as estimated funding for the plan. As part of this, projected GPE funding was included, and its contribution to closing the funding gap was assessed. Looking retrospectively at spending for the first three years of the ESSP (2016-2018), an assessment of GPE's actual contribution to closing the projected funding gap can be made, based on the spending projections set out in the ESSP, and using the actual funding received from MoPSE and GPE.. What can be seen in Figure 4 is that GPE's contribution to the ESSP funding gap was (apart from the high case projections) much higher than anticipated. This is because of unforeseen increases in MoPSE allocations.

[101] 'Other donor contributions' cover all those who reported to CRS excluding GPE and EDF, both of whose contributions were not included in CRS reporting – no data were available for 2018. See https://stats.oecd.org

Figure 4 - Proportion of projected and actual funding gaps filled by GPE funding



138. **While the multiplier funding outperformed expectations in attracting additional funds, it is difficult to argue that the funds were truly additional.** Beyond the impact of GPE's ESPIG funding, the introduction of the multiplier funding has had a significant impact in leveraging additional financing. Mandated with attracting additional funding at a ratio of 3:1, Zimbabwe outperformed expectations by attracting US$52 million in funding from DFID and KfW. According to the application matrix for the multiplier funding, both DFID and KfW were motivated by the additional multiplier funding. Both have funded the EDF since 2011, and the bulk of the additional funding will go to topping up the next EDF, with DFID also allocating funding to an upcoming standalone project.[102] Given this, it is clear that the funding is not necessarily additional in the truest sense of the word (i.e., it is not funding that would not have otherwise gone to funding education in Zimbabwe), while it is hard to say for certain whether the funding would have been allocated in the absence of the incentive provided by the multiplier funding. The argument made during the application process was that the funding was additional in the sense that the presence of the US$10 million multiplier allocation, which will be directed solely to SIGs, allows the EDF to free up the funding it would have otherwise spent on SIGs for other projects not covered by GPE. While this may not have succeeded in attracting truly additional funding, it has forced better dialogue and harmonization between the two projects. This could be further strengthened by explicitly requiring the additional donors to lay out a joint plan of work in the multiplier application.

139. **During the response to Cyclone Idai, the flexibility in reallocating GPE II funding was crucial to the early recovery efforts.** Several stakeholders highlighted the excellent display of complementarity and flexibility of GPE funding. These stakeholders noted that, although infrastructure was not meant to be funded by GPE, during the cyclone crisis allowances were made to ensure schools had minimum functionality and, therefore, infrastructure investments were allowed. This was said to be a good display of complementarity and flexibility of GPE funding.

[102] A detailed project description is not yet available but the TEACH program will focus on developing teacher competencies.

140. **GPE, through both the Secretariat CL and UNICEF as grant agent, has been the driving force behind the push for greater alignment of donor funds with MoPSE planning and processes.** The presence of GPE in Zimbabwe has had two significant non-financial effects on the quality of financing in the country. The first positive effect is the evolution of alignment between the GPE II ESPIG, and the 2018 VT and multiplier funding. The 2018 application matrix explicitly outlines how GPE II has allowed for the improved ability of the multiplier funds to be aligned with government fiduciary systems.[103] While GPE II was aligned with the ESSP, procurement, budgeting, accounting and reporting were all done through UNICEF's systems. While this can be considered prudent to ensure transparency and efficiency, it has implications for government planning, as it means GPE contributions were not being tracked through the government Treasury systems, and were not being accurately reported to MoPSE. These inaccuracies can also be attributed to human resource and capacity issues both in UNICEF and in MoPSE, but, regardless, the lack of an aligned approach to budgeting and reporting spending compounded the issue. This is important because it has implications for the JSRs within the country.

Box 8 – Harmonizing GPE and EDF funding

An independent evaluation of UNICEF's programs raised the valid question of why GPE chose to deliver its own programs rather than contributing to the already existent EDF funding pool. The report says that, from other donors' point of view, GPE's reporting and accounting standards were unnecessarily onerous, and the EDF allowed for greater flexibility in planning. Some stakeholders during the second mission also highlighted their concerns regarding GPE and EDF funding because of the overlap between the interventions and the fact that they are administered through UNICEF. This would suggest that much of the attribution of activities and funding is artificial. This has potentially resulted in missed EDF targets because they are achieved by GPE or vice versa. However, some stakeholders felt that, because the ultimate target of all of these programs is to support the ESSP, there should not be any issue with one funding pool that incorporates all donor funds including the EDF and GPE. However, this may raise concerns around ownership and visibility, which could be mitigated through better mapping of specific donor spending to ESSP goals. The use of parallel systems of financing is not problematic provided systems are in place to record what is being spent by whom, and most importantly to ensure funding is well targeted and reaches the appropriate beneficiaries. One stakeholder stated that one option would be for the Treasury to keep oversight and coordination (potentially through the new National Appropriations Office) with stakeholders running their own money separately and ensuring good dialogue among everyone.

141. Throughout the application process in 2016 for GPE II, the GPE Secretariat pushed for greater alignment of funding than was initially suggested by UNICEF. UNICEF as grant agent saw it as a dichotomous choice between disbursing money directly through MoPSE accounts and using its own fiduciary systems (as is done for EDF funding).[104] The Secretariat (through the CL missions and QAR reports) pushed for a more nuanced view, and urged UNICEF to explore approaches that could partially align the funds in order to allow for better forecasting for MoF. Ultimately, this was not actioned by the grant agent, and in the Secretariat's assessment of GPE II it was found to meet only one out of 10 alignment criteria.[105]

[103] These systems are defined along seven axes: alignment with the ESP, with the national budget, with the Treasury, with procurement processes, with accounting, with government audits and with reporting systems.
[104] This process is detailed in the CL mission reports from 2016, and the QAR documents related to the concurrent ESPIG application.
[105] Taken from GPE RF data.

142. In contrast with this, the top-up SIGs[106] are audited through the MoPSE Department of Finance and program expenditure is included in Treasury forecasts and disbursed through government Nostro[107] accounts at district level. In the reporting, these improvements are credited to work done through GPE II. In addition to potentially improving the quality of MoPSE forecasting, better alignment paves the way for greater harmonization between donors and government funding – a step towards what GPE describes as the 'crowding-in' of financing around an education sector plan. Raising confidence in government PFM systems can increase donor confidence, and, crucially for Zimbabwe, could encourage UNICEF to align EDF more closely with MoF systems.

143. **The second important non-financial contribution GPE has had on improving domestic financing** is the impact of GPE II and the VT indicators on pushing for policy reforms related to limiting the negative impact of school fees. The reform of the Education Act and the SFP were key goals of the ESSP (supported through UNICEF by GPE II), and also decided on as a VT activation indicator in 2018. The SFP, presented in draft form at the JSR in early 2019, lays out a framework for reducing the cost of the schooling burden, beginning with relief for the poorest families, and aiming to implement free schooling for all students by 2030.

144. **UNICEF's move from *ad hoc* disbursements to quarterly budgeting is a positive development, promoting planning and fiduciary capacity in MoPSE.** Documentary evidence and the 2019 country mission provided evidence of the shift from *ad hoc* payments to quarterly budgeting. This is being implemented in an attempt to save on transfer costs and push for better capacity for planning monitoring and reporting. This shift has been challenging owing to capacity constraints within government departments.[108] However, it is a change that is necessary to help build on planning and fiduciary capacity. Stakeholders interviewed during the country mission in 2019 were positive about this shift. One stakeholder was of the opinion that the changes to the GPE funding mechanisms (from entirely unaligned to partially aligned) was a sensible step. This stakeholder also was of the opinion that disbursing funding (e.g. SIGs) through MoPSE builds capacity[109] without unnecessary risk, and credited GPE for pushing in this direction.

Additional factors beyond GPE support

145. Beyond the obvious contribution of EDF funding to the education system, the work done by the World Bank in improving PFM at the Treasury level plays a significant role in improving the quality of domestic financing.

Unintended negative/unplanned positive effects of GPE support

146. One unintended consequence arising from GPE support specifically but donor support more generally raised by stakeholders was the overreliance of governments on donor support leading to them

[106] This is the US$7 million added to the ESPIG as the fixed part of the multiplier allocation.
[107] US dollar accounts set up at the district level.
[108] This challenge was caused by a sudden transition and a lack of planning capacity in MoPSE. When asked to make quarterly budgets, department directors were reported to have been far too ambitious in their targets – meaning they failed to implement most of the budget targets. This caused delays clearing that quarter's budgets, leading to delays in further releases of funding – and a huge bureaucratic backlog at the end of 2018. At the time of the 2019 country visit, this backlog has been cleared – and both UNICEF and MoPSE felt positive about the transition and its potential for improving processes.
[109] While these funds are aligned they are paid directly into district-level accounts – so their capacity-building impact at national level is limited – but still an improvement on previous models.

not being as engaged or as motivated as they would have been otherwise. One suggestion to mitigate the impact of this was put forward by one stakeholder who called for 'matched funding' to create an incentive within the ministry to raise funds for education. Similarly, channeling all funding through one organization (e.g. UNICEF) may have resulted in capacity not being built in others. Therefore, financial and non-financial support to any government or organization needs to ensure that capacity within this organization and externally is reciprocally enhanced.

147. A second, unintended consequence raised by some stakeholders related to the incentives that are created among government officials in a financially challenging environment. For example, the payment of foreign currency to run workshops has encouraged this type of engagement potentially to the detriment of other types of work.

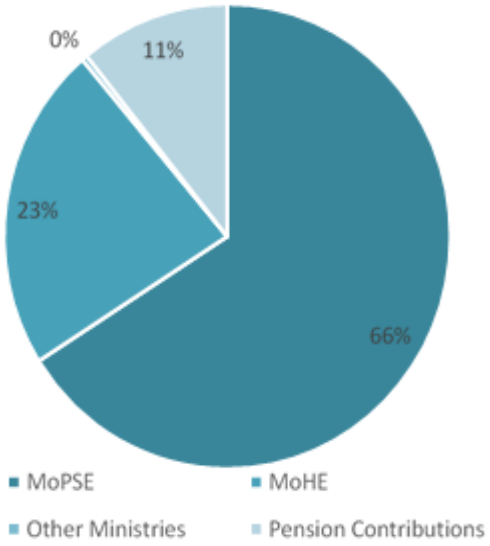
Implications for GPE's ToC and country-level operational model

Finding 19: Funding is the single most significant issue facing the education sector in Zimbabwe currently. This highlights the need for the GPE model to have a more explicit strategy for supporting the reduction of household costs of education – as well as a more nuanced approach to measuring quality of domestic financing – moving beyond targeting the proportion of government spending and towards a measure of effectiveness of funding.

148. **GPE should consider a more nuanced approach to how it calculates the proportion of government expenditure going to education.** A criticism that has come up across a number of the CLEs is with the GPE guideline regarding 20 percent for domestic education allocations. Zimbabwe presents an interesting case, in that the ministry with sole responsibility for basic education has seen decreasing proportional allocations, while the overall allocation (as calculated by GPE) has increased. This can be attributed to the size of the pension contributions made by the government.[110] While increased spending on pensions is in itself not problematic, considering the over-prevalence of salary spending in MoPSE, it is not contributing to improved education sector performance (in terms of increased access and learning outcomes) or governance (efficiency, clarity of roles and responsibilities, monitoring, planning).

[110] For comparison, Rwanda, whose ESPIG application was rejected on the basis of not meeting the criteria for domestic spending, listed no separate contributions for pensions.

Figure 5 – Breakdown of total education spending by ministry



149. It would be prudent for GPE to consider tying grant applications to targets related specifically to capital investments in education, or the reduction of household education costs, rather than to overall budgeting. For example, considering the 27 percent release rates for capital funds in 2017, future ESPIG applications could be hinged on maintaining a higher release rate, or at least making commitments to improving disbursement and procurement procedures to ensure higher expenditure rates (perhaps including PFM DLIs in variable part funding).

150. **GPE should use its leverage and advocacy power to work towards reducing household costs of education.** There is little dispute in the literature as to the impact of the costs of schooling on access, dropout and persistence.[111] In Zimbabwe, little work has been done on assessing the impact of household education costs on the access outcomes set out in the ESSP, or on the ability of schools to deliver high quality education. Globally, GPE has no focus in its operating model or ToC on addressing household costs of education and their impact on access, and completion. Using the reform of the Education Act and the SFP as VT indicators in Zimbabwe is an important way in which GPE can leverage reform in these areas, and more focus should be put specifically on household education spending through these mechanisms.

151. **More focus needs to be put on building ministerial capacity to efficiently and effectively utilize funding.** Stakeholders in both MoPSE and other agencies raised concerns regarding procurement and disbursement of funds, and some highlighted MoPSE's struggle to execute funds at both national and sub-national levels. It has been pushed by donors in Zimbabwe that funding should go directly to schools to reach beneficiaries as closely as possible to mitigate wastage at the head office level (e.g. by paying the SIGs into district Nostro accounts). This evidence suggests that there is little appetite for direct budgetary support from bilaterals and potentially even from the government. Using this kind of procurement is good for donor confidence but does little to build fiduciary capacity or government ownership of programs. Some stakeholders suggested that the ministry may welcome direct budgetary support if the organizational capacity is in place. This could come from improvements in financial management systems, and there were suggestions that donors were currently closely working with the ministry to put these into

[111] For research evidence, see a systematic review commissioned by DFID on the results of reduction of cost of school initiative in Sub-Saharan Africa: https://assets.publishing.service.gov.uk/media/57a08a5b40f0b6497400056a/School-fees-2012-Morgan-report.pdf

place. The question raised is whether there is a long-term model for what progress towards better alignment of funding would look like. Is the aim to have more funding go directly to sub-national government, or to build the capacity of MoPSE to control the process efficiently and effectively? This is a conversation that GPE partners are well placed to lead on.

Box 9 – Testing assumptions and assessing strength of evidence

For sector financings, the three underlying assumptions in the country-level ToC were **(1)** GPE has sufficient leverage to influence the amount and quality of domestic education sector financing; **(2)** external (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing; and **(3)** stakeholders have the opportunities (resources, time, conducive environment) to do so.

The final assessment at the end of the final year of this evaluation is:

Assumption 1 holds. The success of the multiplier funding shows GPE has influence over international financing, while the support for the SFP shows a willingness with the government to engage on the issue of improving domestic financing.

Assumption 2 does not hold. Sanctions and arrears have forced key stakeholders (the European Commission and the World Bank) to pull out of funding the education sector in Zimbabwe.

Assumption 3 does not hold. The economic and fiscal crisis in Zimbabwe is the key challenge facing the government, with lack of funding available for public expenditure becoming increasingly significant.

The evidence for assessing changes in the education system in Zimbabwe is strong. The evidence that allows the assumptions underlying the theory of change relating to sector financing in Zimbabwe is strong. The financial travails of Zimbabwe are clearly detailed, and the causes relatively easily discerned. Good financial records are kept and published by the government, and stakeholders speak frankly and cohesively about the root causes of issues related to the amount and quality of domestic and international financing.

3.5 GPE contributions to sector plan implementation[112]

152. Table 22 provides an overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below.

Table 21 – Progress made and GPE contributions to sector plan implementation

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD[113]				
Moderate: Implementation progress has improved in 2019, with targets being reached in curriculum development and policy reform – however, many areas are behind schedule, and many KPIs are not being met. Considering the economic circumstances in Zimbabwe, modest progress on the ESSP should be seen as an important success for MoPSE.	**Strong:** Donor funding is key to ESSP implementation. Key areas such as curriculum implementation, policy reform and LWS have been entirely financed by the EDF and GPE. While it is impossible to disentangle EDF and GPE contributions it is clear that both are strong.	1	2	3	4	5
		STRENGTH OF CONFIRMING/REFUTING EVIDENCE[114]				
		1	2	3	4	5

Characteristics of sector plan implementation

Finding 20: Effectiveness of implementation has improved over the course of the ESSP (2016-2020) with some progress made in key areas such as the new curriculum and policy, legal and regulatory frameworks. However, generally, implementation is behind schedule. Implementation capacity is severely limited by lack of funding, and a related lack of human resources both within MoPSE as well as within in-country partner donors.

153. **While there has been progress in improving implementation efficiency between the 2018 and 2019 reports, this has been hampered by growing economic crisis, as well as weaknesses in operational planning and implementation capacity.** Stakeholders interviewed during the first mission (2018) indicated that most efforts were targeted towards planning (owing to a mixture of political unrest and

[112] This section addresses evaluation questions CEQ 1.3 and 1.4, as well as (cross-cutting) CEQ 3.1 and 3.2.

[113] For sector plan implementation, the five underlying assumptions in the country-level ToC were (1) relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; (2) available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; (3) country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum; (4) c-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation; and (5) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

[114] The weighing of confirming and refuting evidence for each contribution claim is presented in Annex F.

resources being directed towards planning and the actual application process for the further GPE grant) but felt that in the upcoming years further progress on the implementation side should be witnessed. The 2019 country visit was set against the stark deterioration of the economic situation in Zimbabwe. A lack of foreign currency and the devaluation of the RTGS dollar has led to cash shortages, and shortages of imported goods such as fuel, as well as a serious reduction in the spending power of those on RTGS salaries. This has seriously hindered the implementation capacity of the ministry, with a lack of funding and the threat of teachers' strikes.

154. The first annual report for Zimbabwe (2018) noted that there was modest progress against targets in the program area of Policy, Legal and Regulatory Framework; however, many policies are lagging behind. Since then, and despite the economic crisis, implementation in certain areas has picked up pace. In Program Area 2, the Curriculum Framework and Implementation Plan is in place and syllabus interpretation workshops have been conducted for teachers who are to teach from the new curriculum. The first annual report noted mixed results in Infant Junior and Secondary Education, and this has not changed in 2019. While progress has been made in establishing ECD centers in primary schools, and increasing the provisions for NFE and for CWD, many of the targets in the ESSP have not been met. This is partly attributable to the economic crisis, but also rests on operational planning and implementation capacity.

Table 22 – ESSP implementation progress across the CLE reporting cycle[115]

ESSP AREA	PROGRESS 2016-2017[116]	PROGRESS 2017-2019[117]
Program 1: Policy, Legal and Regulatory Frameworks	Modest progress with the development of three draft policies; however, many policies lagging behind. NFE Policy in place.	While key policies still lag, this is because of issues with the cabinet approval process. The amended Education Act and SFP, as well as the finalized ECD policy, represent a significant achievement in pushing policy reform.
Program 2: Education, Research and Development	Curriculum Framework and Implementation Plan in place. Two syllabus interpretation workshops were conducted for teachers who are to teach from the new curriculum in 2018.	Curriculum implementation continues on course – with materials having been developed and rolled out to all class groups (bar Grade 5, which will begin with the new curriculum in 2019).
Programs 3, 4 and 5: Infant, Junior, Secondary Education	Outcome targets for junior education not met, with mixed results in infant and secondary education.	Performance against outcome targets continues to fail to reach expectations in junior education, with more mixed results in infant and secondary education.

[115] This table represents the authors' assessment of ESSP implementation progress summarized by the findings of the last two ESPRs as well as other data and stakeholder interviews. It is intended to give an overview of changes in implementation strength across the reporting cycle. Details on implementation of the ESSP and progress towards its target indicators is shown in Annex P and the activities undertaken are detailed in the narrative portion of this section.

[116] This corresponds to the findings of the Year I report of this evaluation.

[117] This corresponds to the findings of the Year II report of this evaluation.

ESSP AREA	PROGRESS 2016-2017[116]	PROGRESS 2017-2019[117]
Learner Welfare Services (under Programs 3, 4 and 5)	Progress being made, but efforts focused on planning with few concrete actions being undertaken.	Significant achievements in the provision of services for CWD, and concurrent improvements in the number of CWD enrolled in mainstream education.
Program 6: Management and Capacity-building	No targets set in this area	No targets set in this area

Source: Authors' elaboration from ESSP and ESPRs for 2017 and 2019

155. **Of all ESSP components, the most progress has been made on the development of new policies for the education sector (under Program 1).** The development of new policies relating to key education sub-sectors is a key priority of the ESSP. Annex Table 8 lays out the progress on policy development priorities, as outlined in the 2018 ESPR. There is notably more discussion in the ESPRs from the ESSP on actions taken in policy development and improvement (as compared with the infant, junior and secondary education programs). This may be because of the financial constraints faced by MoPSE, which mean that most school-based development is undertaken using fees collected from students, rather than funds disbursed from MoPSE, and is thus more difficult to monitor and report on. While progress against policy targets has been good in the last year, it is still lagging behind expectations, with the SFP still awaiting final cabinet approval. These processes are, however, outside of the control of MoPSE.

Table 23 – Curriculum reform progress (2016-2018)

YEAR	TARGETS
2016	1: Preparation
2017	2: Preparation and phased implementation commences (ECD A/Grades 1 & 3/Forms 1, 3 & 5)
2018	3: Preparation and phased implementation continues (ECD B/Grades 2 & 4/Forms 2, 4 & 6)
2019	Preparation and phased implementation continue (Grade 5 implementation)

Source: ESPR and ESSP documentation

156. **Curriculum development and implementation is on course, with materials and training having been delivered to implement the curriculum in all grades apart from Grade 5 – due to be rolled out in 2019.** The process for curriculum development was strong during the ESSP implementation period. The development and rollout of a new curriculum was a core goal set out in the ESSP, with clear outlines of what was to be achieved each year in its progressive adoption. The progress towards the curriculum implementation has been strong, with MoPSE consistently hitting its targets for rollout. The comments in the ESPR note that, while the rollout has gone to plan, more work is needed. The specific areas for further improvement were:

- Recruitment of teachers to cover leave;
- Training of teachers on subject specific topics;
- Increased alignment with MoHTESTD on teacher training for the new curriculum;
- Support for private publishers to keep up with demand for new textbooks, and support to the Curriculum Development and Training Services (CDTS) to cope with a backlog of books needing approval.

157. While the ESPR noted these areas for improvement, there are no strategies in the ESSP or NOP to work on them. Stakeholder interviews during the mission in 2019 suggested that overall there was a strong positive sense of the merits of the new curriculum implementation and that GPE support to these efforts had been encouraging. Despite the many challenges being faced across the country, implementation of the new curriculum was reported to have been going well at the district level, with some good progress being made and with improvements in sight. However, there were some concerns regarding training of teachers and adequate teaching resources and textbook targets being met.

158. The introduction of the new curriculum as well as the introduction of mother tongue instruction has led to a significant burden in meeting the new needs of teacher training both in-service and pre-service and stakeholders admit that there has been a lag in the Teacher Education Program[118] response to this. These lags in implementation in the curriculum have been attributed to shortfalls in manpower, a lack of communication and coordination between the two education ministries and pressure on supplies of teachers and infrastructure. Some stakeholders were also of the opinion that implementation of the new curriculum had been rushed, and this had led to inadequate levels of learning materials of certain subjects and poor provision of textbooks. Procurement remains a challenge as the purchasing of textbooks is slow because of the bureaucratic processes involved and inadequate funding, so the textbook–student ratio is still inadequate.

159. **The establishment of CERID (under Program 2) has fallen below expectations owing to a lack of clear direction and suitable staff within MoPSE to implement its projects.** One of the objectives of the ESSP was to establish CERID as the premier education research institute providing evidence-based outputs. This was to become the hub of all MoPSE monitoring, research and innovation, since past research activity had been undertaken in an *ad hoc* manner by independent institutions and individuals. However, stakeholders noted that CERID development had been slow. While they acknowledged GPE support in the development, it was also noted that, despite UNICEF support and MoPSE involvement, progress had not been made as expected, with some stating that CERID lacked vision and better staffing to develop further. Stakeholders noted that slow progress had been linked to bottlenecks, related to both funding and manpower (as a sub-unit of the Planning Research and Statistics department, people have to be recruited from the civil service) but also political will; if these are overcome, it may be possible to turn CERID into a parastatal that is semi-autonomous from the ministries' operations. It was noted that CERID has completed key work in the areas of school financing, school feeding policies and formative curriculum evaluation. However, lack of a clear dissemination plan has resulted in some of the findings not having been translated into policy – for example the school feeding report, which pertains to learner welfare, could have benefited from better dissemination.

160. **While there is no tracking of activities or outputs directly related to infant, junior and secondary education, many of the outcome targets for these programs have not been met.** There is a difference in how the infant, junior and secondary education programs are outlined in the operational plan, and how they are reported on in the ESPR. The NOP lays out a number of strategic yearly activities related to the sub-goals of each program, and, while some activities have no attached costings, there is a description of what will be undertaken by MoPSE over the ESSP. In the ESPR, there is no reference to these activities (for 2016, 2017 or 2018); instead, only progress towards the outcome indicators (taken from EMIS data) is reported on. This reporting is detailed in Annex Table 10.

161. **As a sub-program of infant, junior and secondary education, the LWS Department has made significant progress in implementing programs to improve inclusivity in education.** While LWS is not a

[118] The unit within MoHTESTD responsible for teacher education.

distinct program in the ESSP (with its activities falling across Programs 3, 4 and 5), it is unique in that its programs are implemented directly by MoPSE, rather than through the sub-national governments. It is also a distinct department from the schools' service (which deals with school administration), and therefore is worth treating separately in terms of its implementation progress. The department is responsible for support services under three pillars: learner welfare, psychological services and special needs education. As a centrally run department, it has recorded its activities, linked to the ESSP:[119]

- **School health:** A school health policy has been introduced, including delivery of cascade training for all school heads, and 17,000 copies of the policy distributed.
- **School feeding:** Between 2016 and 2019, school feeding programs have been rolled out, initially for infant education (ECD A and B, and Grades 1 and 2). Cereals are provided centrally by the government, while other foods are sourced locally and cooked on site (the model of this depends on the local resources, and the facilities available at schools).
- **Guidance and counseling:** With support from the National AIDS council, the United Nations Population Fund, UNESCO and UNICEF, MoPSE developed primary and secondary school counseling and guidance syllabi. Training was undertaken, but the ESPR describes this as unsuccessful, citing a lack of head teacher sensitization for lack of engagement at school level.
- **Children with disabilities:** Expanding opportunities for CWD was a key part of the ESSP strategy. Between 2016 and 2018, MoPSE has worked on the following key activities:[120]

  1. Distribution of assistive devices;
  2. Improving audiological assessments;
  3. Training for teachers, covering 100 percent of primary school teachers;
  4. Development of a database of learners requiring special assistance;
  5. Infrastructure adaptations in schools.

  The ESPRs do not provide details on the quantities or efficacy of these actions, and neither does the NOP, making it difficult to assess the effectiveness of the ESSP implementation for CWD. What is noted in the ESPRs is that the enrollment of CWD in mainstream education has far exceeded the targets set out in the ESSP (the ESSP targets the enrollment of 47,000 CWD, while in the 2018 ESPR it is reported that this figure has reached 57,000).

162. **Funding of ESSP implementation:** What is noticeable when looking at the effectiveness of ESSP implementation is the distinction on roles and responsibilities. The main failing of implementation of the ESSP is in the lack of actioned activities at the school level, and in teacher training. In the ESPR, while there are a number of activities listed on policy, curriculum development and student services, there are very few listed for infant, junior or secondary education. This is symptomatic of MoPSE allocating only 4 percent of non-salary funding for schools. As schools do not receive funding from the MoPSE budget, it is very difficult for MoPSE to shape policy at the school level, with schools working from their own school development plans, funded by levies paid by parents. Improving quality of education, through the improvement of facilities, training of teachers or provision of learning materials (beyond what is done through the rollout of the new curriculum), is mostly organized at school or district level – with little direction or monitoring from MoPSE.

[119] These bullet points relate to how its activities are described in the ESSP.
[120] ESPR 2016/2017/2018.

Box 10 – What limits sector plan implementation capacity in Zimbabwe?[121]

Outputs are not well linked to outcomes. While the ESSP/NOP contains a comprehensive list of outcome indicators for its school-based programs, and the NOP contains a comprehensive list of activities to be carried out, there is no logical way in which the two sets of figures are linked to each other. While this does not necessarily affect implementation directly, it prevents thorough reflection on the shortcomings of implementation, as failure to achieve outcomes cannot be linked to a failure to implement certain activities.

The NOP is not used as a framework for reporting. While in the endorsement session for the ESSP MoPSE made a commitment to yearly reporting on the NOP goals in order to reflect and course correct, this has only partially happened. While yearly ESPRs have been published, they have not been explicitly linked to the NOP, making it difficult to see whether the costings in the NOP have been met, and whether each activity has taken place on time. This makes course correction and coordinated planning during the implementation period difficult.

There is a disconnect between ESSP prioritization and prioritization during implementation. While the ESSP sets out six core programs, most of the activities described in the ESPR focus on administration, research and learning support services. While outcome indicators are measured for infant, junior and secondary education, there are very few activities listed that would show that proactive work is being done by MoPSE to achieve these outcome targets.

There is a lack of operational capacity. Interviewees in CSOs perceived the government as good at creating the plans, but 'less good' at operationalizing them. The main issue cited for the poor implementation record was lack of alignment between operational plans at all the different levels and the targets set out in the ESSP. This lack of coordination around the ESSP is derived from the fact that actions that were to be undertaken at the district level did not feed into provincial targets and these in turn did not fit into national targets. Additionally, the imbalance between different aspects within the ESSP (e.g. across areas such as non-formal education) have resulted in these ESSP objectives being difficult to translate into action.

There is a lack of coordination between line ministries. While curriculum reform has, overall, been successful, the ESPR notes that a lack of coordination between MoPSE and MoHTESTD has hindered implementation of certain aspects (such as training of teachers). Stakeholder interviews backed up the lack of coordination between the two ministries (with MoPSE developing the curriculum and MoHTESTD training the teachers) and between both of these ministries and ZIMTA (which actually trains the teachers). While it was reported that UNICEF has held some workshops on syllabus interpretation and there is meant to be a regular working group between the two ministries, these actions have not achieved much success.

163. As the DFID appraisal of the operational plans notes, without accurate costing of activities, and without reporting against those costed activities, it is not possible to accurately say what *has not* been done from the original NOP, but it is clear that the large majority of the intended ESSP activities have not been achieved in relation to its three school-based priority areas. This is reflected in the progress towards the outcome indicators – with the most success seen in access for CWD and increasing access to NFE, both of which are managed through a separate budget, with access and quality indicators for the general population falling well below expectations.

[121] It should be noted that this box covers technical and organizational limitations. The most important limitation to ESSP implementation is the lack of domestic financing for education in Zimbabwe. The issues listed in the box are all exacerbated by under-staffing and under-resourcing linked to the collapse of the currency and economy.

GPE contributions to sector plan implementation

Finding 21: GPE's financial support to the ESSP is crucial. The majority of ESSP implementation has been funded by GPE and the EDF. In terms of technical support, the development of quarterly budgeting has shown potential to help improve implementation capacity, by developing a 'planning' mindset in MoPSE.

164. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 25 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant or insignificant contribution to plan implementation in Zimbabwe. **This grouping does not constitute a formal score.**

Table 24 – Summary of GPE contributions to ESSP implementation

SIGNIFICANT CONTRIBUTION TO ESSP IMPLEMENTATION
• **Financial support through ESPIGs.** While in absolute terms GPE funding is a small proportion of MoPSE's budget, it is hugely significant in comparison with the funding available for non-salary expenditure. Almost all actions completed from the ESSP have been supported partially or totally by GPE funding. • **Introduction of a VT of funding.** The introduction of performance-based financing in Zimbabwe has had a significant effect on motivating MoPSE to push for certain activities to be completed. This is particularly true of the improvements made to EMIS timeliness and the release of SIGs.
MODERATE CONTRIBUTION TO ESSP IMPLEMENTATION
• **Support in developing ESSPs.** While the ESSP is an important document in shaping thinking around implementation in Zimbabwe, its lack of costing and accurate financial planning means it does not go as far as it could in coordinating sector improvements. • **ECOZI support for operational planning at district level.** ECOZI has been key, both through coordination of its membership and through its thematic leads , in supporting the development of DOPs. These efforts have been held back by a lack of resources, logistical difficulties and a need for more capacity-building at sub-national levels. • **Support for implementation capacity-building.** While UNICEF has provided *ad hoc* technical support for building the implementation capacity of key government departments, more could be done to work with MoPSE in building capacity of key staff. • **Advocacy for better accounting and planning.** The changes made in the last year to how GPE/EDF funds are disbursed to MoPSE (moving from *ad hoc* release to quarterly budgeting) has great potential to improve active planning capacity in MoPSE. It is, however, too early to say conclusively whether this has had a significant impact.

