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International Institute
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Manual for Monitoring and Evaluating Education Partnerships

Niall
Marriott

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Goyder



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Any errors of fact and interpretation are of course the authors' own.

GLOSSARY

The following definitions reflect the use of these terms in the context of the monitoring and evaluation of multi-stakeholder partnership for education. Therefore, these terms do not necessarily reflect their usage in other contexts. Many of these definitions are based on the OECD/DAC *Glossary of Key Terms in Evaluation and Results Based Management* (2002) and the UNESCO Internal Oversight Service Education Section *Evaluation Handbook* (2007).

Accountability: As a criterion of evaluation, the extent to which accountability is defined, accepted and exercised by partners and along the partnership responsibility chain within a partnership, starting with the activities of the governing body and going down to the management team, task leaders, on-the-ground implementers, and ultimately, the beneficiaries (i.e. teachers and learners). (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Activity: An action taken or work performed through which inputs are mobilized to produce a specific output. An example of an activity for a multi-stakeholder partnership for education project would be the development and implementation of a teacher training programme. (*Section 4. Partnership implementation: the practice of monitoring.*)

Appraisal: An evaluation carried out ahead of implementing a partnership initiative – a type of formative evaluation that is intended to improve performance by identifying the likely benefits, costs, opportunities and risks of the partnership. (*Section 5, Partnership assessment: the practice of evaluation.*)

Baseline: An analytical description of the situation prior to a partnership intervention, against which progress can be assessed or comparisons made. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Effectiveness: The extent to which the partnership programme has achieved, or is expected to achieve, its objectives, taking into account their relative importance. In this context, cost effectiveness assesses whether the costs of an activity can be justified by the outcome and

impacts. At the design stage, the purpose is normally to identify the lowest cost alternatives that will achieve the specified objectives. At the monitoring and evaluation stage, the purpose is to analyse what outcomes have been achieved at what cost. (*Section 5, Partnership assessment: the practice of evaluation.*)

Efficiency: A measure of how economically partnership inputs are converted to results. (See *Section 5, Partnership assessment: the practice of evaluation.*)

End-of-term: Typically a summative evaluation designed to assess whether an existing multi-stakeholder partnership for education should be sustained and, if so, how; or for learning purposes to assist other multi-stakeholder partnerships for education, which may be set up in future. If a further phase of the partnership is envisaged, the evaluation is more formative as its key purpose will be to identify strengths and weaknesses and improve the design of the next term. (*Section 5, Partnership assessment: the practice of evaluation.*)

Evaluation: Evaluation is a systematic and objective assessment of an ongoing or completed policy, programme or project, its design, implementation and results. The aim is to provide timely assessments of the relevance, efficiency, effectiveness, impact and sustainability of interventions and overall progress against original objectives. Evaluation essentially concerns the following questions: Are we doing the right thing? Are we doing it right? Are there better ways of achieving the results? (*Section 5, Partnership assessment: the practice of evaluation.*)

Ex-ante evaluation: The same as an appraisal – an evaluation carried out ahead of implementing a partnership initiative. (*Section 5, Partnership assessment: the practice of evaluation.*)

Formative evaluation: An evaluation that is intended to improve performance, most often conducted during the implementation phase of a partnership.

Governance: The structures, functions, processes and organizational traditions put in place within the context of the partnership's authorizing environment, to ensure the partnership and its activities are run in such a way that they achieve the objectives in an effective and

transparent manner. It constitutes the framework of accountability and responsibility to users, stakeholders and the wider community within which the partnership takes decisions and exercises its functions in order to achieve its objectives. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Impact: The primary and secondary, positive and negative, intended and unintended long-term effects of a partnership intervention. An example would be attainment of higher grades and levels of employability amongst school-leavers as a result of training provided to their teachers. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Independent evaluation: An evaluation carried out by entities and persons free from the control of those involved in the making of policy, management or implementation of a partnership and its programme of activities. This entails organizational and behavioural independence, protection of interference and avoidance of conflicts of interest. (*Section 5, Partnership assessment: the practice of evaluation.*)

Indicator: A quantitative or qualitative variable that allows the verification of a change brought about by a partnership intervention and that shows a result relative to what was planned. An example would be the number of teachers trained as part of an education project plan. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Input: Human, financial or other resources used to produce an output. (*Section 4, Partnership implementation: the practice of monitoring.*)

Logic frame: A management technique used to develop the overall design of a partnership to improve implementation monitoring and strengthen evaluation by presenting the essential elements of the partnership's programme clearly and succinctly. It takes the form of a cause and effect model which aims to establish clear objectives and strategies, based on a results chain, to build commitment and ownership among stakeholders during the preparation of a programme, and to relate the partnership's interventions to the intended outcomes and impacts for beneficiaries. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Mid-term evaluation: An evaluation carried out during the implementation phase of a partnership. This is a type of formative evaluation intended to improve performance. (*Section 5, Partnership assessment: the practice of evaluation.*)

Monitoring: Monitoring is an ongoing function that employs the systematic collection of data related to specified indicators. It provides management and the main stakeholders of a development intervention with indications of the extent of progress and achievement of expected results and progress with respect to the use of allocated funds. Monitoring provides an early indication of the likelihood that expected results will be attained, as well as an opportunity for validating programme theory and logic, and making the necessary changes in programme activities and approaches. Monitoring provides essential inputs for evaluation and therefore constitutes part of the overall evaluation process. (*Section 4, Partnership implementation: the practice of monitoring.*)

Management: The day-to-day operation of the programme within the context of the strategies, policies, processes and procedures that have been established by the partnership's governing body. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Outcome: A short-term or medium-term effect of an intervention's outputs. It can be positive or negative, expected or unexpected. An example would be a demonstrable increase in the skills and knowledge of teachers as a result of training. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Output: A tangible product, capital good or service that results from a partnership intervention. An example would be a teacher training workshop held and the number of teachers that attended. (*Section 4, Partnership implementation: the practice of monitoring.*)

Partners: Stakeholders who are involved in the governance or financing of a partnership. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Reach: The beneficiaries and other stakeholders of a partnership intervention, or the degree to which the outputs of the intervention are extended to a broad range of beneficiaries in order to achieve more

extensive results. (*Section 5, Partnership assessment: the practice of evaluation.*)

Readiness assessment: In relation to the establishment of a partnership monitoring and evaluation system, an exercise to assess the capacity and political willingness of partners to monitor and evaluate the achievements of the partnership's goals and to develop a monitoring and evaluation/performance-based framework. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Relevance: The extent to which the objectives of an intervention are consistent with the partnership's goals and strategies, beneficiary requirements, country needs and global priorities. Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances. (*Section 5, Partnership assessment: the practice of evaluation.*)

Review: The periodic assessment of the performance of a partnership intervention. This may draw on the results of ongoing monitoring and the due process of evaluation. (*Section 5, Partnership assessment: the practice of evaluation.*)

Resources: The inputs used in the activities of a programme. Broadly speaking, the term encompasses natural, physical, financial, human and social resources. (*Section 4, Partnership implementation: the practice of monitoring.*)

Result: A describable and measurable change in a state that is derived from a cause and effect relationship, that is, an outcome or impact. It is specific and can be captured either in quantitative or qualitative terms. It is mainly expressed and measured by performance indicators. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Results chain: The causal sequence for a partnership intervention that stipulates the necessary sequence for achieving the desired objectives – beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts and feedback. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Summative evaluation: An evaluation study conducted at the end of a partnership intervention or term to determine the extent to which anticipated or desired outcomes were achieved. (*Section 5, Partnership assessment: the practice of evaluation.*)

Sustainability: The continuation of benefits from an activity after partnership assistance has been completed. (*Section 6, Partnership transition: adapting monitoring and evaluation for sustainability.*)

Stakeholders: The parties who are interested in or affected, either negatively or positively, by the partnership's programme of activities. Stakeholders are often referred to as 'principal', for example, the partners themselves and the beneficiaries, and 'other', or 'direct' and 'indirect'. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

Target: A target defines what can be achieved in terms of reaching a desired outcome within a specific timeframe. Target-setting is the final step in building a multi-stakeholder partnership for education monitoring and evaluation system performance framework. (*Section 3, Partnership inception: creating a monitoring and evaluation system.*)

Transparency: As a criterion of assessing partnership governance and management, the extent to which a partnership's decision-making, reporting and evaluation processes are open and freely available to the general public and interested stakeholder groups. (*Section 1, Pre-partnership: understanding monitoring and evaluation.*)

HOW TO USE THIS MANUAL

Who is the Manual for?

This Manual has been produced for practitioners of multi-stakeholder partnerships for education. These are voluntary initiatives involving government, business and civil society players that seek to bring about positive, enduring changes in education provision towards the goal of Education for All (see *Box 1*). Much literature exists on the subject of building and maintaining partnerships for education. However, research by UNESCO and the World Economic Forum suggests that guidance on the role and function of monitoring and evaluation in partnership delivery is lacking. This manual seeks to fill this gap.

Box 1. Definition of multi-stakeholder partnerships for education

Multi-stakeholder partnerships for education (MSPEs) can be defined as the pooling and managing of resources, as well as the mobilization of competencies and commitments by public, business and civil society partners, to contribute to the expansion and enhanced quality of education. They are founded on the principles of: international rights, ethical principles and organizational agreements underlying sector development and management; consultation with stakeholders; and on shared decision-making, risk, benefit and accountability. They differ from PPPs (public-private partnerships) in their explicit focus on a broader coalition of partners and stakeholders than merely the public (governments) and the private (companies) sectors.

Source: Draxler, A. 2008. *New partnerships for EFA: building on experience*. See also Partnerships for Education, UNESCO/World Economic Forum: www.pfore.org

The Manual has been produced with a number of audiences in mind. However, we recognize that partnership is a consensus-based process and that, to be effective, all those with a stake in its outcomes must have a role in setting and delivering its objectives, including those for monitoring and evaluation. For this reason, it is important that the Manual is seen by all those involved – the partners themselves, the partnership’s beneficiaries and the wider community of stakeholder groups – see the Manual as a source of information and guidance. Notwithstanding this, the Manual has been designed as a practical guide and should be particularly useful for anybody involved in partnership

in any sort of coordination, management or governance capacity. This includes the following:

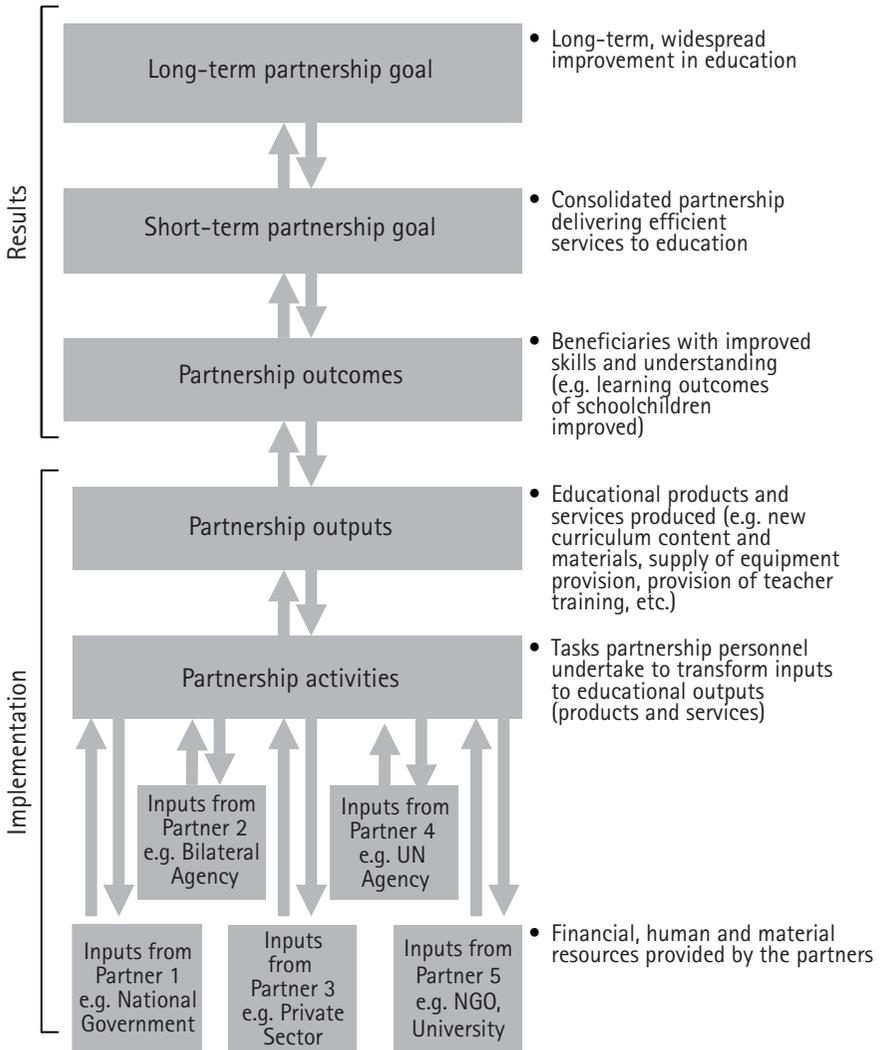
- *Partnership conveners/brokers/facilitators/managers*: representatives of a prospective partner – government, business or NGO – involved in coordinating a partnering exercise, whether in the early establishing phases or the later implementation phases
- *Partnership evaluators*: independent third-party companies or consultants who undertake evaluations of multi-sector partnerships
- *Partner representatives*: individuals representing partner organizations, responsible for ensuring that their organizations are extracting sufficient value/benefit from the partnerships in which they are participating in terms of their own needs and expectations
- *Managers of partner/beneficiary/funding organizations*: individuals managing organizations with an interest and stake in the outcomes of a multi-stakeholder partnership, who are interested in evaluating the performance and impact of the partnership as a whole
- *Directors of partner/funding organizations*: individuals of those organizations commissioning cross-sector partnerships, who are interested in comparing partnership approaches with non-partnership approaches.

How do I use the Manual?

The Manual follows a project life cycle management approach to multi-sector partnership, and is designed to provide partnership practitioners with monitoring and evaluation guidance at different stages of partnership establishment and implementation (*Figure A1*). Ideally, users should follow the manual from beginning to end, but we recognize that some may wish to use only specific sections of most relevance to their immediate needs.

For those at the early stage of thinking about the potential of partnership but who have yet to initiate a partnership-building process, *Section 1, Pre-partnership: understanding monitoring and evaluation* provides an overview of the role that monitoring and evaluation can play in effective partnering practice.

Figure A1 Results chain for a multi-stakeholder partnership for education



Practitioners already at the stage of scoping and building a partnership should turn to *Section 2, Partnership building: agreeing monitoring and evaluation principles and objectives* where they will find guidance on how to create the foundations of an effective monitoring and evaluation system for their partnership.

Section 3, Partnership inception: creating a monitoring and evaluation system is for the partnership practitioner already at the stage of setting up a partnership, and wants to put in place an effective monitoring and evaluation system as part of partnership governance and management.

Readers of the Manual who are at the stage of managing a programme of activities will find a host of guidance and advice on monitoring and evaluation activities and priorities in partnership implementation in *Section 4. Partnership implementation: the practice of monitoring*, in particular, the requirements for collecting monitoring data and documenting performance and outcomes.

For those at the stage of reviewing the progress and performance of their partnerships, *Section 5, Partnership reviews: the practice of evaluation* provides guidance on evaluation techniques both ex-ante, at the start, and ex-post, at mid-term and end-of-term.

The final section of the Manual, *Partnership transition: adapting monitoring and evaluation for sustainability*, is for the partnership practitioner and others involved in partnership approaches to educational change, who wish to explore the role and requirements of monitoring and evaluation in the process of institutionalizing or transforming partnerships.

What is the Manual's underlying methodology/philosophy?

The Manual takes a logical framework approach to the monitoring and evaluation of multi-stakeholder partnerships for education. In general, a logical framework is a management technique for developing the overall design of a programme or project, to improve implementation monitoring, and to strengthen evaluation, by presenting the essential elements of the programme or project clearly and succinctly throughout its cycle. It is a 'cause and effect' model, which aims to establish clear

objectives and activities based on a results chain (*Figure A2*), to build and maintain commitment and ownership among the partners and wider stakeholders during the preparation and implementation of the partnership's activities, and to relate the partnership's activities to their intended outcomes and, ultimately, their impacts.

Feedback encouraged

This Manual is a work-in-progress. We would be grateful for feedback from you regarding your experience of using the Manual, where you have found it useful, and where you feel it could be improved. Partnership for Education, a joint-initiative of UNESCO and the World Economic Forum, is responsible for commissioning this publication and has also launched a facility comprising a dedicated platform and database (www.pfore.org). The facility currently offers collections of MSPE case studies, practice guides and a range of documents and publications useful for partnership development and implementation. If you have cases of good practice you would like to report or suggestions for improvements to the guidance and tools set out in the Manual, we would be particularly interested to hear from you.