Source: Authors' elaboration

165. **As there is a certain amount of EDF and GPE funding support for all MoPSE activities, it is often difficult to delineate between what different contributions achieve.** While GPE II ESPIG funding was not aligned with government PFM systems, it is closely aligned with the ESSP, and is not reported on separately from ESSP reporting. ESPIG spending overlaps with MoPSE spending across all of the ESSP activities, and, while there is qualitative reporting on what GPE funding contributed to, there is no costed reporting on exactly *how* GPE funding contributed to these ESSP activities. The program document for GPE II gives broad costing for sub-components – but it is not made clear whether this is to cover the whole cost, or whether there is a Treasury contribution through MoPSE. These costings have not been reported on in subsequent reports on GPE II.

166. While the alignment of ESPIG funding with the ESSP is a key strength of GPE funding in Zimbabwe, in the absence of financial alignment, or a NOP that provides costed roles and responsibilities, it acts as a barrier to transparency and accountability in implementation. The NOP has only two activities that were assigned to GPE in advance. The rest of the data available are made up of retrospective reporting on what GPE funding supported (though not how GPE funding supported it). Without clear reporting on what GPE funding was spent on, and which actions were undertaken specifically using GPE funding, it is not possible to see if their contribution reached expectations. It also does not provide enough detail to speak to the efficiency of GPE funding in supporting ESSP implementation. These weaknesses in monitoring were noted with the independent evaluation of UNICEF[122] during the previous ESPIG cycle, and appear not to have improved since.

167. **GPE contributions to ESSP implementation (2016-2018):** In spite of the lack of clarity, it is possible to say that GPE has made a significant contribution to the achievement of key ESSP aims, given that all activities reported in the ESPR are funded significantly through either GPE or EDF funding. The GPE contribution is particularly visible in policy development and curriculum reform.

168. Table 25Table 26 summarizes the GPE contributions to ESSP implementation (as quoted in the May 2018 multiplier funding program document); a full description of GPE activities for 2016-2018 is in Annex Q.[123]

Table 25 – Summary of GPE ESPIG contribution areas (2016-2018)

ESSP PROGRAM	ESSP SUB-COMPONENT	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2017	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2018
Policy	**1.1 Policies and legislative reform**	Formed thematic working group on policies and legislation; work done on harmonizing statutory instruments on ECD to form a policy framework; submission of Memorandum of Principles for draft amendments of Education Act approved	Approval of Education Amendment Bill
	1.2 Develop SFP	ToR for consultant drawn up	Development of SFP (with EDF); draft presented at the JSR
	1.3 Implement Inclusive Education Policy	Establishment of thematic working group including Ministry of Healthcare and Children and CSOs	Consultant hired for policy in early 2019 with consensus around need for a costed, actionable policy

[122] Published by UNICEF with support from Mokoro in 2015.

[123] It should be noted that, as grant agent, UNICEF is responsible for monitoring the progress of EPSIG implementation – lack of a clear monitoring framework for GPE II and lack of timely reporting on ESPIG progress shows a lack of effectiveness on UNICEF's part. The most recent reporting (2017 annual report) available from UNICEF reports on 10 percent of the ESPIG funding amount (US$2.7 million out of US$22 million had been programmed at the point of reporting).

ESSP PROGRAM	ESSP SUB-COMPONENT	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2017	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2018
Curriculum	**2.1 Updated curriculum implementation**	Training of 30,000 teachers in Q3, for phasing in new curriculum in 2018	8,134 Grade 5 teachers being trained on syllabus interpretation, with mop-up training for 9,735 ECD A – G 4 teachers who missed training in previous cycle
	2.2 Purchase textbooks and learning materials	Contracting of companies for printing books; 3,000 priority schools identified for procuring books; 72 syllabi for indigenous languages developed Development of teacher guides for new learning areas Syllabi translated into 13 languages	Phase 1 covered by EDF (ECD A G 1 and 3, F 1 and 3); Phase 2 (ECD B, G 2 and 4, F 2 and 4) reached 4,711,680 learners in 5,594 schools finishing in March 2019; MoPSE and UNICEF procuring 12,600 science kits for 4,377 primary schools–- 2,100 supported by GPE, remainder supported by EDF; Support for development of 8 indigenous language syllabi – GPE supported 144,000 syllabi
	2.3 Consolidate Early Reading Initiative (ERI)	Concept note developed for inclusion of ERI in teacher education, and budget allocated to MoHTESTD to implement the new training; 4,221 schools supported to develop outdoor ECD play areas	4,221 most disadvantaged schools supported to set up ECD outdoor play areas; GPE provided US$2,500 per school, and communities supported with local materials and labor
Equity	**3.1 Special needs education, school psychological services**	Request submitted to MoPSE to establish a special needs education teachers discussion platform; Final ERI and Performance Lag Address Program (PLAP) supplements sent for printing, expected in early 2018; Draft of teachers' inclusive education handbook piloted in 2017, during ERI PLAP training workshop;	25,200 copies of the ERI/PLAP supplement printed and distributed to all primary schools in 72 districts. Supplement used to train all primary school teachers, reaching over 80,000, in teaching CWD; Inclusive education handbook finalized;

ESSP PROGRAM	ESSP SUB-COMPONENT	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2017	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2018
		Training of trainers on inclusive teaching methodologies to mainstream in schools; Psychometric test development workshop run; Discussions had around developing a database for vulnerable children	Teachers trained on effective delivery of new curriculum to CWD; Development of screening and assessment tools, and e-case management system. Screening systems piloted for 35,200 children. E-case management system presented in a workshop in early 2019 – MoPSE to develop prototype; In 2018, capacity-building workshop run for 10 provincial speech correctionists, and pilot training for primary and secondary school teachers in 1 district. Nationwide training will take place in 2019
	3.2 NFE	UNICEF supported MoPSE in developing a new syllabus; UNICEF led discussions with MoHTESTD on integrating NFE into pre-service training; Resolution to develop open and distant learning materials	270 teachers, education officers, school inspectors and other officials trained in open distance learning modules; Work done with MoHTESTD on integrating this into pre-service training
	3.3 Integrate PLAP into curriculum	Agreement reached to integrated PLAP into pre-service training; Curriculum-based tests in English and math presented to MoPSE; PLAP included in the inclusive education handbook	Work to integrate ERI, PLAP, NFE and TPS as well as the new competency-based curriculum into pre-service teacher education. Following a technical workshop, a draft curriculum harmonization framework was produced, and will be developed into teacher education curricula in 2019
	3.4 Provision of learning facilities for most	Agreement on modality for complementary funding	188 schools selected to receive complementary funds to complete construction projects, or to establish science

ESSP PROGRAM	ESSP SUB-COMPONENT	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2017	ESSP ACTIVITIES COMPLETED WITH SUPPORT FROM GPE FUNDING IN 2018
	disadvantaged districts		laboratories. Disbursements will happen in 2019
Institutional strengthening	**3.5 Demand-led response to national and sub-national leadership, management and capacity development**	ToR drawn up for Ernst & Young to conduct holistic organizational development review; Concept note for CERID developed with support from Cuban educationalists	Strengthening of competency in 31,855 primary and secondary teachers in guidance and counseling. Further modules to be developed in 2019; With support from UNICEF, MoPSE carried out baseline survey to establish skills gap in leadership and management; CERID contributed to formative evaluation of the competency-based curriculum. Office space found but furnishing and capacity building still needed
Monitoring and ESSP development	**3.6 Monitor and evaluate program**	ESPR 2017 completed and published; Review of GPE I completed	GPE I report delivered in 2018, with recommendation to implement sector-wide M&E systems being implemented; ESPR and JSR completed with support from UNICEF

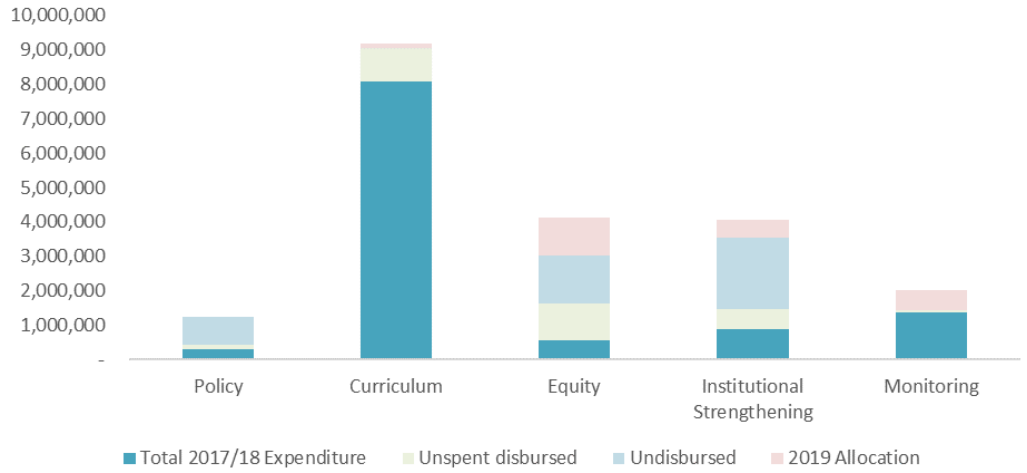
Source: UNICEF GPE II annual reports 2017 and 2018

169. Figure 5 shows the most recent figures for the spending against the fixed part of the ESPIG. What they show is a substantial underspend against allocated resource for the first year of implementation.[124] Across the five ESPIG components, just 28 percent of the planned allocation was spent.[125] No reason is given in the annual report for this underspend, but country stakeholders assert that this owed mostly to a lack of capacity in MoPSE, and the change in how UNICEF disbursed funding (moving from *ad hoc* disbursement to quarterly budgeting), which led to a backlog in appropriations in 2018.

[124] This is for 2017: as explained in the previous section, this owed largely to issues with moving to quarterly budgeting. This has since been remedied, and the flow of funding from UNICEF to MoPSE has improved. There is also a challenge reported by both MoPSE and UNICEF stakeholders that some departments are not taking advantage of funding available to them, and are not accessing the full amount of funding released by UNICEF.

[125] This contrasts sharply with UNICEF's endline on the last ESPIG, which noted that disbursals had been efficient and predictions accurate, and praised the costed yearly plans by the sub-component focal groups provided.

Figure 6 – GPE ESPIG (fixed part) cumulative allocations and expenditures per GPE II component (2017-2019) (current US$)[126]



170. **The VT, and in particular the use of process-level DLIs, has been an important motivating factor in ESSP implementation.** The introduction of performance-based funding has shown itself to be a key motivating factor in the achievement of some of the ESSP objectives – particularly the introduction of amendments to the Education Act. While it is not possible to say whether the MoPSE would have achieved the targets set out as DLIs without the added incentive provided by the performance-based funding, the opinion of stakeholders in MoPSE and ECG members is that they have played a role in focusing and motivating the MoPSE.

171. While MoPSE has had success in reaching the policy-related DLIs (shown in Table 27), it is not on track to reach those related to access and equity. While discussions are ongoing on the need to revise targets to make them more achievable, the issue lies further back down the results chain. In the program document for the variable part funding, a causal chain is given to show how MoPSE will achieve the targets. For the access target (transition rate in 17 poorest districts) and equity target (female Form 1-4 survival rate), the main strategy for achieving them is community sensitization.[127] Considering that the evidence in the education sector analysis records the primary reason for non-engagement or non-completion as being the inability to pay school fees, this tactic seems misplaced. When examining female survival rates, the ESPIG VT application document recognizes the financial factors behind drop-out but surmises that the issue is that parents do not value education highly enough. The average household cost of a day of secondary school, according to the last education sector analysis, equates to roughly 75 percent of the average household income. Efforts to regulate this would likely be more effective than community sensitization programs.

172. Stakeholders suggested the VT had been effective at pushing implementation capacity, in terms of motivation within MoPSE. They felt that the process DLIs were much better indicators in terms of their capacity-building and motivation effect, as they were more directly tied to ministry effort and therefore easier for the ministry to push forward. Some stakeholders also indicated that, while there was an initial reluctance on the part of GPE to adopt process-type DLIs, which are directly tied to ministry effort, they

[126] These figures are sourced from the 2017 and 2018 UNICEF GPE II annual reports

[127] Focused on instilling in communities the value of education. Source: Variable Part & Multiplier Funding Program Document (2018)

have been an important mechanism, particularly when the many of the outcome-level DLIs have not been met despite efforts invested.

Table 26 – ESPIG/multiplier VT performance indicators

DLI CATEGORY	INDICATOR	BASELINE (2017)	2018 TARGET[128]	2019 TARGET
Student outcomes[129]	Transition rate in 17 poorest districts	65.4%	% increase in 10 poorest districts	% increase in all 17 poorest districts
	Female survival rate (Forms 1-4)	77.39%	79%	81%
Policy development	Revision of Education Act with promotion of alternatives to corporal punishment	Revised	Submitted to cabinet	Approved by cabinet
	SFP submitted to cabinet		SFP submitted to cabinet	
Yearly processes	SIG released in Q1[130]	SIG released in November 2017		SIG released to schools in Q1 (by March 31, 2019)
	ZELA findings and recommendations adopted and implemented	ZELA 2017 completed and shared (April 2018)	Pre-2018 ZELA findings and recommendations reviewed and at least 3 being implemented and ZELA 2018 completed and shared on MoPSE website	ZELA 2019 completed and shared on MoPSE website and at least 3 new recommendations being implemented
	EMIS data available by Q3			Available
System improvements	Every school receives a package related to the new curriculum framework, syllabi and continuous assessment tasks		Every school receives CD package	
	Number of primary teachers that have participated in new math in-service training		50% of schools with two teachers per school	50% of schools with two teachers per school

Source: GPE Multiplier and VT Funding Application (2018)

[128] The actuals for these targets had not officially been released at the time of writing. While some data are available in the ESPR, for the DLIs all results are independently verified by ECOZI.

[129] DLIs are categorized here by student outcomes, policy development, recurrent processes and system improvements. This is a categorization imposed by the authors not by GPE or the government. For most discussions during the application process, DLIs were divided between outcomes (covering the first of these sub-categorizations) and processes (covering the rest).

[130] The SIGs are released each year, with the intention being that schools have them before the beginning of the school year to make necessary improvements during the summer break. Currently, grants are not released until late in the year.

173. **Multiplier funding:** While multiplier funds have yet to be disbursed, the planned US$7 million top-up of SIGs will be an important factor in decreasing disparities between poorer and richer schools. The DFID and KfW contributions will be divided between replenishing the EDF and an upcoming standalone DFID program (funded solely by DFID). UNICEF plans to work with the EDF funders to better harmonize GPE and EDF funds, and to align them better with the successor to the ESSP, and, while concrete plans are not in place, there is enthusiasm to work in more harmonized ways among the donors.

174. **GPE's support for better sector planning has generated a framework around which greater harmonization and alignment can be built.** GPE's core advocacy impact in Zimbabwe has been around pushing for robust sector planning and greater alignment both with the plan and with PFM systems. While the NOP, POPs and DOPs are less-than-perfect instruments, their existence gives a framework against which implementation can take place at every level. Similarly, the presence of these plans, while not giving any costed space for donors, gives a common cause for donors to push against. GPE's push to establish and focus the ECG is also described in the 2015 independent evaluation of UNICEF's contribution to education in Zimbabwe as being an important forum for discussions around implementation, bringing together donors, ministries and NGOs that had not previously been involved in high-level discussions on implementation. It is these synergies between planning, dialogue, monitoring and implementation where GPE has most room for advocating for greater effectiveness in implementing sector planning. While there is still a great deal of work to be done in Zimbabwe, it is likely that this advocacy *across* the planning cycle is having an effect (especially with committed partners on the ground), evidenced by the importance placed on planning, dialogue and monitoring as part of implementation at all levels of the sector, from schools to MoPSE.

175. **While EMIS still needs strengthening, its inclusion in the VT DLIs has been a significant motivating factor in producing more timely data.** GPE has made significant efforts to improve EMIS data quality in Zimbabwe; however, data still suffer in terms of timeliness and accuracy. Stakeholder interviews in particular noted the need to improve EMIS. The current system relies on school heads filling out paper forms, which can slow the generation of real-time information. Stakeholders noted a strong need for a digitized system, for a system that embeds M&E officers at the provincial or district levels and for dedicated EMIS officers (either tied to district offices or as roaming support from provincial levels) as a means of fast-tracking the collection, analysis and publication of data in a timely manner. Stakeholders felt that such efforts would allow policy-makers to make more informed decisions with real-time data. A stakeholder suggested that the current data generation system places immense pressure on officials at all levels of the system to game the numbers for their benefit or to avoid criticism. GPE's channeling of funding to timely EMIS data was noted to be a good motivator but it was suggested that it could be accompanied by support in reaching the targets. That the process of creating and validating forms had started earlier in 2019 (in March) was noted as a positive factor that is likely to generate the data sooner for use. However, stakeholders noted key challenges with the timeliness of the EMIS data, with some stating that the EMIS 2018 data were yet to be released.

176. **Implementation capacity:** Some stakeholders noted that ministry capacity remained a key constraint to implementation. However, one stakeholder identified the Holistic Organizational Development (HOD) review, funded by GPE II, as a very useful exercise that has the potential to address some of the implementation barriers. At the time of writing, a report had been produced; the next step is the development of a strategy to address the recommendations of this. is was a degree of eagerness within the ECG to act on these recommendations, but also recognition that addressing bureaucratic inefficiencies and capacity during a period of severe economic challenge will be challenging. The process, however, shows an openness on the part of MoPSE to address organizational capacity issues – and is an important input supported by GPE.

Additional factors beyond GPE support

177. The unique political and financial situation in the country as well as the consequences of the cyclone have meant that many aspects have been beyond the control of the government as well as donors. Many of the indicators are dependent on data collection, which has not happened in a timely manner across the country; this has affected delivery. Stakeholders within the country recognize that the Secretariat has been understanding in this regard and has extended GPE engagement in the country for a year to help meet these targets, in the understanding that the issue has been more about timing than delivery. Last year's mission report highlighted that Zimbabwe was behind on implementation but there was a strong confidence that it could catch up. However, this has been hampered by Cyclone Idai.

Unintended consequences and unexpected outcomes of GPE support

178. Some stakeholders were of the opinion that there had been a major push by the government to create the ESSP, motivated in large by the resultant access to funding, and that this enthusiasm for plan implementation had waned after the plan had been created.

Implications for GPE's ToC and country-level operating model

Finding 22: The implementation of performance-based funding in Zimbabwe reinforces its usefulness – acting as a key motivating factor in improving key MoPSE processes. In Zimbabwe, it was found that process-level indicators produced better results, in terms of increasing motivation and building capacity, than did outcome indicators.

179. Year II findings, based on documentary evidence and stakeholder interviews, indicate that implementation progress, while delayed, has been stronger in the last year. Particular success has been seen in the work done on policy development, the new curriculum and inclusive education. However, evidence has also been found to suggest that progress at the school level has been seriously affected by both funding gaps and human resource gaps in the ministry. It has also been noted that a strong reliance on levies undermines equity by removing funding from the most disadvantaged schools. VT funding was said to be a good motivating factor, and, while some targets have not been met, it has had a clear effect in focusing implementation efforts. Implementation of the ESSP has led to system strengthening and improved student outcomes in certain key areas – such as in inclusive education. While there is stagnation in some outcomes, this is not attributable necessarily to implementation performance, as economic factors undermine improvements made. It is too early to see whether the new curriculum leads to changes in learning outcomes, or access.

Box 11 – Testing assumptions and strength of evidence

For sector plan implementation, the five underlying assumptions in the country-level ToC were **(1)** relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan; **(2)** available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan; **(3)** country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum; **(4)** country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation; and **(5)** the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

The final assessment at the end of the final year of this evaluation is:

Assumption 1 does not hold. Financial and human resources issues severely limit the capacity of MoPSE to implement the ESSP.

Assumption 2 does not hold. There is a severe shortage of funding available to implement the ESSP.

Assumption 3 holds. While there is a lack of financial alignment of donor funds, the activities of key partners (EDF, GPE, the Campaign for Female Education (CAMFED)) are aligned to the ESSP and coordinated through the ECG.

Assumption 4 does not hold. While the JSR process has improved significantly, it is not closely linked to the ESSP, partly because of the lack of costed plans in the NOP that would allow for accurate course corrections.

Assumption 5 holds. Improvements of ZELA and EMIS are key indicators for the ESSP, as well as being DLIs for the VT ESPIG funding.

This shows that overall the critical assumptions underlying the ToC do not hold in Zimbabwe. This raises the question of how a sector plan can lead to better implementation, when the capabilities and resources to do so are not evident. As detailed in the planning section of this report – this will be the key question for those looking to develop the next sector strategy.

The evidence for assessing changes in the education system in Zimbabwe is moderately strong. There is adequate data available on issues such as the quality of the JSR process and the development in ZELA and EMIS systems – and while it is difficult to decisively measure/determine motivation – there is ample evidence available, particularly on human and financial resources to assess the implementation capacity of MoPSE.

4 Progress towards a stronger education system

Introduction

180. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: 'Has sector plan implementation contributed to making the overall education system in Zimbabwe more effective and efficient?'

181. Progress towards a stronger education system is measured by drawing on evidence of achievements in the priority areas outlined in the 2016-2020 ESSP. The analysis focuses on changes that go beyond specific activities or outputs, and instead constitute changes in the existence and functioning of relevant institutions (e.g. schools, district education offices, provincial education offices and MoPSE), as well as changes in relevant rules, norms and frameworks (standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.[131]

182. Table 28 provides an overview of system-level improvements observed in selected key aspects, whether the respective issue had been addressed in the ESSP and whether ESP implementation likely contributed to the observed changes.[132]

[131] Please see definition of 'education systems' in the terminology table of this report. The GPE 2020 corporate RFIs define six indicators for measuring system-level change: (1) increased public expenditure on education (RFI 10, covered in Section 3.3 on education financing); (2) equitable allocation of teachers (RFI 11, covered here under Access and Equity); (3) improved ratios of students to trained teachers at the primary level (RFI 12, covered below under Quality and Relevance); (4) reduced student dropout and repetition rates (RFI 13, covered in Section 5); (5) the proportion of key education indicators the country reports to UIS (RFI 14, covered here under Sector Management); and (6) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

[132] The fact that a certain issue had been addressed in the ESSP does not guarantee that related changes occurred because of plan implementation.

Table 27 – Assessment of the contribution of ESSP implementation to system-level change

PROGRESS/IMPROVEMENTS MADE DURING REVIEW PERIOD	HAD ISSUE BEEN ADDRESED IN THE ESSP?	LIKELIHOOD OF ESSP 2016-2020 IMPLEMENTATION HAVING CONTRBUTED TO NOTED IMPROVEMENTS	DEGREE TO WHICH UNDERLYING ASSUMPTIONS HOLD [133]			
Moderate: System changes intended to improve **access and equity:** While some progress has been made in establishing policies for reducing cost of schooling and extending opportunities for CWD the issues with BEAM and high cost of schooling are reducing the effectiveness of the system.	**Moderate:** While issues for CWD are addressed in the ESSP, issues around the costs of schooling and financing policy reform were not featured.	**Strong:** While some key improvements were not included in the ESSP, it is possible to see how use of an ESP has led to some key system changes.	1	2	3	4
Strong: System changes intended to improve **quality and relevance:** Introduction of the new curriculum and of mother tongue instruction are key system-level improvements to the quality and relevance of education.	**Strong:** Issues around curriculum reform, mother tongue instruction and teacher supervision were central to the ESSP.	**Strong:** It is clear to see how curriculum development has been brought about by use of the ESSP.	STRENGTH OF THE CONFIRMING/REFUTING EVIDENCE[134]			
Moderate: System changes intended to improve **sector management**	**Moderate:** There are many changes that have occurred (particularly in EMIS and PFM) that were broadly set out in the ESSP but with no specific targets or strategies.	**Moderate:** While the ESSP has helped place focus on sector management, it has not been the key driving force behind the improvements seen.	1	2	3	4

[133] The four underlying assumptions for this contribution claim were (1) sector plan implementation leads to improvements on previous shortcomings in relation to sector management; (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; (3) ESP implementation leads to improvements on previous shortcomings in relation to learning; and (4) it leads to improvements in relation to equity.

[134] The weighing of confirming and refuting evidence for each contribution claim is presented in Annex F.

System changes promoting Access and Equity

Finding 23: The education system has shown progress in relation to access and inclusivity. The key barrier to system strengthening remains the excessive reliance on donor and household funding for non-salary expenditures, which excludes children from education, creates shortages and inequities in school funding and weakens central control over school-level system development.

183. **Changes in school numbers and status:** The number of schools available has increased across all levels of education (with increases for ECD, primary and secondary schools at 8, 5 and 19 percent, respectively, between 2013 and 2017).[135] For primary and secondary schools this growth has outstripped growth in enrollment and led to a drop in student/school and student/classroom ratios, while rapid increases in ECD enrollment have meant that student/classroom and student/school ratios have risen in the past five years (full data available in Annex Table 14). The greatest increases in school numbers are seen in P1/S1 schools (i.e., in sparsely populated urban areas) and the lowest increases in P3/S3 schools (i.e., in rural areas). There was no significant variation in rates of increase by registration status, and it is not possible to see whether nongovernment-owned schools have increased at different rates, owing to a change in the way government/nongovernment schools are categorized.[136] Stakeholder interviews noted that a main issue has been the process of changing satellite schools to registered schools. The evidence from interviews suggests quality issues, and worse outcomes in satellite schools, particularly in relation to areas such as infrastructure and teachers' working conditions.

184. The ratio of students to toilets has not changed significantly in recent years, and remains low at 25 students per toilet in primary schools and 18 per toilet in secondary schools. For comparison, the standard set by the UK government for UK schools mandates 20 students per toilet.[137] The SDG indicator for school toilet facilities is based on the proportion of schools with gender-segregated facilities.[138] While no data on this indicator are available for Zimbabwe, EMIS disaggregates toilet availability by gender, implying the presence of separated facilities.

185. **The introduction of amendments to the Education Act and the SFP are intended to reduce the cost of education to families.** There is disagreement in the data about the actual cost of schooling to families, with the 2015 ESA showing much higher figures than the self-reported data used in EMIS. ESA analysis averaged US$285 for day primary and US$370 for day secondary, with much higher figures for boarding schools. More recent EMIS data put the figures at US$122 for primary and US$507 for secondary. While these figures are lower than the 2015 ESA figures, they are higher than 2014 EMIS figures (US$40 for primary and US$95 for secondary).[139] While the EMIS data show an upward trend, it is inconsistent with

[135] These data are taken from a comparison of EMIS statistical digests from 2013 to 2017. The 2018 digest had not yet been published at the time of writing.
[136] About 75 percent of schools are governed by district councils, and were until 2015 categorized as nongovernment, but since then have been categorized as government-owned. Disaggregated data for kind of nongovernment school are not available pre-2016.
[137] UK Department for Education, Advice on Standards for School Premises (2015).
[138] UIS data on SDG 4 available at http://data.uis.unesco.org/
[139] Reported in the World Bank Public Expenditure Review (2017): http://documents.worldbank.org/curated/en/482991497632942842/pdf/116350-WP-v4-PUBLIC-JUNE21-6am-ZIMPER-Volume-4.pdf

the more impartial ESA data. While conclusions cannot be drawn on trends in education costs, the figures are consistent in noting 'financial crisis' as the main reason for school dropout.[140] As discussed, the purchasing power of parents has dropped severely and this may have serious ramifications since the majority of schools and the education system as a whole are heavily dependent on parental finance.

186. The amendment of the Education Act (submitted in December 2018) and the introduction of the SFP (currently under review) are both intended to help reduce the cost of education to families. The SFP is intended to regulate the way school funding is allocated and is aimed at combating the inequities caused by the regressive policy of allocating the most resources to P1/S1 schools (which also receive the most private income). It will also target how schools can leverage private payments, aiming to reduce the cost of schooling for families, and ensure equitable distribution of private incomes. The amendments to the Education Act similarly enshrine students' right to free basic education, and allow for the establishment of a fund to ensure payment of fees on behalf of students without the means to pay fees and levies. Some stakeholders noted the need for the SFP to be finalized for it to become an effective tool in the country.

187. **Support for vulnerable learners, school feeding and NFE.** Zimbabwe's main support program for vulnerable learners is the Basic Education Assistance Module (BEAM). This program was funded by MoPSE until the 2009 crash, at which point it became almost entirely donor-funded. In the period from 2013 to 2017, the proportion of OVC covered stagnated at primary level and decreased at secondary level. More worryingly, the number of outstanding claims on BEAM payments increased dramatically in the same period – from 6.4 percent to 86.85 percent at primary level. This owed to a combination of a crash in the amount of funding available for BEAM payments but also bureaucratic inefficiency in allocating and disbursing BEAM funding.

188. EMIS data show a significant increase in the number of schools providing feeding for students (from 9.2 percent in 2013 to 83.68 percent in 2017) in primary schools, with smaller increases to lower levels in secondary schools (from 4.8 percent to 16.11 percent). Evidence from the 2019 mission reinforces these findings, suggesting support to vulnerable learners and the school feeding programs has been among the more successful aspects in the education system in the recent past. The number of schools offering NFE programs has increased significantly in the past five years, at between 20 percent and 165 percent across different programs (see Annex Table 22). These programs cover basic literacy for out-of-school children (OOSC), functional literacy for adults and helping students who have missed school catch up with their peers. It is important to note that NFE is not funded by the government, and is either provided by NGOs or funded by fees paid by students, agreed on a school-by-school basis between teachers and students.[141]

System changes related to improving the Quality and Relevance of education

Finding 24: There is positive evidence on the implementation of the new curriculum and suggestions of improvements in the number of trained teachers and the implementation of TPS, which aim to improve continuous development and raise standards of pedagogy and accountability for teachers.

189. **The new curriculum:** The central development in subject matter content in Zimbabwe in recent years has been the introduction of a new curriculum. 2018/19 marks the first year that the new curriculum is

[140] Exact figures range from 68 percent in the 2015 International Labour Organization (ILO) study on child labor to 45 percent in the 2017 EMIS.
[141] ESPR (2018).

being run in schools, with alternating grades starting at ECD B working from it. As part of this rollout, every school has been provided with a digital syllabus, and students have been given new textbooks. While there is little detail available on the process of developing the new curriculum (i.e., its basis in literature, the needs it seeks to address and the methods used to address these needs), the core tenets of the curriculum, as outlined by MoPSE, are:

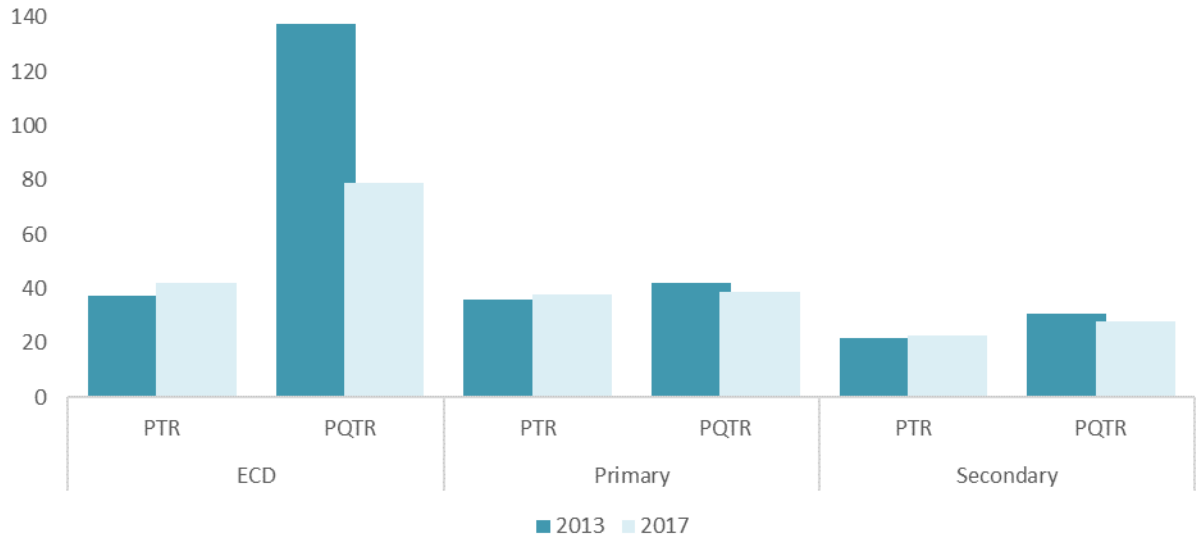
- To promote and cherish the Zimbabwean identity;
- To prepare learners for life and work in a largely agro-based economy and an increasingly globalized and competitive environment;
- To foster life-long learning in line with the opportunities and challenges of the knowledge society;
- To prepare learners for participatory citizenship, peace and sustainable development;
- To prepare and orient learners for participation, leadership and voluntary service.

Practically speaking, this is accompanied by a move away from summative assessments towards formative continuous assessment, and practical examinations. At the early stages of implementation, it is too early to make a serious assessment of the impact the new curriculum has had on the education system, in terms of its ability to deliver learning outcomes. Stakeholder interviews have highlighted concerns, as previously mentioned, in relation to resource and textbook availability as well as teacher training within the new curriculum. While progress has been made on all these fronts, further efforts are definitely required to meet targets.

190. **Mother tongue instruction:** Alongside the new curriculum, there is a renewed push to introduce mother tongue instruction in early grades of instruction in Zimbabwe. This has meant the translation of all infant education materials into a range of Zimbabwean languages. This process is ongoing, and, while materials have been translated into the most prominent languages (Shona and Ndebelele), there are some languages for which MoPSE is struggling to find translators. There is no timeline for the rollout of mother tongue instruction, but it is a priority for the CDTS Department alongside implementation of the new curriculum.

191. **Changes in teacher numbers and training:** Pupil teacher ratios (PTRs) have remained stagnant or increased across all levels of education. The ECD ratio increased by 12 percent between 2013 and 2017, while the primary and secondary ratios increased by 6 percent and remained static, respectively. While this is not a positive development, it is tempered by the fact that, across levels, pupil to trained teacher ratios (PTTRs) have fallen, including a 43 percent decrease at ECD and more modest decreases for primary and secondary level. Data are not available on the gender breakdown of teachers at any level, or variations in the PTRs and PTTRs across different school designations. According to stakeholder interviews, ZIMTA has had a key role and has been effective in developing the TPS to ensure uniformity in the quality of teachers across Zimbabwe. These strong foundations need to be built on, with efforts towards aligning with SADC standards for the region and developing a set of core competencies and a code of conduct for teachers. As of the time of writing, 12,000 teachers had been trained in math and the new curriculum as part of the ESSP.

Figure 7 – Comparison of PTR and PTTR across levels between 2013 and 2017 (EMIS 2013/2017)



192. **Non-teacher inputs:** The development of the new curriculum has led to a rollout of new textbooks. New textbooks for 2018 were procured and distributed to ECD B, Grades 2 and 4 and Forms 2, 4 and 6, with the rest due to receive text books in 2019. No data are available for the numbers of textbooks per student, or the equitable distribution of books. The data on computers show no improvement in the ratio of students to computers (with 135 students per computer in primary education and 39 in secondary education). For comparison, in a 2013 review of information and communication technology in education, it was found that at secondary level Rwanda had 40 students per computer and neighboring Zambia had 140.[142]

System changes related to improving Sector Management

Finding 25: The EMIS has shown improvements; however, it still suffers from issues relating to timeliness and accuracy. The lack of robust EMIS data hampered emergency response in the wake of Cyclone Idai.

193. **Development and function of EMIS:** The collection of data on schooling in Zimbabwe is coordinated by the EMIS unit in MoPSE. Data are collected at the school district level and funneled upward through the provincial governments to MoPSE. These data are compiled by an external body, and an annual statistical report is produced. Since the introduction of the new MoPSE website in 2017 these reports have been made publicly available.

194. The world banks Systems Approach for Better Education Results (SABER) sets out four broad criteria for assessing the quality of EMIS function: an enabling environment, system soundness, quality data and utilization in decision-making. Zimbabwe performs well against this framework, with EMIS taking on a key role in the policy cycle and monitoring process. Data produced are detailed and reliable, and the system comprehensively covers all levels of education, as well as issues such as NFE and access for marginalized groups (OVC and CWD).

[142] UIS, ICT in Education in Sub-Saharan Africa (2015).

Table 28 – Assessment of MoPSE EMIS using SABER criteria

ASSESSMENT USING WORLD BANK SABER[143] CRITERIA
Enabling environment:[144] EMIS system in Zimbabwe performs well within a data-driven culture. Data form the core of planning at all three levels of governance (national, provincial and district), and the collection and use of data is an institutionalized practice through the creation of yearly district and provincial operational plans that rely on locally collected EMIS data.
System soundness:[145] The data produced by EMIS in Zimbabwe are very comprehensive, covering a broad range of systematic indicators, covering all regions, schools and levels. Coverage of ECD, NFE and inclusivity has improved in recent years. Analysis of EMIS data is mostly descriptive – with little effort to move beyond the presentation of data to look at correlating factors inferential data use.
Quality data:[146] Data quality is good, but could be improved in some areas, particularly those that do not relate to systematic assessments (such as can be done through school administrations). For example, data on household education spending are weak because they rely on self-reported data – the reliability of which MoPSE does not attest to. Timeliness of data is a key priority for MoPSE currently, with the aim being to produce EMIS reports by the third quarter each year – which was not achieved in 2018.
Utilization in decision-making:[147] EMIS data are made available through the MoPSE website, which was set up in 2018. This allows for EMIS reports from 2013 to 2017 to be publicly available – greatly improving the accessibility and power of the data. EMIS data form the core of the annual ESPR reports and the JSR process. The issue with effectiveness in policy is the lack of correlational assertions – the descriptive nature of the data provides a 'health check' for the system, which is of great benefit, but EMIS could go further by providing more exploratory statistical analysis for policy-makers, using the breadth of available data to look at the specific effect of policies by correlating their implementation with specific system-level indicators.

195. The areas for improvement within EMIS lie with how the data are analyzed, rather than in their collection. The data reportage is mostly descriptive and does not make enough effort to give disaggregation beyond by gender. The data currently produced would go further in informing policy if more were done to look at correlations between key social indicators (wealth, socioeconomic status, urban/rural, disability status, OVC status) and key education indicators (enrollment, dropout, out-of-school rate, learning outcomes). Better disaggregated data would also help better reflect on why some ESSP targets are not being met, by providing for a more fine-grained analysis of *where* and *why* broad indicators (e.g. primary enrollment) have fallen short of expectations.

196. Improvements have been made within EMIS, according to stakeholder interviews during the 2019 mission. However, progress is slower than desired and a big push is required to digitize the system. A key finding was that the cyclone response could have been better had the data been digitized, accurate and timely. Data, while being available, have been presented in an uncoordinated and *ad hoc* manner. This has partly been attributed to changes in human resources where data production individuals have moved to other ministries to help with the emergency response and this has inadvertently adversely affected

[143] The assessment does not rigorously apply all SABER criteria but uses them as a guide for assessing EMIS function.
[144] Defined by: Legal frameworks, organizational structure and institutionalized processes, human resources, infrastructural capacity, budget and a data-driven culture.
[145] Defined by: Data architecture, data coverage, data analytics, dynamic system and serviceability.
[146] Defined by: Methodological soundness, accuracy and reliability, integrity and periodicity and timeliness.
[147] Defined by: Openness to EMIS users, operational use, accessibility and effectiveness in disseminating findings and results.

coordination in MoPSE. This degree of unreadiness in relation to emergency response was seen by one stakeholder as an opportunity for organizations like GPE to put emergency response planning as a key focus in future agendas. As previously mentioned, there was a need identified for EMIS officers either tied to district offices or as roaming support from provincial levels as a way of fast-tracking the collection, analysis and publishing of data in a timely manner. Most recent data (available in Q2 2019) are from Q3 2018. While this is behind what MoPSE aims to achieve, it is still an improvement.

197. **Learning Assessment System:** ZELA was initially started through the ETF in 2011, to help measure the impact of the funding. Since then, ZELA results have become a key part of MoPSE planning and inform some of the key indicators for the ESSP. ZELA measures English and Math achievement for students entering Grade 3 (i.e., assessing Grade 2 knowledge) and between 2012 and 2015 also measured Shona and Ndebele. Its development was supported by the Australian Council for Education Research. Annual test development and administration is governed by the Zimbabwe School Examinations Council. While ZELA continues to run as it has since 2011, recent efforts have focused on reintroducing regular assessments in student mother tongues (Shona and Ndebele) and also working ZELA findings and recommendations more effectively into the policy cycle. According to the ESPR, this was achieved in 2018.

198. In addition to ZELA, Zimbabwe was the founding country of SACMEQ, the Southern African Coalition on Measuring Education Quality, which produces a standardized test across 16 Eastern and Southern African states every five years. The focus of this testing has traditionally been reading and math, but SACMEQ 5, which is due to take place in 2019, will also examine health knowledge. The tests are administered to a representative sample of Grade 6 students.

199. **CERID:** In the past three years, MoPSE has worked on the development of CERID, a dedicated unit to carry out research in support of policy-making. CERID was set up with Cuban education research expertise support and has moved to prioritize four areas of research in education, including one on education financing.[148] As mentioned previously, stakeholder interviews revealed some positive advances resulting from CERID in relation to areas such as curriculum formation and teacher training. However, some areas, such as research dissemination, still require improvement.

200. **Developments in PFM:** GPE standards have been a key factor in pushing for an increase in funding for education, and GPE technical support has been crucial in developing the new SFP. As already mentioned, the World Bank has been noted to be a key player involved in cross-sectorally improving PFM in Zimbabwe in an attempt to eventually transfer responsibility of spending to government in an accountable way. Possible pathways for GPE to support financing include the provision of continuing support to improving PFM practices in MoPSE especially through GPE funds utilizing PFM, particularly as the World Bank is also now supporting PFM. Stakeholders have also advocated the need to adopt innovative financing models as outlined in the SFP.

201. Evidence gathered during this evaluation shows that coordination of response in relation to the cyclone has been strong, with open and effective sector dialogue facilitating a more efficient response. However, the recent disaster has also highlighted the need for more efficient data-gathering. MoPSE should also focus on integrating emergency readiness into teacher capacity-building and infrastructure development.

[148] Taken from ESPR – no detail given beyond this.

Did ESSP implementation contribute to system-level changes?

Finding 26: **In key areas, there is a clear and plausible link between the actions undertaken through the ESSP and improvements in the education system. This is particularly visible at the national level, in policy development, curriculum reform and learner welfare services.**

202. Documentary evidence and stakeholder interviews suggest that, to a certain extent, the development, implementation, monitoring and financing of ESSP has led to positive changes at the system level. Some improvements have been seen in access to education, particularly in relation to disadvantaged students. Sector management appears also to have improved through improvements in national capacity (including technical capabilities, political will and/or resources). There is a strong sense that, as implementation continues, it will enhance not only education quality but in particular shortcomings in relation to learning. Improvements in relation to equity have begun to be seen and should remain an area of continuing focus. The need for implementation and monitoring to be independent has been highlighted as a key factor to ensure actual progress is realized. Coordination in resources and better articulation of roles and responsibilities and more robust operational plans across all programs and donors as well as government efforts should be prioritized.

Table 29 – Linking system-level changes to ESSP implementation and donor support

	SYSTEM-LEVEL CHANGE	RELATIONSHIP TO ESSP IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Changes related to access and equity	Changes in school number and status	No specific targets in ESSP for school building. Registration of satellite schools and improvement in facilities mentioned as a broad priority.	Improvement of satellite schools has been funded through SIGs by GPE and EDF.
	Introduction of policy measures to alleviate burden of education costs for families	The development of both the amendments to the Education Act and the SFP are explicitly laid out in the ESSP.	The development of both policy moves has been supported by a broad range of actors including the World Bank, ECOZI, the EDF and GPE (through UNICEF).
	Decrease in reliability of BEAM payments for OVC	ESSP has no costed plan for continuing to pay BEAM payments – the disconnect between MoPSE and the Ministry of Social Welfare, and the sub-national governments that administer BEAM, mean it was not included in ESSP planning.	BEAM is entirely government funded, with no direct support from donors.
	Improvement in school feeding	No explicit strategies related to school feeding in ESSP.	School feeding is partly government funded and partly funded at the school level by fees and levies.
	Increase in the provision of NFE	While the number of students enrolled in NFE courses is an outcome target of the ESSP there are no explicit strategies or costing related to achieving these targets – with no MoPSE funding for NFE.	NFE programs are entirely run by NGOs, with no government funding.

	SYSTEM-LEVEL CHANGE	RELATIONSHIP TO ESSP IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Changes related to quality and relevance	Development of the new curriculum	Development of the new curriculum is a core goal of the ESSP.	All of the distribution of materials and training of teachers has been funded by EDF/GPE (with the exception of certain subjects).
	Development of mother tongue instructional materials	Alongside the new curriculum, the development of more mother tongue education is a key strategy is the ESSP.	This is being partially funded by EDF/GPE.
	Development of TPS	The development of the TPS is a key strategy in the ESSP.	This has been a collaboration between MoPSE and ZIMTA
Changes related to sector management	Improvements to EMIS	The key improvements to the timeliness of EMIS data production were not included in the ESSP – though strengthening of M&E capacity is included as a broad goal.	The major driving force behind this has been the GPE VT DLI associated with EMIS data publication.
	Improvements to timeliness of ZELA publication	While this is now included as a DLI for the VT funding, it was not explicitly included in the ESSP – being more broadly mentioned as a strategy.	This is not being supported by donor funding but is motivated by DLI and ESPIG funding release.
	Development of CERID	While this is explicitly included in the ESSP, development has been slow, and CERID is not performing the role that it was imagined it would play.	CERID is being supported by EDF/GPE funding – though delays in MoPSE in clearly defining the role and function of CERID mean much of this is not being accessed.
	Improvements in PFM	This is broadly mentioned in the ESSP but with no specific strategies.	Improvement in MoPSE PFM practices has been supported both technically and financially by UNICEF with GPE/EDG funding.

Source: Authors' elaboration from various sources

Implications for GPE's ToC and country-level operational model

Finding 27: Progress in key system-strengthening domains has been strong in Zimbabwe. This could be further strengthened by a cross-country capacity-building service provided by GPE – to allow best practice from other GPE members to be brought into play in Zimbabwe.

203. What is impressive when looking at system changes in Zimbabwe is how much has been achieved in the face of currency collapse, fuel scarcity and human resource gaps. A number of key reforms have been pushed forward, including the reform of the curriculum, the creation of mother tongue learning materials

and key policy reforms related to education. This is a testament to both the dedication and competency of MoPSE officials, but also the working collaboration between MoPSE and its key partners.

204. What arose repeatedly in consultation with key government stakeholders in Zimbabwe was the desire to learn more from neighboring countries. On key issues such as digitization of EMIS and introduction of the new curriculum, there are GPE partner countries that have undergone similar reforms with a range of successes and lessons learned. It seems then there has been a missed opportunity here for the GPE to become truly global, working to facilitate learning between countries or provide technical guidance on key cross-country issues (EMIS, curriculum, teacher standards, etc.). While the GRA are designed to do this, the format is not conducive to uptake by policy-makers. ECOZI spoke highly of the webinars it had been engaged in, which had allowed it to communicate with other civil society coalitions in other countries – and a similar regular activity for PSs could go a long way in strengthening networks and facilitating sharing of best practice.

Box 12 – Testing assumptions and strength of evidence

The four underlying assumptions for this contribution claim were **(1)** sector plan implementation leads to improvements on previous shortcomings in relation to sector management; **(2)** there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; **(3)** ESP implementation leads to improvements on previous shortcomings in relation to learning; and **(4)** it leads to improvements in relation to equity.

The final assessment at the end of the final year of this evaluation is:

Assumption 1 holds. Using a ministry-wide sector plan to guide implementation has significant benefits in terms of improving sector management – in that it gives a common language for implementing bodies to speak about, as well as a common framework to plan activities against. The use of outcome indicators has also given the ministry sharper operational focus.

Assumption 2 does not hold. While political will and technical capabilities are present in Zimbabwe, the severity of resourcing issues, both in terms of available fiscus and staff numbers, means the ministry is not able to fully capitalize on the motivation and technical abilities to meaningfully implement the ESSP.

Assumption 3 partially holds. It is difficult to assess the effectiveness of ESSP implementation in improving learning outcomes. It is very plausible that the focus on curriculum reform, teacher standards and mother tongue instruction will yield improvements in learning outcomes – but they are likely to be confounded by issues of access and attendance exacerbated by economic crisis.

Assumption 4 holds. There is relatively clear evidence that use of the ESSP has led to improvements in equitable access to education – such as the improvement of opportunities for students with disabilities and efforts to reduce cost of schooling.

The evidence for assessing changes in the education system in Zimbabwe is moderate. While data around changes in the system are well documented by EMIS and ZELA – the attribution of these to ESSP implementation is made difficult by the variety of confounding variables introduced by the fluctuating economic situation. This attribution is simpler when looking at assumption one which addresses sector management – more directly within the MoPSE's locus of control.

5 Progress towards stronger learning outcomes and equity

Introduction

205. This section provides a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Zimbabwe up to and during the review period (Key Question III from the evaluation matrix: 'Have improvements at education system level contributed to progress towards impact?') Key sub-questions are:

- During the 2012-2018 period under review, what changes have occurred in relation to (1) learning outcomes in basic education, (2) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- What are implications of evaluation findings for GPE support to Zimbabwe? (Key Question IV)

206. The evaluation is not attempting to establish verifiable links between specific system-level changes that occurred during the review period and impact-level trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact-level trends. However, where links are plausible, these are discussed. Table 31 summarizes CLE findings on any such plausible links, which are further elaborated on below

Table 30 – Assessment of contribution of system-level changes to improved student outcomes

IMPROVEMENTS MADE DURING THE 2012-2018 REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[149]	
Moderate: Equity, gender equality and inclusion. Improvements seen in enrollment at ECD level but also an increase in dropout rates, and failure to reach KPIs on Grade 7 survival. Modest increases should be seen as a positive trend in light of economic turmoil	**Moderate:** Improvements in provision for CWD can be plausibly correlated with the increases in their enrollment.	1	2
Moderate: Learning. Improvements seen in ZELA scores for math while reading scores deteriorated. SACMEQ score haves increased but not in line with improvements made in other SACMEQ countries.	**No evidence.** There is no strong evidence to link maintenance of learning outcomes with system-level changes.	STRENGTH OF EVIDENCE	

[149] The underlying assumptions for this contribution claim are (1) changes in the education system positively affect learning outcomes and equity and (2) country-produced data on equity, efficiency and learning allow for measuring/tracking these changes.

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Zimbabwe between 2012 and 2018

Finding 28: **There is a trend towards better access, equity and learning outcomes in Zimbabwe. However, the declining economic situation can be linked to exceptions to this trend such as stagnating completion rates and increasing drop-out rates, which can both be caused by increasing family poverty.**

Access, equity and gender equality in education

Table 31 – Overview of changes in access and equity indicators (2012-2018)

INDICATORS FOR WHICH VALUES IMPROVED DURING REVIEW PERIOD (2012-2018)
• **ECD and upper secondary gross enrollment rates (GERs):**[150] GER in ECD increased from 32.87 to 69.97 percent between 2012 and 2017, while GER for upper secondary increased from 11.10 percent to 15.21 percent *(EMIS Statistical Digest 2017)*[151] • **ECD and upper secondary completion rates:** Completion rates for ECD students increased from 66.16 to 93.68 percent between 2012 and 2017; rates at upper secondary increased from 10.55 to 14.92 percent in the same period *(EMIS Statistical Digest 2017)* • **Gender Parity Index (GPI) for upper secondary GER and completion rate** remains low[152] but increased from .75 to .80 between 2012 and 2017 *(EMIS Statistical Digest 2017)* • **Number of enrolled CWD**[153] enrolled in mainstream primary and secondary school increased from 40,226 in 2015 to 61,196 in 2018 (ESPR 2019) • **Learners enrolled in functional literacy classes** increased from 28,631 to 46,007 between 2015 and 2018 *(ESPR 2019)*
INDICATORS FOR WHICH VALUES DID NOT SIGNIFCIANTLY CHANGE DURING REVIEW PERIOD (2012-2018)
• **Lower secondary GER** has not increased significantly, with only a slight increase from 71.40 to 73.39 percent between 2012 and 2017 *(EMIS Statistical Digest 2017)* • **Primary and lower secondary completion rates** rose between 2012 and 2016 and since then have fallen slightly – remaining at 78 percent for primary students and 67 percent in lower secondary in 2016 • **GPI for ECD, primary and lower secondary GER and completion rates** have all remained stable, with minor variance between .98 and 1.02 over the review period *(EMIS Statistical Digest 2017)*
INDICATORS FOR WHICH VALUES DETERIORATED DURING REVIEW PERIOD (2012-2018)
• **Primary and secondary dropout rates** increased significantly between 2012 and 2017, 0.38 to 0.84 percent in primary and from 1.08 to 3.99 percent in secondary *(EMIS Statistical Digest 2017)*

[150] GER in Zimbabwe's EMIS data includes those in public, private and NFE programs.
[151] EMIS data taken from the 2017 Statistical Digest covering data from the 2011/12 until the 2016/17 school year (published in 2018). Figures for 2017/18 were not yet published at the time of writing. No EMIS data available from before the 2011/12 school year. Where figures were given for only one year, trends were compiled from the yearly digests.
[152] Through its RF GPE advocates for .88 as a minimum GPI (with 1.11 being the maximum).
[153] The number of CWD enrolled in mainstream schools is a key indicator for the ESSP, but no population-level data on CWD exist, making it hard to tell how complete the expansion of educational opportunities is.

- **Primary enrollment rates:** Both GER and the net enrollment rate (NER) have decreased for primary schools. GER decreased from 110.40 to 105.59 percent between 2012 and 2017. During the same period, NER decreased from 95.60 to 89.87 percent *(EMIS Statistical Digest 2017)*
- **Children and adolescent enrolled in Part-time Continuing Education Classes (PTCECs)**[154] decreased from 32,815 to 22,811 between 2015 and 2018 *(ESPR 2019)*

INDICATORS FOR WHICH NO CONCLUSIVE DATA ARE AVAILABLE

- **Out-of-school children/adolescents**[155] **(OOSC/OOSA)** was last measured by UIS in 2013 and is due to be measured again in 2019. UIS data showed an increase between 2012 and 2013 for the number of OOSC and a slight decrease in the number of OOSA

207. **Enrollment rates:** Primary GERs have fallen slightly in Zimbabwe in recent years, while significant improvements have been seen in enrollment in ECD and upper secondary level. While the primary GER is high (with figures over 100 percent denoting over- or under-age students in the system), it has been consistently dropping over the past five years. While this may be because of a balancing out of over-age students, the figures have also been dropping for the NER at primary level, which fell by 6 percent in the same time period. In other areas, enrollment rates look more positive. Enrollment at ECD has increased strongly, though the imbalance between increases in GER (+69.97 percent) and NER (+7.24 percent) implies that significant numbers of over- or under-age students are being enrolled in ECD. Gains in Form 5 and 6 enrollment are strong, but from a low base point, but encouragingly accompanied by a 9 percent increase in the GPI of enrollment (though at .85 it still falls below the GPE recommended minimum for equity). A full summary of GER and NER is shown in Annex Table 24.

208. **OOSC:** While rates of OOSC is a key indicator on the ESSP, and due to be reported on by the UNICEF MICS in 2019, it is not an indicator included in the EMIS data brief, as it cannot be ascertained from school data. The most recent UIS data on OOSC and OOSA are from 2013 and show a total of 398,579 OOSC and 66,348 OOSA. This equated at the time to roughly 11 percent of the school-age population.

209. More recent data are available on dropout and survival rates. Dropout rates at primary and secondary level have increased significantly in recent years, with the number of secondary dropouts increasing dramatically from 21,686 in 2012 to 70,608 in 2017, an increase of 269 percent. This represents roughly 4 percent of the secondary population dropping out per year. While increases are proportionally high at primary level, the proportion of the enrolled population that dropped out in 2017 is low (an increase from .38 to .84 percent) meaning a small absolute increase. In 2018 there were 18 percent more female dropouts than male dropouts at secondary level, but 15 percent more male dropouts at primary level.

210. **Survival and completion rates:** Survival rates, as measured by the proportion of those students who begin in Grade 1 still being present by the final grade, are at 79.83 percent at primary level, with female students having a slightly higher (7 percent) survival rate than male students. Completion rates have stagnated for primary and secondary schools, with rates having risen slightly between 2012 and 2015 before beginning to slowly drop again for 2016 and 2017 (see Annex Table 27 for figures). At ECD and upper secondary, significant increases have been seen in completion rates, with 41 percent increases seen at both levels. While the absolute increase for upper secondary is small (an increase of 4.5 percentage

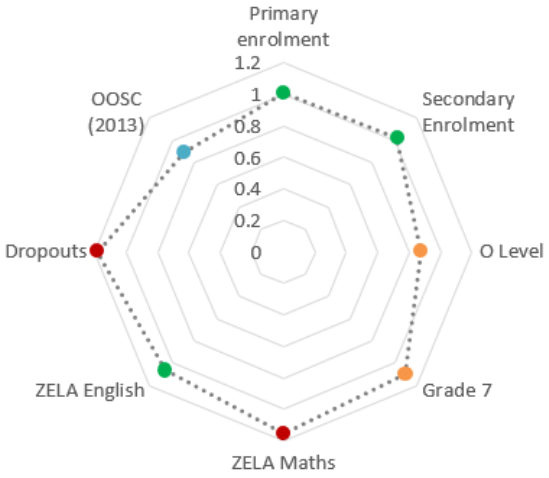
[154] This is not the only NFE program in Zimbabwe, but it is the largest, and the one that is being tracked in the ESSP/ESPRs.
[155] UIS data classify OOSC as those between 3 and 12 while adolescents are those aged 12-18. Data from http://uis.unesco.org/country/ZW

points from a baseline of 10.55 percent), the increases for ECD students, from 66.16 to 93.68 percent, are more impressive.

211. **Transition rates:** One of the KPIs for the ESSP (also a DLI for the VT funding) is transition rate from primary to lower secondary in the 17 worst performing districts. The most recent (independently monitored) data show that transition rates have improved across all 17 districts. For the DLIs the data are verified by ECOZI as an independent third party monitor.

212. **Gender parity:** Looking at trends in GPI across selected KPIs, there are mixed results. Using a range of .88 to 1.11 to represent reasonable levels of equity,[156] one sees equitable enrollment at primary and secondary level, borderline scores[157] in state exams and unacceptable inequity in the number of dropouts and learning outcomes (ZELA math), with girls having worse outcomes in these areas. Over time, GPI is generally stable for most student-level indicators. It is interesting to note the variety in GPI for completion rates regionally. While the country-level figure hovers around 1, at a provincial level there is wide variety. For example, for lower secondary completion in 2017, Harare had the lowest GPI, at .81, while Matabeleland North had a GPI of 1.41. The two biggest urban areas (Harare and Bulawayo) had the lowest GPIs – possibly implying better gender equity in rural schools.

Figure 8 – GPI for key education sector indicators[158]



213. **OVC and CWD:** While the EMIS data report significant increases in the number of OVC and CWD taking part in education (the number of CWD enrolled in mainstream primary and secondary school increased from 40,226 in 2015 to 61,196 in 2018), there are no records comparing enrollment or completion rates of different student groups. The absolute increase shows a positive trend of provision for OVC and CWD, but does not tell the full story, or allude to outcomes for these students.

[156] This is the range used in GPE's RF, with figures below .88 implying an underrepresentation of girls and figures above 1.11 representing an overrepresentation of girls.
[157] At either .88 or 1.11.
[158] **Color coding:** *Red* implies the GPI falls significantly outside of the acceptable range (with high scores showing an underrepresentation of boys and low scores an underrepresentation of girls), *orange* implies borderline scores and *green* implies values within the acceptable range.

214. **Wealth disparities:** EMIS data do not provide data disaggregated by income quintile or other socioeconomic indicators. The equity-related indicators in the ESSP are reported on in UNICEF's MICS. This is carried out every five years, with the most recent data being released in 2019. The data on out-of-school rates from MICS 2014 show an interaction between wealth and out-of-school rates, with richer students less likely to be out of school than students from less wealthy families.[159] Interestingly, the opposite trend was shown in the percentage of female students out of school, with the richest quintile much more skewed towards female students being out of school than poorer groups. The variation in net attendance ratio[160] (NAR) between poorest and richest quintiles is greater, with those in the poorest quintile less than half as likely to be attending secondary school at the right age, and 75 percent more likely to still be attending primary beyond the appropriate age.[161]

Learning outcomes

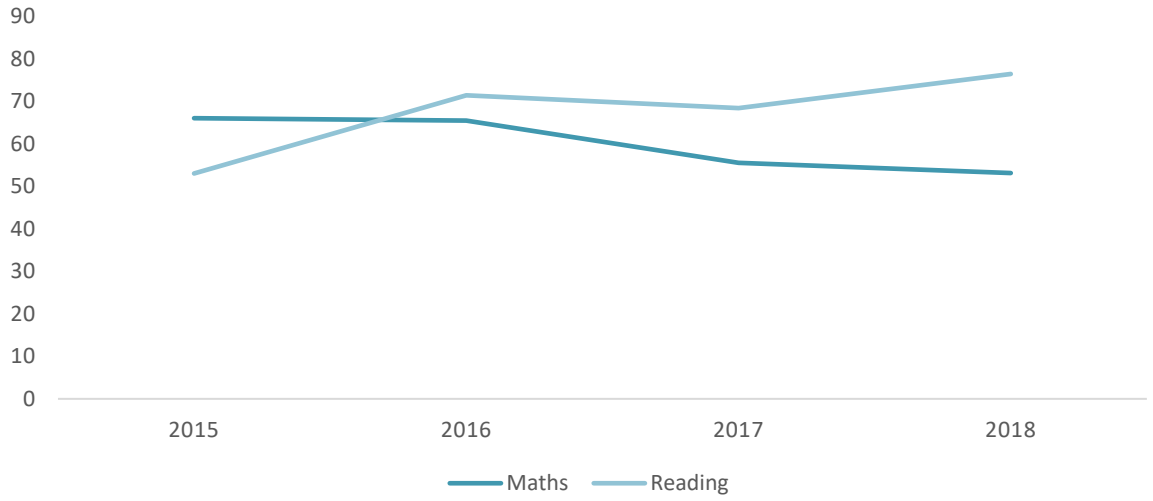
215. **ZELA** scores for the past four years (2015-2018) show a steady increase in English reading scores achieved by Grade 2 students, but conversely a decrease in the scores achieved in math over the same period. Data are disaggregated by gender in the ESPR, showing that female students consistently outscore their male counterparts in this early years' assessment. Both male and female students' scores show the same trend as is overall observed. ZELA data are not included in the EMIS reports, and, as ZELA has not produced its own report since 2015, there has been no further disaggregation of learning outcomes data (e.g. by wealth, province, OVC status, etc.) since 2015.

[159] It is important to note that, as these data are from 2014, they predate the recent spike in dropout rates and increases in school fees.

[160] NAR measures the number of students of the appropriate age who report as *regularly* attending school. This is done through the MICs household survey, as opposed to GER and NER, which are measured through EMIS registration data – and therefore do not take account of students who are enrolled but do not, or only sporadically, attend.

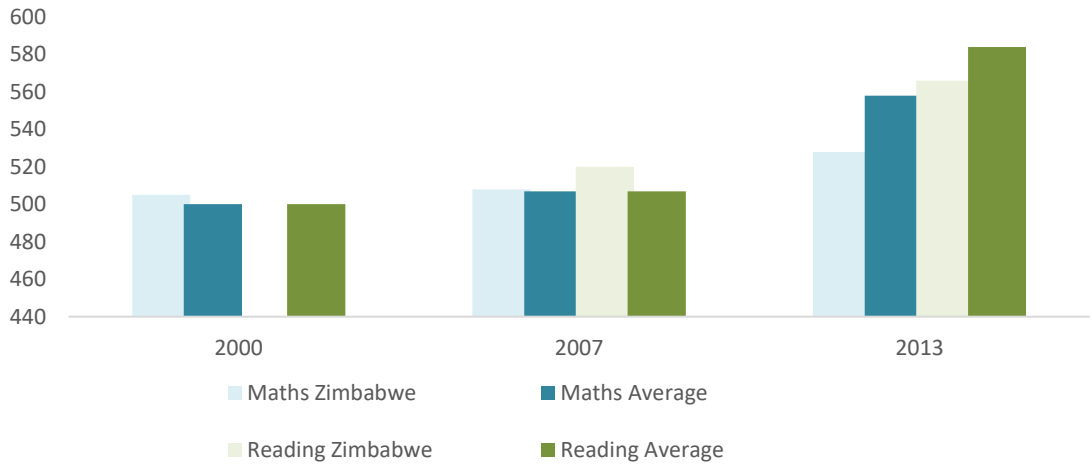
[161] Secondary NAR for Q1 was 32 percent and that for Q5 was 67.5 percent; continued primary attendance was 26.6 percent for Q1 and 6 percent for Q5. Figures taken from MICS 2014: https://mics-surveys-prod.s3.amazonaws.com/MICS5/Eastern%20and%20Southern%20Africa/Zimbabwe/2014/Final/Zimbabwe%202014%20MICS_English.pdf

Figure 9 – ZELA math and reading scores (2015-2018) (EMIS 2017)



216. **SACMEQ** is the only international comparative learning assessment in which Zimbabwe participates – and so provides a comparison with a cohort of 16 Southern and Eastern African states. The results from 2000, 2007 and 2013 show an overall increase in Zimbabwe's scores in both math and reading, but a decline in standing relative to the cohort average.[162] For 2000 and 2007, Zimbabwe scored slightly above the average (though no score is available for reading in 2000), but in 2013 the country was below the average across both subjects. Province-disaggregated data from 2007 show a 23 percent difference between highest and lowest scoring states in math scores, and 29 percent in reading scores. In both cases, Harare was the highest-performing province. In reading, five provinces fell below the SACMEQ 'pass' score of 500; for math, four failed to reach this threshold.