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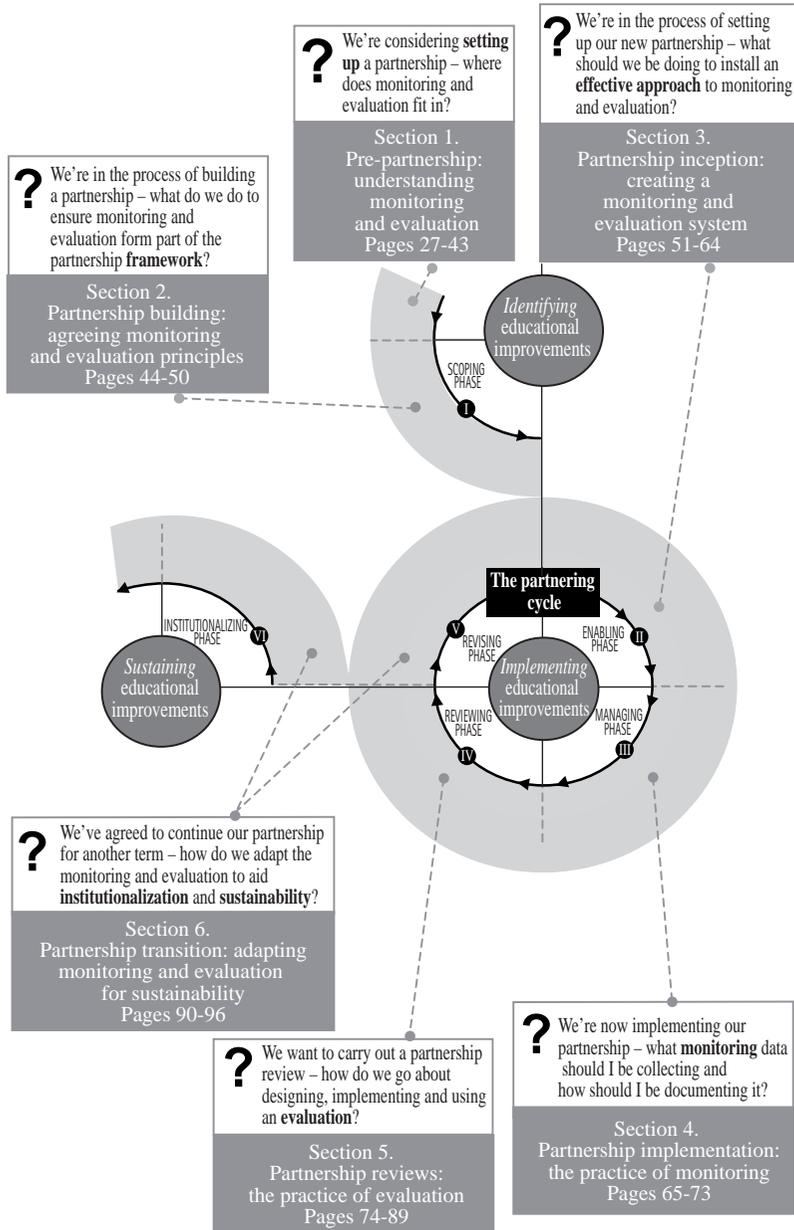
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Figure A2 The Manual at a glance



PART I
PRINCIPLES

1. PRE-PARTNERSHIP: UNDERSTANDING MONITORING AND EVALUATION

“A successful partnership is based on a win:win proposition – monitoring and evaluation of the benefits of partnership working are key to the health of the partnership over the long term.” Egyptian Education Initiative

“The flexibility of the multi-stakeholder partnership approach often makes it difficult to establish how progress should be measured and who should carry responsibility for failures to deliver on objectives.” Educational Quality Improvement Programme (EQUIP), South Africa

Section summary

- Multi-stakeholder partnerships for education have proven to be successful in overcoming some of the problems associated with classic, public sector approaches to delivering development goals in the field of education.
- Amongst the strengths and advantages attributed to such partnerships are their ability to by-pass failed, corrupt or simply inefficient government, their ability to innovate, provide alternative experiences and models, broaden participation in decision-making and complement public sector resources.
- However, their voluntary nature, whilst making them potentially more flexible and responsive than other more conventional arrangements, makes partnership challenging from a governance and management point of view.
- In the absence of legal sanctions to hold those involved in multi-stakeholder partnerships to their agreed roles and responsibilities, monitoring and evaluation offers an effective way to pin down partners' roles, responsibilities and expectations.*

* Draxler, A. 2008. *New partnerships for EFA: building on experience*. Paris: IIEP-UNESCO/World Economic Forum.

1.1 The role of monitoring and evaluation in multi-stakeholder partnerships for education

There is a well-established tradition of monitoring and evaluation in managing development processes and outcomes, not least in the field of education. In recent years, a new type of mechanism for delivering development intervention has come to the fore – multi-stakeholder partnerships. Bringing together public sector organizations and other actors, these reflect a growing recognition that all sectors in society have a responsibility for, and a role to play in ensuring outcomes and impacts of development.

This expansion of multi-stakeholder partnerships for education mirrors the growth in partnerships generally, and is an alternative to classic methods of conceiving and implementing development goals through the public sector, which have become characterized by a number of intractable problems. Partnerships are seen as being able to offer better quality education than either the government or private sector acting alone, and are also able to innovate and broaden participation in decision-making.

However while partnerships have many strengths their voluntary basis can also be a source of weakness, especially in respect of governance and management, as there are no legal sanctions available to hold those involved to their agreed roles and responsibilities. In the absence of sanctions, monitoring and evaluation become invaluable tools for both accountability and learning in the whole process of a partnership, from inception to exit.

1.2 The partnership challenge: managing opportunities, expectations and risks

Whilst multi-stakeholder partnerships for education are relatively new and still feeling their way, many view their voluntary nature as having a clear advantage over the more rigid, bureaucratic forms of collaboration that often characterize public sector approaches to development. Supporters of multi-stakeholder partnerships argue that this kind of arrangement is better able to innovate, broaden participation in decision-making and complement public sector resources (*Box 2*).

However, working across sector boundaries can be risky, especially where there are no legal sanctions common to other sorts of collaboration, as each sector brings with it very different traditions, motivations and ways of working. Managing this mix and the comparative advantages and disadvantages each sector presents is a demanding objective to realize in attempting to deliver successful partnerships and partnership outcomes.

Box 2. Potential advantages of multi-stakeholder partnerships over other forms of arrangement

- **Innovative approaches** to the challenges of sustainable development and the hopes of ending poverty
- **A range of mechanisms** enabling each sector to share their own specific competencies and capacities in order to achieve both common and complementary goals more effectively, legitimately and sustainably
- **Access to more resources** by drawing on the full range of technical, human, knowledge, physical and financial resources found within all sectors
- **Dynamic new networks** offering each sector better channels of engagement with the wider community and greater capacity to influence the policy agenda
- **Greater understanding** of the values and attributes of each sector thereby building a more integrated and a more stable society.

Source: Tennyson, R. 2003. *The Partnering Toolbook*. International Business Leaders Forum.

1.3 Overcoming obstacles

As noted above, the voluntary basis of partnerships and the willingness of partner organizations to work together is both a strength and a potential weakness. Cultural differences between partners can also be potential barriers to effective partnering. However, it is not just the dynamics of the relationship between partners that needs to be managed. The wider social, political and economic setting may influence whether or not partnership is the best way forward in any particular context. *Table 1.1* reviews some of the types of obstacle to effective multi-stakeholder partnering for education.

Table 1.1 Types of obstacle to effective multi-stakeholder partnerships of education

Source of obstacle	Example
General public	<ul style="list-style-type: none"> • Prevailing attitude of scepticism • Rigid/preconceived attitudes about specific sectors/partners • Inflated expectations of what is possible
Negative sectoral characteristics (actual or perceived)	<ul style="list-style-type: none"> • Public sector: bureaucratic and intransigent • Business sector: single-minded and competitive • Civil society: combative and territorial
Personal limitations (of individuals leading the partnership)	<ul style="list-style-type: none"> • Inadequate partnering skills • Restricted internal/external authority • Too narrowly focused role/job • Lack of belief in the effectiveness of partnering
Organizational limitations (of partner organizations)	<ul style="list-style-type: none"> • Conflicting priorities • Competitiveness within sectors • Intolerance (of other sectors) • Lack of trust, project not understood by the employees, lack of top leadership
Wider external constraints	<ul style="list-style-type: none"> • Local social/political/economic climate • Scale of challenge(s)/speed of change • Inability to access external resources

Source: R. Tennyson. *The Partnering Toolbook*. International Business Leaders Forum, 2003.

1.4 Criteria for success

Based on research supported by UNESCO and the World Economic Forum's Partnerships for Education initiative,¹ seven organizing criteria can be considered as key to promoting exemplary partnering:

1. **Ethical principles and standards.** The practices of the partnership have to be aligned with accepted codes of conduct and benchmarks of behaviour.
2. **Transparency and accountability.** The contractual and management relations have to ensure that the partnership is accountable to the individual partners and to the wider community.

1. Draxler, A. 2008. *New partnerships for EFA: building on experience*. Paris: IIEP-UNESCO/World Economic Forum.; Cassidy, T., and Paksima, S. 2007. *Global Education Initiative (GEI) model of effective partnerships for education*. Geneva: World Economic Forum. See also *Partnerships for Education*, UNESCO/World Economic Forum: www.pfore.org

3. ***Ownership and inclusivity.*** The partnership must inspire the confidence of all of its stakeholders, including the partners, and encourage their participation in its design, implementation and governance.
4. ***Relevance of partnership initiatives to needs.*** The objectives and design of the partnership and its programme of work should be consistent with current global/regional challenges and concerns and the needs and priorities of beneficiary countries and groups.
5. ***Sound planning and goal clarity.*** The partnership must be realistic, recognizing the local specificity of many problems and the limits of what can be achieved in a given timeframe.
6. ***Educational quality and impact focus.*** Seek ways to ensure the partnership becomes an engine of robust and practical change.
7. ***Sustainability.*** Ensure that partners, both individually and collectively, derive benefit from their participation in the partnership and have a moving-on or exit strategy from the outset, which addresses the issue of long-term resourcing.

A key reason for maintaining a robust monitoring and evaluation approach throughout a partnership is to track the extent to which these principles are adhered to, and to point out any deviations that may occur. To explore how these principles or establishing criteria relate to the more commonly used OECD/DAC evaluation criteria for evaluating development interventions, and how they might be applied in the context of evaluating the outcomes and implementation of a partnership, see *Section 5, Partnership Assessment: the practice of evaluation, sub-section 5.4. Scope, criteria and key evaluation questions.*

1.5 Definition of monitoring and evaluation

As different partners are likely to have very different perceptions of the role and potential of monitoring and evaluation in effective partnering practice it is essential at the outset to define these terms (*Table 1.2*).

Table 1.2 Definition and general purposes of monitoring and evaluation in multi-stakeholder partnerships

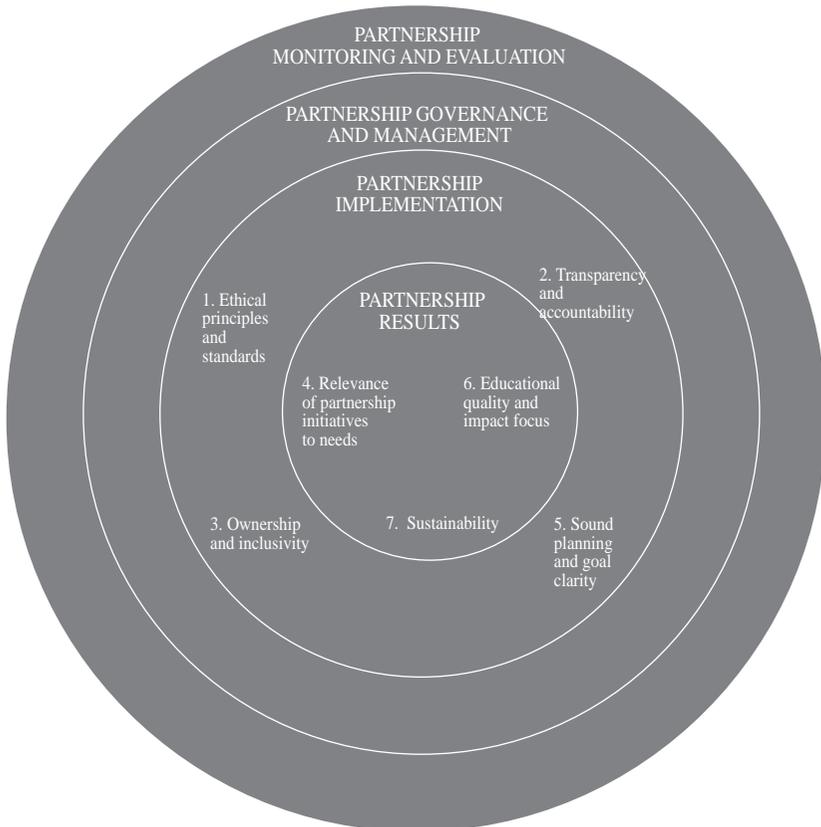
Definition	General purposes in multi-stakeholder partnership for education practice
Monitoring	
<p>Monitoring is an ongoing function that uses the systematic collection of data related to specified indicators to provide management and the main stakeholders of a development intervention with indications of the extent of progress and achievement with regard to expected results and progress in the use of allocated funds. Monitoring provides an early indication of the likelihood that expected results will be attained and provides an opportunity to validate programme theory and logic and make necessary changes in programme activities and approaches. Monitoring provides essential inputs for evaluation and is therefore a part of the overall evaluation process.</p>	<p>Monitoring of multi-stakeholder partnerships for education provides initial information on progress toward achieving intended objectives, outcomes and impacts – including productivity and other efficiency targets – and gives signals and information for proactive and reactive decisions by the partnership management team. A good monitoring system for a partnership combines information at all levels to give the management team, and, ultimately, the governing body, a picture of performance, and helps facilitate decision-making and learning by the partners.</p>
Evaluation	
<p>Evaluation is a systematic and objective assessment of an ongoing or completed policy, programme or project, its design, implementation and results. The aim is to provide timely assessments of the relevance, efficiency, effectiveness, impact and sustainability of interventions and overall progress against original objectives. Evaluation essentially concerns the following questions: Are we doing the right thing? Are we doing it right? Are there better ways of achieving the results?</p>	<p>The general purposes of evaluation of multi-stakeholder partnership for education are to improve the performance of the programme in meeting its objectives, and to provide a basis for accountability to donors, stakeholders and the general public. Specifically, evaluation aims to improve the relevance of the programme, to enhance the achievement of results, to optimize resources use and to address issues of target group satisfaction. With appropriate stakeholder participation, an evaluation can promote dialogue and improve cooperation between partners and participants. With appropriate dissemination, it can also contribute to learning and knowledge-building and may also benefit other partnership programmes. Ultimately, evaluation helps multi-stakeholder partnerships for education continuously improve their performance and maximize their impact.</p>

Sources: Adapted from UNESCO Internal Oversight Service-Evaluation Section, *Evaluation Handbook*, 2007. Also, Independent Evaluation Group-World Bank Sourcebook for Evaluating Global and Regional Partnership Programmes: Indicative Principles and Standards (OECD/DAC)

1.6 Monitoring and evaluation as part of effective multi-stakeholder partnerships for education practice

Monitoring and evaluation are key to managing the risks, opportunities and expectations of multi-stakeholder partnership approaches to educational change (*Figure 1.1*).

Figure 1.1 A model of multi-stakeholder partnerships for education



Sources: Adapted from Cassidy, T. 2007. *The Global Education Initiative (GEI) model of effective partnership initiatives for education*. World Economic Forum Global Education Initiative.

Such partnerships may differ in scale (ranging from initiatives providing educational goods on a national scale to initiatives operating within a single community), in focus (ranging from issues of access to education to the application of ICT (Information and Communications Technology), and in form (ranging from knowledge networks to executive programmes). However, notwithstanding this diversity, they have many shared features that distinguish them from other common subjects of development-based monitoring and evaluation (*Table 1.3*)

Table 1.3 Features of multi-stakeholder partnerships for education and implications for monitoring and evaluation

Features of multi-stakeholder partnerships for education	Implications for monitoring and evaluation
MSPEs are voluntary arrangements and may lack legal frameworks for regulation and enforcement of rules of engagement.	Monitoring and evaluation are probably the best tools for pinning down partners in terms of clarity and transparency. Monitoring and evaluation activities need to take into account both the performance and the outcomes achieved by the partnership, but also how well the partnership functions internally.
The establishment of MSPEs, and their delivery, are facilitated processes.	Monitoring and evaluation need to be part of the terms of reference of the facilitating/convening partner from the outset of the facilitation process.
Multi-stakeholder partnerships for education comprise groupings of organizations that straddle the public sector and private sector, including businesses and civil society organizations.	The expectations of partners from sectors with different traditions and perspectives, in terms of partnership monitoring and evaluation, need to be aligned early on in the partnering process. Capacity-building for partners with little experience of monitoring and evaluation may need to be addressed as part of the process of establishing the partnership.
Unlike many development partnerships, multi-stakeholder partnerships for education tend not to evolve over time. Rather, they typically form around a specific educational challenge and have a fixed end point. However, there are exceptions to this rule.	Evaluations generally comprise two stages: a mid-term evaluation and, if the intention is to share learning with others, an ex-post, end-of-term evaluation.

Features of multi-stakeholder partnerships for education	Implications for monitoring and evaluation
Given the number and variety of partners involved, governance and management of multi-stakeholder partnerships for education are often multi-layered and complex.	Monitoring and evaluation of the effectiveness of partnership governance and management systems should analyse the respective roles of the governing body and management in decision-making. Feedback processes and dissemination plans for monitoring and evaluation activities need to be defined early on to include all relevant stakeholders.
Multi-stakeholder partnerships for education take time to set up due to the need to reach consensus on key issues of mission, vision, objectives and methodology, including governance and management.	Analysis of the costs and benefits in an evaluation should factor in start-up costs prior to the formal establishment of the partnership. These should include the costs incurred by the convening partner in facilitating the exploration and building phases of the partnership.
Multi-stakeholder partnerships for education are diverse in size, age, educational focus and objectives, and in the type of activities supported.	While some variations in monitoring and evaluation approach and design are to be expected, certain principles and standards for the evaluation of multi-stakeholder partnerships for education are necessary and need to be agreed at the outset.

1.7 Monitoring and evaluation and the partnering cycle

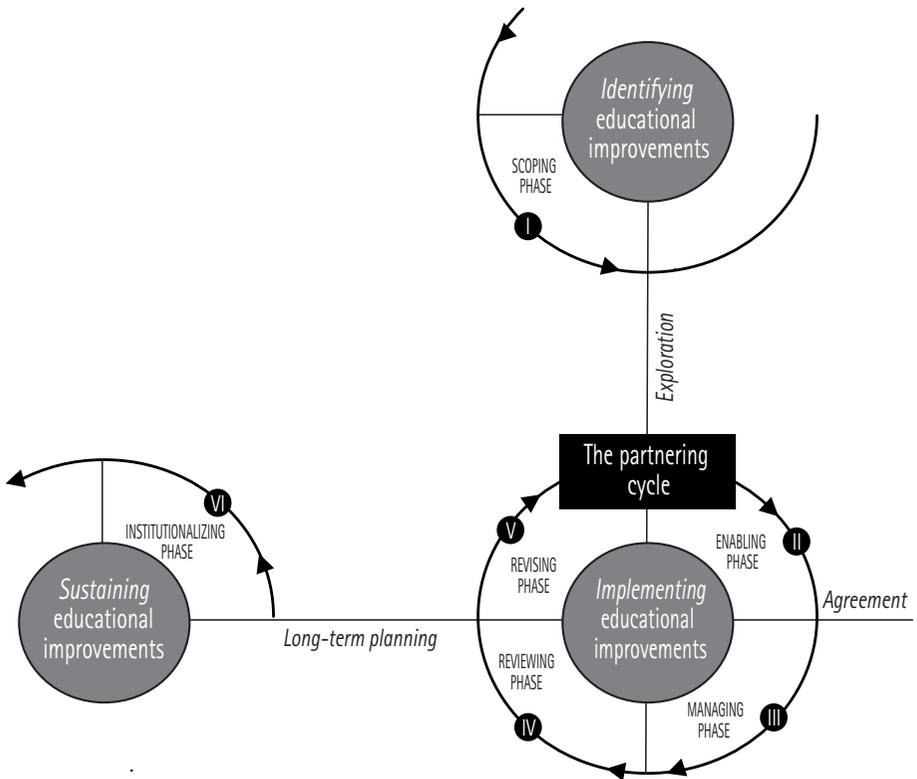
Whilst multi-stakeholder partnerships for education may differ in their scale, ranging from national alliances to locally-based initiatives, the processes of establishing and implementing involved are common to almost all types of partnership.

Monitoring needs to focus both on the working of the partnership and the performance of the programme of educational activities, and will provide valuable information to feed into a mid-term evaluation. As part of the planning process, the partners will need to allocate adequate resources from the start for both monitoring and evaluation. Monitoring is normally the responsibility of management with responsibility for evaluation resting independently with the governing body. Effective monitoring is an essential element of a learning and ultimately sustainable educational initiative.

To play an effective role in managing MSPE process and delivery, monitoring and evaluation has to be planned out carefully for each

phase of the partnership process. *Figure 1.2* describes the six main phases of a classic partnering cycle.

Figure 1.2 The six main phases involved in the building, inception and implementation of a multi-stakeholder partnership for education



Source: Adapted from: Tennyson, R. 2003. *The partnering toolbox*. International Business Leaders Forum.

- I. Scoping Phase:** Prospective partners take time to understand the challenge, gather information, consult with stakeholders and potential resource providers, build their working relationship, and agree the goals, objectives and core principles that will underpin their relationship should they decide to partner.
- II. Enabling Phase:** Partners put in place the regulatory and management framework of their partnership, including a performance-based monitoring and evaluation system.

- III. *Managing Phase:*** Once resources are in place and programme and projects details are agreed, partners commence implementation, working to a pre-agreed timetable and specific deliverables.
- IV. *Reviewing Phase:*** This entails a review of the partnership. What is the impact of the partnership on the partner organizations? Is it time for some partners to leave and others to join?
- V. *Revising Phase:*** This entails revising the partnership, programme(s) or projects in the light of experience.
- VI. *Institutionalizing Phase:*** This entails incorporating responsibility for activities and outcomes of the partnership into alternative structures to ensure their value is protected over the long-term. This will involve creation of a moving-on strategy for the partners.

Although each multi-stakeholder partnership for education follows its own unique development pathway, the building and maintenance processes involved are invariably similar. Developing an early understanding of the monitoring and evaluation requirements at each stage of the partnering process will be important if partners are to anticipate needs in good time, and operate an effective monitoring and evaluation system. *Table 1.4* summarizes the characteristics of partnering associated within each phase of the partnering cycle, and the associated monitoring and evaluation requirements. *Figure 1.3* shows where monitoring and evaluation fit into the partnering cycle.

Figure 1.3 Where monitoring and evaluation fits the partnering cycle

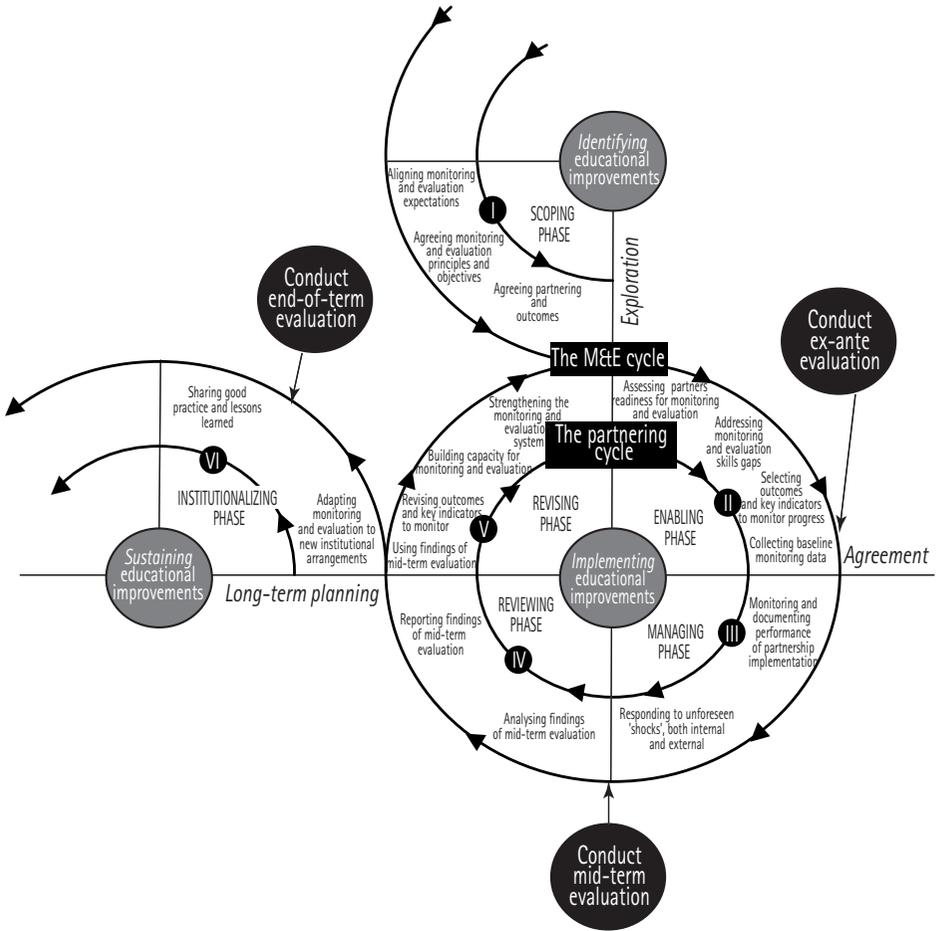


Table 1.4 Monitoring and evaluation requirements at different stages of the partnering cycle

Key partnering characteristics	Monitoring and evaluation requirements
Phase I. Scoping	
Partners explore the potential of working together on an educational improvement initiative. They consider different options for an educational intervention: how they might work together to implement a programme and build a vision, and discuss governance and management options including terms for exiting or 'moving on'.	<p>From the outset, monitoring and evaluation should form part of the deliberations of prospective partners. As no formal partnership agreement exists at this stage in the partnering process, the responsibility for raising awareness of the value and importance of monitoring and evaluation must rest with the organization that has taken on the role of facilitator. As discussions between prospective partners turn to the details of what the partnership might do and how it will operate, this is the time to agree the basis of a monitoring and evaluation system.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Aligning expectations</i>: addressing different approaches to monitoring and evaluation of different sectors (as part of scoping the partnership) • <i>Agreeing principles</i>: building a common understanding of the value and role of M&E between prospective partners (as part of building the partnership) • <i>Ex-ante evaluation</i>: assessing a proposed intervention before a decision is made with the aim of defining objectives, identifying options to achieve and their likely impacts and costs, and ensuring that later evaluation will be possible.
Phase II. Enabling	
Once an agreement to work together is in place, the partners focus on setting up the partnership including arrangements for governance and management.	With the principles and objectives of monitoring and evaluation aligned and agreed, the partners must establish a monitoring and evaluation framework and plan. Building on the results of the scoping work, including the outcomes of any ex-ante evaluation carried out, the monitoring and evaluation system tracks and assesses the progress of the partnership against intended results and the implementation processes employed. Monitoring provides valuable information to feed into periodic evaluations, either mid-term or end-of-term (ex-post). As part of the planning, the partners need to allocate adequate resources for both monitoring and evaluation.

Key partnering characteristics	Monitoring and evaluation requirements
	<p>Monitoring is normally the responsibility of management with responsibility for evaluation resting independently with the governing body.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Addressing skills gaps</i>: identifying the preparedness of different partners for monitoring and evaluation, including skills gaps and training needs prior to building a monitoring and evaluation system • <i>Agreeing outcomes</i>: choosing outcomes and the methods for implementing the activities required to achieve them, in order to monitor and evaluate • <i>Selecting key indicators to monitor and evaluate</i>: setting key performance indicators to monitor progress with respect to inputs, activities, outputs, outcomes and impacts • <i>Collecting baseline data on indicators</i>: establishing a starting point from which to later monitor and evaluate results • <i>Planning for educational improvements</i>: Selecting Results Targets – examining baseline indicator levels and desired levels of improvement.
Phase III. Managing	
<p>Having designed the programme of activities and set up the management and governance arrangements, the partners turn their attention to implementation.</p>	<p>During the managing phase, the emphasis rests on implementing the monitoring and evaluation plan. During this phase, partners continuously monitor the quality of the performance of the partnership, both in terms of the implementation processes it employs and in terms of achieving the planned objectives and outcomes. The monitoring activity provides a continuous flow of data needed by management to keep partnership activities on track and by evaluators to carry out periodic evaluations, either mid-term or end-of-term.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Monitoring and documenting performance</i>: monitoring partnership activities and outcomes and implementation processes.
Phase IV. Reviewing	
<p>Following a period of implementation, the partners review the partnership's progress, seeking objective evidence regarding its performance.</p>	<p>Monitoring data feeds into a mid-term evaluation. The services of an independent third-party evaluation specialist may be required to avoid potential conflicts of interest.</p>

Key partnering characteristics	Monitoring and evaluation requirements
	<p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Organizing a mid-term evaluation</i>: a mid-term evaluation is performed towards the middle of the partnership period. This is a formative evaluation intended to improve performance • <i>Reporting evaluation findings</i>: This entails analysing and reporting data and information to help decision-makers make the necessary improvements in partnership processes and activities.
Phase V. Revising	
<p>Building on the review of progress, the partners set out to make improvements to the design and delivery of their partnership and programme of work.</p>	<p>A mid-term evaluation provides a picture of progress at a particular moment in time and helps to identify priorities for action to improve performance and protect the value of its achievements. Where a mid-term evaluation leads partners to conclude that continuing the partnership is in the best interests of all the stakeholders, the evaluation findings provide a basis for revising management plans and delivery processes.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Using evaluation findings</i>: generating and sharing knowledge and learning within the partnership, including beneficiaries and other stakeholders, as part of revising the partnership.
Phase VI. Institutionalizing	
<p>Once the partnership reaches a certain level of maturity, a review of progress may lead partners to judge that the partnership as it is has run its course, and that an alternative arrangement is required to deliver the partnership's objectives and sustain the value it has created over the long term. At this stage, the partners implement the exiting or 'moving on' strategy agreed at the beginning of the partnership.</p>	<p>Where a mid-term evaluation suggests the long term-interests of the partnership's stakeholders, including partners and beneficiaries, would be better served by an alternative arrangement than a partnership, the partners will need to work with a successor organization, or organisations, to adapt the monitoring and evaluation system to suit any new institutional arrangements. At this point, the partners may decide to carry out an end-of-term or ex-post evaluation as part of the transformation process to ensure other partnerships benefit from insights and any lessons learned.</p> <p>Key considerations:</p> <ul style="list-style-type: none"> • <i>Adapting the monitoring and evaluation system to new institutional arrangements</i>: addressing the challenges in sustaining a results-based monitoring and evaluation system, including clear roles and responsibilities, trustworthy and credible information, accountability, capacity and appropriate incentives

Key partnering characteristics	Monitoring and evaluation requirements
	<ul style="list-style-type: none"><li data-bbox="583 212 995 336">• <i>Sharing good practice and lesson learned:</i> drawn from the findings of the monitoring and evaluation process, in terms of what has worked and, as important, what has not worked.

Sources: R. Tennyson, *The Partnering Toolbook*. International Business Leaders Forum, 2003; Internal Oversight Service Education Section *Evaluation Handbook*. UNESCO, 2009.

**Go to Tool 1
(p. 100)**

Tool 1 provides a series of prompts for assessing monitoring and evaluation attitudes and perceptions among prospective partners in early partnering discussions.

Box 3. The Egypt Education Initiative

The Egypt Education Initiative (EEI) was launched as a public-private partnership between the Government of Egypt and the World Economic Forum’s ICT community, as a progressive model for reforming Egypt’s education system. A major component of the EEI is increasing access to technology. Private-sector partners play a key role, providing equipment, software and services, and supporting the adoption of innovative teaching methods and employment of relevant ICT applications and digital content.

The EEI seeks to add value to the national education process in new and innovative ways, directly improving the quality of education, based on detailed analysis of learning methods and applying rigorous criteria for monitoring and evaluation. Since the very beginning, the Egypt Education Initiative has set a monitoring and evaluation strategy for all its interventions. The monitoring and evaluation strategy for EEI interventions goes beyond monitoring the implementation of the work plans and completion of targeted outputs. It aims to measure the effect of the designated interventions in changing individual and institutional performance in the use of ICT for educational purposes.

Source: The Egyptian Education Initiative is an initiative under the World Economic Forum, Global Education Initiative. For more information see: www.weforum.org/en/initiatives/gei/EgyptEducationInitiative/index.htm

Further reading

Cassidy, T.; Paksima, S. 2007. *Global Education Initiative (GEI) Model of Effective Partnerships for Education*. Geneva: World Economic Forum.