Figure 10 – Comparison Zimbabwe SACMEQ scores with SACMEQ average (2000-2013)



[162] These figures should be contextualized with the concerns about the reliability of the SACMEQ 2014 results: https://nicspaull.com/2016/09/14/serious-technical-concerns-about-sacmeq-iv-results-presented-to-parliament/

Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

Finding 29: While some improvements in access (particularly for CWD) can be linked to work done at the system level – for the majority of outcome indicators it is not possible to draw conclusions.

217. Table 33 provides an overview of the main impact-level improvements identified in the previous findings, and of the likelihood that system-level improvements identified in Section 4 contributed to these.

Table 32 – Evidence of links between impact-level and system-level changes

IMPACT LEVEL CHANGES	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Increase in dropout rates (and decline/stagnation in enrollment in basic education)	It is plausible that the increased reliance on levies by schools could be a contributing factor to the increase in dropout rates – though this is also influenced by concurrent economic factors that may cause children to drop out (e.g. the need to earn supplemental family income).
Increase in Enrolment and completion for ECD	It is possible that this is linked to the focus in GPE II on improving facilities and training in ECD – though those interventions were perhaps not wide spread enough to lead to the size of improvements seen in the EMIS data.
Improvements in enrolment completion and GPI for completion in Upper Secondary	It is difficult to find any potential system level changes that could be plausibly linked to these improvements. While the new curriculum and changes to the school financing policy to allow for reduced cost of education – these are at too early a stage to be linked to the visible changes. Instead these improvements could be instead viewed as part of a long standing trend in increased uptake of secondary education, in line with greater workforce demand for educated students.
Increased number of learners in functional literacy classes	This is plausibly related to the increased provision for non-formal education, mandated by the ESSP, manifested as an increase in the number of available class spaces in NFE.
Increase in number of CWD enrolled in schools	It is likely that this increase in enrollment is at least in part attributable to the work done in the department of learner welfare services.

Source: Authors' Elaboration

218. While in general it is difficult to make conclusive causal claims about links between changes at the system level and changes in student outcomes, some correlations can be observed in terms of access and equity. In particular, the work done in improving provision for CWD can be plausibly linked with the improvement in enrollment of CWD. Similarly, the increase in teachers and facilities for ECD is likely a cause of the improvement in enrollment at ECD.

219. While not linked to a change in the education system, it is easy to see a link between increased dropout rates and stagnation of survival rates, and the economic crisis. Loss of income and food scarcity have strong theoretical links with dropout rates – making it likely that these changes are more attributable to social conditions than education system issues.

220. One area where change cannot yet be observed is in the linkage between learning outcomes and the new curriculum. In 2023, the first students who have been schooled entirely using the new curriculum will reach their Grade 7 exams. At that point it will be useful for MoPSE to look in depth at the impact of the new curriculum, and how variables such as teacher training and access to suitable materials mediate that impact.

Implications for GPE's ToC and country-level operational model

Finding 30: Progress on outcome indicators, influenced by economic turmoil, raises questions for the next planning cycle, in particular how Zimbabwe will set targets, and how ambition on outcomes will be defined when the country is in a state of flux.

221. It is difficult to make an even-handed assessment of improvements in outcome indicators in a country in flux such as Zimbabwe. It is clear that, in a deepening crisis, the same stretch on key indicators cannot be expected as was planned for. This issue was raised by a number of stakeholders in reference to the next planning cycle. There was a key divergence in viewpoint between government and nongovernment stakeholders in levels of optimism. Government stakeholders tended towards thinking the next ESP should continue to set ambitious targets for the sector, whereas nongovernment actors tended towards saying the plan should expect stagnation, and success would mean maintaining standards.

222. This presents a potential challenge to GPE partners in appraising the next ESP in Zimbabwe. There will be a need to reassess what achievability means in the context of an ever-shifting economic landscape. It will be important that more emphasis be placed on promoting innovative financing of education, including presenting a range of detailed funding forecasts, as well as plans for engaging with the funding pathways outlined in the SFP (including hypothecated tax funds for education or crowding in of private sector finance). This should go hand in hand with realism about what 'good' will look like in terms of key student outcome indicators, with the possibility of presenting a range of targets based on differing funding models. Focus in outcomes should be on maintaining enrollment and engagement (particularly in limiting the rise in dropout rates) as well as engaging across sectors (e.g. with social services and health ministries) to integrate poverty-mitigating measures (such as school feeding) into education sector planning.

Box 13 – Testing assumptions and strength of evidence

The underlying assumptions for this contribution claim are **(1)** changes in the education system positively affect learning outcomes and equity and **(2)** country-produced data on equity, efficiency and learning allow for measuring/tracking these changes.

The final assessment at the end of the final year of this evaluation is:

Assumption 1 partially holds. There are some clearly plausible links between the system level work done in MoPSE and improvements in Equity in education – particularly for learners with disabilities. However, there are fewer imputable links between system change and learning outcomes.

Assumption 2 partially holds. Data in general is good in Zimbabwe – however more could be done to link ZELA outcome data with policy making, and particularly to use it to allow civil society to better track learning and its causes (as is done in regional learning assessments such as UWEZO or ASER).

The evidence for assessing changes in the education system in Zimbabwe is moderate. Establishing causality between changes in student outcomes and systematic change is a recurring challenge for the research community. While data in Zimbabwe is good in terms of charting access, equity and learning outcomes over time – establishing how these are linked to system changes is more difficult.

6 Changes over time and key influencing factors

223. This prospective evaluation is a culmination of a baseline report, a first annual report and this final second annual report. This final report is summative in nature, reporting on the efficacy of GPE support to Zimbabwe during the full evaluation period. However, comparisons between findings at the first annual report stage of the evaluation and the final findings (second annual report) provide insight into the key influencing factors across the ToC.

224. This section of the report presents any insights that emerge from comparing the plausibility of GPE contribution claims over time.

Table 33 – Assessment of the plausibility of each Contribution Claim at Year I and endline

CONTRIBUTION CLAIM	ASSESSMENT AT YEAR I	ENDLINE
Claim A: 'GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.'	*Plausible*	*Plausible*
Claim B: 'GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.'	*Plausible*	*Plausible*
Claim C: 'GPE advocacy and funding requirements contribute to more and better financing for education in the country.'	*Plausible*	*Plausible*
Claim D: 'GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.'	*Partially plausible*	*Partially plausible*
Claim E: 'The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.'		*Partially plausible*
Claim F: 'Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education.'		*Partially plausible*

225. The endline evaluation assessment of the plausibility of Contribution Claim A remains 'plausible' – namely, that GPE's support and influence has contributed to the development of a government-owned, credible and evidence-based sector plan. However, the evaluation has highlighted the need for improvement in relation to planning for an entire policy cycle and not just for the development of a national ESP. For example, the need for operational plans and in particular planning at the sub-national level may be an area for improvement. GPE support and contributions could provide assistance in this area by encouraging the use of government systems rather than reliance on external systems. Widening the definition of 'planning' could also be a positive change.

226. Similarly, the endline evaluation assessment of plausibility of Contribution Claim B also remains 'plausible'. GPE has supported and contributed to mutual accountability for education sector progress. Dialogue has improved over the course of the last year and this has largely been driven by staff within the ministry as well as individuals in key positions who have made a critical difference in the openness and inclusivity of dialogue in the country. One key area for improvement is the encouragement of dialogue to be more 'ministry-led', with it taking real ownership and therefore driving the process.

227. Contribution Claim C also remains 'plausible' at endline and, as with assessment in Year I, GPE had played a critical role in financing the sector. The cyclone has affected the availability of resources and a key positive aspect that has helped has been the fact that the budget line for school improvement was able to be reallocated to mitigate the impact the cyclone had, especially on school infrastructure. Adaptability of budget lines, either through the provision of generalized budget lines or through clauses to deal with unexpected events, has been noted as useful for dealing with similar situations, should they unfortunately arise again, in this and other contexts. Another positive change observed has been the transition from *ad hoc* to quarterly budgeting, which has significantly improved processes within MoPSE and demonstrated the positive influence of GPE in this regard.

228. The first-year mission indicated that many stakeholders across the sector were deeply engaged in the funding application process and in sector planning. Stakeholders during the first mission anticipated that the second year of the evaluation would witness more progress in implementation after the planning and funding application processes had been successfully completed. The evaluation team has indeed noted improvements and progress made in relation to implementation. However, as noted in the report above, key outcome goals have not yet been met, although progress is being made in the right direction. One key area, already mentioned above, that has provided lessons during the implementation process has related to the inadequacy of operational planning at the sub-national level. As previously noted, implementation has been further hampered and delayed by the cyclone.

229. The already constrained human resource environment has been exacerbated by cyclone Idai. Incorporating risk-readiness planning for unexpected events and ensuring adequate systems are in place, should disaster strike, is fundamental, as highlighted by the events of the last year. The endline evaluation assessment on Contribution Claim D is 'partially plausible' – namely, that mission evidence has suggested that GPE's support, both financial and non-financial, has contributed to some effective and efficient implementation of the sector plan. However, as mentioned in this report, implementation and its potential success is to be determined in the upcoming years given the current status of the policy cycle.

230. There has been some evidence of positive changes at the level of the overall education system that should lead to improvements in learning and equity. However, it is too early for the full impact of improvements to be witnessed.

7 Conclusions and strategic questions/issues

231. This final section of the report draws **overall conclusions** deriving from the Zimbabwe evaluation findings and formulates several **strategic questions** that have been raised. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

7.1 Good practices arising from GPE support to Zimbabwe

232. **Flexibility and adaptability:** The reallocation of GPE funding to meet unforeseen consequences has been a key strength of its support to Zimbabwe. Following Cyclone Idai, the flexibility in GPE budgeting that allowed for easy reallocation of funding to target rebuilding schools affected by the cyclone meant GPE funding could react and fill the gap in funding while emergency appeals were sent out, and applications for emergency funding (from Education Cannot Wait) were written. While GPE does not (and should not) target itself as an emergency relief fund, it should look at how its funding can play a role in emergency response, perhaps by factoring flexibility into its budgeting, or allowing for specific budget lines on emergency response (that can be appropriated for other causes in the absence of an emergency).

233. **Taking on board the partner country's concerns:** This is particularly in relation to outcome indicators vs. process indicators used in the variable part funding. While the initial attitude of GPE was that outcome indicators should be used, in negotiation with the country stakeholders a number of process-level indicators were included as DLIs. This willingness to negotiate around the indicators, as well as being flexible about how funding is released in the event that targets are not met, is a key strength of the VT funding. This is particularly relevant in unstable situations, where missed outcome indicators can be easily attributable to external factors (in this case economic instability).

234. **Maintaining a country presence:** The consistent engagement with the ECG by the Secretariat CL is a key strength of the Zimbabwe operating model. While MoPSE and the coordinating agency have been responsible for grant applications, the CL has been a regular presence in country, maintaining a strong link between the country context and the Secretariat. This has been key in supporting flexibility and agility in both funding and planning (see above two points) – as well as in building trust between stakeholders. The case of Zimbabwe highlights the importance of this role.

7.2 Strategic questions arising from this CLE for GPE

235. **What is meant by planning?** While the ESPDG and ESPIG application process focus on ESP development as the core of education sector planning, the difficulties with operational and sub-national planning in Zimbabwe raise the question of whether a broader 'planning' definition should be developed. This would allow support to be directed towards developing linked strategies, output and outcome indicators, constant planning and working with sub-national governments to develop their yearly strategies and align them to the national ESP.

236. **Focus on cost to families:** In the analysis of financing, GPE's approach to financing does not directly address the issue of cost of education to families. While in Zimbabwe GPE funding has supported the development of the SFP, more could be done to mainstream the issues – for example by making it a criterion for assessing the ESP financing models (i.e. that they include parental contributions in all financial models, and strategies to reduce those contributions at basic education level). This would be supported

by MoPSE dedicating more funding to schools' non-salary budgets, allowing them to relieve the burden on students.

237. **Re-examining VT indicators:** The experience of Zimbabwe raises questions about how VT DLIs should be chosen. The indicators seen as the most effective in terms of motivating improved performance at the ministry level were the process indicators (e.g. timely collection of EMIS data). These were seen as more motivating as there was a clear path to achieving them – whereas the outcome indicators were harder to develop strategies for. The question should be whether outcome or process indicators are more valuable – or whether a mixture should be chosen to provide long-term goals, while also rewarding improved capacity in the short term. This is also important for providing important foundations for a functioning system that can be more resilient to shocks.

238. **Harmonizing GPE funds:** Where there are several programs being implemented at the same time and by the same organizations, some stakeholders have suggested that better attribution of which activities are resulting from which efforts may be useful. One consequence of this is that a program goal may appear not to have been met as it may have been assigned to another program. And, while credit is not the fundamental issue in pooled funding, attribution is important for accountability and recognition is valuable. In cases such as Zimbabwe, where other pools of funding are being operationalized by the same grant agent, discussions should be had as to what the most clear and efficient way to harmonize funding is. Harmonizing all sources of funding and reducing transaction costs are, however, critical elements.

239. **Building capacity:** GPE should consider, when investing in education systems, how the presence of its funding can have implications for capacity-building nationally. There is a feeling in Zimbabwe that the most effective people in MoPSE will eventually move to NGOs or multilaterals, where they can receive a better salary (in foreign currency). This has a natural adverse effect on internal ministry capacity, and, when funds are concentrated through one actor, it can also affect capacity in IDPs. When looking at capacity, perhaps GPE should consider these impacts and assess different approaches that could be taken, for example embedding staff within ministries using ESPIG funding.

7.3 Overall conclusions[163]

240. The evaluation period has been a time of immense challenges for Zimbabwe on the political, economic and financial fronts. A key traumatic event was the devastating cyclone that hit the country in March 2019. Cyclone Idai had devastating consequences, leaving more than 500 people dead and scores injured and homeless, and destroying vast spans of infrastructure and agriculture. The devastating impacts of this cyclone manifested across all aspects of life and were felt across the entire country; they also had far-reaching consequences for the economic and political environment. This placed further pressure on already strained and limited government systems and had negative consequences for the education system. Despite this and other major challenges the country has faced, this report has noted several key areas of progress within the education sector. Given the far-reaching consequences of this natural disaster for the education sector, the fact that, where progress has not been very visible, standards appear to have been somewhat maintained (e.g. in relation to steady learning outcomes and improvements in equity outcomes) is commendable in itself and is a good testament to the government of Zimbabwe and the support from the international community.

[163] This section addresses evaluation questions CEQ 7 and 8.

241. Another key change affecting the sector observed by the evaluation team during the mission periods has been the change in personnel within MoPSE. As reported previously, this appears to be a positive change, showing various improvements within the education sector that could potentially be attributable to this deep level of engagement and political will that key players demonstrate. Strong leadership and deep commitment from the upper echelons of the bureaucracy could have the potential to be key drivers of change and progress within the education sector in Zimbabwe. However, staff shortages, both in donor agencies (e.g. UNICEF) and in key government offices (particularly at the sub-national level), have had an impact on the efficacy with which interventions and plans can be implemented. This constrained human resource environment has been further exacerbated as a result of Cyclone Idai. Incorporating risk-readiness planning for unexpected events and ensuring adequate systems are in place, should disaster strike, are fundamental, as highlighted by the events of the last year. The flexibility and adaptability shown through the reallocation of funding by GPE to schools affected by the cyclone are an example of good practice relating to how the GPE supports partner countries. In addition to the financial support that has been universally recognized as critical to the education sector in Zimbabwe throughout the evaluation period, non-financial support has been acknowledged as an instrumental and valued aspect of GPE's engagement with this country.

242. This evaluation has also highlighted areas of focus for the future, such as the need to strengthen data systems and improvements in relation to some areas, such as teacher training, learning materials and resources. Overall, the evaluation process continues to highlight the important role GPE has played across all aspects of the education sector through both its financial and its non-financial support. This has been critical particularly given the challenges faced by the country. The evaluation has revealed the effectiveness and appropriateness of GPE's operating model in relation to the positive influence it has had on sector planning, dialogue and monitoring, financing and plan implementation.

Annexes

Annex A Revised evaluation matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring and more/better financing for education?[164] If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review? [165] How?			
CEQ 1.1a (prospective CLE) What have been the strengths and weaknesses of sector planning during the period under review?[166]	Extent to which country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[167] ESP is guided by an overall vision	Sector plan(s) for period covered by most recent ESPIG Education sector analyses and other documents	Descriptive analysis Triangulation of data deriving from document review and interviews

[164] OECD-DAC evaluation criteria of relevance, effectiveness and efficiency.

[165] The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable (and subject to data availability), the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

[166] This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as those that have a plan but are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year I reports, future reports will use a similarly descriptive approach as outlined under Question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

[167] GPE, UIS, Guidelines for Education Sector Plan Appraisal (2015), https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
What are likely reasons for strong/weak sector planning?	ESP is strategic, i.e. identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities ESP is holistic, i.e. covers all sub-sectors as well as NFE and adult literacy ESP is evidence-based, i.e. starts from an education sector analysis ESP is achievable ESP is sensitive to context ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[168] TEP is shared (state-driven, developed through participatory process) TEP is evidence-based	analyzing key gaps/issues in sector GPE ESP/TEP quality assurance documents GPE RF data (Indicators 16a-d)[171] Other relevant reports or reviews that comment on quality of sector plan Interviews	

[168] GPE, UIS, Guidelines for Education Sector Plan Appraisal (2015).

[171] If the respective ESP has not been rated by GPE (i.e., if no specific information is available on Indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	TEP is sensitive to context and pays attention to disparities TEP is strategic, i.e. identifies strategies that not only help address immediate needs but also lay the foundation for realizing system's long-term vision TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) TEP is operational (feasible, including implementation and monitoring frameworks) Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 RF (Indicators 16a-d)[169] Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through education sector analyses and/or other studies) Extent to which the process of sector plan preparation has been country-led, participatory and transparent[170]		

[169] If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under Indicators 16a-d.
[170] GPE, UIS, Guidelines for Education Sector Plan Appraisal (2015).

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: Leadership for and inclusiveness of sector plan development Relevance, coherence and achievability of sector plan		
CEQ 1.1b (summative CLE) What characterized the ESP in place during the core period under review?	ESP/TEP objectives/envisaged results and related targets For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[172] ESP is guided by an overall vision ESP is strategic, i.e. identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities ESP is holistic, i.e. covers all sub-sectors as well as NFE and adult literacy	Sector plan(s) for period covered by most recent ESPIG GPE ESP/TEP quality assurance documents GPE RF data (Indicators 16a-d) [175] Other relevant reports or reviews that comment on quality of sector plan	Descriptive analysis

[172] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation

[175] If the respective ESP has not been rated by GPE (i.e. if no specific information is available on Indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE/IIEP quality standards.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	ESP is evidence-based, i.e. starts from an education sector analysis ESP is achievable ESP is sensitive to context ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[173] TEP is shared (state-driven, developed through participatory process) TEP is evidence-based TEP is sensitive to context and pays attention to disparities TEP is strategic, i.e. identifies strategies that not only help address immediate needs but also lay the foundation for realizing system's long-term vision TEP is targeted (focused on critical education needs in the short and medium term, on system		

[173] GPE, UIS, Guidelines for Education Sector Plan Appraisal (2015).

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	capacity development, on limited number of priorities) TEP is operational (feasible, including implementation and monitoring frameworks) Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 RF (Indicators 16a-d)[174]		
CEQ 1.2a (prospective CLE) Has GPE contributed to observed characteristics of sector planning? How? If no, why not? a) Through the GPE ESPDG grant (funding, funding requirements) b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity-building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)[176]	a) Contributions through GPE ESPDG grant and related funding requirements: ESPDG amount as a share of total resources invested into sector plan preparation Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development b) Contributions through other (non ESPDG-related) support to sector planning: Evidence of GPE quality assurance processes improving the quality of the final, compared with draft versions of the sector plan Stakeholder views on relevance and appropriateness/value added of GPE Secretariat	Draft and final versions of the sector plan Related GPE ESP/TSP quality assurance documents Secretariat reports, e.g. CL back to office/mission reports Other documents on advocacy/facilitation provided by Secretariat, coordinating agency or grant agent Country-specific ESPDG grant applications	Triangulation of data deriving from document review and interviews

[174] If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under Indicators 16a-d.

[176] Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG and GPE at global level (e.g. Board meetings, agreed-upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	support, in-country assistance from grant agent/coordinating agency, Secretariat/grant agent/coordinating agency advocacy, capacity-building, facilitation; GPE standards, guidelines, CSEF and ASA grants; and knowledge exchange in relation to: Improving the quality (including relevance) of education sector plans Strengthening in-country capacity for sector planning	Interviews Education sector analyses and other studies conducted with ESPDG funding	
CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labeled CEQ 9-11)			
CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review? What are likely reasons for strong/weak sector plan implementation?	Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas) Extent to which sector plan implementation is funded (expected and actual funding gap) Evidence of government ownership of and leadership for plan implementation (country-specific)[177]	Sector plan(s) for period covered by most recent (mostly) complete ESPIG Partner developing country government ESP/TEP implementation documents including mid-term or final reviews Relevant program or sector evaluations, including reviews preceding the	Descriptive analysis Triangulation of data deriving from document review and interviews

[177] For example, in some countries, one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Government implementation capacity and management, e.g.: Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring Clear roles and responsibilities related to plan implementation and monitoring Relevant staff have required knowledge/skills/experience) Extent to which development partners that have endorsed the plan have actively supported/contributed to its implementation in an aligned manner Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives) Stakeholder views on reasons why plan has or has not been implemented as envisaged	period of GPE support under review JSR reports Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the partner developing country government CSO reports Interviews Partner developing country's plan implementation progress reports	
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation?	Contributions through GPE EPDG and ESPIG grants, related funding requirements and VT under the NFM (where applicable)	ESP implementation data including JSRs	Triangulation of data deriving from

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
If so, then how? If not, why not? a) Through GPE EPDG, ESPIG grant-related funding requirements and the VT under the NFM[178] b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity-building, facilitation and cross-national sharing of evidence/good practice)[179]	Proportion of overall sector plan (in terms of both costs and key objectives) funded through GPE ESPIG Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education Evidence of GPE grants addressing gaps/needs or priorities identified by the partner developing country government and/or LEG Degree of alignment of ESPIG objectives with ESP objectives Grant implementation is on time and on budget Degree of achievement of/progress towards achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) Evidence of VT having influenced policy dialogue before and during sector plan implementation (where applicable) Progress made towards sector targets outlined in GPE grant agreements as triggers for VT under NFM, compared with progress made in areas without specific targets (where applicable)	GPE grant agent reports and other grant performance data Secretariat reports, e.g. CL back to office/mission reports GPE ESP/TSP quality assurance documents Other documents on GPE advocacy/facilitation Country-specific grant applications Interviews Education sector analyses Country's poverty reduction strategy paper	document review and interviews Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under NFM)

[178] Where applicable.
[179] Facilitation provided primarily through the GPE Secretariat, grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG and GPE at global level (e.g. Board meetings, agreed-upon standards). Knowledge exchange – including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	EPDG/ESPIG resources allocated to (implementation) capacity development Stakeholder views on GPE EPDG and ESPIG grants with focus on: Value added by these grants to overall sector plan implementation The extent to which the new (2015) funding model is clear and appropriate especially in relation to the VT How well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?); Contributions through non-financial support Types of GPE support (advocacy, facilitation, knowledge-sharing) aimed at strengthening sustainable local/national capacities for plan implementation Relevance of GPE non-financial support in light of partner developing country government's own capacity development plan(s) (where applicable) Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation		

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	GPE non-financial facilitating harmonized development partners' support to plan implementation Possible causes for no/ limited GPE contribution to plan implementation		
CEQ 1.5 How has education sector financing evolved during the period under review? a) Amounts of domestic financing b) Amounts and sources of international financing c) Quality of domestic and international financing (e.g. short-, medium- and long-term predictability, alignment with government systems)? If no positive changes, then why not?	a) Amounts of domestic education sector financing Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) Extent to which country has achieved, maintained, moved toward or exceeded 20% of public expenditures on education during period under review Changes in education recurrent spending as a percentage of total government recurrent spending b) Amounts and sources of international financing Changes in number and types of international donors supporting the education sector Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members) Changes in percentage of capital expenditures and other education investments funded through donor contributions	CRS by OECD-DAC UIS data by UNESCO National data (e.g. EMIS, National Education Accounts, JSRs, PERs) GPE RF Indicator 29 on alignment	Trend analysis for period under review Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	c) Quality of sector financing Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding) Extent to which country dedicates at least 45% of its education budget to primary education (for countries where primary completion is below 95%) Changes in allocation of specific/additional funding to marginalized groups Changes in extent to which other donors' funding/conditional budget support is tied to the education sector		
CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not? a) Through ESPIG funding and related funding requirements?	a) Through ESPIG funding and related requirements Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) Extent to which GPE program implementation grant-supported programs have been cofinanced by other actors or are part of pooled funding mechanisms	ESPIG grant applications and related documents (country commitment on financing requirement) Donor pledges and contributions to ESP implementation) CRS by OECD-DAC UIS data by UNESCO	Comparative analysis (GPE versus other donor contributions) Triangulation of quantitative analysis with interview data

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
b) Through the GPE multiplier funding mechanisms (where applicable)? Through other means, including advocacy[180] at national and/or global levels?	Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing Changes in relative size of GPE financial contribution in relation to other donor' contributions Trends in external financing and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government Alignment of GPE education sector program implementation grants with national systems[181] Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) b) Through the GPE multiplier funding mechanism Amount received by partner developing country government through the GPE multiplier fund (if applicable) Stakeholder views on clarity and efficiency of multiplier application process c) Through other means (especially advocacy)	National data (e.g. EMIS, National Education Accounts, JSRs, PERs) Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, LEG/development partner groups)	

[180] Through the Secretariat at country and global levels, and/or GPE Board members (global level, influencing country-specific approaches of individual donors).
[181] GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF Indicators 29 and 30, respectively.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of total national budget dedicated to education Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy[182] (e.g. JSRs attended by senior Ministry of Finance staff) Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?	Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms Frequency of LEG meetings, and changes in frequency during period under review LEG members consulted for ESPIG application Stakeholder views on changes in sector dialogue in terms of:	LEG meeting notes JSRs or equivalents from before and during most recent ESPIG period GPE sector review assessments ESP/TSP, and documents illustrating process of their development	Pre-post comparison Triangulate results of document review and interviews Stakeholder analysis and mapping

[182] This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue and/or plan implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Degree to which different actors lead, contribute to or facilitate dialogue Inclusiveness Consistency, clarity of roles and responsibilities Meaningfulness (i.e., perceptions on whether, when and how stakeholder input is taken into account for decision making) Quality (evidence-based, transparent) Likely causes for no/limited (changes in) sector dialogue	Back to office reports/memos from Secretariat ESPIG grant applications (Section V – information on stakeholder consultations) Interviews	
CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?	Extent to which plan implementation is being monitored (e.g. RF with targets, performance review meetings, annual progress reports… and actual use of these monitoring tools) Frequency of JSRs conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g. development partner meetings…) Extent to which JSRs conducted during period of most recent ESPIG met GPE quality standards (if data are available, compared with JSRs conducted prior to this period) Evidence deriving from JSRs is reflected in partner developing country government decisions (e.g.	LEG and JSR meeting notes JSR reports/aide memoires or equivalents from before and during most recent ESPIG period GPE sector review assessments Grant agent reports Back to office reports/memos from Secretariat Interviews	Pre-post comparison Triangulate results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	adjustments to sector plan implementation) and sector planning Stakeholder views on changes in JSRs in terms of them being: Inclusive and participatory, involving the right number and types of stakeholders Aligned with existing sector plan and/or policy framework Evidence-based Used for learning/informing decision-making Embedded in the policy cycle (timing of JSR appropriate to inform decision-making; processes in place to follow up on JRS recommendations);[183] and recommendations are acted upon and implemented Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector Likely causes for no/limited (changes in) sector monitoring		

[183] Criteria adapted from GPE, Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1 (June 2017): https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not? a) Through GPE grants and funding requirements[184] b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)[185]	a) Grants and funding requirements Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring b) Non-grant related support Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by partner developing country government and/or LEG	LEG meeting notes JSRs or equivalents from before and during most recent ESPIG period GPE sector review assessments Grant agent reports Back to office reports/memos from Secretariat Interviews CSEF, KIX documents, etc.	Triangulate results of document review and interviews

[184] All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

[185] Capacity development and facilitation primarily through Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through Secretariat (CL), coordinating agency and (possibly) GPE at the global level (e.g. Board meetings, agreed-upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge-sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] a) and b) Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: Addressing existing needs/priorities Respecting characteristics of the national context Adding value to country-driven processes (e.g. around JSRs) Possible causes for no/ limited GPE contributions to dialogue/monitoring		
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation and sector dialogue and monitoring?	Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE Changes/events in national or regional context(s)	Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors, related implications for [country] Relevant studies/reports commissioned by other education sector actors	Triangulate results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Political context (e.g. changes in government/leadership) Economic context Social/environmental contexts (e.g. natural disasters, conflict, health crises) Other (context-specific)	(e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector Interviews	
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements Types of unintended, positive and negative, effects deriving from other GPE support	All data sources outlined for CEQs 1 and 2 above Interviews	Triangulate results of document review and interviews
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the education system changed in relation to:	a) Improving education access and equity – focus on extent to which partner developing country meets its own performance indicators, where available, e.g. related to:[188]	EMIS UIS data World Bank data	Pre-post comparison of statistical data for periods under review

[188] The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
a) Improving access to education and equity? b) Enhancing education quality and relevance (quality of teaching/instruction)? c) Sector management?[186] If there were no changes in the education system, then why not and with what implications?[187]	Changes in number of schools relative to children Changes in average distance to schools Changes in costs of education to families Changes in availability of programs to improve children's' readiness for school) New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups New/expanded measures put in place to ensure gender equality in education b) Enhancing education quality and relevance (quality of teaching/instruction) – focus on extent to which partner developing country meets its own performance indicators, e.g. related to: Changes in PTTR during period under review Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of students per school) Changes in relevance and clarity of (basic education) curricula	Household survey data ASER (Annual Status of Education Report)/Uwezo/ other citizen-led surveys Grant agent progress reports Implementing partner progress reports Mid-term evaluation reports GPE annual results report Appraisal reports PERs CSO reports SABER database Education financing studies Literature on good practices in education system domains addressed in country's sector plan	Triangulate results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

[186] The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE RF as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.
[187] Implications for education access and equity, quality and relevance and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Changes in quality and availability of teaching and learning materials Changes in teacher pre-service and in-service training Changes in incentives for schools/teachers c) Sector management – focus on extent to which partner developing country meets its own performance indicators, e.g. related to: Changes in institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding) Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision-making and sector monitoring If no functioning EMIS is in place, existence of a realistic remedial strategy in place Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review (a-c): Likely causes for no/limited changes at system level (based on literature review and stakeholder views)	Interviews ESPIG grant applications Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation)	
CEQ 5 How has sector plan implementation contributed to observed changes at education system level?	The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level	Sources as shown for CEQ 4 Literature on good practices in education system	