Draxler, A. 2008. *New partnerships for EFA: building on experience*. Paris: IIEP-UNESCO/World Economic Forum.

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Kusek, J.Z.; Rist, R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

Wagner, D.A.; Day, B.; James, T.; Kozma, R.B.; Miller, J.; and Unwin, T. 2005. *Monitoring and Evaluation of ICT in education projects: a hand book for developing countries*. Washington, DC: infoDev/World Bank.

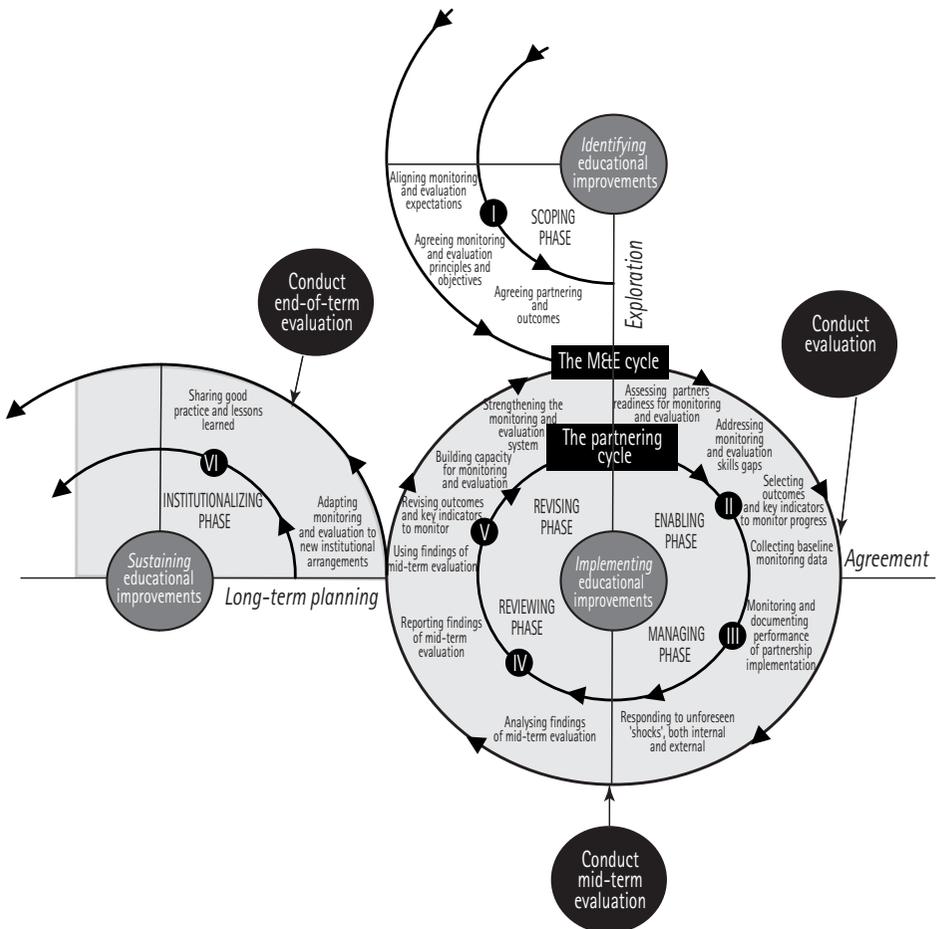
The Egyptian Education Initiative is an initiative under the World Economic Forum, Global Education Initiative. For more information see:

www.weforum.org/en/initiatives/gei/EgyptEducationInitiative/index.htm

2. PARTNERSHIP BUILDING: AGREEING MONITORING AND EVALUATION PRINCIPLES AND OBJECTIVES

“If you address monitoring and evaluation properly in the planning phase, you greatly improve your chances of success.”

The Zululand Chamber of Business Foundation, South Africa



Section summary

- In partnership appraisal, partnering organizations can spend their time profitably by identifying and reconciling their differing expectations of monitoring and evaluation, and thinking through the basic principles and objectives.
- If the decision is to partner, a key outcome of partnership appraisal is a partnering agreement, which should feature a clear statement of monitoring and evaluation principles.
- The process of producing such a statement will ensure that partners are fully bought into and equipped to contribute to the monitoring and evaluation effort later on in the partnering cycle.

2.1 Aligning expectations

The public sector, business and civil society often come to the partnering table with very different views on the role and purposes of monitoring and evaluation. Depending on the resources they have available and other factors, such as the formality of the regulatory environments in which they operate, monitoring and evaluation can play more or less of a role in an organization's governance and management. For naïve, less experienced organizations, monitoring and evaluation can appear daunting from a technical point of view or may be perceived as an unwelcome distraction or an unnecessary drain on limited resources, which could otherwise be spent on educational improvements. For the more experienced, monitoring and evaluation is recognized as a crucial tool for improving partnership function, delivery and outcomes, and strengthening cooperation between partners and key stakeholders and beneficiaries.

In the early stages of partnership appraisal, it is important for partnering organizations to reach a common understanding of what constitutes monitoring and evaluation in the context of partnership development and practice, and its general purpose in partnership management and delivery (*Section 1.5, Definition of monitoring and evaluation*).

2.2 Agreeing key principles

Successful monitoring and evaluation is more likely to be practised by partnerships that make a firm commitment to a clear set of principles. There is a growing consensus that the earlier a partnership can agree on what principles should guide the formation of their monitoring and evaluation system, the greater the likelihood that it will be able to deliver quality results and outcomes further down the line. However partnerships need guiding principles in order to develop an effective approach, and these principles should be worked out as part of the partnership appraisal process. These principles should normally include the following:

- ***Participative planning:*** All principal stakeholders – partners, donors, management, operational staff and direct beneficiaries – have an interest in monitoring and evaluation, both for purposes of accountability to political authorities and the general public, and for learning from experience in order to improve the usage of total available resources.
- ***Results-based monitoring:*** Effective partnership management involves monitoring the performance and achievement of outputs, outcomes and, ultimately, impacts (intended or unintended, positive or negative). Having identified the outcomes required to deliver the stipulated impact, partners then select the necessary inputs, activities and outputs (*Figure A1*).
- ***Impartial evaluation:*** To ensure its credibility, the evaluation process should be independent from any process involving partnership governance, management or operation. It should also be impartial, to ensure objectivity, in particular in judging the partnership’s achievements and the contribution of the partnership framework to its results.
- ***Integrated management:*** Effective monitoring and evaluation activities should not be a bolt-on activity, but part of the institutional arrangements of multi-stakeholder partnerships for education, to ensure proper budgeting and resourcing, appropriate capacity building and management, including the identification of clear roles and responsibilities for planning and conducting monitoring and evaluation activities.

2.3 Understanding responsibilities

Responsibility for monitoring and evaluation needs to be fully integrated into partnering systems and processes. However, until an agreement has been reached, making sure that monitoring and evaluation is factored into the partnering process is a leadership challenge, which needs to be adopted by the organization that has taken upon itself to act as the partnership convener or facilitator.

Table 2.1 Monitoring and evaluation roles and responsibilities before and after a multi-stakeholder partnership for education has been established

Facilitation and leadership	Governance and management
Pre-establishment	
<p>Dealing with the different attitudes to monitoring and evaluation, and ensuring partnering organizations continuously respect agreed monitoring and evaluation principles through the life of the partnership, can be major challenges in partnership practice. In the early stages, in particular, when partnering organizations are still getting to know one other, the organization that has taken upon itself to convene the partnering process may well find itself shouldering a disproportionate amount of the responsibility for facilitating a consensus on what constitutes the way forward in terms of monitoring and evaluation.</p>	
Post-establishment	
<p>Even after the partnership has been established and responsibility for monitoring and evaluation has been integrated with the formal processes set up to govern and manage the partnership, it will be incumbent on all partners to remain vigilant, as voluntary agreements can only work if all organizations involved keep up their commitments and promises.</p>	<p>Once a multi-stakeholder partnership for education has been agreed, responsibility for monitoring and evaluation becomes integrated with formal processes set up for governing and managing the partnership. Monitoring is always the responsibility of the management and operational staff while evaluation is the responsibility of the governing body or other unit separate from management. In larger multi-stakeholder partnerships for education, there may be a mandate and sufficient resources for a separate internal evaluation unit. In either case, the body commissioning evaluation takes responsibility for the quality of the final report and for disseminating the findings and recommendations, in different formats for different audiences, as appropriate.</p>

2.4 Stakeholder buy-in

An important part of scoping and developing an effective monitoring and evaluation system is capturing the expectations and inputs of a partnership's key stakeholders. The participation of stakeholders in the monitoring and evaluation process is increasingly recognized as a critical factor in the subsequent use of monitoring and evaluation findings, conclusions, recommendations and lessons, and may be necessary for a complete and fair assessment. Both partnering organizations and wider stakeholders should be given the opportunity to provide early input to the development of the monitoring and evaluation framework and processes, and whilst this may not be possible formally until a partnering agreement has been signed, it should not be omitted from earlier discussions for that. *Box 4* describes the potential stakeholders in planning monitoring and evaluation in multi-stakeholder partnerships for education.

2.5 Partnering agreements

A successful partnership appraisal process will culminate in a partnership agreement (or set of agreements) in which a commitment to monitoring and evaluation should be clearly stated. A monitoring and evaluation statement will set out the principles to which all the partnering organizations are happy to subscribe, and should be worked out as part of the partnership-building process. Such a process should go a long way to reconciling differences in monitoring and evaluation traditions and understanding between the partnering organizations and to building consensus on issues such as transparency and ethical guidelines.

**Go to Tool 2
(p. 102)**

Tool 2 offers a template for agreeing a monitoring and evaluation statement as part of a partnership agreement.

Box 4. Potential stakeholders in monitoring and evaluation planning

- *Learners*: usually pupils in the school environment, but also adult learners and those in a variety of workplaces
- *Teachers and facilitators*: those on the front lines, helping people to learn, including both trained and untrained teachers, classroom assistants and workplace trainers
- *Technicians*: many education programmes involve expertise that goes beyond that usually possessed by teachers
- *Parents*: parental involvement in education goes well beyond the concerns of what exactly is taught in schools, and parents themselves are learners
- *Curriculum developers*: education interventions often require fundamental changes to curriculum content and delivery; curriculum developers must therefore be involved in designing, implementing and monitoring change
- *Teacher trainers*: teacher training can often be ignored in the early stages of delivering education interventions, but is vital to enhanced learning and sharing information
- *Educational administrators*: administrators, be they office staff or managers of educational institutions, have a central role to play in the delivery of programmes of learning, and must be central to monitoring and evaluation processes
- *Education officials*: with their responsibility for overall policy, target-setting and budgets, it is important that ministry staff not only take an interest in measuring change, but are also actively involved in the learning processes resulting from such measurement
- *Employers*: education in part serves interests beyond those of the individual learner, and it is important that educational systems therefore serve the needs of the nation and the people
- *Community-based organizations*: delivering positive educational improvements in schools and classroom is not a culturally neutral process. Community-based organizations with local knowledge, understanding and reach can be invaluable in adapting educational interventions to local settings and conditions.

Source: Wagner, D.A., Day, B., James, T., Kozma, R.B., Miller, J., and T. Unwin. 2005. *Monitoring and evaluation of ICT in education projects: a handbook for developing countries*. Washington, DC: infoDev/World Bank.

Box 5. The Zululand Chamber of Business Foundation, South Africa

The Zululand Chamber of Business Foundation is a multi-stakeholder partnership for education in a fast-growing industrial area of Kwa Zulu Natal, one of the 11 provinces of South Africa. Faced with educational needs far in excess of what the provincial Department of Education could supply, captains of business in the area realized that a united effort would be needed to ensure an ongoing supply of school leavers who could meet the future needs of industry and business.

The success of this partnership stems from two factors: first, it brings together as partners people of passion who are deeply committed to the project; and second, it put in place a comprehensive and neutral system to measure, communicate and celebrate the achievements of the partnership. The need for a neutral, credible, accountable management body acceptable to the numerous players involved led to the formation of the Zululand Chamber of Business Foundation, a non-governmental organization which resulted from the merger of two existing development initiatives at the time, the Zululand Social Investment Network and the Zululand Rural Foundation.

Source: Rapuleng, M. The Zulu Chamber of Business Foundation. For more information see www.zcbf.org.za/index.htm

Further reading

Independent Evaluation Group – World Bank. 2007. *Sourcebook for evaluating global and regional partnership programs: indicative principles and standards*. OECD/DAC.

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Wagner, D.A.; Day, B.; James, T.; Kozma, R.B.; Miller, J.; and Unwin, T. 2005. *Monitoring and evaluation of ICT in education projects: a hand book for developing countries*. Washington, DC: infoDev/World Bank.

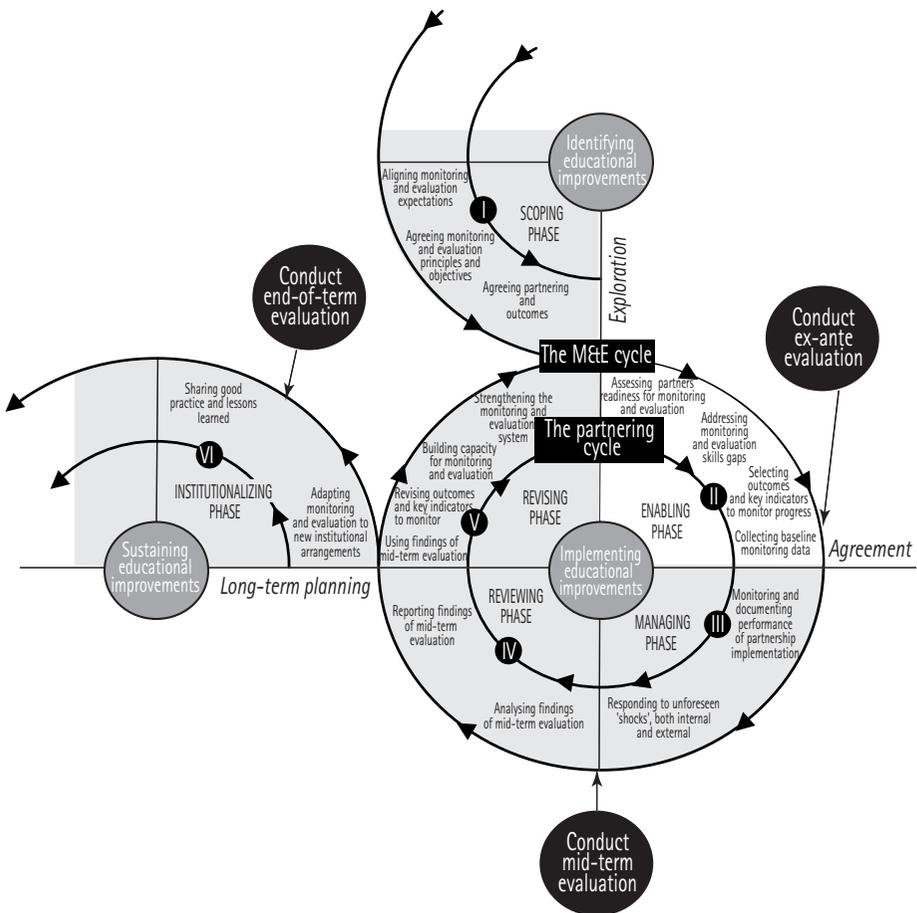
3. PARTNERSHIP INCEPTION: CREATING A MONITORING AND EVALUATION SYSTEM

“At the centre of the entire process are the educational goals – enveloping the entire process must be a comprehensive monitoring and evaluation system.” The Namibian ICTs in Education Initiative, Tech/Na!

“Just as an architect starts with a plan for a building, so a multi-stakeholder partnerships for education must start with a plan.” Tisand Technical High School Partnership, South Africa

Section summary

- At partnership inception, partners have the opportunity to put in place the systems and processes that comprise an effective monitoring and evaluation system.
- Guided by the monitoring and evaluation principles and objectives agreed upon, the partners need to work together to address any monitoring and evaluation skills gaps, and then start agreeing on specific outcomes, indicators and targets to monitor.
- Care needs to be taken not to focus just on identifying educational outcomes. At this stage, it is equally important to agree upon the outcomes required for each of the partners in terms of benefits and value-added as organizations.



3.1 Preparing the partnership for monitoring and evaluation

In designing an outcome-based monitoring and evaluation system, key questions facing any multi-stakeholder partnership include to what extent partners already understand monitoring and evaluation, how experienced they are in its application, and the degree to which they have systems already in place. An examination of partners' readiness to undertake monitoring and evaluation assessment helps determine the requirements for establishing an effective monitoring and evaluation system. Questions might include:

- *What is the tradition of monitoring and evaluation in the education sector and where has the demand come from? Who*

are the existing champions – NGOs, government agencies, the media, academia – and what are their motivations?

- ***What existing skills and expertise exist for assessing the performance of multi-stakeholder partnerships and education programmes amongst the partners and wider stakeholders?*** Who already produces data on the partnerships and programmes, e.g. education NGOs, universities, businesses, donor agencies?
- ***What are the capacity-building requirements for an outcome-based monitoring and evaluation system amongst the partners?*** Are any of the partners receiving any technical assistance, capacity building or training in monitoring and evaluation? Are there any institutes, research centres, private organizations or universities that might have the capacity to provide technical assistance?

This kind of enquiry can provide partnership practitioners with a valuable insight into the requirements and challenges of developing an outcome-based monitoring and evaluation system.

3.2 Agreeing the monitoring and evaluation framework

At inception, partners will also need to agree upon the framework of results, implementation processes and assessment criteria that will guide the monitoring and evaluation activities. *Figure 3.1* illustrates the relationship between partnership results, implementation and assessment criteria based on the seven partnership establishing criteria identified by review studies,² supported by UNESCO and the World Economic Forum, and adopted as the basis of effective multi-stakeholder partnership monitoring and evaluation by the UNESCO/World Economic Forum's Partnerships for Education initiative (*Section 1, Pre-partnership: understanding monitoring and evaluation, sub-section 1.5, Criteria for success*).

Identifying results or a results chain is a key part of developing a Theory of Change Logic Model – a picture of how a partnership does its work, and the theory and assumptions underlying the programme of work it undertakes. A logic model links outcomes (both short-term and long-term) with activities/implementation processes (the results chain)

2. Draxler, A. 2008. *New partnerships for EFA: building on experience*. Paris: IIEP-UNESCO/World Economic Forum.; Cassidy, T., and Paksima, S. 2007. *Global Education Initiative (GEI) model of effective partnerships for education*. Geneva: World Economic Forum.

and the theoretical assumptions/principles of the partnership. Creating a logic model offers a systematic approach to planning and evaluation issues in partnership design, implementation and evaluation.

3.3 Agreeing on outcomes to monitor

Partnership has become an important vehicle for delivering development interventions, not least because it offers a more equitable, creative and rewarding way to work than classical approaches. Take away the rewards, however, and all that's left to incentivize ongoing commitment is a voluntary agreement to work together. It is therefore vital that monitoring and evaluation in a partnership context qualifies what success will look like in terms of individual partners' organizational and business prospects.

During initial exploratory meetings (*Section 2, Partnership building: agreeing a monitoring and evaluation system*), prospective partners will discuss specific educational goals they want to achieve. The next step is to identify clearly the problems that need to be addressed in achieving these goals, and framing these in terms of positive outcomes.

Once outcomes have been identified, suitable indicators and targets to monitor progress can be selected. This is a political process as much as anything else, each step being critical to achieving stakeholder buy-in, both of key stakeholders (i.e. the partners) and wider stakeholder groups.

Step 1. Identify specific stakeholder representatives

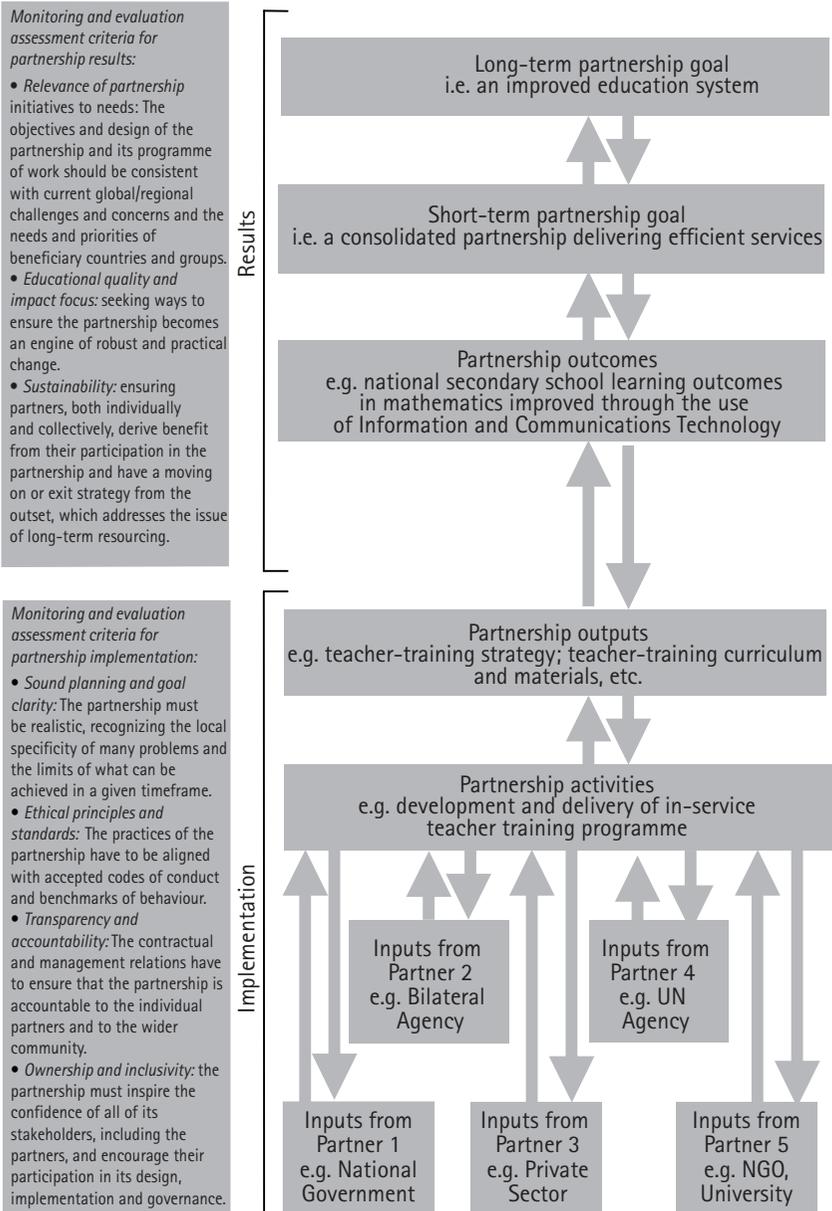
Who are the key players around the issue of education? Whose interests and views are to be given priority?

Step 2. Identify major concerns of stakeholder groups

Using information gathering techniques – brainstorming, focus groups, surveys, etc. – partnership practitioners identify the interests of relevant groups. Care is needed to ensure not just the loudest or most well-connected voices are heard and that there are obvious ways for people to 'hook' into the process.

Step 3. Translate identified problems into statements of possible improvements

Figure 3.1 Framework of results, implementation and assessment criteria for a multi-stakeholder partnership for education



Formulating problems as positive outcomes is quite different from simply reiterating the problem. An outcome-oriented statement identifies the road and destination ahead. *Figure 3.2* shows how educational problems can be framed as positive outcomes.

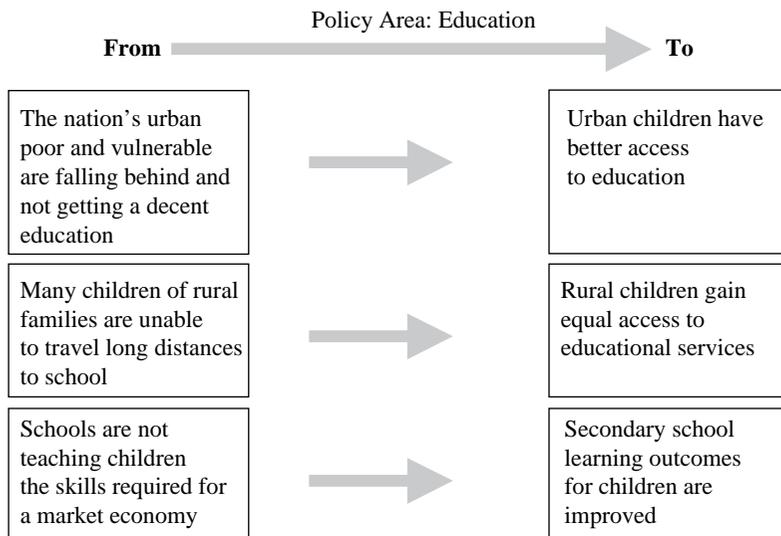
Step 4. Break down programmes to capture key desired outcomes

Partnership programme outcomes should be broken down to isolate specific improvement areas. For example, to know whether the outcome ‘Urban children have better access to education’, has been achieved, it will need to be broken down to answer the following:

- For whom?
- Where?
- How much?
- By when?

The resulting outcome might then read, ‘To increase number of poor urban children in pre-school education by 10% over the next five years’.

Figure 3.2 Outcome statements derived from identified educational problems or issues



Source: Adapted from: Kusek, J.Z., and Rist, R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

Choosing outcomes is the first step in building an outcome-based monitoring and evaluation matrix for a multi-stakeholder partnership for education (*Table 3.1*). By simplifying and distilling outcomes, indicators can then be selected to measure results.

Table 3.1 Example of outcomes for a multi-stakeholder partnership for education initiative

Partnership outcomes and indicators								
Outcome	Outcome indicator	Baseline	Target	Activities/ inputs	Outputs	Output indicator	Baseline	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology								

3.4 Selecting key indicators to monitor outcomes

Outcomes need to be translated into a set of measurable performance indicators. Through the regular measurement of key performance indicators, multi-stakeholder partnerships for education can determine if outcomes are being achieved.

For example, in the case of the partnership programme outcome, ‘to improve primary school children’s learning outcomes’, an outcome indicator might be the change in students’ scores in achievement tests. If students’ scores are continually improving, it can be assumed that their overall learning outcomes have also improved.

Clearly, if the outcome is to improve student learning, then a key stakeholder group is students. However, as with reaching agreement on outcomes, the interests of multiple stakeholders should be taken into consideration when selecting indicators. Education officials might also be interested in measuring indicators relevant to the concerns of teachers and parents. Additional indicators might be the numbers of qualified teachers or the awareness of parents of the importance of enrolling young children in pre-school programmes.

Similarly, partnership framework indicators should be agreed with all partners, as without the buy-in of all partners, the necessary

effort and focus to deliver the mutual benefit that underpins successful partnership working will be missing.

Indicator selection is a process in which the interests of several relevant stakeholders need to be considered and reconciled. At a minimum, there should be indicators that directly measure the outcome desired. So, for example, in the case of improving student learning, there must be an indicator for students (*Table 3.2*).

Table 3.2 Example of indicators to monitor partnership outcomes

Partnership outcomes and indicators								
Outcome	Outcome indicator	Baseline	Target	Activities/ inputs	Outputs	Output indicator	Baseline	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology	1.1 Percentage of Grade 10 students scoring 70 per cent or better on standardized mathematics tests							

In planning and adopting monitoring systems, multi-stakeholder partnerships for education should use indicators that are SMART:

- ***Specific:*** The system captures the essence of the desired result by clearly and directly relating to achieving an objective, and only that objective.
- ***Measurable:*** The monitoring system and its indicators are unambiguously specified so that all parties agree on what the system covers, and there are practical ways to measure the indicators and results.
- ***Achievable and attributable:*** The system identifies what changes are anticipated as a result of the intervention, and whether the result(s) are realistic. Attribution requires that changes in the targeted developmental issue be linked to the intervention.
- ***Relevant and realistic:*** The system establishes levels of performance that are likely to be achieved in a practical manner, and that reflect the expectations of multi-stakeholder partnership for education stakeholders.

- ***Time-bound, timely, trackable, and targeted:*** The system allows progress to be tracked in a cost-effective manner at a desired frequency for a set period, with clear identification of the particular stakeholder group to be impacted by the project or programme.

Indicators may be qualitative or quantitative. However, stakeholders for the most part are interested in *actual* outcomes rather than *perceptions* of progress. For this reason, qualitative indicators of outcome, whilst they have their place, should be used with caution.

The economic cost of setting indicators is an important issue. This means that indicators should be set with an understanding of the likely expense involved in collecting and analysing the data. Equally, care needs to be taken not to set indicators based too heavily on the ease with which data can be collected.

3.5 Baseline data on indicators

A multi-stakeholder partnership for education cannot measure performance against an indicator without first establishing a baseline. A baseline sets the current condition against which future change can be tracked. Establishing baselines to monitor performance and set targets for future performance is an idea that will be familiar to anyone who has tried to lose weight, where an earlier weight acts as a baseline against which progress (or not!) can be monitored.

Obtaining adequate baseline information on performance indicators can become complex, particularly if the number of indicators is high, because each indicator will need a data collection, analysis and reporting system behind it (*Table 3.3*). In practice it is often better for a partnership to agree on a small number of key indicators and to stick to these: a common mistake is to collect more information than can be analysed.

Data sources for indicators can be primary or secondary. Primary data is collected by the partnership itself, and may include administrative, budgetary or personnel data; interviews and direct observation. Secondary data will have been collected by an external organization for purposes other than those of the partnership, for example UNESCO. While secondary data can be cost-efficient, it

should be used with caution as it will have been gathered with goals and agendas other than those of the partnership in mind.

Table 3.3 Example of baseline data on indicators

Partnership outcomes and indicators								
Outcome	Outcome indicator	Baseline	Target	Activities/ inputs	Outputs	Output indicator	Baseline	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology	1.1 Percentage of Grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 In 2009, 75 per cent of grade 10 students scored 70 per cent or better on standardized mathematics tests						

Once data sources are known, decisions will need to be made regarding, for example, how to obtain the necessary data from each source, how to prepare the data collection instruments to record the information appropriately, what procedures to use, and how often to access the data sources. Data collection can be purchased as a service, but over time, multi-stakeholder partnerships for education should consider building internal capacity for data collection and analysis.

There are numerous methods for collecting data. The choices that are made depend on a variety of factors, including the budget and skills available and the context in which the partnership activities are taking place. Some typical data collection tools include the following:

- **Face-to-face interviews:** generally conducted one-on-one. Generally tends to be more open-ended to allow for flow of ideas from key stakeholders.
- **Telephone interviews:** may include conference calls with more than one person.
- **Review of official records:** analysis of key programme documentation – electronic or hard copy.
- **Classroom observations:** teaching assessments.
- **Workshop/focus groups:** generally a facilitated discussion with several stakeholders. A separate record-keeper/observer is ideal.
- **Questionnaires:** a pre-determined list of questions which can consist of structured and/or open-ended questions.

- **Self assessment reports:** widely used as an assessment tool in monitoring and evaluation of education projects.
- **Activity logs:** records are kept by learners/teachers/administrators of specific activities.

Piloting of indicators and the baseline information required to measure them is usually recommended as it is extremely risky to move to full implementation of an indicator system before thoroughly testing the data sources, collection and analysis strategies and means of reporting. All too often, data turns out to be too costly or time-consuming to collect or simply not available. Piloting provides a means of learning what works and what does not, early on, when rectifying mistakes can be relatively inexpensive.

3.6 Planning for improvement: selecting results targets

Target setting is the final step in building a multi-stakeholder partnership for education monitoring and evaluation system performance framework. A target defines what can be achieved in a specific time towards reaching an outcome. For example, one target might be, 'By 2012, 85 per cent of children ages 3 to 5 to be enrolled in pre-school programmes'.

Performance targeting is critical to the process of reaching outcomes. The formula for arriving at the target performance level is a simple one involving baseline indicator levels and desired levels of improvement over a specified time (*Table 3.4*).

There are a number of important factors to consider when selecting performance indicator targets. One important consideration is previous performance. Another is expected funding and resources levels throughout the target period. Targets should be feasible given all of the resource considerations as well as organizational capacity to deliver inputs activities and outputs.

Table 3.4 Example of target-setting as part of a performance framework

Partnership outcomes and indicators								
Outcome	Outcome indicator	Baseline	Target	Activities/ inputs	Outputs	Output indicator	Baseline	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology	1.1 Percentage of Grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 In 2009, 75 per cent of grade 10 students scored 70 per cent or better on standardized mathematics tests	1.1 By 2012, 80 per cent of grade 10 students scored 70 per cent or better on standardized mathematics tests					

3.7 Resourcing and capacity-building

Designing, building and operating a reporting system that can produce trust-worthy, timely and relevant information on multi-stakeholder partnership for education performance requires a certain level of capacity. At a minimum this includes the ability to construct indicators, the means to collect, aggregate, analyse and report on performance data in relation to indicators and baselines; and partnership managers with the skill and understanding to know what to do with the information once it arrives. A monitoring and evaluation readiness assessment, as proposed above, will help partners identify what capacity and infrastructure is available, and what new capacity and infrastructure has to be built. In some cases, partners may need to set aside resources and budget for assistance and training to help them create and operate an effective monitoring and evaluation system, including producing a minimum of data and information.