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Alternative explanations for observed changes at system level (e.g. changes owing to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)	domains addressed in country's sector plan Education sector analyses Country's poverty reduction strategy paper	
Key question III: Have improvements at education system level contributed to progress towards impact?			
CEQ 6 During the period under review, what changes have occurred in relation to: a) Learning outcomes (basic education)? b) Equity, gender equality and inclusion in education? Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified under CEQ 4? What other factors can explain changes in learning outcomes, equity, etc.?	Changes/trends in partner developing country's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data are available). For example: a) Learning outcomes Changes/trends in learning outcomes (basic education) during period under review (by gender, by socioeconomic group, by rural/urban location) b) Equity, gender equality and inclusion Changes in gross and net enrollment rates (basic education) during review period (by gender, by socioeconomic group, by rural/urban) Changes in proportion of children (girls/boys) who complete (1) primary, (2) lower secondary education Changes in transition rates from primary to lower secondary education (by gender, by socioeconomic group)	Sector performance data available from GPE, UIS, partner developing country government and other reliable sources Teacher Development Information System (TDIS) EMIS National examination data International and regional learning assessment data Early Grade Reading/ Mathematics Assessment data ASER/Uwezo/other citizen-led surveys Grant agent and implementing partner progress reports	Pre-post comparison of available education sector data (examination of trends) during and up to five years before core period under review Triangulation of statistical data with qualitative document analysis

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	Changes in out of school rate for (1) primary, (2) lower secondary education (by gender, socioeconomic group, rural/urban location) Changes in dropout and/or repetition rates (depending on data availability) for (1) primary, (2) lower secondary education Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic background) Plausible links between changes in country's change trajectory related to learning outcomes, equity, gender equality and inclusion during period under review on the one hand and specific system-level changes put in place during the same period Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5 Likely reasons for impact-level changes during period under review	Mid-term evaluation reports GPE annual results report Studies/evaluation reports on education (sub-)sector(s) in country commissioned by the partner developing country government or other development partners (where available) Literature on key factors affecting learning outcomes, equity, equality and inclusion in comparable settings	
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good	Insights deriving from answering evaluation questions above e.g. in relation to: Clarity and relevance of the roles and responsibilities of key GPE actors at the country	All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (Part B below)	Triangulation of data collected and analysis conducted for other evaluation questions

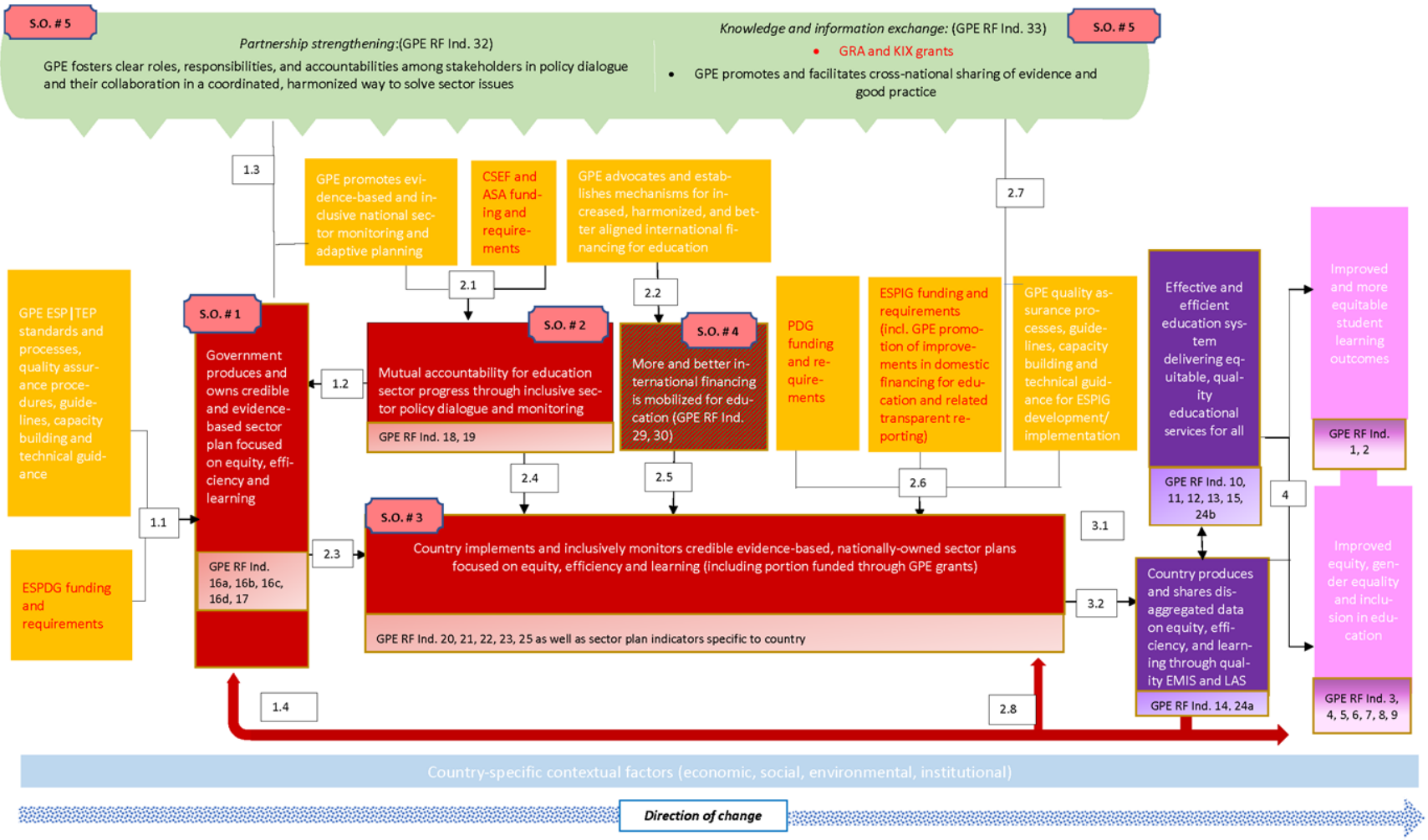
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
practices have emerged related to how GPE supports countries? [189]	level (Secretariat, GA, CA, partner developing country government, other actors) Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly, i.e. through a partnership approach) The relative influence/benefits deriving from GPE financial and non-financial support, respectively (with focus on the NFM, where applicable) Extent to which logical links in the GPE ToC are, or are not, supported by evidence Extent to which originally formulated underlying assumptions of ToC appear to apply/not apply and why Extent to which different elements in ToC appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning) Stakeholder satisfaction with GPE support		

[189] For both questions CEQ 7 and 8 the notion of 'good practice' refers to acknowledging processes, mechanisms, ways of working, etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally 'good practice'.

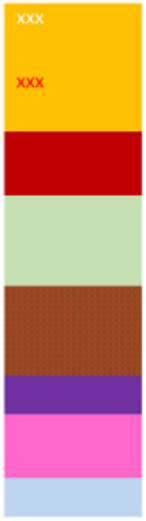
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle?[190]	Insights deriving from answering evaluation questions above e.g. in relation to: Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation Successful, promising and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges[191]	All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (Part B below)	Triangulation of data collected and analysis conducted for other evaluation questions

[190] This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP Guidelines and quality criteria or introduce alternative/slightly different approaches that appear to work well in the respective context.
[191] For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that 'innovative' means 'innovative/new in the respective context', not necessarily globally new.

Annex B GPE country-level evaluation ToC



LEGEND



Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)

GPE **financial** inputs/support (grants) and related funding requirements

Country-level objectives that GPE support/influence directly contributes to

Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)

Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence

Intermediate outcomes: Education system-level changes

Impact: Changes in learning outcomes, equity, equality, and inclusion

Contextual factors

S.O. # 3 — Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1 — Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another ('*because of x, y happens*'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact.

Annex C Explanatory mechanisms and (implicit) contribution claims

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	1. GPE contributions to sector planning	
1.1, 1.2 1.3 and 1.4	**BECAUSE** • (1) GPE provides ESPDGs and guidance, quality assurance, capacity development and technical guidance • (2) GPE promotes (at global and country levels) evidence-based and adaptive planning • (3) GPE promotes and facilitates cross-national sharing of evidence and good practice • (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues • (5) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning **Development country partner government produces and owns credible and evidence-based sector plans focused on equity, efficiency and learning**	**Contribution Claim A:** GPE (financial and non-financial) support and influence contribute to the *development* of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning
	2. GPE contributions to sector plan implementation, sector monitoring and dialogue	
2.1	**BECAUSE** • (1) GPE provides CSEF and ASA grants • (2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels • (3) GPE promotes and facilitates cross-national sharing of evidence and good practice • (4) GPE fosters clear roles, responsibilities and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues **There is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring**	**Contribution Claim B:** GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to *mutual accountability* for education sector progress
2.2	**BECAUSE** • (1) GPE advocates for and establishes mechanisms for increased, harmonized and better-aligned international financing for education • (2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes **There is more and better financing for education mobilized in the country**	**Contribution Claim C:** GPE advocacy and funding requirements contribute to more and better financing for education in the country

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
2.3 2.4 2.52.6 2.7 and 2.8	**BECAUSE** • (1) GPE provides funding through PDGs and ESPIGS • (2) GPE provides quality assurance, processes, guidelines, capacity-building and technical guidance for ESPIG development and implementation • (3) There is mutual accountability for education sector progress • (4) The country has developed a credible and evidence-based sector plan • (5) More and better domestic and international financing for education is available • (6) GPE promotes and facilitates cross-national sharing of evidence and good practice • (7) Data on systems, equity and learning generated through quality EMIS and LAS are fed back and used to inform sector plan implementation **The country implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning**	**Contribution Claim D:** GPE (financial and non-financial) support and influence contribute to the effective and efficient *implementation* of sector plans
3. From country-level objectives to system-level change (intermediary outcome)		
3.1	**BECAUSE** • (1) countries implement and monitor realistic, evidence-based education sector plans based on equity, efficiency and learning **The education system becomes more effective and efficient towards delivering equitable quality educational services for all**	**Contribution Claim E:** The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall *education system*
3.2	**BECAUSE** • (1) Sector plan implementation includes provisions for strengthened EMIS and LAS • (2) GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress **Country produces and shares disaggregated data on equity, efficiency and learning**	

#	EXPLANATORY MECHANISM	(IMPLICIT) CONTRIBUTION CLAIM
	4. From system-level change (intermediate outcomes) to impact	
4	**BECAUSE** of improvements at the level of the overall education system, **there are improved learning outcomes and improved equity, equality and inclusion in education**	**Contribution Claim F:** Education system-level improvements result in *improved learning outcomes* and in *improved equity, gender equality and inclusion* in education

Annex D Interview protocols

244. These guidelines are not intended as questionnaires. It will not be possible to cover all issues in all categories with all individuals or groups. The evaluation team members will use their judgment and focus on areas that are likely to add most to the team's existing knowledge, while allowing interviewees and groups to highlight the issues that are most important to them.

245. The evaluators will formulate questions in a (non-technical) way that respondents can easily relate to, while generating evidence that is relevant to the evaluation questions that the evaluators have in mind.

Approach to interviews

246. Interviews will be a major source of information for this evaluation. These will be a means to extract evidence, as well as to triangulate evidence drawn from other interviews and the document review, and will form part of the consultative process.

247. A stakeholder analysis, as presented in baseline report, will inform the selection of interviewees. Over the evaluation period, the evaluation team aims to target a comprehensive range of stakeholders that fully represent all significant institutional, policy and beneficiary interests. The team will periodically review the list of those interviewed to ensure that any potential gaps are addressed and to prevent underrepresentation of key stakeholders.

248. All interviews will comply with the team's commitment to the respective evaluation ethics (the work of the evaluation team will be guided by the OECD-DAC Evaluation Quality Standards for Development Evaluation;[192] the United Nations Evaluation Group Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System;[193] the World Bank's principles and standards for evaluating global and regional partnership programs;[194] ALNAP's Evaluation of Humanitarian Action Guide;[195] the Sphere Handbook and Standards for Monitoring and Evaluation;[196] and Guidance on Ethical Research Involving Children).[197]

249. Interviews will be conducted in confidence and usually on a one-to-one or one-to-two basis (to enable note-taking). Reports will not quote informants by name and will not include direct quotes where it could risk revealing the participant's identity or attribution without prior consent.

250. A protocol and standard format for recording interview notes is presented below. This will be used for all interviews and will ensure systematic recording of details, while allowing for flexibility in the specific questions asked. Interview notes will be written up, consolidated into an interview compendium and shared among team members via the internal team-only e-library. To respect interviewee confidentiality, the interview notes will be accessible only to team members. The compendium of interview notes will facilitate analysis across all interviews and will enable searches on key thematic terms, initiatives and so on. This will maximize the analytical potential of interviews and the possibilities for triangulation.

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[192] http://www.oecd.org/development/evaluation/qualitystandards.pdf
[193] http://www.uneval.org/document/detail/21 and http://www.uneval.org/document/detail/22 , http://www.uneval.org/document/detail/102 and http://www.unevaluation.org/document/detail/100
[194] http://siteresources.worldbank.org/EXTGLOREGPARPROG/Resources/sourcebook.pdf
[195] http://www.alnap.org/resource/23592.aspx
[196] http://www.sphereproject.org/silo/files/sphere-for-monitoring-and-evaluation.pdf
[197] http://childethics.com/

Focus group discussions

251. The evaluation team may also make use of focus group discussions. Similar to the interview guides, the sub-headings and discussion guide points used are linked to the areas of enquiry and evaluation questions set out in the evaluation matrix, and are intended as a guide only, for the evaluation team to follow flexibly in order to maximize its learning from each discussion group.

252. All focus group discussions will reflect the evaluation team's commitment to appropriate evaluation ethics (as referenced above).

Annex E Risks to the evaluation and ethics

Risks to the evaluation

253. The table below outlines the key anticipated risks and limitations as outlined in the risk management and contingency plan section of the inception report. It also puts forward the anticipated mechanisms to mitigate risks.

Annex Table 1 – Key anticipated risks and limitations, and proposed mitigation mechanisms

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Delays in the timing of the 24 country visits Consequences: Some country evaluation reports are submitted later than required to inform GPE strategy and impact committee and/or Board meetings, or to feed into the synthesis report. *Likelihood: High*	If full evaluation/progress reports are not yet complete, the evaluation team will provide the Secretariat with at least an overview of emerging key findings at the agreed-upon timelines that are linked to Strategy and Impact Committee and Board meetings or submission of synthesis reports. Full reports will be submitted as soon as possible thereafter and be reflected in subsequent synthesis reports in case important information was missed.
Conflict or fragility undermine the ability of our teams to conduct in-country data collection for summative or prospective evaluations Consequences: International consultants cannot conduct in-person data collection on the ground. Delays in conducting of site visits and of subsequent deliverables. *Likelihood: Medium to high*	Change timing of site visits and postpone related deliverables. Change order in which 22 summative evaluations are conducted and/or make use of the contingency provision of two extra countries included in the sample for summative evaluations. Collect data from individual in-country stakeholders via email, telephone, Skype; use electronic survey to reach several stakeholders at once. Increase level of effort of national consultant(s) to ensure in-country data collection.
Interventions are not implemented within the lifecycle of the evaluation This constitutes a particular risk for the *prospective* evaluations. While a lack of implementation can create learning opportunities in impact evaluations, such situations do not present value for money. *Likelihood: Medium*	If interventions are not implemented within the lifecycle of the evaluation, data on bottlenecks, barriers, contextual factors and the political economy will be able to shed light on why implementation did not take place and the extent to which such factors were within GPE's control.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Large data and evidence gaps Consequences: Inability to conduct reliable trend analysis. Lack of a solid basis on which to assess country progress made in strengthening the overall education system and education outcomes, as well as GPE contributions along the ToC. *Likelihood: Medium, but varying by country*	Inclusion of data availability as a consideration in the sampling strategy. Work with the Secretariat and in-country stakeholders to fill data gaps. For prospective evaluations, if gaps identified as baseline cannot be filled, adjust focus to make the most of alternative data that may be available. Use of qualitative data – e.g. based on stakeholder consultations – to reconstruct likely baseline for key issues relevant for assembling the contribution story. Clearly identify data gaps and implications for data analysis in all deliverables.
Structure of available data is limiting To assess education sector progress, the evaluation team will use the best data available at country level. However, the format of available data may vary by country. For example, countries may use different criteria to define 'inclusion' in their data. This can pose challenges to synthesizing findings on GPE contributions in the respective area. *Likelihood: Medium*	As qualitative synthesis does not face the same limitations, we will mitigate this risk by describing differences in measurement criteria across countries.
Inaccessibility of in-country partners, resulting in incomplete datasets; limited triangulation; partners not fully seeing their views reflected in, and therefore rejecting, evaluation findings and forward-looking suggestions; increases in costs and time required for data collection; and delays in completing data collection and submitting deliverables. *Likelihood: Medium*	Reach out to in-country stakeholders as early as possible before scheduled missions to explore their availability. Data collection via email, telephone or Skype, or through local consultants before or after site visits. Close collaboration with the Secretariat CL and in-country focal point (e.g. coordinating agency) to identify and gain access to all key in-country stakeholders. Consult other individuals from the same stakeholder group if key envisaged informants are not available.
Being part of an evaluation changes the behavior of actors, independent of GPE support GPE partners within *prospective* evaluation countries may, involuntarily, perceive the prospective evaluation countries as showcase examples and increase efforts owing to the evaluation. *Likelihood: Medium to low*	The evaluation team will review the performance data for the full set of GPE countries and see if the prospective evaluation countries have moved in their performance ranking over the lifecycle of the evaluation.

ANTICIPATED RISK AND CONSEQUENCES	MITIGATION MECHANISMS
Evaluations (perceived to be) not sufficiently independent from the Secretariat **Consequences:** Negative effects on credibility of evaluation findings and forward-looking suggestions in the eyes of key stakeholders. Limited use of evaluations to inform decision-making and/or behaviors of key stakeholders. Reputational damage for the Secretariat and consortium members. *Likelihood: Medium to low*	Findings, conclusions and forward-looking suggestions will be based on clearly identified evidence. Review of all draft deliverables by an Independent Technical Review Panel (ITRP). The evaluation team will incorporate feedback received on draft deliverables as follows: (1) factual errors will be corrected; (2) for other substantive comments, it will decide based on the available evidence whether (and how) to incorporate them or not. If comments/suggestions are not accepted, the evaluation team will explain why.
***Prospective* country evaluation teams becoming excessively sympathetic to GPE or others through repeat visits** This can result in overly positive reports that miss areas requiring constructive criticism. *Likelihood: Medium to low*	The internal, independent and external quality assurance mechanisms described in Section 4.3, as well as feedback received from the ITRP, will make it possible to identify any cases where prospective evaluation reports provide insufficient evidence for overly positive assessments.
Countries no longer willing to participate in, or wish to withdraw partway through, an (prospective) evaluation **Consequences:** An unbalanced sample of summative or *prospective* evaluations. Difficulty completing all eight prospective evaluations in a consistent manner. *Likelihood: Medium to low*	A transparent selection/sampling process. Early work with GPE country leads and in-country implementing partners to build support for all CLEs. Early and ongoing direct engagement with senior decision-makers in partner developing countries to ensure key stakeholders understand the nature and anticipated duration – especially of the prospective evaluations.

Ethics

254. The members of our consortium abide by and uphold internationally recognized ethical practices and codes of conduct for evaluations, especially when they take place in humanitarian and conflict situations, and with affected and vulnerable populations.

255. For this evaluation the team has been guided by the OECD-DAC Evaluation Quality Standards for Development Evaluation; the United Nations Evaluation Group Norms, Standards, Ethical Guidelines and Code of Conduct for Evaluation in the UN System; the World Bank's principles and standards for evaluating global and regional partnership programs; ALNAP's Evaluation of Humanitarian Action Guide; the Sphere Handbook and Standards for Monitoring and Evaluation; and Guidance on Ethical Research Involving Children.

Annex F Confirming and refuting evidence methodology

256. This evaluation pays attention to how contribution analysis can identify and determine the extent of influencing factors and alternative explanations and weighs confirming and refuting evidence.

257. Following Lemire, Nielsen and Dyadal,[198] we use the Relevant Explanation Finder as an operational framework to provide structure for enabling transparent and explicit decision-making regarding weighing confirming and refuting factors in the evaluative inquiry.

258. For each item of evidence, the evaluation team recorded the contribution claim the evidence relates to, described the item of evidence, recorded the data source and assessed whether the evidence confirmed or refuted the contribution claim. The degree of influence on the contribution claim was assessed for each item of evidence, being judged on the basis of certainty, robustness, validity, prevalence and theoretical grounding.

Annex Table 2 – Strength of evidence assessment example: documents

Number	Certainty	Robustness	Validity	Prevalence	Theoretical grounding
	Degree to which the evidence is confirming or refuting the explanation (i.e. identifier)	*Degree to which the evidence is identified as a significant explanation or influencing factor across a broad range of evidence*	*Degree to which the evidence measures the explanation and is reliable*	*Degree to which the evidence contributes to the outcome of interest across a wide range of contexts*	*The evidence is informed by theory (identifies existing theories of which it is an example) and is cast in specific terms (i.e. it is not vague)*
Doc1	Weak	n/a	Moderate	Strong	Strong
Doc2					

259. Confirming and refuting evidence emerging from interview data was assessed by analyzing the impartiality of the informant (to what extent does this person have a vested interest in the subject of the fragment?), knowledge (How much knowledge/experience does the subject have of the subject of the fragment?) and coherency (How coherent is their point? Do they provide evidence?).

[198] L. Lemire, S. Nielsen and S. Dybdal, Making Contribution Analysis Work: A Practical Framework for Handling Influencing Factors and Alternative Explanations. *Evaluation* 18: 294.

Annex Table 3 – Strength of evidence assessment: interviews

Fragment #	Interviewee	Contribution claim	Position	View	Impartiality	Knowledge	Coherency
	Use interviewee code	*To which contribution claim does the view stated pertain*	*Does the viewpoint confirm or refute the contribution claim*	*Give details of the view of the interviewee given in the fragment*	*To what extent does this person have a vested interest in the subject of the fragment*	*How much knowledge/experience does the subject have of the subject of the fragment*	*How coherent is their point? Do they provide evidence?*
1	MoE4a	A		Interviewee asserts CSOs were involved at all stages of planning	N/A	Weak	Weak
2							

260. The assessment of plausibility for each contribution claim was then made on the basis of:

- The preconditions of contribution are in place (did the change happen? If not, there could not have been a contribution);
- The extent to which the assumptions in the ToC hold;
- Supporting and refuting evidence;
- Logical reasoning; and
- Identification of the key influencing factors.

Annex Table 4 – Weighing of evidence to support contribution claim plausibility and identification of influencing factors

Contribution Claim A: GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning							
Preconditions	Assumptions	Supporting evidence	Refuting evidence	Assessment	YI Assessment	Reasoning	Influencing factors (how?)
Plan in Place	1	Doc1	Doc4	Plausible	Partially plausible	Most members of the LEG agree GPE contributed + the ESPDG completion reports detail GPE contributions + plans prior to becoming a GPE member were not	Documentary and interview data support three main influencing factors: (1) government was more committed to achieving a plan that would meet GPE criteria owing to the desire to access ESPIG funding, (2) non-financial support from the Secretariat increased the capacity of government actors to develop a credible plan;
	2	Doc3	Int3				
	3	Int1					
	4	Int3					

	5	Doc7				
		Doc45				

credible and did not focus on equity, efficiency and learning.

and (3) the coordinating agency monitored the development of the plan and kept all partners on schedule through the LEG and strong political work within government.

Annex G Confirming and refuting evidence tables

Contribution Claim A: GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning

Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
What has been achieved in sector planning in the review period?	*What (specifically) has GPE done to support each of these achievements?*	*What (specifically) have others done to support each of these achievements?*	*Were the generic assumptions met?*	*On the basis of the precondition being met, GPE inputs and the evidence, is the GPE contribution plausible?*	*What is the overall narrative for why the contribution is plausible or not plausible?*
ESP is guided by an overall vision and is strategic and holistic	Financial support through ESPDG and technical support through UNICEF secondment and the DFID lead appraisal process	Technical support provided by UNICEF - not necessarily attributable to GPE	Country-level stakeholders have the *capabilities* to jointly improve sector analysis and planning	Plausible	The process of developing the ESSP was widely inclusive and government-led, and the plan has many strengths. Reflecting on implementation it can be said that planning should be strengthened outside of the ESSP, to also build operational planning capacity at the sub-national levels. Overall, GPE's contribution across planning has been vital and will continue to be.
ESP is achievable and sensitive to context and pays attention to disparities	Addressed in the DFID appraisal but not sufficiently followed up on before ESSP was approved	Strong history of equity in planning in MoPSE	Stakeholders have the *opportunities* (resources, time, conducive environment) to do so		
ESP meets GPE quality criteria	ESSP failed to meet 'holistic' and 'achievable' criteria		Stakeholders have the *motivation* (incentives) to do so		
Process has been country-led, participatory and transparent	GPE-funded workshops and consultation events Dialogue facilitated through the ECG supported by GPE	Inclusivity in planning driven strongly by MoPSE	GPE has sufficient leverage within the country to influence sector planning		

			EMIS and LAS produce relevant and reliable data to inform sector planning		

Contribution Claim B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
LEG meets regularly	Both UNICEF and DFID (grant agent/ coordinating agency) have contributed to the regular meeting of the ECG	Support from MoPSE	GPE has sufficient leverage at global/country levels to influence LEG existence and functioning	Plausible	Dialogue and monitoring in Zimbabwe are strong, driven in part by the motivation in MoPSE, but also heavily supported by GPE inputs and partners.
LEG members consulted for ESPIG application	DFID coordinates all grant applications along with the Secretariat CL, using special sessions of the ECG	Support from MoPSE	Country-level stakeholders have capabilities to work together to solve education sector issues		
Sector dialogue is inclusive, roles and responsibilities are clear, dialogue is meaningful	GPE was instrumental in pushing for inclusion of CAMFED and ECOZI, but has not actively worked on improving the ToR for the ECG	Support from the ministry has been important in opening up the ECG, particularly with the new PS	stakeholders have the opportunities (resources, time, conducive environment) to do so		
Dialogue is evidence-based and transparent	UNICEF, as ECG secretariat, is instrumental in ensuring that notes and minutes are shared from the ECG	This responsibility is mostly with UNICEF, with some work done by MoPSE	Stakeholders have the motivation (incentives) to do so.		
Implementation of plan is being monitored	DFID as coordinating agency has coordinated the improvements in the JSR process, which has pushed the monitoring of the plan and creation of the ESPRs	ECOZI plays a significant role in monitoring. MoPSE is also focused on monitoring, and has been the driving force behind the creation of JMVs			

Contribution Claim B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
JSRs and other monitoring events are conducted frequently	DFID has been the key player in promoting the JSR process	DFID has worked closely with the Planning Department in MoPSE – with the bulk being taken on by DFID			
JSRs meet GPE quality standards	The most recent JSR was seen by all to have reached GPE standard - though previous years' had not	Again, the JSR has been a joint commitment between GPE actors and the ministry's own drive for accountability			
Evidence from JSR drives action (adjustments to implementation and planning)	While aide memoires are produced from the JSR, it is not clear how well they are turned into policy actions. While it is the intention, it is difficult to distinguish funding issues from lack of capacity/motivation. It is not clear what role GPE has had in pushing this.	There is a feeling that the focus within MoPSE to produce action from JSRs is not focused enough			
JSRs are inclusive, participatory, aligned to the sector plan, evidence based and embedded in the policy cycle	GPE has been the driving force, through DFID for improving the JSR, and, while there is more work to do on how well it is aligned with the policy cycle, GPE support is core to the improvement process	As above: MoPSE is committed to improvements in the JSR but DFID/UNICEF are driving that commitment forward			

Contribution Claim C: GPE advocacy and funding requirements contribute to more and better financing					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Increase in domestic education expenditure?	GPE standards have been a key factor in pushing for an increase in funding for education. Also, GPE technical support has been crucial in developing the new SFP, which supports increased funding for education	MoPSE has long advocated for increased education budget. The World Bank has also played a significant role in PFM reform and pushing for better education financing	GPE has sufficient leverage to influence the amount and quality of domestic education sector financing	Plausible	While financing for education in Zimbabwe is severely threatened by the economic and financial crisis, GPE's contribution to improving this situation is undeniable. Beyond the financial support given, the introduction of the multiplier funding has leveraged significant additional funds for education, and the development of the SFP has the potential to greatly reduce the burden of school fees for families.
Increase in education share of domestic budget?	While GPE continue to push for 20%, MoPSE has not reached this target	MoPSE has pushed for greater budget contributions, but not specifically to 20% – and the Treasury resists this figure, on the basis of greater needs in food security and economic recovery	External (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing		
Met 20% goal?	While overall education spending is above 20%, MoPSE spending alone does not reach the benchmark, and from this very little goes to non-salary expenditure. GPE's standards have not improved this, as it does not take into account spending *within* the 20% target		Stakeholders have the opportunities (resources, time, conducive environment) to do so		
Increase in total international education financing to country?	GPE has contributed significantly, through direct funding but also through the crowding-in effect of the multiplier funding, which attracted an additional US$50 million to the sector	KfW and DFID both contributed through the multiplier funding. The World Bank has provided significant disaster relief funding in 2019			
Quality of international financing improved? (predictability, harmonized, etc.)	There is an issue of harmonization between GPE and EDF funding. UNICEF is looking to improve this in the future, harmonizing better on the next ESSP	EDF donors had previously pushed for better harmonization between EDF and GPE funds, but UNICEF did not achieve this owing to staffing gaps			

Contribution Claim C: GPE advocacy and funding requirements contribute to more and better financing					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Improvements in fiduciary processes/standards?	Procurement and fiduciary processes in MoPSE are problematic, but GPE, through UNICEF, has been the driving force in making improvements in how funds are budgeted	The World Bank, through the Zimbabwe Reconstruction Fund, has improved PFM at Treasury level but not in MoPSE			
More donors, any private sector investments or foundations?	GPE has done poorly in engaging with the private sector - including failure to work directly with the Higherlife Foundation, a Zimbabwean philanthropic foundation	No great support, beyond from the private sector itself			

Contribution Claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Progress has been made towards implementing sector plan objectives within envisaged timeframe	GPE financial support has been crucial for achieving ESSP targets (albeit with delays); similarly technical support in budgeting and planning has supported improved capacity at national level. GPE has done little to build implementation capacity at sub-national level	EDF funding has been equally important in achieving ESSP targets, but similarly does not engage at the sub-national level	Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan	Partially plausible	The majority of ESSP implementation has relied on donor funding, particularly from EDF and GPE. Recent improvements in how UNICEF provides funding to MoPSE have the potential to improve planning capacity for implementation. However, this was
Trends on what has/has not been implemented indicate prioritization is in line with GPE goals	GPE VT indicators have been key in keeping a focus on certain processes and outcomes – particularly around female		Available domestic and international funding is sufficient in quantity and adequate in quality to		

Contribution Claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
	survival rate and EMIS production		implement all elements of the sector plan		not done in the past, with *ad hoc* budgeting doing little to build ministerial capacity.
There are clear operational or implementation plans to guide implementation and monitoring	GPE provided some support for the development of the NOP, but has not provided support at POP or DOP level	ECOZI has provided support for planning at sub-national level through its network. This support is limited by funding and reach	Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum		
Roles and responsibilities for implementation and monitoring are clear	GPE has not explicitly supported this – but has improved capacity in MoPSE through its switch to quarterly budgeting of funds		Country-level stakeholders take part in regular, evidence-based JSRs and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation		
Development partners actively support the plan's implementation in an aligned way	Through the ECG more coordination around the ESSP is taking place, but there is no fully aligned support for the ESSP	EDF funding has similarly been aligned well with ESSP priority but is not well harmonized with GPE funding, or directly aligned to the ESSP. Future DFID programs (TEACH) will be better aligned to the next ESP	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data		
Implementation is adapted based on	GPE has been flexible with its funding, in particular allowing	The World Bank showed great flexibility and			

Contribution Claim D: GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.					
Preconditions	GPE support/inputs	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
monitoring evidence or changes in context	for redirection of funding to target cyclone-affected areas	adaptation by overriding its own rules to provide cyclone relief funding			

Contribution Claim E: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system					
Preconditions	Did implementation and monitoring of the plan input to this?	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Increase in number of schools and registration status of schools	Government has pushed for the registration of satellite schools, but the currency devaluation of the SIGs has meant that this has not happened	EDF has also supported the SIGs – and the nascent DFID TEACH program will aim to support infrastructure development in satellite schools	Sector plan implementation leads to improvements of previous shortcomings in relation to sector management	Partially plausible	System strengthening has been severely limited by the economic crisis. In light of this, maintenance of standards such as the number of teachers and schools should be seen as a success. There are key system-level improvements that can be linked to the ESSP, such as the new curriculum and provision for learners with disabilities. However, it cannot be said to be conclusive that the ESSP has led to a stronger education system.
Improvement in classrooms and school facilities	The lack of fiscus for infrastructure and the shift in the SIGs away from infrastructure means there is no money for improving school facilities, particularly in rural (P3/S3) and satellite schools	As above	There is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS		
Increase in number and qualification status of teachers	While improving teacher numbers features in the ESSP - it is not the sole responsibility of MoPSE	The public service commission and MoHTESTD have both been important in ensuring teacher qualification	ESP implementation leads to improvements of previous shortcomings in relation to learning		
Decrease in cost of education to families	The SFP has been developed to tackle this issue, but as of the time of writing no change had been seen	The SFP was supported by the World Bank and ECOZI	Implementation leads to improvements in relation to equity		