3.8 Documentation and communication

The monitoring and evaluation framework of outcomes, indicators, baselines and targets becomes the basis for planning, including budgeting, resource allocation and staffing. The framework can and should be a relevant guide to managers and should be frequently consulted and considered during the process of managing towards the desired outcomes.

Tool 3 provides a template logic frame for selecting multi-stakeholder partnership for education indicators and targets for monitoring purposes.

Go to Tool 3
(p. 103)

Box 6. The Namibian ICTs In Education Initiative, Tech/Na!

Initiated in 2005 as part of a wider government education sector improvement programme, the Namibian ICTs in Education Initiative, Tech/Na!, outlines a comprehensive strategy for the integration of ICTs across the education sector. The initiative seeks to blend local expertise and international support to implement ICTs in educational institutions holistically, broadening the contours of opportunity and achievements for all Namibians.

The day-to-day management of the Implementation Plan is handled in a number of complementary ways. A Steering Group has created working groups to focus attention on key areas, including monitoring and evaluation. Each working group has a small management team consisting of a chairperson and a number of deputies. Together the management teams of each working group, the head of the Project Management Office and a secretary form the Implementation Plan Coordination Group. The Coordination Group meets regularly to track the implementation process and reports back to the ICTs in Education Steering Committee on progress. The Coordination group publishes an annual progress report which is made available for public consumption.

Source: ICTs in Education Steering Committee. *Implementation plan guide*. Republic of Namibia Ministry of Education, 2006. For more information see: www.tech.na

Box 7. Tisand Technical High School Partnership, South Africa

Tisand Technical High School was established in 1989 as a partnership between the then Kwa Zulu Natal Department of Education and Culture and Richards Bay Minerals, the mining company. The project grew out of a joint concern about the lack of technical training and skills available in the local area and has resulted in the establishment of a state-of-the-art technical education facility. In addition to the local education authority and Richards Bay Minerals, the partnership enjoys the membership of the University of Zululand, the National Ports Authority, and others interested in technical education provision.

The outcomes of this project are recognized as being outstanding in delivering quality technical education over 20 years. However all partners agree that the process would have been simpler if more attention had been paid initially to defining roles, responsibilities and commitments of all partners with measurable outcomes and agreed timeframes.

Source: Le Roux, D. 2008. Tisand Technical High School.

Further reading

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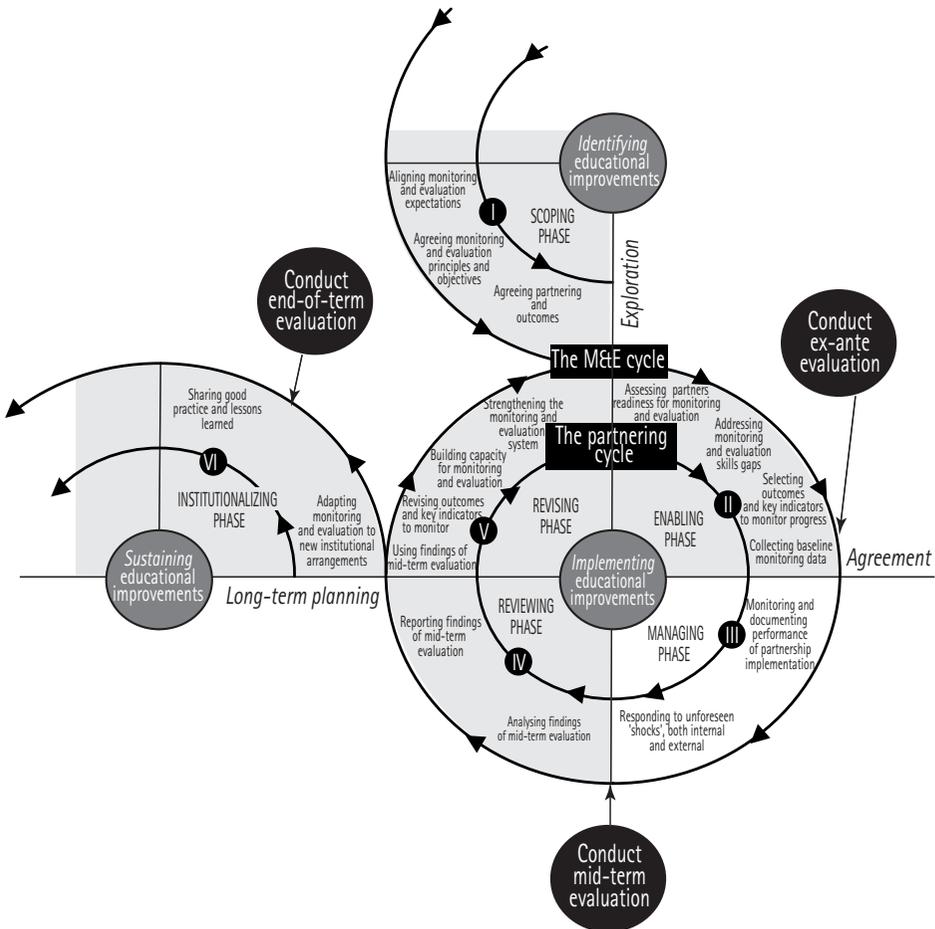
4. PARTNERSHIP IMPLEMENTATION: THE PRACTICE OF MONITORING

“A systematic approach to monitoring and communication rewards and incentivises partners, creates clarity on who is doing what and strengthens the initiative brand.” Jordan Education Initiative

“M&E is going into someone’s private space – unless you have credibility and acceptance they won’t let you in.” St Mary’s Interactive Learning Experience (SMILE), South Africa

Section summary

- Monitoring is all about getting the necessary data to better inform decision-making and to improve the added value being created.
- Monitoring added value for education is key not only for effective multi-stakeholder partnerships for education but also for the partners involved.
- Monitoring outcomes is only part of the process; if multi-stakeholder partnerships for education are to be effective in transforming skills and resources into educational improvements and partner benefits, partners must also monitor implementation.



4.1 Monitoring for results

Monitoring is all about getting the necessary data to better inform decision-making and improve the added value being created. In short, monitoring is about helping to ensure that any educational partnership is concentrating on ways in which it can enhance its activities and outcomes.

Monitoring outcomes is only part of the monitoring process. If a multi-stakeholder partnership for education is to be effective in transforming the skills and resources it has at its disposal into educational improvements, it must also monitor implementation, the

Table 4.1 Example of inputs, activities and outputs to achieve outcomes for an area of education policy

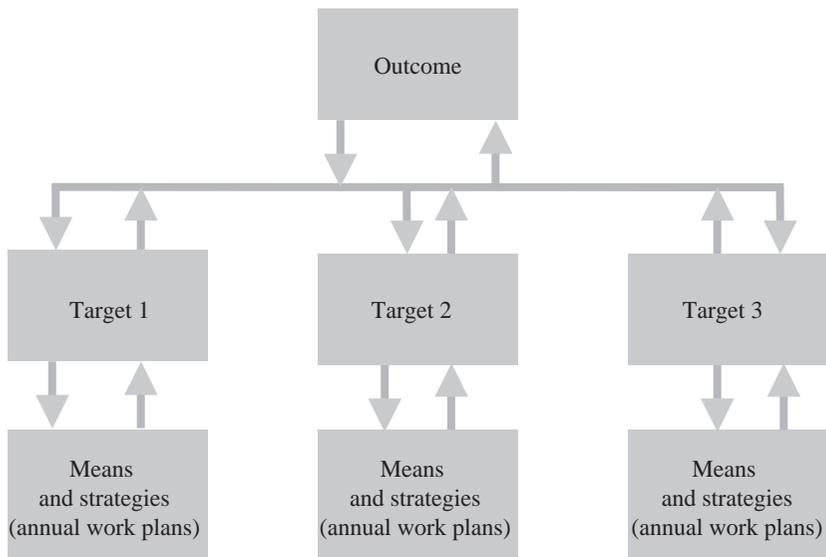
Partnership outcomes and indicators								
Outcome	Outcome indicator	Baseline	Target	Activities/inputs	Outputs	Output indicator	Baseline	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology	1.1 Percentage of Grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 In 2009, 75 per cent of grade 10 students scored 70 per cent or better on standardized mathematics tests	1.1 By 2012, 80 per cent of grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 Development and delivery of in-service teacher training programme	1.1 Teacher training strategy	1.1 Teacher-training strategy document	1.1 At the beginning of 2009, no strategy document developed	1.1 Completed by end first quarter 2009
					1.2 Teacher curriculum and materials	1.2 Teacher-training module	1.2 At the beginning of 2009, no teacher training module developed	1.2 Completed by end third quarter 2009
					1.3 Baseline study of ICT equipment install base in secondary schools	1.3 Baseline study of ICT equipment install base in secondary schools report	1.3 At the beginning of 2009, no baseline study report produced	1.3. Completed by end third quarter 2009
					1.4 Teacher-training workshops	1.4 Percentage of secondary mathematics teachers receiving teacher-training workshops	1.4 At the beginning of 2009, approximately 50 per cent of national secondary school mathematics teachers	1.4 At the end of 2011, 100 per cent of national secondary schools with access to in-service training in ICT-supported mathematics teaching

process of making effective and efficient use of the skills and resources at its disposal.

Implementation monitoring tracks the means and strategies—inputs, activities and outputs planned and documented in multi-stakeholder partnerships for education work plans and budgets – used to achieve a given outcome. The first step in drawing up an implementation monitoring plan is to identify the inputs, activities and outputs required to deliver the desired targets and outcomes (*Table 4.1*).

Once the inputs, activities and outputs required for a particular outcome have been agreed, the monitoring of implementation and outcomes can commence. The link between implementation monitoring and outcome monitoring is made through annual work plans. Work plans are the means and strategies by which partnerships, including multi-stakeholder partnerships for education, use inputs to achieve outputs and ultimately outcomes and impacts. An interim step to achieving every outcome is reaching a target for which a means and strategy should be implemented (*Figure 4.1*).

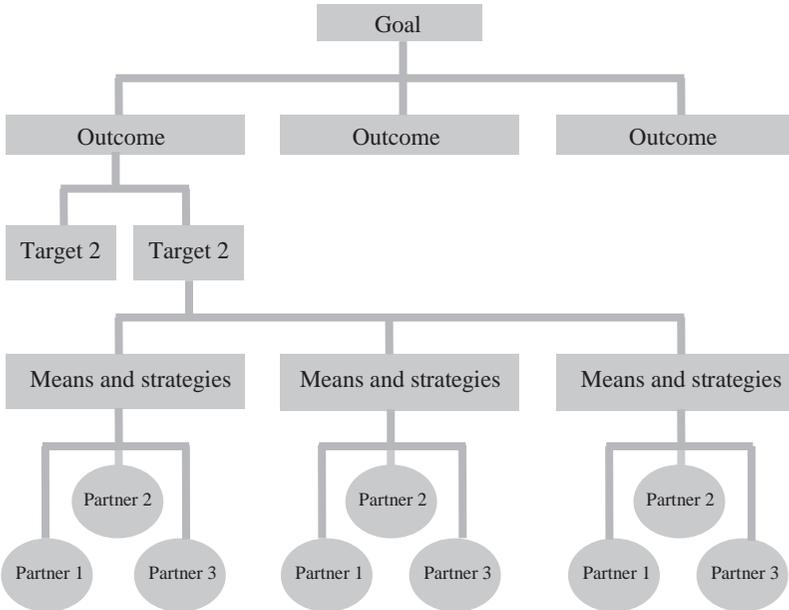
Figure 4.1 Links between implementation monitoring and outcome monitoring



Source: Adapted from Kusek, J.Z., and Rist, R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

In the context of a multi-stakeholder partnership for education, means and strategies will be set by multiple players, combining resources to make outcomes more achievable. The key to successful partnering is working across organizational boundaries when considering available inputs (*Figure 4.2*).

Figure 4.2 Achieving results through partnership



Source: Adapted from Kusek, J.Z., and Rist, R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

4.2 Monitoring for implementation

Outcome monitoring and implementation monitoring are both important in terms of tracking progress and performance against outcome indicators and targets. Implementation monitoring provides a particularly valuable source of data for keeping track of partnership health, in other words the quality of the underlying relationships between the partners and between the partners and other stakeholder groups, as well as for monitoring the success of the partners in applying the seven establishing criteria they signed up to at the outset of the

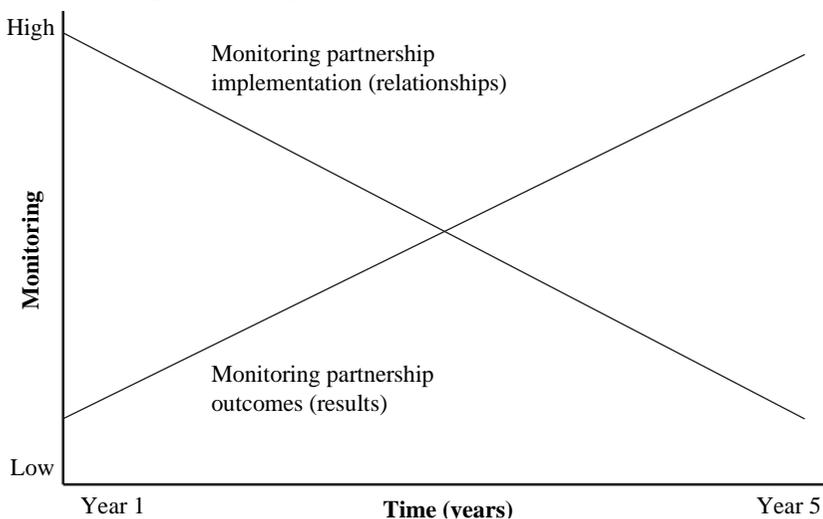
initiative (Section 1, Pre-partnership: understanding monitoring and evaluation, sub-section 1.4, Criteria for success).

Implementation monitoring is principally concerned with monitoring the performance of work plans. For this reason, it offers a useful source of data to track the health of a partnership and the strength of its underlying relationships, based on how well and consistently partners are discharging their agreed roles and responsibilities.

4.3 Monitoring and partnership maturity

Partnerships need to continuously monitor for both outcomes and implementation. However, depending on the maturity of the partnership, the focus of the monitoring effort may be more on one than the other. In the early stages, when partners are still getting to know one other and trying to find their feet, before the partnership has had a chance to produce any really tangible results, there may be a value in concentrating limited resources on monitoring for partnership health and functionality. As the partnership matures, however, the likelihood is that functionality will become less of a concern as partners learn to work together, and the issue of results will become the monitoring priority (Figure 4.3).

Figure 4.3 Changing focus of monitoring as a multi-stakeholder partnership for education matures



4.4 Needs of a partnership-based monitoring system

An effective multi-stakeholder partnership for education monitoring system needs four basic elements:

- ***Ownership:*** Ownership has to come from those who use the system. Stakeholder ownership of data is critical.
- ***Management:*** Who, how and where the system will be managed is critical to its sustainability. Senior management need to demand and utilize monitoring information, and if necessary, question the data with which they are presented.
- ***Maintenance and consistency:*** In practice, it is often far harder than expected to maintain the same monitoring system for long enough for the data generated to be meaningful. This is a particular danger if key monitoring staff leave, and systems are allowed to lapse before they are replaced. The answer is to limit data collection to a small number of key indicators, and not to be too ambitious.
- ***Credibility:*** To be credible, monitoring systems need to be able to report both good news and what may be seen as ‘bad news’.

4.5 Analysing performance data

Analysing and reporting data yields important information about the status of projects and programmes that make up a multi-stakeholder partnership for education initiative. It can also provide clues to problems that arise during the course of implementation, which in turn may reflect issues concerning the way the partnership is functioning, its design and how it is structured. The continuous stream of data provides information that can create opportunities to improve implementation strategies and wider partnering issues.

The more often measurements are taken the less guesswork there will be regarding what happened between specific measurement intervals. If there is a year between measurements, many things can happen. Did the indicator get better or worse in the meantime? Was there a straight line progression or was there a wave? (Adapted from Kusek and Rist, 2004).

**Go to Tool 4
(p. 106)**

Tool 4 provides a checklist for preparing a multi-stakeholder partnership for education data collection and analysis plan.

Box 8. Jordan Education Initiative

The Jordan Education Initiative was established in 2003 to fulfil a key role in Jordan's educational transformation – the Ministry of Education's curriculum reform process, Education Reform for the Knowledge Economy. The Jordanian Education Initiative was established as a test bed for the introduction of information and communications technologies and e-learning resources into Jordanian classrooms to support innovative teaching practice. With initial assistance from the World Economic Forum, the initiative seeks to apply public-private partnerships to improve the application of information and communication technology in Grades 1-12 in Jordanian schools.