Contribution Claim E: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system					
Preconditions	Did implementation and monitoring of the plan input to this?	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Support to vulnerable learners, school feeding and NFE	While the ESSP places emphasis on helping the most marginalized students, the collapse of BEAM has profound impacts on OVC. The cholera outbreak in late 2018 meant the temporary stop of school feeding, further affecting the poorest students	The economic crisis in recent years has seriously affected this. Technically, BEAM is the responsibility of the Department of Social Welfare – meaning efficiencies are not covered by MoPSE implementation			
Improvement to the curriculum and learning materials	The implementation of the new curriculum is on track and is being widely seen in schools	Both GPE and the EDF have been key in making sure the new curriculum is implemented; the push for a new curriculum has been ongoing since independence, and so is not a new feature of the current ESSP			
Improvement in EMIS and research	MoPSE is focused on improving the timeliness of EMIS data (as a VT indicator), but the establishment of CERID has so far been delayed and partial	None			
Improvements in PFM	There have been some improvements in procurement processes, but this was not something directly targeted in the ESSP	GPE has been the key driver of improvements in PFM processes in MoPSE but the World Bank has worked on PFM reform in general in the government (mostly with the Treasury)			

Contribution Claim E: The development, implementation and monitoring of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system					
Preconditions	Did implementation and monitoring of the plan input to this?	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Improvements in provision for learners with disabilities	Provision for CWD has improved dramatically in recent years, with the introduction of a handbook for learners with special needs, the introduction of braille guidelines and the piloting of 'model' schools for inclusivity	A number of NGOs (CAMFED, World Vision) work with CWD but the improvements have mainly been through LWS with the support of GPE			

Contribution Claim F: Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education					
Preconditions	Links to system strengthening	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
Access: Enrollment rates have improved dramatically at ECD, stagnated for primary and lower secondary and increased significantly for upper secondary	The focus on improving the availability of ECD, by recruiting more teachers and building more schools, is plausibly linked to this increase		Changes in the education system positively affect learning outcomes and equity		While it is important that access and equity have generally increased against a backdrop of economic regression, it is difficult to attribute these successes to system-level changes. It will in the future be interesting to see if the new curriculum impacts ZELA scores.
Equity: The number of dropouts has increased significantly in recent years	This is likely attributable to the increase in cost of schooling for parents	This is also heavily affected by economic conditions and food insecurity	Country-produced data on equity, efficiency and learning allow for measuring/tracking these changes		
Inclusion: Significant improvements in the	This is plausibly linked to the work being done by				

Contribution Claim F: Education system-level improvements result in improved learning outcomes and in improved equity, gender equality and inclusion in education					
Preconditions	Links to system strengthening	Non-GPE support/inputs	Assumption met	Assessment	Reasoning
number of CWD enrolled in mainstream education	the LWS Department (detailed above)				
Learning outcomes: ZELA reading scores have increased while math scores have decreased	Hard to attribute this to any system activities				

Annex H Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
GPE Secretariat	Interest: High Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; the Secretariat CL for Zimbabwe was consulted before the country visit, and afterwards to verify and contextualize preliminary findings
Country level		
Ministry of Primary and Secondary Education	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat. Importance: High. Main partner for GPE grant design and implementation.	Key informants at country level
Ministry of Higher and Tertiary Education, Science, Technology and Development	Interest: High Influence: Medium. Ministry is responsible for coordinating teacher training – which is especially relevant considering changes in the curriculum. Importance: High. Responsible for implementing measures planned in the ESP.	Key informants at country level
Other government bodies (universities, parastatals, Treasury)	Interest: Medium Influence: Medium. University of Zimbabwe designs the curriculum for teacher training, parastatals cover examination and statistics. The Treasury, owing to financial constraints, has a less influential role (the majority of non-salary funding does not come through the Treasury). Importance: Medium	Key informants were key officials from the Treasury and from the University of Zimbabwe's Curriculum Development Unit
Key education sector stakeholders (national level)		
Grant agent: UNICEF	Interest: High Influence: High. Responsible for managing the majority (GPE and EDF) of donor funding for education. Importance: High	Key informant at country level. Consulted multiple times during the country visit to Zimbabwe

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Coordinating agency: DFID	Interest: High Influence: High – key advisory role in grant applications and in ECG and JSR. DFID is the only bilateral funding body with presence in Zimbabwe, emphasizing its influence on the sector. Importance: High	Key informant at country level. Consulted during and after the mission
Development partners (donor agencies, multilateral organizations): UNESCO, World Bank	Interest: High Influence: Medium, through their participation in the LEG, in sector monitoring exercises. World Bank cannot give direct funding to Zimbabwe owing to arrears, so financial influence is diminished. Importance: High	Key informants at country level were interviewed in person during the country visit
Civil society organizations	Interest: High Influence: Medium-high – ECOZI and CAMFED are represented in the LEG and all monitoring activities. NGOs (Save the Children, World Vision) have been key in the response to Cyclone Idai. Importance: Medium-high	ECOZI and CAMFED were key informants for the country visit. Interviews were carried out with cluster response personnel from Save the Children but were not possible with other NGOs, as many staff were in the districts affected by the cyclone
Teachers' associations	Interest: Medium-high Influence: Medium – ZIMTA traditionally has a powerful role in education, but is often not included in national dialogue and planning owing to perceived politicization of the organization. Importance: Medium	CEO of ZIMTA consulted. Other teachers' associations not available for interview
Private sector philanthropic foundations	Interest: Medium Influence: Medium – While the Higherlife Foundation is generally not included in sector planning/dialogue, it is a significant player, e.g. it was the first organization to provide funding for cyclone relief. Interest: Medium-high	COO of Higherlife Foundation interviewed

Annex I List of consulted individuals

261. In total, **45** individuals were consulted in Zimbabwe during the second evaluation mission that took place in 2019, of whom **15** were female. Given the limited number of donors with a country presence in Zimbabwe (only DFID has a physical presence and contribute financially to the education sector), most of the interviews were conducted with government officials. A total of 20 individuals were consulted from MoPSE, seven from other ministries, five from multilaterals and other IDPs, nine from civil society, one from private sector philanthropy, one from teachers' associations and two from universities.

262. The nature of consultation varied depending on the relevance of the stakeholder. Key stakeholders (particularly from the grant agent and coordinating agency) were interviewed for long periods and on multiple occasions – while those with more tangential association to the GPE ToC were included in group discussions and the debrief session given at the end of the country visit. Follow-up interviews and interviews with those unavailable during the country visit were done remotely.

Annex Table 5 – List of consulted stakeholders

Name	Position	Organization	M/F
Ministry of Primary and Secondary Education			
Mrs. Thumisang Thabela	Permanent Secretary	MoPSE	F
Mr. John Tandi Dewah	Chief Director	CDTS	M
Dr. Makanda	Director	CDU	M
Mr. Enoch Chinyowa	Acting Director	PRS	M
Mr. Shandira Mugari	Acting Deputy Director	CERID	M
Mrs. Betty Wenjere	Director	Finance and Administration	F
Mr. Mukwaira	Chief Accountant	Finance and Administration	M
Mr. T. Doba	Director	Primary and Secondary Schools	M
Ms. Nyanungo	Chief Director	Learner Welfare Services	F
Mrs. Tanda	Officer	Learner Welfare Services	F
Mr. E. M. Kwenda	District Schools Inspector	Chikomba District	M
Mr. Munemo	School Cluster Inspector	Chikomba District	M
Ms. Masakela	Headmaster 1	Hupfumi Secondary School	F
Mr. Nyandoro	Headmaster 2	Maronda Mashanhu School	M
Mr. Munyavi	Headmaster 3	Runyararo Primary School	M
Mr Kateera	Provincial Education Director	Harare Provincial Office	M
Nakia Mashawa	Educational Psychologist	Learner Welfare Services	F

Name	Position	Organization	M/F
Loreen Antonio	Educational Psychologist	Learner Welfare Services	F
G. Mazuruse	Research Officer	PRS	M
B. Mudzongo	Accountant	Finance and Administration	M
Other Ministries			
Mr. Takavarasha	Director	MoF Budgets Office	M
Erasmus Sungwa	Team Member	MoHTESTD – TEP	M
James Kapumha	Team Member	MoHTESTD – TEP	M
Magunda Tumirai	Team Member	MoHTESTD – TEP	M
Willard Chinhandavata	Team Member	MoHTESTD – TEP	M
Mrs. E Matipano	Team Member	MoHTESTD – TEP	F
Mrs. R Musadaidzwa	Team Member	MoHTESTD - TEP	F
International development partners			
Mr. Maxwell Rafomoyo	Education Specialist	UNICEF	M
Tapfuma R. Jongwe	Education Specialist	World Bank	M
Dr. Chiharu Kondo	Education Specialist	UNICEF	F
Moses Mukabeta	National Programs Officer	UNESCO	M
Tanya Zebroff	Chief of Education	DFID	F
Civil society organizations			
Liberty Matsive	Director	ECOZI	M
Clemence Nhliziyo	Programs Officer	ECOZI	M
Mary Greer	Cluster Coordinator	Save the Children	F
Makha Ndao	Coordinator	ADEA	M
Chemwi Mutiwanyuka	Research Officer	ADEA	F
Abraham Mudefi	Education Officer	Save the Children	M
Tapiwa Tsvere	Finance Intern	ADEA	M
Simba Dzinoreva	Research Officer	ADEA	M
Faith Nkala	Director	CAMFED	F

Name	Position	Organization	M/F
Private sector organizations			
Dr. Tolbert Mucheri	Chief of Operations	Higherlife Foundation	M
Teachers' associations			
Mr. S. Ndlovu	CEO	ZIMTA	M
Universities			
Dr. A. Mamvuto	Chairperson	Teacher Education Division	M
Dr. Gatsi	Senior Lecturer	Teacher Education Division	F

Annex J GPE Results Framework data for Zimbabwe

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
Sector planning					
RF16a	*Proportion of endorsed (a) ESPs or (b) TEPs meeting quality standards*[199]		(5/7)		
RF16b	*Proportion of ESPs/TEPs that have a teaching and learning strategy meeting quality standards*		(3/5)		
RF16c	*Proportion of ESPs/TEPs with a strategy to respond to marginalized groups that meets quality standards (including gender, disability, and other context-relevant dimensions)*		(4/5)		
RF16d	*Proportion of ESPs/TEPs with a strategy to improve efficiency that meets quality standards*		(4/5)		
RF17	*Proportion of partner developing countries or states with a data strategy that meets quality standards*[200]				
Dialogue and monitoring					
RF18	*Proportion of JSRs meeting quality standards*[201]				0
RF19	*Proportion of LEGs with (a) civil society and (b) teacher representation*	1	1	1	1
Sector financing					
RF10	*Proportion of partner developing countries that have (a) increased their public expenditure on*	30.7			31.7

[199] Standard 1 - Guided by an overall vision; Standard 2 – Strategic; Standard 3 – Holistic; Standard 4 - Evidence-based; Standard 5 – Achievable; Standard 6 – Sensitive to context; Standard 7 – Attentive to disparities.
[200] Country must either be producing timely data on 12 key indicators or have a robust strategy to address this detailed in its ESPIG application
[201] *Criteria for assessment:* 1. Inclusion/Participation; 2. Aligned with ESP; 3. Evidence-based; 4. Informing Action; 5. Embeddedness in Policy Cycle. The JSR must meet three of these standards to be considered adequate. The GPE RFI assessment should be backed up or revised using the data from desk review and missions. In the case that no assessment exists, an assessment can be made from available data.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
	education; or (b) maintained sector spending at 20% or above[202]				
RF29	*Proportion of GPE grants aligned with national systems*[203]	0 (1/10)	0 (1/10)	0 (1/10)	0 (2/10)[204]
RF 30	*Proportion of GPE grants using (a) cofinanced project or (b) sector pooled funding mechanisms*	0	0	0	0
RF31	*Proportion of country missions addressing domestic financing issues*	1/1	1/2	1/2	1/1
Sector plan implementation					
RF20	*Proportion of grants supporting EMIS/LAS*		1/1		1/1
RF21	*Proportion of textbooks purchased and distributed through GPE grants, out of the total planned by GPE grants*	N/A		N/A	
RF22	*Proportion of teachers trained through GPE grants, out of the total planned by GPE grants*	0.76	1.61		1
RF23	*Proportion of classrooms built or rehabilitated through GPE grants, out of the total planned by GPE grants*	N/A		N/A	
RF25	*Proportion of GPE program grants assessed as on-track with implementation*[205]		Slightly behind		Slightly behind
System-level changes					
RF11	*Equitable allocation of teachers, as measured by the relationship (R^2) between the number of teachers and the number of pupils per school in each partner developing country*	0.92			

[202] Data from different sources if available. Excluding debt servicing from national budget. All national bodies that play a part in education (ministries, parastatals, etc.). Focus on execution rate. If not available use budgeted amount and most recently available execution rate. Disaggregated by capital and recurrent expenditure where possible.
[203] This is assessed using a 10-point questionnaire (given in RFI technical guidelines). This should be triangulated with an assessment of alignment based on interviews and desk review.
[204] This shows alignment on one aspect of both planning and reporting (previously only on planning).
[205] This is based on a semi-structured qualitative assessment from grant agents and GPE CLs.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
RF12	*Proportion of partner developing countries with pupil to trained teacher ratio below threshold (<40) at the primary level*[206]	42			42.40
RF13	*Repetition and dropout impact on efficiency, as measured by the internal efficiency coefficient at the primary level in each partner developing country*[207]				
RF14	*Proportion of partner developing countries reporting at least 10 of 12 key international education indicators to UIS (including key outcomes, service delivery and financing indicators as identified by GPE)*		0 (3/12)		0 (0/12)
RF15	*Proportion of partner developing countries with a LAS within the basic education cycle that meets quality standards*				Established
RF24	*Proportion of GPE program grant applications approved from 2015 onward (a) identifying targets in Funding Model performance indicators on equity, efficiency and learning; (b) achieving targets in Funding Model performance indicators on equity, efficiency and learning*				
Student-level impact					
RF1	*Proportion of developing country partners showing improvement on learning outcomes (basic education)*	1 (2012-2015)			
RF2	*Percentage of children under five years of age who are developmentally on track in terms of health, learning and psychosocial well-being*[208]				
RF3	*Cumulative number of equivalent children supported for a year of basic education (primary and lower secondary) by GPE*		403,649		427,139

[206] 'Trained' defined as having completed the countries standard teacher training.

[207] This defines wastage as any excessive amount of time taken for students to complete basic education (e.g. if it takes the average student seven years to complete six years of schooling then there is one year wasted spending caused by inefficiency in teaching).

[208] Data from UNICEF MICS.

RF #	Indicator description	GPE RFI data			
		2016	2017	2018	2019
RF4a	*Proportion of children who complete primary education*				
RF4b	*Proportion of children who complete lower secondary education*				
RF5a	*Proportion of GPE partner developing countries within set thresholds for GPI of completion rates for primary education*				1.02
RF5b	*Proportion of GPE partner developing countries within set thresholds for GPI of completion rates for lower secondary education*				1.03
RF6	*Pre-primary gross enrollment ratio*				
RF7a	*Out-of-school rate for children of primary school age*				
RF7b	*Out-of-school rate for children of lower secondary school age*				
RF8a	*GPI of out-of-school rate for primary education*				
RF8b	*GPI of out-of-school rate for lower secondary education*				
RF9	*Equity index*[209]	0.728			0.68

Source: GPE RF data

[209] Measurement of learning outcome disparities in gender, wealth and location (rural vs. urban).

Annex K Zimbabwe sector financing data

ISSUE	DATA
DOMESTIC FINANCING[210]	
Total domestic education expenditure	**Increase** in MoPSE budget by 30% from 2014 to 2019. Release rates have increased from 91% in 2014 to 105% in 2017.
Education share of total government expenditures	Total education share (including other ministries and pensions) **remains consistent at 30-31%** (latest data on GPE calculations is for 2016). **Decrease** in MoPSE share of vote appropriations (from 19% in 2014 to 17% in 2019 with a peak of 22% in 2015).
% of domestic education financing allocated to basic education	MoPSE spending on basic (infant and junior) education **remains consistent at 64%** from 2016 to 2019. In 2016 this represented **41% of total education spending** as defined by GPE.[211]
Funding by expenditure type (salary, non-salary recurrent, investment)	**Between 97 and 99%** of MoPSE funding is allocated to personnel costs. In 2018 98.59% was allocated to personnel costs, with .47% going to capital projects, and .93% on other recurrent spending. **The budget for 2019 is an improvement**, with 3% allocated for capital expenditure and 93% for salaries, but there is no evidence that this will be executed.
INTERNATIONAL FINANCING	
Total ODA (all sectors) during review period from 2010 to present (data probably available only until 2016 or 2017)	**The OECD-DAC CRS reports no significant variation in total ODA between 2010 and 2017,** varying from US$489 million in 2010 and US$471 million in 2017 with a peak of US$614 million in 2012. The proportion of GNI represented by this contribution has fallen from 13% in 2008 to 2% in 2017, which shows increasing GNI rather than decreasing ODA.
Total amount of ODA to education from 2010 to present (data probably available only until 2016 or 2017)	**The OECD-DAC CRS[212] reports a significant increase in ODA for education.** Excluding debt relief and funds spent in donor countries, ODA for education has increased by 266% from US$14 million in 2010 to US$39.8 million in 2017 with a peak of US$53 million in 2012

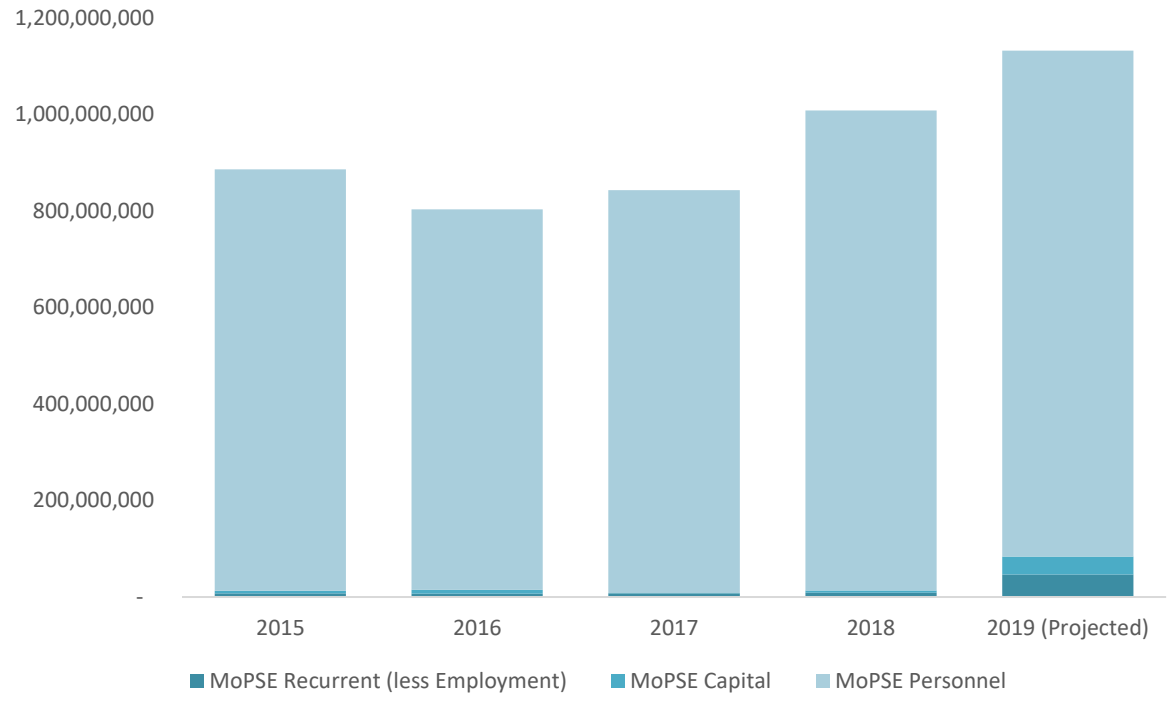
[210] All data on domestic financing are synthesized from the MoF Budget Blue Books, 2014-2019.
[211] These calculations assume that only what MoPSE defines as going to infant or junior education is spent on those things (excluding production of materials or administration related to basic education, for example). It also assumes that no money spent at other ministries can be said to have gone to basic education (perhaps excluding any spending on teacher education at MoHTESTD).
[212] This includes GPE contributions that are not reported to the CRS – but not other significant programs such as BEAM and EDF, which also do not report to CRS, and do not have accurate yearly reports available.

ISSUE	DATA
DOMESTIC FINANCING[210]	
Education ODA as share of overall ODA from 2010 to present	**The share of ODA going to education has increased from 3% in 2010 to 8% in 2017.**
Total amount of ODA to basic education from 2010 to present (data probably available only until 2016 or 2017)	**Increase from US$4.15 million in 2010 to US$21.5 million in 2017.** This represents a 529% increase in the amount of ODA for basic education.
Basic education ODA as share of total education ODA from 2010 to present (data probably available only until 2016 or 2017)	**Increase from 28% in 2010 to 55% in 2017**. Amount peaked in 2012, with 80% of education ODA going to basic education.[213]
ESPIG amount as share of education ODA during review period	**ESPIG contributions contributed between 12% and 32% of ODA for education between 2014 and 2017.[214]**
ESPIG amount as share of financing required to fill the ESP funding gap at time of approval	The ESSP presented three scenarios, no change, low and high – reflecting government funding for MoPSE. Allocations have exceeded the projections of all three scenarios. At the time of ESSP approval, the ESPIG was predicted to fill 93% of the funding gap given the high scenario, 7% given business as usual and 6% given the low scenario. For the three years of the ESSP so far completed the provisional figures are 61% considering a high scenario, 80% for business as usual and 53% in a low scenario.[215]
ESPIG amount as % of total estimated/expected ESP financing	For the 2019 budget, significant increases in the allocation for non-salary expenditure means the ESPIG contribution falls from 105% in 2018 to 16% in 2019.
ESPIG amount at % of actual ESP financing (if data is available)	ESPIG funding has contributed between .79% and 1.47% of total MoPSE spending since 2014. However, GPE funding often exceeds MoPSE's own non-salary expenditure, representing 121% of non-salary expenditure.

[213] Figures from CRS with addition of GPE figures. Figures assume all GPE funds are directed to basic education.
[214] More recent data on total education ODA are not available. The figures for ODA exclude debt relief and costs in donor countries. As for other indicators, there are significant donor contributions that are not reported accurately to either CRS or the government – such as the EDF. DFID's EDF replenishment was reported as a lump sum in 2013 but is not included here.
[215] This assumes the costs laid out in the ESSP remain the same but reflect the actual vote appropriations for MoPSE.

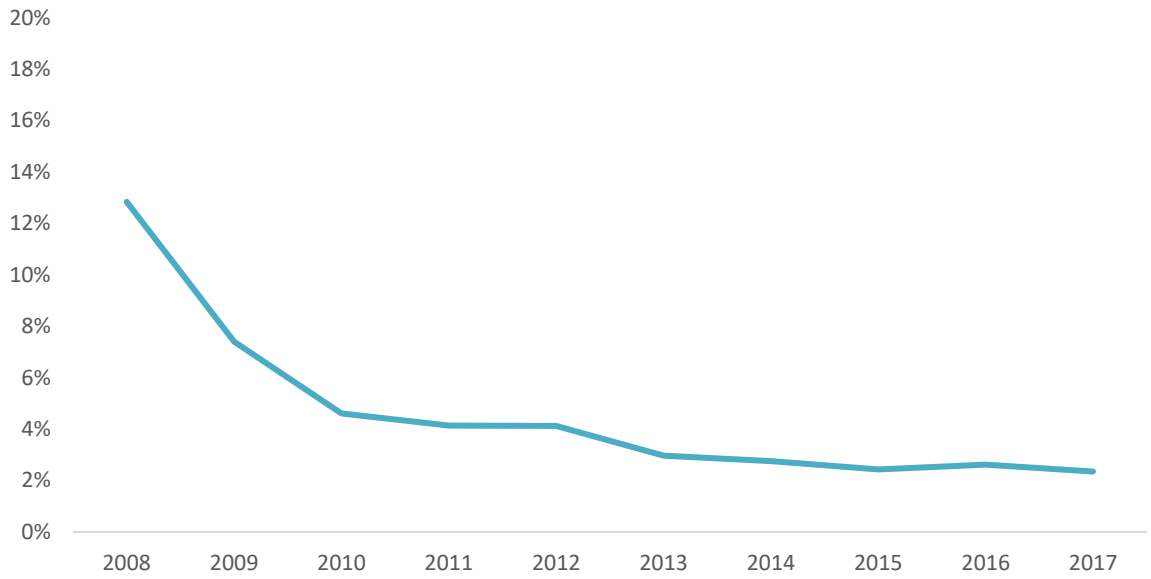
Annex L Additional domestic finance figures (ESPR 2018)

Annex Figure 1 – MoPSE capital, personnel and recurrent allocations

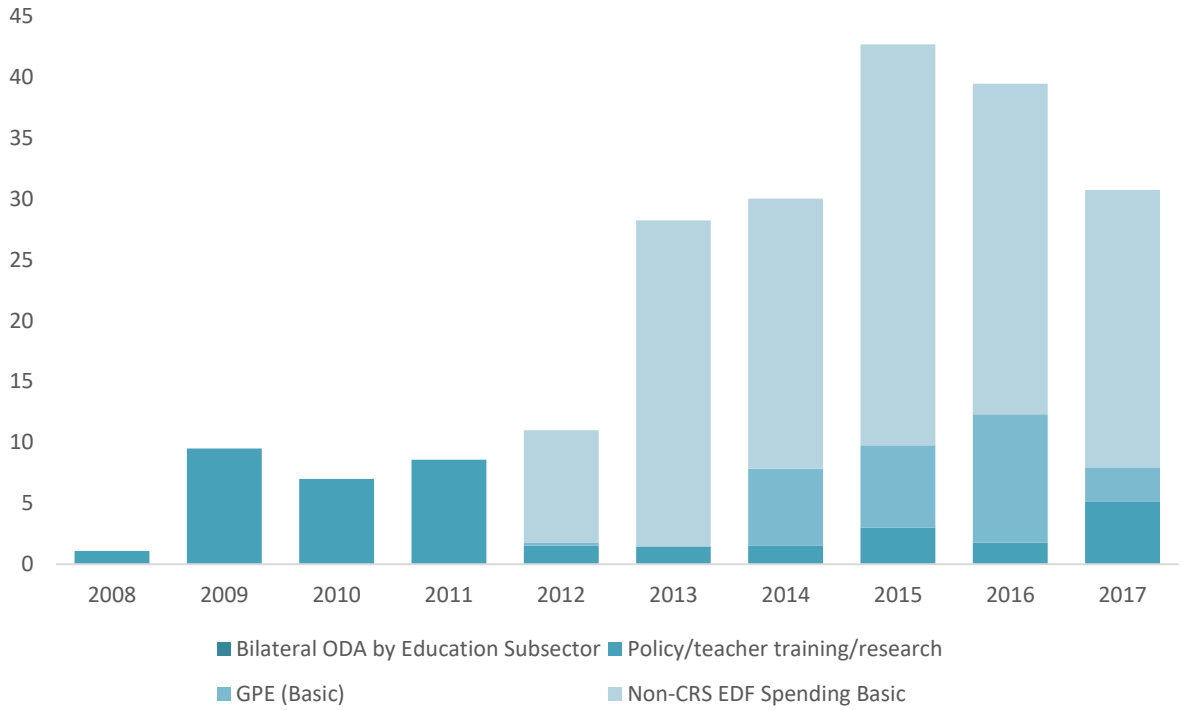


Annex M Additional international financing figures (OECD-DAC figures)

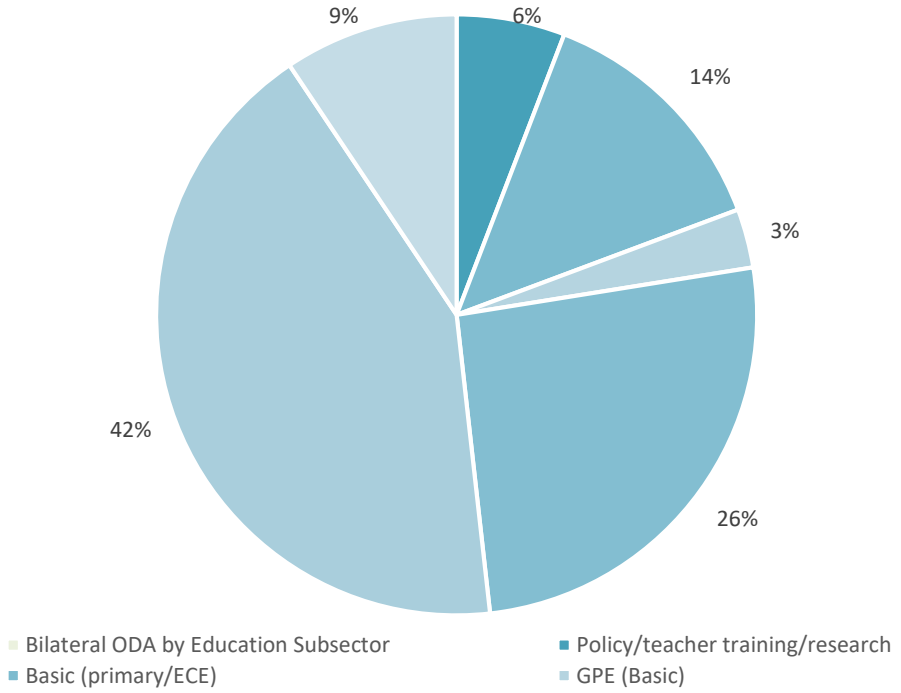
Annex Figure 2 – ODA as a percentage of GNI



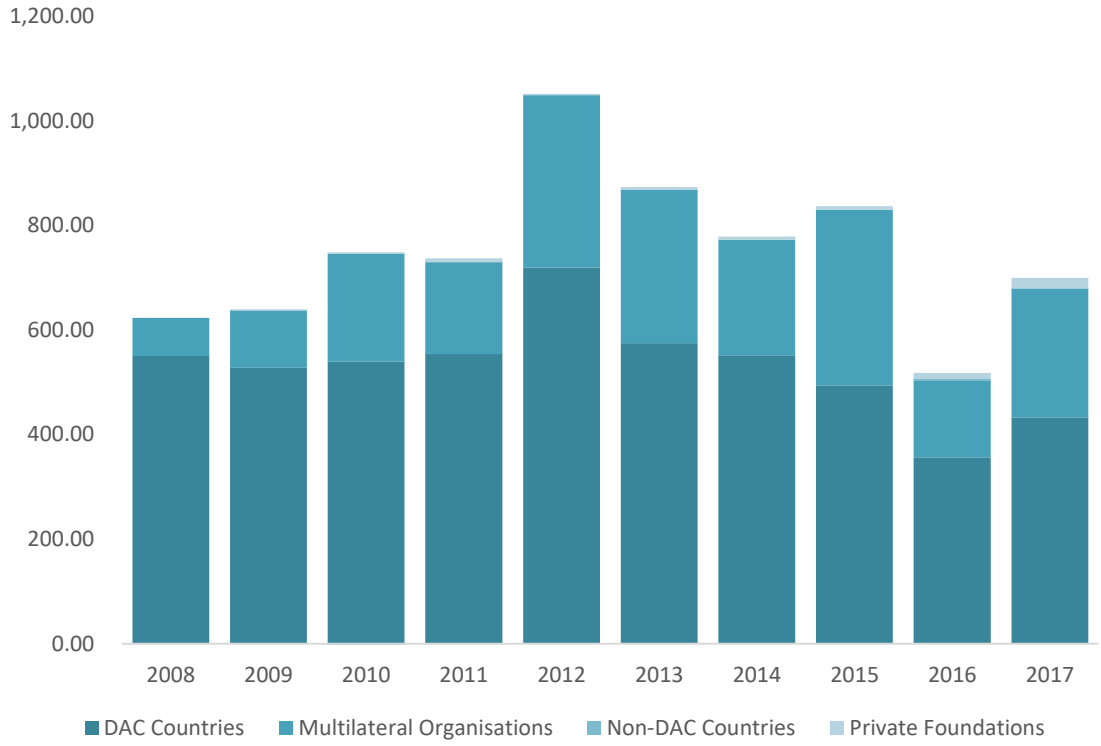
Annex Figure 3 – Bilateral ODA by education sub-sector (2016 constant US$ millions)



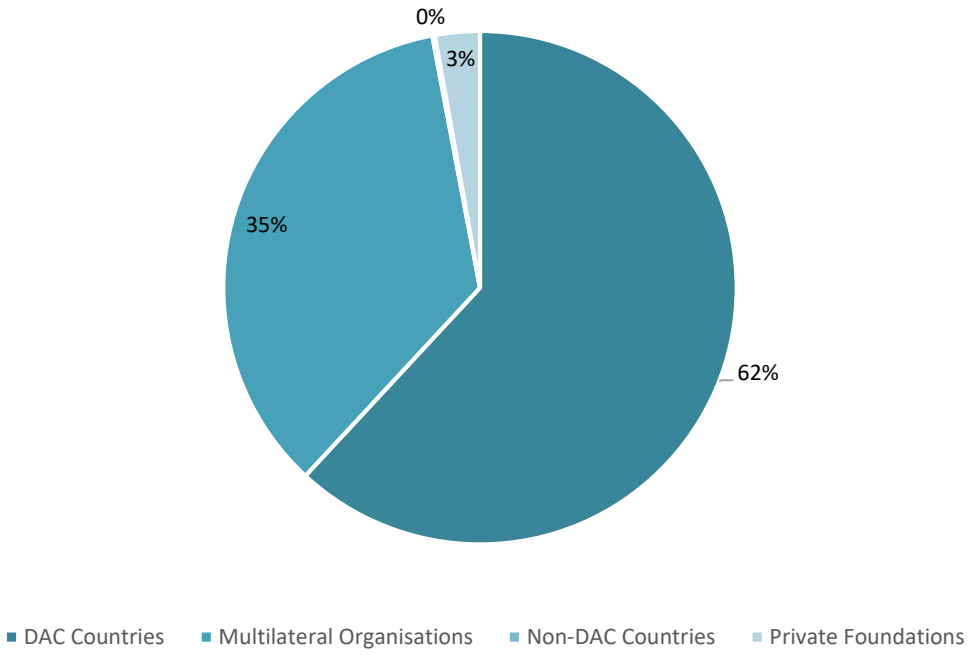
Annex Figure 4 – 2017 Bilateral ODA by education sub-sector



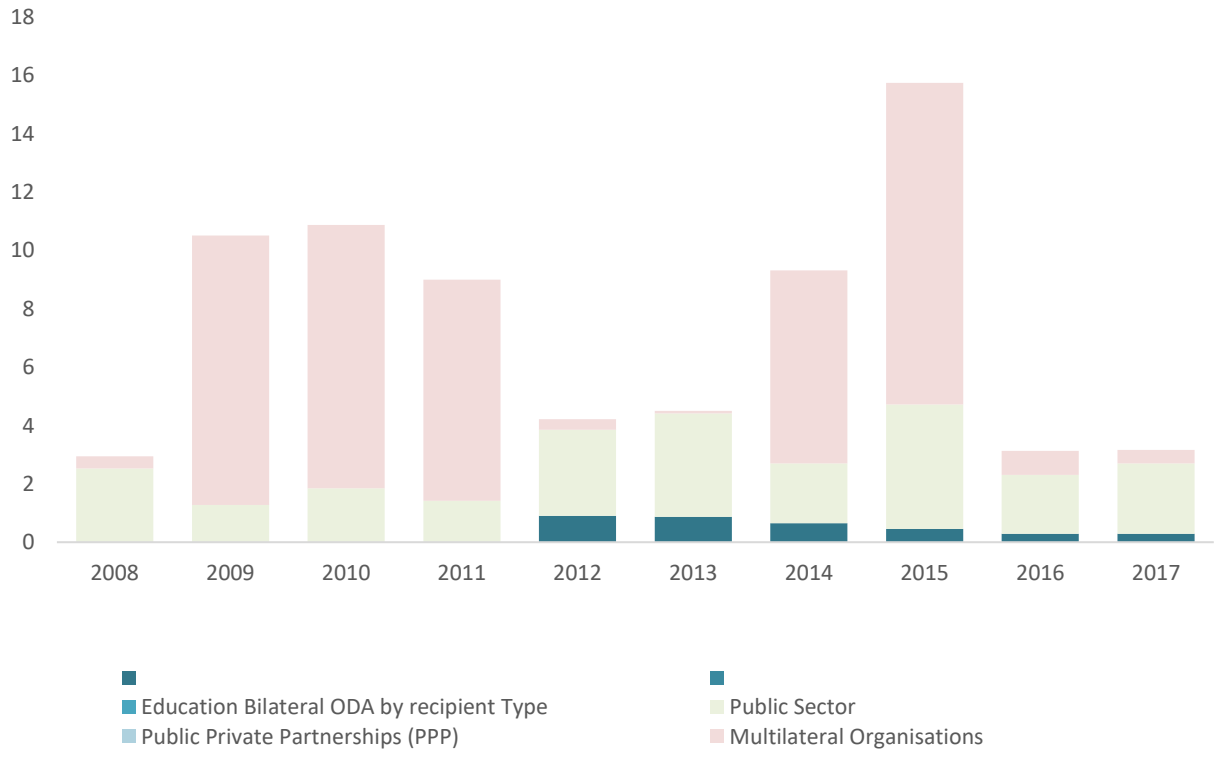
Annex Figure 5 – Gross ODA disbursements by donor type (2016 constant US$ millions)



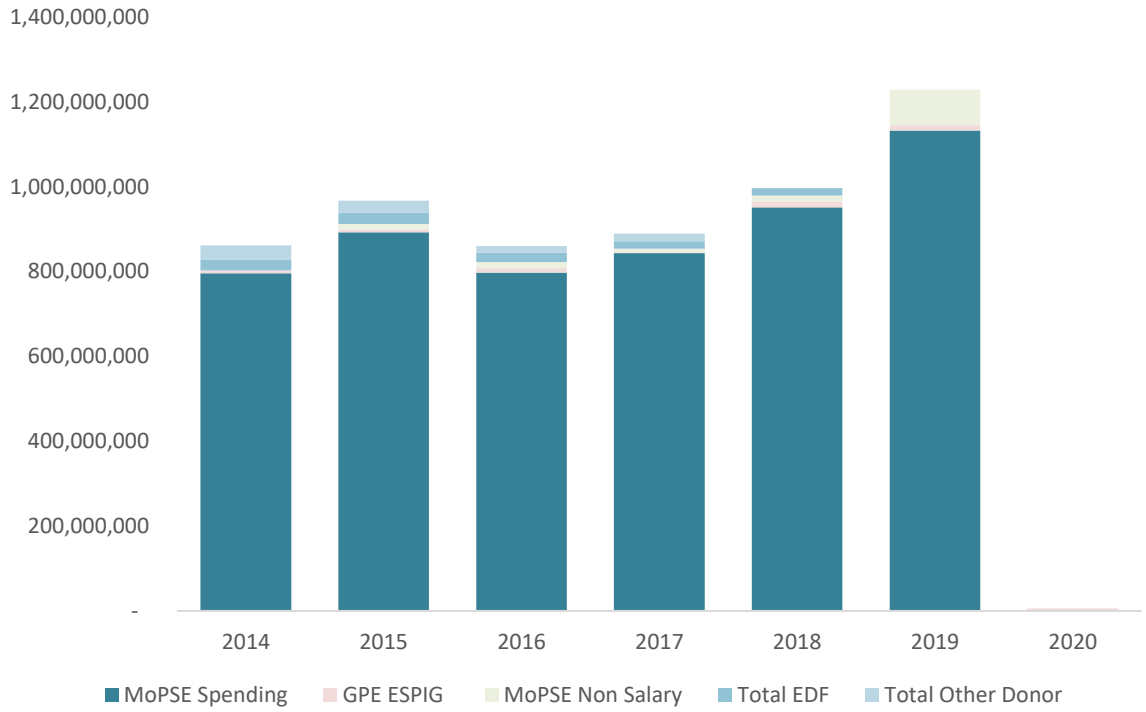
Annex Figure 6 – 2017 education ODA by donor type



Annex Figure 7 – Bilateral ODA by funding modality (2016 constant US$ millions)

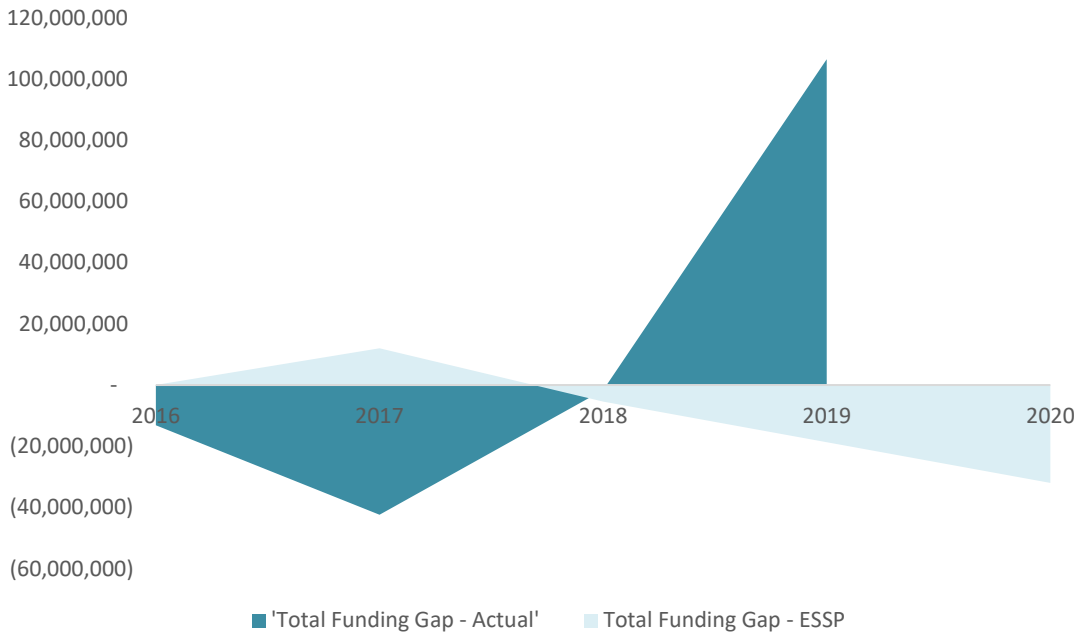


Annex Figure 8 – Comparison of total MoPSE spending with GPE and other donor spending (US$)

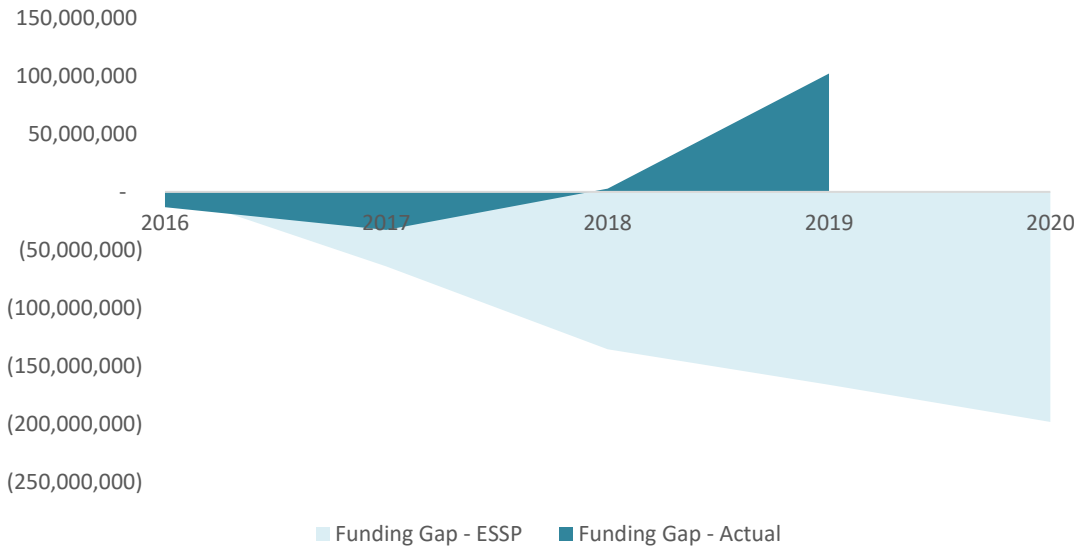


Annex N ESSP funding gap projections against actual spend (ESSP 2016-2019)

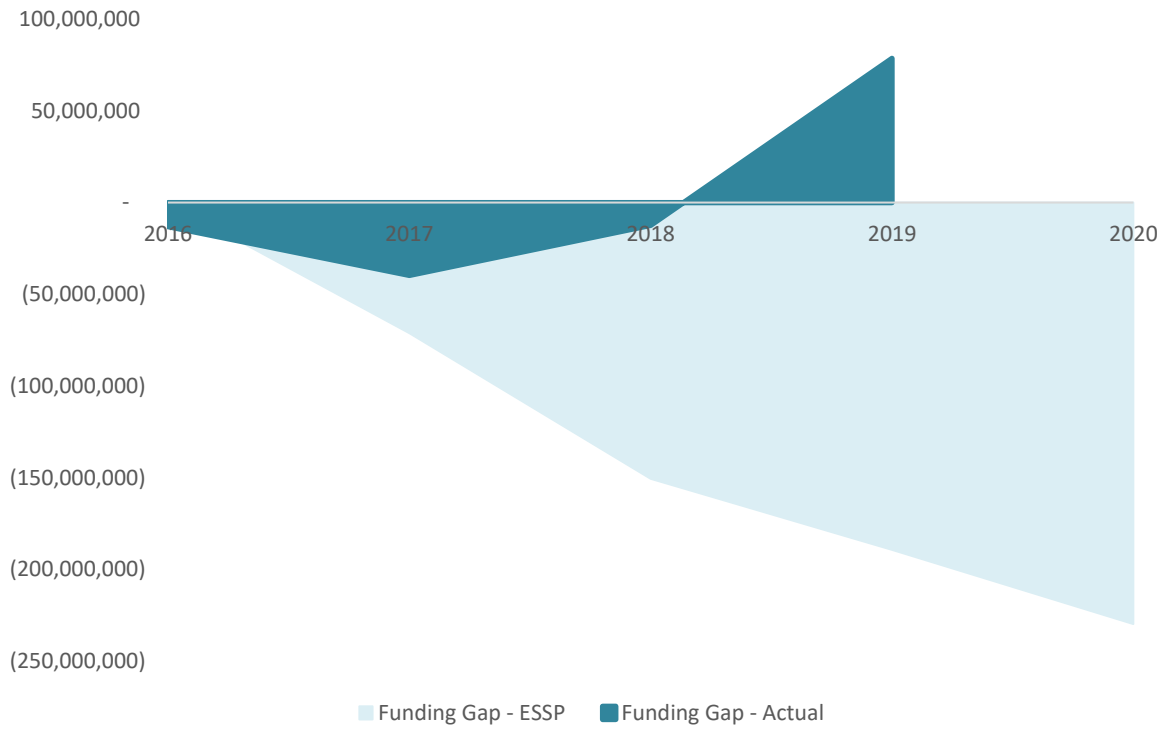
Annex Figure 9 – High scenario ESSP projection vs. actual allocation



Annex Figure 10 – Business as usual ESSP projection vs. actual allocation



Annex Figure 11 – Low scenario ESSP projection vs. actual allocation



Annex O Household education costs (ESA 2014)

Annex Table 6 – Household costs of education by school type

Per capita grant	P1	P2	P3
Primary schools			
Day schools			
Min			
Max	7,400	2,000	2,550
Average	704	108	44
Day and boarding			
Min	40	-	15
Max	9,300	3,000	3,300
Average	1,739	955	833
Boarding			
Min			
Max	12,150	1,000	5,440
Average	3,043	500	1,425
Secondary Schools			
Day schools			
Min	35	10	
Max	8,850	1,635	50
Average	801	175	134
Day and boarding			
Min	80	200	30
Max	10,220	5,025	3,870
Average	1,681	1,299	965
Boarding			
Min	82	400	50

Max	12,070	6,506	2,575
Average	2,753	1,948	758

Annex Table 7 – Comparison of household and government expenditure on education (2014)

	Primary	Secondary
Government expenditure[216]	389.53	618.92
Average household expenditure	1,038.94	1,168.27
Average P1	1,828.32	1,745.10
Average P2	520.93	1,140.58
Average P3	767.56	619.15
Average day school	285.24	370.20
Average day/boarding	1,175.73	1,315.25
Average boarding	1,655.83	1,819.37

[216] 2013 figure taken from http://uis.unesco.org/country/ZW

Annex P ESSP 2018 implementation progress indicators

Annex Table 8 – Progress against ESSP policy goals

Program area	Goal	Indicators	Progress
Policy Frameworks	Revise Education Act and statutory instruments		Education Act has been reviewed by the Attorney General's Office and is currently with cabinet for review; it is being sponsored by the minister of justice.
	Develop a school financing policy	SFP	The SFP is in draft form and is currently being circulated for comments. It is hoped that it will be finalized by the end of December 2018.
	Teaching profession management and quality assurance policy	Final draft submission	This was not done.
	Review of School Functionality Standards	Policy Option Paper	The School Functionality Standards will be reviewed once the Education Act has been amended.
	Review of Statutory Instrument 87 on school development committee	Increased transparency in school governance	
	ICT Policy	Final draft submission	A draft ICT Policy was shared with stakeholders. Feedback was incorporated into the report and the final draft was for further review.
	Develop Health, Life Skills, Sexuality and HIV/AIDS Policy	School Health Policy	The School Health Policy was launched on 11 June 2018.
	ECD statutory instruments	New or adjusted infant policy/ implementation of new infant policy	
	School Feeding Policy	A School Feeding Policy	
	Inclusive Education Policy	Inclusive Education Policy and increase in school	Inclusive supplement to ERI/PLAP Manuals completed and being distributed through district and cluster cascade training. Impact assessment is underway and will be ongoing

Program area	Goal	Indicators	Progress
		attendance by children with specific needs	till objective is met, i.e. all Infant and junior grade teachers are able to use the supplement. Practical inclusivity handbook for optimal curriculum benefit for all is at printing stage.
	Assessment Policy	Joint MoPSE and Zimbabwe Schools Examination Council work to prepare assessment system	
Education Research and Development	Strengthen Planning and Research Department to provide accurate and timely data to inform ESSP policy goals		
	Establish CERID to produce evidence-based outputs	Number of research documents prepared	
	To assure access and equity in learning and to strengthen implementation of the new curriculum - STEAM/STEM, TVET, e-learning by providing adequate infrastructure		

Annex Table 9 – Progress of new curriculum rollout

Year	Phase	Activity	Achievements
2016	1: Preparation	Develop and print syllabuses conforming to the phasing plan Develop learning materials including textbooks, handbooks, manuals Prepare teachers and supervisors in using the curriculum framework	Infant and junior and secondary school syllabi printed and hard and electronic copies distributed All ECD A, Grade 1, Grade 3 and all secondary school teachers were trained in syllabus interpretation

Year	Phase	Activity	Achievements
		Train supervisors and teachers for the following classes in syllabus interpretation: ECD A, Grade 1, Grade 3, Form 1, Form 3, Form 5	CDTS also pilot tested 49 new learning areas for two months at 100 schools in all the 10 provinces All ECD A, Grade 1, Grade 3, Form 1, Form 3, Form 5 teachers trained in syllabus interpretation
2017	2: Preparation and phased implementation commences	Implementation of new curriculum in the following classes: ECD A, Grade 1, Grade 3, Form 1, Form 3, Form 5 Continue training in syllabus interpretation for supervisors and teachers taking the following classes in 2018: ECD B, Grade 2, Grade 4, Form 2, Form 4, Form 6	New curriculum implemented at ECD A, Grades 1 and 3 and Forms 1, 3 and 5 All ECD B, Grade 2 and Grade 4 teachers trained in syllabus interpretation
2018	3: Preparation and phased implementation continues	Implementation of new curriculum in the following classes: ECD B, Grade 2, Grade 4, Form 2, Form 4, Form 6 Continue training in syllabus interpretation for supervisors and teachers	New curriculum implemented at ECD B, Grades 2 and 4 and Forms 2, 4 and 6 All Grade 5 teachers trained in syllabus interpretation
2019	4. Preparation and phased implementation continues	Grade 5 implementation Continued review	

Annex Table 10 – 2018 progress against ESSP programmatic indicators

Program area	Goal	ESSP Indicators	Baseline	2018 target	Progress
Infant Learning	Access/equity/ inclusion	Net enrollment	15%	30%	15.20%
		Attendance rate poorest quintile	-		MICS
		% of children with disabilities enrolled	10%	25%	0.85%
		#adults enrolled in basic literacy	5,261	5,500	-
	Quality (Grade 2 learning)	Numeracy (ZELA %)	67%	70%	53.10%
		English (ZELA %)	51%	56%	76.40%
		Shona (ZELA %)	69%	71%	MICS
		Ndebele (ZELA %)	78%	79%	MICS
		% qualified teachers	39.90%	52%	58.61%

Program area	Goal	ESSP Indicators	Baseline	2018 target	Progress
	Teaching quality assurance	Qualified ECD teacher pupil ratio	1:85	1:70	1:70
		Districts with at least 50% qualified ECD teachers	17	28	26
	Policy	Implementation of new ECD policy			Draft produced
Junior Education	Increased access and completion	NER for Grades 3-7	94.60%	95%	79.93%
		Primary completion rate	79.70%	82%	77.57%
		# of CWD enrolled in primary and secondary (excluding special schools)	40,226	47,500	61,946
		Attendance rate poorest quintile	90.40%	94%	MICS
		% OOSC (6-12)	6.60%	5%	MICS
	Quality (Grade 7 learning)	G7 pass rate	41.80%	49%	52.87%
		G7 pass rate – general paper	50%	56%	59.72%
		G7 pass rate – math	57.40%	60%	62.78%
		# of districts with G7 pass rate of 50% in math	33	39	54
		# of districts with G7 pass rate of 50% in general paper	17	23	47
	Teaching quality assurance	Development programs based on TPS implemented		-	
	Non-formal learning outcomes	# of learners enrolled in PTCECs	32,815	33,300	22,811
		# of learners enrolled in Functional Literacy	28,631	28,781	46,007
		# of schools providing Basic Literacy NFE	341	431	905*
		# of schools providing Zimbabwe Adult Basic Education Course	790	940	950*
		# of schools providing Functional Literacy NFE	1,543	1,693	1,900*
		# of schools providing PTCECs	1,053	1,203	1,507*

Program area	Goal	ESSP Indicators	Baseline	2018 target	Progress
	Strengthened junior school governance	Implementation of capacity development program for governance strengthening			Draft reports received from EY
Secondary Education	Increased formal/non-formal access	# of districts with a secondary GER of >75%	35%	41%	35%
		Lower secondary GER	75.20%	78%	76.70%
		Secondary GER (Form 1-6)	54.90%	58%	56.75%
		# CWD enrolled in Secondary (Form 1-6)	4,955	10,982	12,546
		% OOSC (13-18)	20.60%	18%	MICS
		# of CWD enrolled in primary and secondary education (excluding special schools)	40,226	47,500	61,946
		Attendance rate poorest quintile	35.30%	42%	MICS
	Quality (survival/ completion rates)	Survival rate Form 4 (for F1 students)	84%	87%	77.11%
		Form 4 pass rate	27.86%	31%	28.71%*
		Lower secondary completion rate	65.70%	67%	63.12%
	Improved teaching	Development programs based on TPS implemented			-
	Increased number of schools offering computer assisted learning	Increasing number of institutions offering computer-assisted learning	347	1,606	1,187*
Capacity Development	MoPSE has efficient and effective administrative structures in place and programs are managed and monitored by staff with the correct knowledge, management and leadership skills.				

Annex Q Summary of GPE and EDF support to ESSP implementation (2016-2018)

Annex Table 11 – Summary of GPE and EDF support to ESSP Implementation (2016-2018)

Intervention	GPE support	EDF support
Development and procurement of materials to support the new curriculum[217]	**GPE supports procurement of:** • Textbooks for Phase 2 of new curriculum ECD outdoor play equipment • Equipment to build capacity and operation of district and cluster offices **Development, printing and distribution of:** • Materials to support children with disabilities • ERI and PLAP (including teachers' handbooks)	**EDF supports procurement of:** • Textbooks for Phase 1 and specific learning areas of phase 2 of the new curriculum • Learning materials to support CWD **Development, printing and distribution of:** • All syllabuses for new curriculum • Curriculum framework • Curriculum handbook
Policy and legal frameworks[218]	**Development of the following policies:** • School Financing Policy • Inclusive Education Policy	**Support to the following legal and policy work:** • Amendment of Education Act • Early Learning Policy
Promote work with the community[219]	• Support community outreach for the identification of CWD and information-sharing to support early screening processes for CWD • Support community engagement	Support community engagement on NFE
System development and strengthening including innovations	• Development and strengthening system for early identification (of disabilities), intervention and referral of children • Development and updating of NOP, POPs and DOPs	• Development and updating of School Development Plans • Support development of an electronic school inspection system

[217] From the funding perspective, this is one of the biggest components of the education program.
[218] Work on all legal and policy work is guided by the ECG, who generate policy dialogue at this forum.
[219] The communities are reached with a package of messages that are supported through two funding sources.

Intervention	GPE support	EDF support
Research and data systems[220]	Support development and updating of TDIS, which is a subset of EMIS	• Support to generation of data through regular EMIS • Support near real-time SMS-based data collection system
Strengthening of teacher capacity[221]	• Train MoPSE staff in mainstreaming of inclusive approaches, with specific focus on CWD • Train teachers in the application of Teacher Professional standards • Train junior teachers in syllabus interpretation	• Training in leadership and management to create child-friendly school environments that promote learning • Train heads, deputy heads and bursars in financial management • Train infant and secondary teachers in syllabus interpretation
Direct support to the most disadvantaged schools[222]	Use of SIG modality to support a defined set of school-level interventions that are not covered by SIG, e.g. provision of junior science laboratory equipment, purchase of non-core textbooks	Provision of SIGs to the poorest schools, targeting a defined set of eligible items of expenditure prioritized on the school development plan

Annex Table 12 – May 2018 summary of GPE 2 successes[223]

Component	Activities/successes
Component 1: Policy	• **Policies and legislative reform:** The Thematic Working Group on Policies and Legislation, operating within a framework provided by ECG, drafted an action plan, costed and with timeframes, focusing on five areas: inclusive education, school financing, education amendment bill, school development committees and early learning. • **Education Amendment Bill:** Review of the Education Act was completed. Proposals in the draft Education Amendment Bill were subjected to an extensive national consultation process and a report on these consultations has been compiled. A set of Memorandum of Principles was prepared and endorsed. Currently, the draft bill is being worked on by the Attorney General's Office, to be followed by submission to cabinet for approval. • **Inclusive education:** The Thematic Working Group on Inclusive Policy was formed. Discussions were held and progress reported at the ESPR 2017 held in January 2018. The engagement of a consultant for the first phase is underway, and the process is led by the LWS Department and supported by the technical advice of the Legal Department.

[220] The data and information generated are used to design, plan and monitor programs supported through the EDF, GPE and other funding sources.
[221] The idea is to differentiate training by (1) target group and (2) areas of training (content).
[222] Care is taken to ensure schools do not apply both funds to the same expenditure items.
[223] This data is verbatim from the program document for the multiplier and variable tranche funding.

Component	Activities/successes
	• **School financing:** A concept note on the need for a school financing policy and related ToR for development of the policy have been approved by MoPSE, a consultant has been engaged and work is underway for its development. • **Early learning policy:** A review of the existing regulatory framework and circulars on early learning has been undertaken with engagement of players across all MoPSE departments, gaps have been identified and a comprehensive document is available now to be reviewed and in order to plan the next steps.
Component 2: Curriculum	• **Teachers' guides have been printed and distributed.** A teachers' training program on syllabus interpretation for the grades phasing in in 2018 has been carried out and for the grades phasing in in 2019 plans are under preparation. • **Procurement of textbooks:** Procurement for the agreed numbers of textbooks has been finalized; finalizing the procurement modalities has taken some time but now the 16 procedures are in place it is anticipated there will be no further delays. • **Absorption of ERI and PLAP principles into the pre-service programs:** Discussions between MoPSE and MoHTESTD on integration of these programs as well as the new curriculum in pre-service are underway, and a committee to spearhead the process has been put in place with membership from the two ministries and some stakeholders to plan the next steps. • **ERI:** A concept notes on ERI and community engagement in early learning has been drafted and approved by MoPSE. Support for the procurement of early learning materials and ECD and outdoor play equipment by more than 4,000 schools has been done, including community engagement discussions on the importance of ECD and the role of play in early learning.
Component 3: equity	• **The NFE policy is in place and the NFE action plan, costed for training, mode of delivery and resources is now available.** • **Special needs:** ERI and PLAP annex finalized and distributed to all districts. Screening tools for CWD are in the final stages of ministry approval process. A Thematic Working Group to review and develop the Inclusive Education Policy has been formed. • **Complementary funding:** In order to have a comprehensive picture of the situation by district and area, MoPSE collected data from districts on the current status of community funding in school and construction projects underway, cluster technical hubs being planned, needs, etc. Provincial planners are involved in this process as well, and met ministry head office and other stakeholders and drafted the guidelines for complementary funding, inclusive of edibility criteria and modalities of funding. These guidelines now are awaiting approval.
Component 4: institutional Strengthening	• The concept note for **HOD** for MoPSE has been endorsed by the ECG. • **CERID** mapping has taken place and a draft concept paper on its establishment and functions has been drafted.
Component 5: Monitoring and ESSP development	• Districts have submitted **DOP** reviews of 2017 to MoPSE. • The **POPs** have been finalized and are available. • The **ESPR of 2017** was held successfully with participation across sectors, and with greater participation from MoHTESTD as well as MoF.

Component	Activities/successes
	• Continual monitoring of the updated curriculum implementation and the other GPE 2 program components continues to ensure continuity of interventions from GPE 2.

Annex R Other system-level changes reported in ESPR

Annex Table 13 – Non ESSP activities from 2018 ESPR

Indicator/goal	2018 Action	Comments
Number of local languages introduced in schools	Production of materials for final two outstanding languages completed by end April 2018	The syllabus for Koi San has been developed in English. Given the shortage of Koi San speakers in Zimbabwe, the CDTS is collaborating with other countries and MoHTESTD to translate the syllabi into Koi San. Development of the syllabi in Sign Language has been delayed owing to lack of agreement on the sign to be used. The syllabi in Sign Language are being developed at a workshop in Mutare and should be ready by the end of November 2018.
Number of schools visited by district education officials	Plan for inspectorate finalized and in place by end April 2018 with at least same levels of visits and reports as previous year	Higher levels of visits than 2017. Head office inspected 350 schools. Districts and provinces managed to inspect 18,444 teachers.
Sector performance reviews	EMIS data to be finalized by end October 2018 (for FY 2018) JSR held before end November 2018	EMIS data finalized by the end of November 2018. The JSR is to be held in mid-January 2019.
Operational plans reviewed and adapted based on a rolling work plan approach	Roll out of remaining NOP and DOP activities by end April 2018 NOP and DOPs fully costed and finalized by end March 2018	
Comprehensive capacity development program to strengthen governance with emphasis on individual as well as institutional strengthening; initiate operationalization of capacity development program	HOD report finalized and approved by senior management by end September 2018	Drafts of the two reports have been received by MoPSE from EY. These are the HOD Draft Skills Audit Report and the HOD Draft Culture Audit Report.

Indicator/goal	2018 Action	Comments
Strong sector coordination and policy dialogue	ECG regular meetings held with approved minutes (at minimum six per year)	ECG held 10 times in 2018, on January 19, March 22 and 29, April 4 and 9, May 24, June 28, August 16, September 28 and November 15. All meeting minutes and related documents are available at the Secretariat.
ECD and primary sector data (from EMIS report) available for budgeting and planning purposes	EMIS data for each sub-sector available at least a week before the JSR and shared with all stakeholders	EMIS 2018 data were available in November 2018.
Review monitoring framework to include key indicators for active programs that affect MoPSE results	Include ESSP, EDF and GPE key indicators in the monitoring frameworks for review during the JSR	
Request from civil society to provide data against key relevant indicators for year under review in the JSR	Share data on key relevant indicators that contribute to MoPSE results from civil society at least annually (during the JSR) (or through the ECG)	It was assumed the indicator to be examined was the transition rate in the 17 lowest districts and verification would be done on the work carried out by MoPSE to find this information. This was not done by either MoPSE or civil society.
Provide more disaggregated data (including maps) on key indicators for district planning and budget activities	Provide maps of key indicators and data to districts for their annual DOP planning and budgeting processes by end April 2018	To be done. Data now available.
Share key documents in a timely manner with stakeholders	100 days quick wins document to be shared with members of the JSR and progress reported on in the quarterly ECG meeting	This was not done.
Timely sharing of data for annual review processes	Final draft performance report (including narrative details and data) to be made available a week before JSR and be part of final JSR performance report Final report to be shared within one month of the JSR	The report will be ready at least one week before the JSR.