The initiative recognized from the outset that processes are required to accurately gather and effectively communicate data on partners' inputs, programme outputs and initiative outcomes. The initiative put a basic system in place from the outset, although in the early stages only limited time could be devoted to this activity, because the Programme Management Office was overstretched. However, as the partnership matures, more systematic mechanisms are being created to monitor and evaluate results, not just for the beneficiaries, but also for the partners.

Source: The Jordan Education Initiative is an initiative under the World Economic Forum, Global Education Initiative. For more information see: www.weforum.org/en/initiatives/gei/Jordan%20Education%20Initiative/index.htm

Box 9. The Educational Quality Improvement Programme (EQUIP), South Africa

The Education Quality Improvement Programme EQUIP is a multi-stakeholder partnership for education between six South African provincial education departments and the private sector, represented by more than 40 large-sized companies, as well as more than 320 schools. The partnership is coordinated by The National Business Initiative and focuses on empowering schools to take responsibility for improving their standard of performance in terms of whole school development. This includes school governance and management skills, classroom practice and strategic planning.

One of the strengths of this project is the detailed aspect of its monitoring process, which includes: baseline assessments, pre- and post-intervention auditing of systems, infrastructure and management, and internal and external evaluations. Project managers/coordinators play a key role, but ultimately the test is how the monitoring and evaluation system is valued by the teachers.

Source: EQUIP is an initiative of the National Business Initiative of South Africa. For more information see: www.nbi.org.za/welcome.php?pg=60

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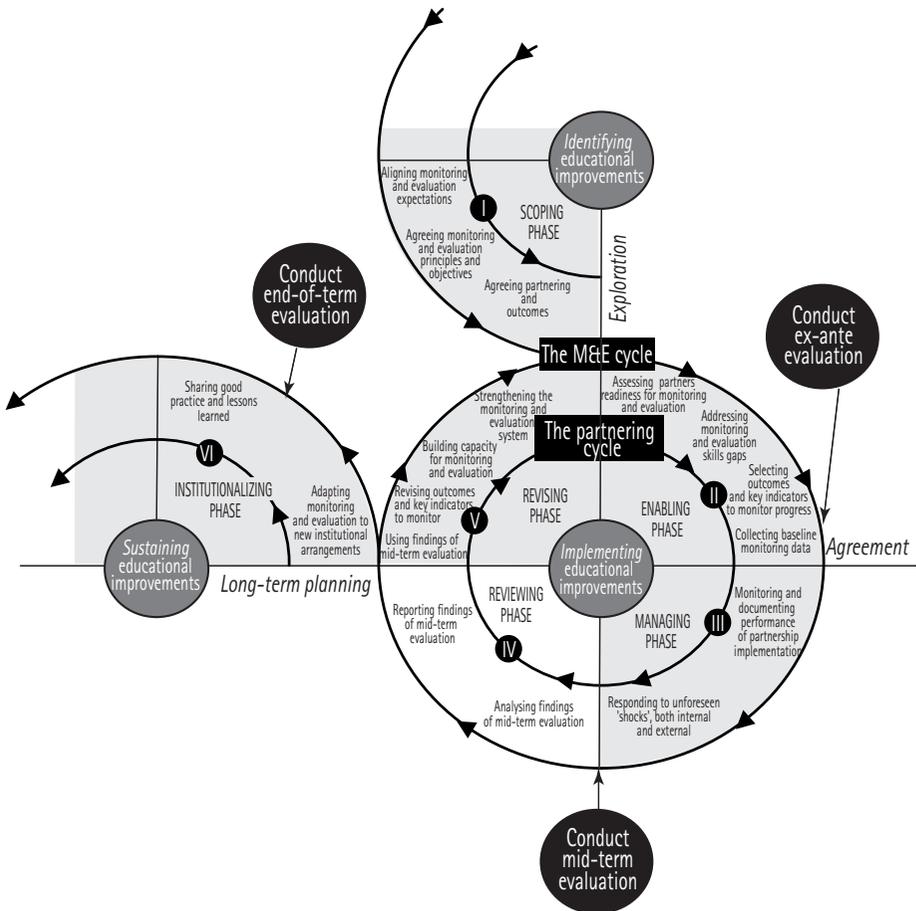
5. PARTNERSHIP ASSESSMENT: THE PRACTICE OF EVALUATION

“Evaluation by an independent third party is very important – project leaders tend to lose objectivity.” Virtual School, Columbia

“A key issue in evaluation is credibility – people who do evaluation must be credible with those who are being evaluated.” St Mary’s Interactive Learning Experience, SMILE, South Africa

Section summary

- Evaluations of multi-stakeholder partnerships for education take different forms depending on their timing and purpose
- The most relevant types of evaluation for a partnership are likely to be Appraisal (or ‘ex-ante’ evaluation), Mid-term Evaluation and End-of-term Evaluation
- The whole partnership must ‘own’ the evaluation
- Evaluation planning must include a communications strategy to support evaluation findings including feeding into learning for new partnerships and/or improvement of ongoing partnerships.



5.1 Role and purpose of evaluation

While monitoring should be able to supply regular reports on the progress of the project, this data itself will not be sufficient on its own either to explain success factors or point out possible problems. For a deeper analysis of these issues, and to answer important questions for future programming and decision-making evaluation is needed.

An evaluation can fulfil a number of different purposes. When planning an evaluation a partnership should ideally try to prioritize which are the most important purposes from its own perspective:

- identifying success factors and problems/constraints in order to improve future implementation
- building consensus among partners about future directions for the partnership
- providing an objective assessment of how funds have been used for donors, government authorities, and tax payers
- demonstrating outcomes/results to attract future funding.

Evaluation is an assessment of a planned, ongoing or completed intervention to determine its relevance, efficiency, effectiveness, impact and sustainability. The intent is to incorporate lessons learned into the decision-making process. Good evaluation provides multi-stakeholder partnerships for education with information on:

- **Strategy:** Are the right things being done? Is the rationale or justification accurate?
- **Operations:** Are things being done right? Is the partnership being effective in achieving expected educational outcomes? Are the beneficiaries satisfied with interventions being made?
- **Learning:** Are there better ways? What are the lessons to be learned?

5.2 Types of evaluation for a partnership

There are at least two major types of evaluation – *formative* and *summative*.

An example of a formative evaluation would be the assessment of a partnership prior to its inception. This kind of evaluation is normally called an Appraisal or ‘ex-ante’ evaluation. A second example is the Mid-term Evaluation (MTE) designed to review both how well the partnership is working and its outcomes, at an agreed point in time during implementation.

A summative evaluation tends to be more retrospective and reviews what a partnership has achieved since its inception: in this manual we call this the End-of-term Evaluation (EOTE).

In addition, a partnership may want to commission an evaluation on an ‘ad-hoc’ basis for particular reasons (for instance in a perceived crisis). However a full-scale evaluation may not always be the best

answer: for instance if there is a perceived management problem a brief management review may be more appropriate.

The different types of evaluation are as follows:

- ***Internal evaluation:*** conducted by one member of the partnership to meet its own requirements
- ***Joint evaluation:*** conducted by the partnership working together (normally assisted by an external facilitator)
- ***External evaluation:*** led by someone from outside the partnership.

With regard to participatory evaluation, all evaluations require some kind of consultation with key stakeholders and are therefore participatory in some sense. Participatory evaluations emphasize the need for all stakeholders to be involved in the evaluation process and offer more opportunities for this involvement in the form of meetings and discussions. While such consultation is essential, it may become too time consuming if it is not well planned and facilitated.

5.3 Perceptions of evaluation: the problem of ownership

Evaluation is rarely seen as a neutral tool which benefits all partners. Very often it is seen as an instrument used by donors to justify funding decisions. Problems are more likely to arise if an evaluation is not mentioned until a partnership runs into problems: as argued above, it needs to be planned in the inception phase. There is a danger that if only one partner (usually a donor agency) is funding the evaluation, then the evaluator may feel more accountable to the donor than to the partnership as a whole. This emphasizes the need for the partnership to allocate realistic amount of funds for evaluation at the start of the partnership, and for any external evaluator to be appointed by, and feel accountable to the partnership as a whole.

Evaluations need to be planned out in consultation with all partners, and these discussions need to be summarized in concise Terms of Reference (TOR). These TORs should spell out the purpose and scope of the evaluation, and should emphasize that the draft report will be discussed, and the findings validated, by all members of the partnership before being distributed further. These discussions are not aimed at achieving a consensus, but at ensuring that the evaluation findings are justified by the evidence collected, and the perceptions

of different partners have been fairly documented (*Section 5.6, The evaluation process* below).

Table 5.1 PFE and OECD evaluation criteria and likely issues for evaluating a partnership

PFE evaluation criteria	OECD/DAC evaluation criteria	Likely issues for evaluating a partnership
Outcome evaluation		
<ul style="list-style-type: none"> • <i>Relevance of partnership initiatives to needs:</i> The objectives and design of the partnership and its programme of work should be consistent with current global/regional challenges and concerns and the needs and priorities of beneficiary countries and groups. • <i>Educational quality and impact focus:</i> seek ways to ensure the partnership becomes an engine of robust and practical change • <i>Sustainability:</i> ensuring partners, both individually and collectively, derive benefit from their participation in the partnership, and have a moving-on or exit strategy from the outset that addresses the issue of long-term resourcing. 	<ul style="list-style-type: none"> • <i>Relevance:</i> the extent to which the objectives of an intervention are consistent with the partnership’s goals and strategies, beneficiaries’ requirements, country needs and global priorities. Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances. • <i>Impact:</i> the primary and secondary, positive and negative, intended and unintended long-term effects of a partnership intervention. An example would be attainment of higher grades and levels of employability amongst school-leavers as a result of training provided to their teachers. • <i>Sustainability:</i> the continuation of benefits from an activity after partnership assistance has been completed. 	<p>Relevance to: (a) other (organizational and business) objectives of individual partners; (b) national education policies and plans and educational needs. The impacts, intended/unintended, positive/negative the partnership has had on: (a) the partners themselves and (b) education. How are the effects of the programme likely to be sustained after the partnership is phased out?</p>
Implementation evaluation		
<ul style="list-style-type: none"> • <i>Sound planning and goal clarity:</i> The partnership must be realistic, recognizing the local specificity of many problems and the limits of what can be achieved in a given timeframe. 	<ul style="list-style-type: none"> • <i>Efficiency:</i> a measure of how economically partnership inputs are converted to results. 	<p>Review of resources (funds, staff time, board members’ time) required against achievements. Review of: (a) how well the partnership works and (b) how effective the partnership is in improving educational outcomes.</p>

PfE evaluation criteria	OECD/DAC evaluation criteria	Likely issues for evaluating a partnership
<ul style="list-style-type: none"> • <i>Ownership and inclusivity:</i> The partnership must inspire the confidence of all of its stakeholders, including partners, and encourage their participation in its design, implementation and governance. • <i>Ethical principles and standards:</i> The practices of the partnership have to be aligned with accepted codes of conduct and benchmarks of behaviour. • <i>Transparency and accountability:</i> Contractual and management relations have to ensure that the partnership is accountable to the individual partners and the wider community. 	<ul style="list-style-type: none"> • <i>Effectiveness:</i> the extent to which the partnership programme has achieved, or is expected to achieve, its objectives, taking into account their relative importance. 	

Sources: Draxler, A. 2008. *New Partnerships for EFA: building on experience*. Paris: IIEP-UNESCO and World Economic Forum; Cassidy, T., and Paksima, S. 2007. *Global Education Initiative (GEI) model of effective partnerships for education*. Geneva: World Economic Forum.; OECD/DAC. 2002. *Glossary of key terms in evaluation and results based management*. See also *Partnerships for education*, UNESCO/World Economic Forum: www.pfore.org

5.4 Scope, criteria and key evaluation questions

The table below shows seven establishing criteria for multi-stakeholder partnerships for education identified by UNESCO and World Economic Forum's Partnerships for Education initiative³ (see *Section 1, Pre-partnership: understanding monitoring and evaluation, sub-section 1.4, Criteria for success*). It describes how they relate to the more commonly used OECD/DAC evaluation criteria for evaluating development interventions and how they might be applied in the context of evaluating the outcomes and implementation of a partnership.

3. Draxler, A. 2008. *New partnerships for EFA: building on experience*. Paris: IIEP-UNESCO/World Economic Forum. Cassidy, T., and Paksima, S. 2007. *Global Education Initiative (GEI) model of effective partnerships for education*. Geneva: World Economic Forum. See also *Partnerships for Education*, UNESCO/World Economic Forum: www.pfore.org

5.5 The timing of evaluations

Appraisal or ‘ex-ante’ evaluation

Evaluations can be helpful to multi-stakeholder partnerships for education practitioners at all stages of the partnering cycle. Whenever there are major concerns, some form of rapid evaluation may provide useful information. However, in partnerships where a number of parties have an interest in tracking and assessing results, an appraisal (sometimes called an ‘ex-ante’ evaluation) may be helpful, and a mid-term and end-of-project evaluation are likely to be essential. As noted above, the potential partners are likely to conduct their own internal appraisal before committing themselves to the partnership, but in some cases it may also be helpful if the different stakeholders in a partnership conduct a brief appraisal covering the likely benefits, costs, opportunities and risks of the partnership.

This appraisal might cover the following:

- **General context:** Which parts of the government (central, provincial, local) are likely to be supportive to multi-stakeholder partnerships for education, and which indifferent or even hostile? Are there any other functioning multi-stakeholder partnerships for education in the same country/area and what has been their experience?
- **Stakeholder analysis:** Who are the different stakeholders and what do they expect to get out of the partnership (their own motivation). Are their expectations realistic?
- **Capacity analysis:** What is the likely current capacity level of the partners in the multi-stakeholder partnership for education? What skills will they need to develop or hire (such as management, finance, monitoring and evaluation)
- **Value added:** What is the anticipated additional value of the proposed multi-stakeholder partnership for education, and how will this be assessed?
- **Financial analysis:** Who is contributing what resources (funds, equipment, staff, Board members/advisors) and over what period of time?
- **Exit strategies and sustainability:** What arrangements will be necessary for ensuring longer-term continuation (financial and

institutional sustainability)? What arrangements will be made if a decision is taken to terminate the partnership or if one of the partners wishes to move on?

- **Risk analysis:** What kinds of risk does the partnership face both internally and externally and how can these be minimized? One simple form of basic risk assessment is presented in the table below.

Table 5.2 A basic risk assessment

Type of risk	Degree of threat	Probability of threat
Business partner faces collapse in commodity prices and has to close operation	Serious	Low
Change of government educational policy	Mild	High
Partnership coordinator moves on	Mild	Medium

Note that risks can occur both internally within the partnership (for example, if one of the partners has to withdraw their support for any reason), or externally (for example, as a result of a change in government educational policy). The purpose of a risk analysis is to ensure that all partners have taken into consideration the likely risks, and to the extent possible, take action to reduce them.

The mid-term evaluation (MTE)

As noted above, the MTE needs to be planned at the start of the partnership, and form part of the initial scoping process with a budget allocated. Without this there is a danger that the evaluation may not occur, or that if it does, it may meet resistance from one of the partners.

For most partnerships it may be most efficient to foresee a relatively 'light' MTE after two years or so, with a more formal evaluation to examine the outcomes and impact of the partnership at the end. The reason for this is that most partnerships take time to get going, so there will be little to evaluate after the first year – although if there problems are perceived during this start-up phase a brief review may be appropriate. On the other hand, to derive the full benefits of a 'mid-term' evaluation, most partnerships should not wait longer than

two years – even if it later transpires that the partnership lasts in some form for longer than four years.

However, it is worth noting that many multi-stakeholder partnerships for education may be uncertain as to the length of their existence, and as such, the ‘mid-point’ may be difficult to specify. In practice, it will be difficult for a multi-stakeholder partnership for education to commission an external review every year, and it will probably take at least two years for clear educational outcomes to become apparent.

The end-of-term evaluation (EOTE)

The current general trend in evaluation tends more towards ‘formative’ or ‘real-time’ evaluations, such as the MTE proposed above, which allow improvements in the partnership to be made while implementation continues. While MTEs are likely to be essential in most partnerships, not all will want to undertake final or end-of-term evaluations. The table below summarizes the major differences between the two types of evaluation.

The EOTE is a ‘summative’ evaluation with a very different function from the MTE. If a further phase of the partnership is envisaged, it is more ‘formative’ as its key purpose will be to identify strengths and weaknesses and improve the design of the next term. If there is no further interest in sustaining this particular partnership the main purpose of the EOTE should be to document lessons for future partnerships. In this case, the EOTE should aim to synthesise existing data – for example, monitoring reports, records of key meetings, earlier evaluations – and supplement this with interviews with key actors in the partnership.