Indicator/goal	2018 Action	Comments
Budget and financial data shared in the JSR to include allocation, releases and execution figures for discussion	Budget execution data to be made available at the JSR as part of the financial presentation and included in the final annual JSR performance report Donors to share funding breakdown figures at least two weeks before JSR for inclusion in the presentation	This is on track and will be presented in the JSR.
Using data better to improve PFM in the education sector	Recommendations of World Bank PER in education to be reviewed and determination made as to which are appropriate to take forward in 2018, by end April 2018	The recommendations from the World Bank have been used in the formulation of the SFP.
Better utilization of GPE funds	Progress on increased spend of GPE funds to be provided at each ECG meeting	As of end October 2018, a total amount of US$12.67 million was committed and utilized for the planned activities, out of the received amount of US$14 million – utilization rate of 91%; total GPE approved amount was US$20.58 million, the grant is expiring on December 31, 2020.
Finalize the GPE VT and multiplier funding application	Finalize application in time for May 2018 deadline	GPE VT and multiplier funding application (US$18.82 million) submitted in May and approved by the Board in August 2018, together with additional fund amounting US$2.8 million. First payout of the VT should be in January 2019 on two indicators; completion of the Education Act and the completion of the SFP.
Improving continuous assessment processes	Development of a coordinating agency guideline in place by end April 2018 (or add a different indicator here)	A consultant reviewed the Assessment Framework and produced a review report and a road map for the finalization of the Assessment Framework.
Finalize procurement of textbooks	Textbook procurement to be finalized and books in schools by end April 2018	The procurement of textbooks is being done on a phased approach. Textbooks for 2018 were procured and distributed for ECD B, Grades 2 and 4 and Forms 2, 4 and 6. Textbooks for Grade 5 are to be procured and distributed in 2019.

Annex S Selected system-level country data

Annex Table 14 – Recent system changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	School numbers have increased across ECD, primary and secondary education (by 8%, 5% and 19%, respectively).[224] For primary and secondary education this growth has outstripped student number growth, with ratios of students to schools falling by 22%[225] and 5%, respectively. Large increased in student numbers in ECD are responsible for the 64% increase in the ratio of ECD learners to schools.
Changes in costs of education to families	Reliable data are not available on the cost of schooling for children. The 2015 ESA averaged US$285 per year for primary day schools, with US$370 for secondary day schools (averages including boarding schools are US$1,038 and US$1,168 for primary and secondary schools, respectively). Recent EMIS data place the figures much lower, with US$122 for primary schools and US$507 for secondary schools, but note that these figures are unreliable. EMIS figures from 2013-2017 show 'financial crisis' as the largest single reason for dropout at both primary and secondary level, staying consistent at between 38% and 43%. Figures from the child labor report in 2014 placed the figure higher at 68%.[226] The introduction of amendments to the Education Act seek to improve this situation by allowing the creation of funds to pay student school fees. The introduction of a new school financing policy is aimed at regulating how schools receive money, allowing poorer schools alternatives to leveraging fees on students. These acts have yet to come into effect.
New/expanded measures to meet educational needs of children with special needs and learners from disadvantaged groups	BEAM provides school fee relief to OVC[227] with the support of donor funding. Proportions of OVC covered by BEAM payments have fallen significantly in recent years (secondary students covered dropped by 30% between 2013 and 2017) and the number of outstanding claims rose significantly over the same period (in 2017 85% of primary school claims were unpaid, as compared with 6.4% in 2013).

[224] EMIS 2013, 2014, 2016, 2017

[225] This should not necessarily be taken as a positive development, while school numbers grew; the 22 percent drop is mostly caused by a significant drop in enrollment between 2016 and 2017. It is not clear whether this is substantiated, or a data collection error.

[226] The ILO 2014 child labor report is available at http://www.ilo.org/dyn/clsurvey/lfsurvey.list?p_lang=en&p_country=ZW

[227] Those with HIV.

ISSUE	OBSERVATIONS
NFE	2,910/6,298 primary schools and 1,531/2,870 secondary schools offering NFE programs. Basic literacy, fit for life, functional literacy, PTCECs, Zimbabwe Adult Basic Education Course (ZABEC) and Zimbabwe Accelerated Learning Program (ZALP). NGOs also involved in sector, but uncoordinated with government, with sustainability issues related to external funding.
School health	Significant increase in the presence of trained health teachers in both primary and secondary schools (56% between 2013 and 2017).[228] Introduction of school health policy in 2017.
School feeding	Significant increase in the number of primary schools providing supplementary feeding (from 9.2% to 83.68% between 2013 and 2017) with smaller increases in secondary schools (from 4.8% in 2013 to 16.11% in 2017).

Annex Table 15 – Recent system changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in PTR and PTTR	In 2010 19,732 temporary teachers (17% of workforce) replaced 20,000 who left during the financial crisis in 2009 leaving up to 45% of primary posts empty.[229] Since then, figures have been improving. While **PTRs have deteriorated slightly** at primary and ECD level, **PTTRs have improved at all levels**, with the PTTR at ECD level reducing by 43%.
Changes in equitable allocation of resources	Most recent data on equitable teacher allocation are from 2016 and show an R^2 of .92 – denoting an equitable distribution of teachers across schools. An area with significant regional disparities is in the regional distribution of unregistered (satellite) schools.[230] EMIS data show that in some provinces satellite schools account for up to 48% of secondary schools and 32% of primary schools, while in urban areas the figure is less than 5%. The figures for primary schools seem to be stable over time, while those for secondary are improving in urban areas and worsening in rural areas with the highest numbers of satellite schools.
Changes in relevance and clarity of (basic education) curricula	Progressive introduction of new curriculum between 2016 and 2019. Key aims of the new curriculum are: 1. To promote and cherish the Zimbabwean identity; 2. To prepare learners for life and work in a largely agro-based economy and an increasingly globalized and competitive environment; 3. To foster life-long learning in line with the opportunities and challenges of the knowledge society; 4. To prepare learners for participatory citizenship, peace and sustainable development; 5. To prepare and orient learners for participation, leadership and voluntary service.

[228] EMIS 2013, 2014, 2016, 2017.
[229] EMTP 2011.
[230] These schools are not considered to reach the necessary standards for government registration, but can operate in partnership with a nearby registered school. According to the 2015 ESA, students who attend satellite schools perform worse in state exams, though this must be taken as correlation rather than causation – as satellite schools tend to emerge in rural and disadvantaged areas, which could also account for differences in achievement.

ISSUE	OBSERVATIONS
	Practically, the new curriculum departs from the old in its focus on continuous and skills-based assessments rather than summative examinations, the promotion of ECD and NFE and the promotion of indigenous languages.[231]
Changes in availability and quality of teaching and learning materials	New curriculum rollout accompanied by introduction of new textbooks. While some issues arose with the production and vetting of new textbooks, procurement has taken place. Textbooks for 2018 were procured and distributed for ECD B, Grades 2 and 4 and Forms 2, 4 and 6. The remaining grades will be provided with textbooks in 2019. In addition, every school has been provided with a CD package to assist with adaptation to the new curriculum. Data for availability of computers in schools are inconsistent, but focusing on the 2014-2017 period, the number of students per computer has fallen at primary level (from 169 to 135) and not changed at secondary (remaining at 39). For comparison, in 2013 Rwanda had a student to computer ratio of 40 at both primary and secondary; Zambia had a ratio of over 500 at primary and 140 at secondary.[232] More recent international data are not available.
Changes to pre-service teacher training	MoHTESTD has worked with MoPSE to integrate components of the new curriculum into pre-service training; however, recent program documents point to a need for better coordination to ensure teachers are knowledgeable on new assessment criteria and methods.[233] Positive steps have been taken in since 2012 to integrate innovative methods related to PLAP, designed to help prepare teachers to help students who have fallen behind their peers. While research points to the efficacy of this program, it also notes that lack of effective training and oversight leads to poor implementation, which can yield negative results for students with learning difficulties in mainstream classes.[234]
Changes in incentives for schools/teachers	In response to the 2009 dollar crisis, teachers' salaries were fixed at US$100. Salaries began to rise again after this, but in the EMTP they were reported as being US$363 per month below the poverty line of $540.[235] Exact figures for teachers' salaries in recent years are not available, but in early 2019 ZIMTA formally presented the protests of 80% of its membership at poor salaries .[236]

Annex Table 16 – Recent progress in strengthening sector management

ISSUE	OBSERVATIONS
Is a quality LAS within basic education cycle in place?	**ZELA** takes place at the beginning of the school year to measure the literacy and numeracy competency of new Grade 3 students in a sample of schools. At the time of the ESPR in January 2018, the 2018 results had not yet been reported. **SACMEQ** periodically runs a large-scale international learning assessment across 16 countries including Zimbabwe – measuring health, numeracy and literacy competencies in Grade 6 students. The next round is to take place in 2019.

[231] http://www.mopse.gov.zw/index.php/updated-curriculum/curriculum-framework/
[232] UIS, ICT in Education in Sub-Saharan Africa (2015).
[233] VT funding program document (2018).
[234] P. Mahanya, PLAP: The View of Teachers in Inclusive Primary and Secondary Schools (2018).
[235] EMTP (2011).
[236] http://www.zimta.org.zw/

ISSUE	OBSERVATIONS
Changes in how country uses LAS	Previously data had been published by the end of the school year, but MoPSE is pushing to release results earlier, in order to embed the recommendations from ZELA in the planning cycle, as one of the GPE variable part indicators. This was marked as having been achieved in the 2018 ESPR.
Quality of EMIS system	*Assessment using World Bank SABER[237] criteria* **Enabling environment:[238]** The EMIS system in Zimbabwe performs well within a data-driven culture. Data form the core of planning at all three levels of governance (national, provincial and district), and the collection and use of data is an institutionalized practice through the creation of yearly district and provincial operational plans that rely on locally collected EMIS data.
	System soundness:[239] Data produced by EMIS are comprehensive, covering a broad range of systematic indicators, and all regions, schools and levels. Coverage of ECD, NFE and inclusivity has improved in recent years. Analysis of EMIS data is mostly descriptive – with little effort to move beyond the presentation of data to look at correlating factors and inferential data use.
	Quality data:[240] Data quality is good but could improved in some areas, particularly those that do not relate to systematic assessments (such as can be done through school administrations). For example, data on household education spending are weak because they rely on self-reported data – the reliability of which MoPSE does not attest to. Timeliness of data is a key priority for MoPSE currently, with the aim being to produce EMIS reports by the third quarter each year – which was not achieved in 2018.
	Utilization in decision-making:[241] EMIS data are made available through the MoPSE website, which was set up in 2018. This allows for EMIS reports from 2013 to 2017 to be publicly available – greatly improving the accessibility and power of the data. EMIS data form the core of the annual ESPR reports, and the JSR process. The issue with its effectiveness in policy is the lack of correlational assertions – the descriptive nature of the data provides a 'health check' for the system, which is of great benefit, but it could go further by providing more exploratory statistical analysis for policy-makers, using the breadth of available data to look at the specific effect of policies by correlating their implementation with specific system-level indicators.

Annex Table 17 – Distribution of satellite schools (percentage satellite schools per province)[242]

Province	Primary				Secondary			
	2014	2016	2017	Change	2014	2016	2017	Change
Bulawayo	3%	3%	3%	**0%**	10%	5%	5%	**-50%**
Harare	2%	2%	2%	**0%**	5%	2%	2%	**-60%**

[237] The assessment does not rigorously apply all criteria but uses them as a guide for assessing EMIS function.
[238] Defined by: Legal frameworks, organizational structure and institutionalized processes, human resources, infrastructural capacity, budget and a data-driven culture.
[239] Defined by: Data architecture, data coverage, data analytics, dynamic system and serviceability.
[240] Defined by: Methodological soundness, accuracy and reliability, integrity, and periodicity and timeliness.
[241] Defined by: Openness to EMIS users, operational use, accessibility and effectiveness in disseminating findings and results.
[242] EMIS 2013, 2014, 2016, 2017.

Province	Primary				Secondary			
Manicaland	8%	8%	8%	**0%**	31%	31%	30%	**-3%**
Mashonaland Central	20%	21%	21%	**5%**	40%	42%	40%	**0%**
Mashonaland East	11%	12%	12%	**9%**	24%	27%	28%	**17%**
Mashonaland West	30%	31%	31%	**3%**	50%	48%	48%	**-4%**
Masvingo	20%	20%	20%	**0%**	28%	27%	27%	**-4%**
Matabeleland North	21%	21%	21%	**0%**	35%	37%	39%	**11%**
Matabeleland South	12%	13%	13%	**8%**	22%	24%	27%	**23%**
Midlands	16%	16%	16%	**0%**	27%	28%	30%	**11%**
Average Primary	**14%**	**15%**	**15%**	**3%**	**27%**	**27%**	**28%**	**1%**

Annex Table 18 – Pupil teacher and pupil trained teacher ratios[243]

Level	Indicator	2012	2013	2014	2015	2016	2017	2018	Change
ECD	PTR		37.4	35	39.9	41	42		12%
	PTTR		137.7	108		82	79		-43%
Primary	PTR	36	36	37	35	37	38		6%
	PTTR	41	42	41	38	38	39		-5%
Secondary	PTR	23	22	23	22	23	23		0%
	PTTR	32	31	30	29	29	28		-13%

Annex Table 19 – Schools by administration type, capitation grant classification, registration status and number of students[244]

Level	Indicator	2013	2014	2015	2016	2017	2018	Change
Schools by administration[245]								
Primary	Govt	291	298		5,220	5,260		
	Nongovt	5,514	5,565		825	863		
	Total							
Secondary	Govt	216	217		2,114	2,141		
	Nongovt	2,158	2,207		661	689		
Schools by capitation grant classification								
Primary	P1	211	214		248	234		11%
	P2	460	468		479	486		6%
	P3	5,134	5,181		5,318	5,403		5%
Secondary	S1	138	143		220	205		49%
	S2	230	234		353	336		46%
	S3	2,006	2,045		2,202	2,289		14%
Schools by registration status								

[243] EMIS 2013, 2014, 2016, 2017 and ESPR 2018.
[244] EMIS 2013, 2014, 2016, 2017.
[245] Pre-2016 schools under district governance were classified as nongovernmental schools; they were classified as governmental from 2016 onwards. District council-governed schools account for more than 74 percent of all schools.

Primary	Satellite	926	962		1,008	1,016		10%
	Registered	4,879	4,901		5,037	5,107		5%
Secondary	Satellite	716	747		827	839		17%
	Registered	1,658	1,677		1,948	1,991		20%
Total schools								
	ECD	5,669	5,822		5,981	6,071	6,241	**8%**
	Primary	5,805	5,863		6,045	6,123	6,071	**5%**
	Secondary	2,374	2,424		2,775	2,830	6,241	**19%**
Students per school								
	ECD	66	73		97	103		**64%**
	Primary	458	454		440	360		**-22%**
	Secondary	403	404		384	380		**-6%**

Annex Table 20 – Distribution of non-teacher inputs and facilities[246]

Level	Indicator	2013	2014	2015	2016	2017	Change
Primary	Pupil toilet ratio (F)	25	22		20	24	**-4%**
	Pupil toilet ratio (M)	27	22		21	25	**-7%**
Secondary	Pupil toilet ratio (F)	20	18		18	18	**-10%**
	Pupil toilet ratio (M)	19	18		18	17	**-11%**
Primary	Schools with supplementary feeding	9.20%	8.97%		80.26%	83.68%	**810%**
	Schools with trained health teachers	36.90%	40.51%		53.25%	57.68%	**56%**
Secondary	Schools with supplementary feeding	4.80%	4.17%		12.47%	16.11%	**236%**
	Schools with trained health teachers	27.50%	31.27%		38.67%	45.65%	**66%**
Primary	Learners per computer	51	169		156	135	**165%**[247]

[246] EMIS 2013, 2014, 2016, 2017.
[247] Possible data quality issue with the 2013 data point. Excluding 2013 trend is positive.

Secondary	Learners per computer	39	47		38	39	0%

Annex Table 21 – Prevalence of OVC support programs

Level	Program	2013	2014	2015	2016	2017	Change
Primary	Covered by BEAM (or similar)	52.20%	51.52%		34.21%	52.84%	1%
	Outstanding claims	6.40%	3.32%		79.20%	86.85%	1257%
Secondary	Covered by BEAM (or similar)	71.30%	47.04%		23.99%	49.98%	-30%
	Outstanding claims	62.10%	47.41%		72.42%	85.03%	37%

Annex Table 22 – Schools offering non-formal education opportunities[248]

NFE Course	2015	2016	2017	2018	Change
Functional Literacy	1,543	n/a	1,900	n/a	23%
Basic Literacy	341	n/a	905	n/a	165%
ZABEC	790	n/a	950	n/a	20%
PTCEs	1,053	n/a	1,507	n/a	43%
Computer Assisted Learning	347	n/a	1,187	n/a	242%

[248] Taken from ESPR 2018.

Annex T Selected impact-level country data

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
Changes/trends in **learning outcome**s (basic education) during period under review (by gender, by socioeconomic group, by rural/urban location)	Learning outcomes measured annually by ZELA (for Grade 2) and every five years by SACMEQ (for Grade 6). Figures are disaggregated by gender and province – but not by wealth quintile or rural/urban split. **ZELA** scores show a 20% decrease in math achievement between 2015 and 2018, while English reading scores increased in the same period by 44%. **SACMEQ** scores for 2013 have yet to be published. The scores from 2000-2013 show an **increase of 5% in Zimbabwe's math and 8% in reading scores, but a decrease relative to the average across 16 SACMEQ countries**. In 2000 and 2007 Zimbabwe scored **above the average** for math and reading, while in 2013 Zimbabwe scored below the average in both subjects (5% below in math and 3% below in reading). Disaggregating ZELA scores for gender shows a **GPI of 1.18 and 1.06** for math and reading, respectively. SACMEQ scores are not disaggregated by gender. Regional disparities in SACMEQ scores show that **Harare scores consistently highest across math and reading**, scoring 23% and 29% higher than the lowest scoring province (in both cases it was Matabeleland South). While state examinations are not longitudinally standardized, they do give an indication of how successfully students are meeting state minimum standards. Scores from 2014-2017 show a steady increase in Grade 7 exam scores, and a slight dip in O and A Level scores in 2017. Female students outperform male students in Grade 7 and A Level exams (GPI of 1.1 and 1.07, respectively, in 2017) while males outperform females at O Level (GPI of .88 in 2017).
Equity, gender equality and inclusion	
Changes in (1) **gross** and (1) **net enrollment rates** (basic education including pre-primary) during review period (by gender, by socioeconomic group, by rural/urban location)	**ECD:** Total GER rose by 69.97% between 2012 and 2017, while NER rose by 7.24%. 2017 GER stood at 55.87% (above the 2017 GPE RF milestone of 29.8%) and NER stood at 31.99%. This disparity implies a large number of over- or under-age children being enrolled. GPI was .99 for GER and 1.02 for NER. **Primary:** Primary GER fell by 4.36% to 105.59% while NER fell by 5.99% to 89.97% between 2012 and 2017. GPI was .98 for GER and 1.01 for NER. **Secondary (Forms 1 -4):** Lower secondary GER rose by 2.79% while NER rose by 6.9% between 2012 and 2017. GPI was 1.03 for GER and 1.11 for NER. 1.11 is on the borderline of GPE's RF target GPI range (.88 – 1.11) for what can be considered equitable enrollment. **Secondary (Forms 5 and 6):** Upper secondary GER rose by 37.03% while NER rose by 47.42% between 2012 and 2017. Enrollment remains low though, with GER standing in 2017 at 15.21%. GPI for GER and NER have increased by 8.97% and 9.73% in recent years, but, at .85 for GER, stands outside of the equitable range.

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in (1) **primary completion rate,** (2) **lower secondary completion rate** and (3) **upper secondary completion rate** (by gender)	**Primary completion rate:** Primary completion rose by 1.5% to 77.7% from 2012 to 2018. This is above the GPE RF milestone of 65%, but below the targets set by MoPSE. The figures also show a stagnation, with decreasing completion rates in the past three years. GPI changed from 1.04 to 1.03. **Lower secondary completion rate:** Lower secondary (Forms 1-4) completion rose by 3.3% to 67.35% between 2012 and 2018. This is above the GPE RF milestone of 56%, but again shows stagnations, with decreases between 2017 and 2018 and figures well below government targets. GPI rose by 1.5 percent to .98. **Upper secondary completion rate:** Upper secondary (Forms 5 and 6) completion rose significantly, by 42.4%, between 2012 and 2017 but remains low, at 14.92%. GPI for completion is also low, standing at .80. **Regional** disparities exist in completion rates, with lowest ECD and primary completion rates being in the capital Harare. Generally, the eastern provinces have higher completion rates than the western provinces. The range for primary enrollment is not large – with the highest rates being 84% in Bulawayo, 15 percentage points higher than in Harare.
Changes in **out-of-school rates** for (1) **primary** and (2) **lower secondary**	Figures for OOSC not available since 2013. MICS released in 2019 should have more detail.
GPI of out-of-school rates	
Changes in the **distribution of OOSC** (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	The most recent data on OOSC come from MICS 2014 and show 6.6% of primary school-age children were out of school (of whom 45.2% were female); and 34.6% of secondary school-age children were out of school (of whom 49.3% were female).
School readiness and **household support for education**	
Changes in **transition rates** from primary to lower secondary education (by gender, by socioeconomic group)	**Primary survival rate** stands at 79.83% between Grades 1 and 7. **Secondary survival rate** is 18.07% between Forms 1 and 6, but 79% when the last two, non-compulsory, years of schooling (upper secondary – Forms 5 and 6) are excluded.
Changes in **dropout and/or repetition** rates (depending on data availability) for (1) primary and (2) lower secondary education	**Dropout rates** for both primary and secondary have increased dramatically since 2012. The absolute number of secondary students dropping out per year has risen from 21,686 in 2012, to 70,608 in 2017 – representing 4% of all secondary school-age children.

Annex U UIS/EMIS data for impact-level indicators

Annex Table 23 – UIS enrollment data

	ECD		Primary		Secondary	
	2012	2013	2012	2013	2012	2013
GER (%)						
Total	41.02	42.08	101.24	98.69	46.42	47.11
Female	41.40	42.58	100.57	97.93	45.73	46.65
Male	40.63	41.59	101.91	99.45	47.11	47.58
NER (%)						
Total	22.67	25.17	87.67	84.79	43.11	43.81
Female	28.19	25.7	88.49	85.46	43.19	44.08
Male	27.15	24.64	86.86	84.13	43.02	43.55

Annex Table 24 – GER and NER 2012-2017

SECONDARY (EMIS 2017)								
Forms 1-4								
	GER				NER			
Year	Male	Female	Total	GPI	Male	Female	Total	GPI
2012	71.50%	71.20%	71.40%	1	49.10%	54.80%	51.90%	1.12
2013	71.50%	72.10%	71.80%	1.01	49.80%	55.90%	52.80%	1.12
2014	73.15%	73.73%	73.44%	1.01	50.81%	56.66%	53.73%	1.12
2015	75.06%	75.20%	75.13%	1	51.05%	57.25%	54.13%	1.12
2016	76.78%	76.49%	76.63%	1	53.96%	58.89%	56.41%	1.09
2017	72.48%	74.31%	73.39%	1.03	52.44%	58.54%	55.48%	1.12
Forms 5-6								
	GER				NER			
	Male	Female	Total	GPI	Male	Female	Total	GPI
2012	12.50%	9.70%	11.10%	0.78	6.90%	6.30%	6.60%	0.92

2013	12.60%	9.80%	11.20%	0.78	7.30%	6.60%	6.90%	0.91
2014	12.88%	9.91%	11.38%	0.77	7.62%	6.82%	7.21%	0.9
2015	14.41%	11.34%	12.86%	0.79	8.27%	7.75%	8.01%	0.94
2016	15.68%	12.58%	14.11%	0.8	9.56%	8.84%	9.20%	0.92
2017	16.46%	13.98%	15.21%	0.85	9.79%	9.66%	9.73%	0.99

Forms 1-6

	GER				NER			
	Male	Female	Total	GPI	Male	Female	Total	GPI
2012	52.60%	51.20%	51.90%	0.97	52.20%	50.50%	51.30%	0.97
2013	52.60%	51.70%	52.10%	0.98	52.10%	50.90%	51.50%	0.98
2014	53.68%	52.74%	53.21%	0.98	49.16%	49.98%	49.57%	1.02
2015	55.47%	54.19%	54.83%	0.98	50.36%	51.13%	50.74%	1.02
2016	57.04%	55.46%	56.25%	0.97	52.41%	52.53%	52.47%	1
2017	57.22%	56.31%	56.76%	0.98	52.36%	53.21%	52.78%	1.02

ECD (EMIS 2017)

	GER				NER			
Year	M	F	T	GPI	M	F	T	GPI
2012	32.93%	33.38%	32.87%	1.01	29.54%	30.12%	29.83%	1.02
2013	34.51%	35.01%	34.76%	1.01	22.97%	23.83%	23.40%	1.04
2014	39.50%	39.29%	39.40%	0.99	24.74%	25.21%	24.98%	1.02
2015	47.05%	46.84%	46.94%	1	28.54%	29.36%	28.95%	1.03
2016	52.10%	51.85%	51.98%	1	32.82%	33.32%	33.07%	1.02
2017	56.15%	55.58%	55.87%	0.99	31.70%	32.28%	31.99%	1.02

PRIMARY (EMIS 2017)

	GER				NER			
Year	M	F	T	GPI	M	F	T	GPI
2012	111.70%	109.10%	110.40%	0.98	95.20%	96.00%	95.60%	1.01
2013	110.50%	107.70%	109.10%	0.98	93.40%	94.00%	93.70%	1.01

2014	109.41%	106.44%	107.92%	0.97	91.89%	92.51%	92.20%	1.01
2015	107.73%	104.69%	106.21%	0.97	88.04%	88.89%	88.46%	1.01
2016	106.44%	103.75%	105.09%	0.97	89.97%	90.06%	90.01%	1
2017	106.54%	104.66%	105.59%	0.98	89.28%	90.46%	89.87%	1.01

Annex Table 25 – Dropout rates 2012-2017

Dropouts per year (EMIS 2017)									
	Primary			Secondary			Totals		
Year	M	F	T	M	F	T	Total	% primary	% secondary
2012	5,822	5,755	11,577	4,279	5,830	10,109	21,686	0.38%	1.08%
2013	2,842	2,708	5,550	3,797	5,065	8,862	14,412	0.18%	0.93%
2014	15,316	13,982	29,298	14,498	17,800	32,298	6,1596	0.95%	3.30%
2015	16,905	14,882	31,787	19,534	23,810	43,344	75,131	1.00%	4.22%
2016	15,588	13,715	29,303	18,174	21,468	39,642	68,945	0.90%	3.72%
2017	14,941	12,708	27,649	19,687	23,272	42,959	70,608	0.84%	3.99%

Annex Table 26 – GPI for selected student-level indicators

Indicator	GPI
Primary enrollment	1.01
Secondary Enrollment	1.02
O Level	0.88
Grade 7	1.1
ZELA math	1.15
Dropouts	1.18
OOSC (2013)	0.90

Annex Table 27 – Completion rates by province

ECD completion (EMIS 2017)				
Province	Completion rate			
	M	F	T	GPI
Bulawayo	74.36%	74.71%	74.54%	1
Harare	50.40%	47.16%	48.77%	0.94
Manicaland	111.71%	111.20%	111.45%	1
Mashonaland Central	99.28%	101.41%	100.33%	1.02
Mashonaland East	101.36%	102.75%	102.04%	1.01
Mashonaland West	93.84%	94.36%	94.10%	1.01
Masvingo	108.98%	106.75%	107.87%	0.98
Matabeleland North	97.31%	98.59%	97.94%	1.01
Matabeleland South	103.05%	101.13%	102.08%	0.98
Midlands	94.58%	92.49%	93.53%	0.98
Total	94.12%	93.25%	93.68%	0.99

Primary completion (EMIS 2017)				
Province	Completion Rate			GPI
	M	F	T	
Bulawayo	85.81%	82.89%	84.29%	0.97
Harare	70.34%	68.40%	69.33%	0.97
Manicaland	81.12%	81.62%	81.36%	1.01
Mashonaland Central	73.76%	76.69%	75.20%	1.04
Mashonaland East	81.64%	83.40%	82.50%	1.02
Mashonaland West	81.68%	82.32%	81.99%	1.01
Masvingo	77.85%	83.21%	80.48%	1.07
Matabeleland North	76.17%	82.77%	79.40%	1.09
Matabeleland South	76.10%	81.04%	78.49%	1.06
Midlands	75.66%	79.83%	77.71%	1.06

Total	77.74%	79.83%	78.78%	1.03

Lower secondary completion (EMIS 2017)

Province	Completion rate			GPI
	M	F	T	
Bulawayo	75.53%	66.62%	70.56%	0.88
Harare	59.92%	48.44%	53.46%	0.81
Manicaland	77.47%	74.47%	76.02%	0.96
Mashonaland Central	65.14%	60.65%	63.01%	0.93
Mashonaland East	78.62%	81.00%	79.74%	1.03
Mashonaland West	69.30%	62.05%	65.74%	0.9
Masvingo	74.07%	69.69%	71.91%	0.94
Matabeleland North	49.59%	69.90%	59.25%	1.41
Matabeleland South	47.67%	65.54%	56.13%	1.37
Midlands	67.52%	75.35%	71.33%	1.12
Total	68.06%	66.65%	67.35%	0.98

Upper secondary completion (EMIS 2017)

Province	Completion rate			GPI
	M	F	T	
Bulawayo	22.68%	18.35%	20.20%	0.81
Harare	22.21%	14.12%	17.46%	0.64
Manicaland	20.14%	16.94%	18.58%	0.84
Mashonaland Central	10.97%	8.55%	9.80%	0.78
Mashonaland East	15.83%	14.50%	15.20%	0.92
Mashonaland West	12.58%	9.40%	11.01%	0.75
Masvingo	21.36%	14.97%	18.14%	0.7
Matabeleland North	7.10%	8.56%	7.80%	1.21
Matabeleland South	10.87%	12.00%	11.40%	1.1
Midlands	16.09%	12.59%	14.33%	0.78

Total	16.61%	13.29%	14.92%	0.8

Annex Table 28 – ZELA results 2015-2018

ZELA results					
		2015	2016	2017	2018
Math	Total	66	65.4	55.5	53.1
	Male		63.1	51.6	53.7
	Female		67.6	59.4	52.6
English	Total	53	71.4	68.4	76.4
	Male		68.3	63.9	73.9
	Female		74.6	72.7	78.4

Annex Table 29 – SACMEQ results 2000, 2007 and 2013

SAMEQ results				
		2000	2007	2013
Math	Zimbabwe	505	508	528
	Average	500	507	558
Reading	Zimbabwe		520	566
	Average	500	507	584

Annex Table 30 – State examination results 2014-2017

Year	Grade 7				O Level				A Level			
	Pass rates			GPI	Pass rates			GPI	Pass rates			GPI
	M	F	T		M	F	T		M	F	T	
2014	34.46%	38.71%	36.59%	1.12	24.23%	20.53%	22.41%	0.85	80.55%	87.16%	83.34%	1.08
2015	39.39%	44.68%	42.07%	1.13	30.50%	25.35%	27.89%	0.83	85.50%	90.72%	87.75%	1.06
2016	40.88%	45.66%	43.31%	1.12	32.22%	27.83%	29.98%	0.86	86.50%	91.60%	88.73%	1.06
2017	42.61%	46.81%	44.76%	1.1	30.66%	26.85%	28.71%	0.88	83.49%	89.20%	86.05%	1.07

Annex Table 31 – Selected MICS 2014 indicators

Indicator		2014
Support for learning (36-59 months)		43.10%
Father's support for learning		2.60%
Mother's support for learning		17.30%
Availability of children's books		3.40%
Availability of playthings		62.30%
ECD index		61.80%
Literacy (15-24)	Women	92%
	Men	86.10%
School readiness		86.20%