Table 5.3 Differences between an MTE and an EOTE

Component of evaluation	MTE	EOTE
Scope	Highly focused on problem solving and immediate improvements. Covers both the processes of the partnership and its initial outcomes.	Primarily designed to assess whether an existing multi-stakeholder partnership for education should be sustained, and if so, how. Also undertaken for learning purposes to assist other multi-stakeholder partnerships for education that may be set up in future. In both cases the evaluation should review the outcomes of the multi-stakeholder partnership for education to date, and where possible should assess longer term impacts.
Approach to sustainability	Should encourage discussion of how the partnership will be sustained.	Normally requires a strong focus on sustainability. For example, what happens after the partners withdraw?
Methodology	Should be conducted in a highly participatory way in order to help strengthen partnership and address problem areas.	May need more formal methods of data collection in addition to using participatory methods.
Timescale	Should feed into decision taking and so must be completed within a tight timescale.	Undertaken primarily for broader learning, but must be performed while the partnership is still active, and before key actors move on.
Distribution of report	Limited to those directly involved	Should be widely distributed beyond immediate stakeholders, e.g. to donors, and other agencies or companies considering similar partnerships.

5.6 The evaluation process

Planning, carrying out and ensuring the benefits of an evaluation involve the following steps:

Step 1. All members of the partnership need to agree upon Terms of Reference (TOR) for the exercise

These TOR need to define the following:⁴

- The overall aim of the evaluation: why is it necessary now?
- The scope of the exercise and the timing of key deliverables.
- How will the results be used?
- What are the key questions to be addressed?
- How will the data that answers these questions be collected?
- What information is already available in existing documents, especially the partnership's own monitoring information (usually called 'secondary data')? Which needs to be collected especially for the evaluation?
- How will the results be presented, in what language, and to whom?
- Who will manage the evaluation?
- Who will undertake the evaluation and how will they be selected?

The TORs need to emphasize that the evaluation will cover both the 'framework' (the internal working arrangements) of a partnership, and its 'outcomes' – such as the particular value it has brought.

Step 2. Identify [a] suitably qualified consultant(s) to undertake the evaluation

It is crucial to identify a consultant with relevant skills and experience for the evaluation, but this can be difficult. A partnership is more likely to find suitable consultants if it has identified appropriate people at an early stage, and is not trying to recruit them within a tight timescale. There are important choices to be made between finding a consultant with the appropriate technical background, as against someone with less relevant technical expertise but possibly greater experience in facilitating or leading this kind of evaluation. In general, a 'light-touch' MTE can best be performed by one experienced external person, while a more formal evaluation, if that is what is required, may require more of a team approach. Even so, a partnership evaluation is

4. Internal Oversight Service-Evaluation Section. 2007. *Evaluation Handbook*. Paris: UNESCO.

unlikely to require a large evaluation team, and usually a team of two people with different expertise will be adequate.

The key point is that whoever is chosen as consultants they need to quickly build up and maintain a strong degree of trust among all the stakeholders in the partnership.

Organizations very often underestimate the amount of time that is needed to ‘service’ an evaluation – including, for example, supplying key documents and arranging meetings. One person in the partnership will need to assume this role, and retain it until the evaluation is complete.

Step 3. Undertake the evaluation

At the start of an external evaluation the evaluator needs to be allowed sufficient time to read key documents and plan out the methodology they will use during the evaluation. Sometimes it is helpful to ask for a short Inception Report, which summarizes the evaluator’s approach, however this is not essential. If a report is requested, it is important to advise the evaluator on the appropriate length (usually about 25 pages plus appendices is enough). The report must include an Executive Summary and clear, achievable recommendations.

Any evaluation is based on collecting a combination of qualitative and quantitative information. The first step for the evaluator is to review the monitoring data collected since the inception of the partnership. There is always a need to probe deeper into this data in interviews, both with those who collected the data and those who supplied it. For example, most schools will maintain data about attendance and exam pass rates, but while the overall trend may be significant, this kind of data needs to be used with care as there will be many other factors influencing these trends apart from the partnership itself. The evaluator will also need to collect qualitative data, including perceptions of the partnership and its achievements, from the different partners themselves and external stakeholders.

There are many different ways in which the data collected in an evaluation can be analysed, but it is essential that the evaluation provide clear evidence on which to base its conclusions and recommendations.

Step 4. Initial feedback and validation of findings

This is a crucial stage in the evaluation, which is often overlooked. It is essential that once the consultant has reached a series of initial findings that these are presented to, and discussed with, all the different partners. Unless the issues raised are highly sensitive, this is probably best done in the form of a structured presentation. Ideally, the feedback should help the consultant ‘fine-tune’ his or her recommendations, so that in their final form these will be regarded by the majority of partners as useful.

Step 5. Writing the final report

The risk of using the more participatory approach proposed in *Step 4* is that the consultant may feel under pressure to alter more critical findings. If this happens, a partnership may lose an important opportunity to make vital changes in its approach. Much depends on both the quality of leadership in the partnership and the professionalism of the external consultant.

Whatever the content, the evaluation report needs to be a concise, working document, which states in simple language the strengths and weaknesses of a partnership and makes actionable recommendations for the future. It is a good idea to present recommendations in the form of a simple table which shows exactly who is expected to implement each recommendation and over what timescale.

Step 6. Disseminating the evaluation and following up its recommendations

The Coordinator of the partnership needs to ensure that the evaluation report is distributed to all those involved. Note that an MTE Report, which may cover management issues, is likely to have a more restricted distribution than an EOTE aimed at documenting lessons learned.

In the year following the report, the partnership’s Governing Body should verify whether or not the recommendations of the MTE are being acted upon. As a result of the MTE, it is also likely that different information may have to be collected and monitored on a regular basis during the next phase.

5.7 Reporting the findings of an evaluation

Performance information is to be used as a management tool. Evaluation reports and the information they produced can be put to very different uses. The central purpose, however, is to inform the appropriate audience about the findings and conclusions resulting from the collection, analysis and interpretation of evaluation information. It is important that the needs of the audience in question are thoroughly understood. For this reason, a communications strategy should be developed. During the ongoing process of determining monitoring and evaluation findings it is important to ensure that everyone is kept in the loop and that there are no surprises. Evaluation results should be continuously disseminated to provide feedback to decision-makers. Informal and formal communications should be part of the communications strategy (adapted from Kusek and Rist, 2004).

5.8 Using the findings of evaluations

The main purpose of building an outcome-based monitoring and evaluation system is to use the findings to improve multi-stakeholder partnerships for education performance. Depending on the type of evaluation, findings can be used in a variety of concrete ways (*Box 10*).⁵

Monitoring and evaluation findings are important for the promotion of learning and knowledge management in organizations, particularly local knowledge acquisition. Knowledge management means capturing findings, institutionalizing learning and organizing the wealth of information continually produced by the monitoring and evaluation system. Results-based monitoring and evaluation systems have a special capacity to add to the learning and knowledge process (adapted from Kusek and Rist, 2004).

5. Taken from Kusek, J.Z.; Rist, R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

Box 10. Ten uses of evaluation findings

1. Enable the partnership to address demands for accountability from elected officials and the public.
2. Help formulate and justify budget requests.
3. Help make operational resource allocation decisions.
4. Trigger in-depth examinations of what performance problems exist and what corrections are needed.
5. Help motivate personnel to continue making programme improvements.
6. Formulate and monitor the performance of partners, contractors and grantees.
7. Provide data for special, in-depth evaluations.
8. Help provide services more efficiently.
9. Support strategic and other long-term planning efforts.
10. Communicate better with the public to build public trust.

Source: Taken from Kusek, J.Z.; Rist. R.C. 2004. *Ten steps to a results-based monitoring and evaluation system*. Washington, DC: World Bank.

**Go to Tool 5
(p. 107)**

Tool 5 provides a checklist for evaluating a partnership's strengths and weaknesses as part of an ex-ante, mid-term or end-of-term evaluation.

Box 11. St Mary's Interactive Learning Experience, SMILE, South Africa

St Mary's Interactive Learning Experience, SMILE, is an educational intervention launched by an independent girls school – St Mary's Diocesan School – in South Africa in 1991. The SMILE programme is based upon a joint focus on the deliverer and receiver of education (i.e. teachers and students).

The SMILE programme sees itself as accountable to all its partners – its business partners, its parent school, the schools in which it works, the teachers it trains, the children who are the focus of the training and the education department under which the schools operate. For this reason, the programme place strong emphasis on evaluation. However, whilst these are useful in comparing progress against objectives they can be perceived as threatening if over emphasized.

Source: Browne, D. 2008. *St Mary's Interactive Learning Experience*. For more information see: www.stmarys.kzn.school.za/community.htm#SMILE

Further reading

Browne, D. 2008. *St Mary's Interactive Learning Experience*. For more information see:

www.stmarys.kzn.school.za/community.htm#SMILE

Cassidy, T., Paksima, S. 2007. *Global Education Initiative (GEI) model of effective partnerships for education*. Geneva: World Economic Forum.

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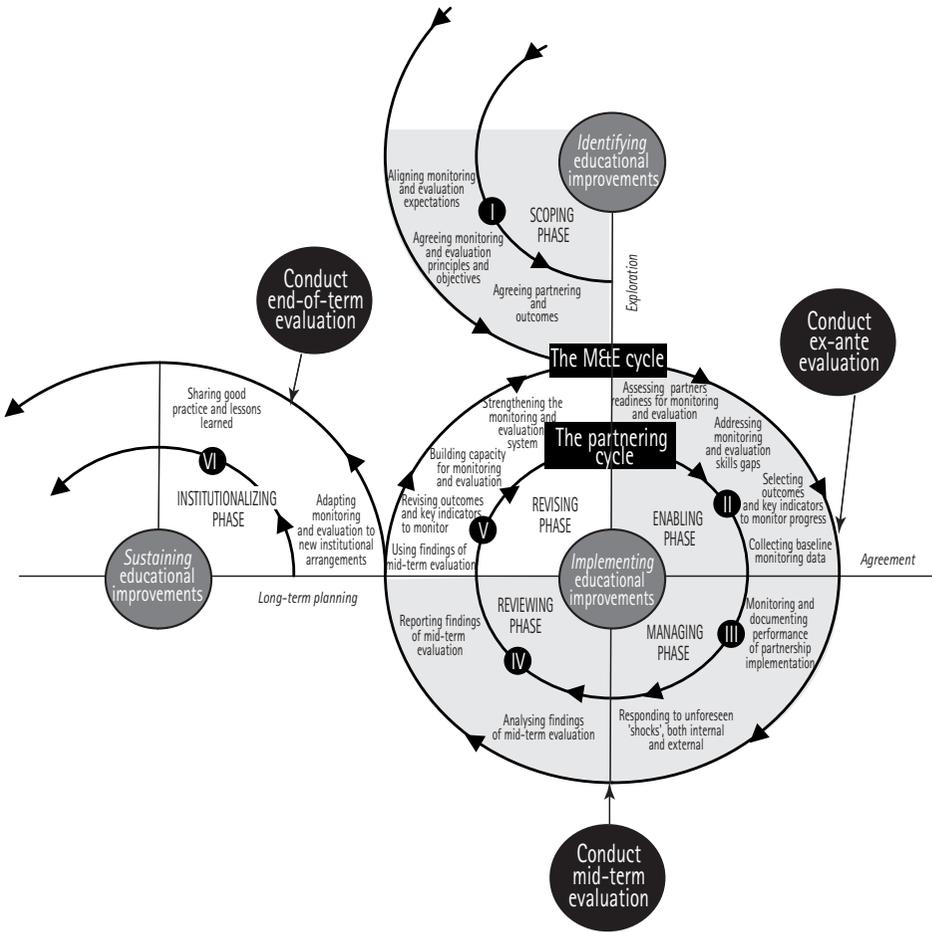
Wagner, D.A.; Day, B.; James, T.; Kozma, R.B.; Miller, J.; and Unwin, T. 2005. *Monitoring and evaluation of ICT in education projects: a handbook for developing countries*. Washington, DC: infoDev/World Bank.

6. PARTNERSHIP TRANSITION: ADAPTING MONITORING AND EVALUATION FOR SUSTAINABILITY

“If (a) partnership is focused from the earliest stages on how the outcomes of its work will be sustained, partners will have been regularly considering their next steps and the idea of moving on will be embedded in the way the partners plan and move forwards.” The Partnering Initiative, International Business leaders Forum

Section summary

- To be effective, a partnership monitoring and evaluation system needs regular strengthening and capacity-building.
- In the case of closure, the partnership’s knowledge and experience of monitoring and evaluation should be part of the handover arrangements.
- Lessons learned from monitoring and evaluation over a partnership’s lifetime should be shared widely in order to assist others interested in the same approach.



6.1 Building capacity for monitoring and evaluation

The results of a mid-term evaluation provide essential information upon which partnering organizations can review the progress of their partnership and make necessary revisions to its structure and management. Should this process result in a renewed commitment by the partners to continue working together, it is likely that they will want to turn their attention to ways in which the partnership can become more firmly embedded in the cultures of their own organizations. Such a process can be an important part of strengthening the sustainability of the partnership process. However, it is essential that the monitoring

and evaluation aspects are addressed alongside the other key aspects of partnership management if this process is going to be successful. Monitoring and evaluation is and must be seen to be central to effective partnership working.

6.2 Strengthening the monitoring and evaluation system

A monitoring and evaluation system should be regarded as a long-term effort which requires a strategic commitment from the outset. At the heart of a robust monitoring and evaluation system lies its utility. A number of components are critical in working towards a sustainable monitoring and evaluation approach, which apply equally to multi-stakeholder partnerships for education as to any other type of development partnership.

- ***Demand:*** If demand is haphazard, results-based monitoring and evaluation systems are not going to be used.
- ***Clear roles and responsibilities:*** The organizations and people who will be in charge of collecting, analysing and reporting performance information must be clearly defined.
- ***Trustworthy and credible data:*** Debate on key issues must be backed up by trustworthy and credible information, otherwise only presumptions can be made.
- ***Accountability:*** Problems as well as successes should be acknowledged and addressed.
- ***Capacity:*** Sound technical and managerial skills are necessary for the sustainability of monitoring and evaluation systems and may have to be developed through training and external help.
- ***Incentives:*** Success needs to be acknowledged and rewarded, problems need to be addressed, and messengers carrying bad news should not be punished.

Continued upgrading and improvements is important to sustain effective monitoring and evaluation systems for multi-stakeholder partnerships. For this reason, monitoring and evaluation systems themselves should be evaluated periodically, using internal or external evaluators.

6.3 Adapting monitoring and evaluation to new institutional arrangements

Multi-stakeholder partnerships for education are for the most part conceived as temporary arrangements, created through a recognition that significant results will be achieved more effectively by working together rather than alone. As with other types of development partnership, some may end up evolving into permanent mechanisms for delivering sustainable educational goals, transforming into a new kind of institution which no longer operates as a partnership. A more likely scenario, however, is that the partnership will set out to develop an initiative with the explicit intention of handing it over, when the conditions are right, to a more mainstream delivery mechanism. In either case, a key challenge in transforming a partnership into a more permanent arrangement is ensuring that monitoring and evaluation remains central to the management process (taken from Halper, 2009).

An end-of-term evaluation (EOTE) can be play a valuable role in ensuring that monitoring and evaluation remain central to the management of an education initiative through the process of transforming a partnership or handing over its work to a more mainstream delivery mechanism – especially if successor organizations are involved in the evaluation process. In this way, those inheriting responsibility for carrying on the work of the partnership can develop an insight into how monitoring and evaluation has hitherto played a role, as well as benefiting from the findings of the monitoring and evaluation process in terms of what has worked and, as important, what has not.

6.4 Sharing good practice and lessons learned: the importance of communication

It is all too easy once a partnership has concluded for the partners to move on and take with them their wisdom and knowledge without sharing it. This approach limits the practical impact on the learning environment, and hinders those who may be taking over the work of the partnership or who have an interest in undertaking a similar type of initiative from learning from the successes and failures captured and recorded.

The importance of communicating with all stakeholders during the monitoring and evaluation processes cannot be stressed too much. Precisely who these stakeholders are will vary depending on circumstances, but the list of stakeholders in *Box 12* provides a brief list of some of the key people who should always be included. The involvement of all partners when undertaking monitoring and evaluation processes is clearly vital, but it is all too easy to forget to involve other stakeholders, for example, parents, employers and even government departments. Failure to include these parties will not only give rise to a partial set of conclusions, but more importantly will also mean that any consequent recommendations will be much less easy to implement.

Monitoring and evaluation is clearly not a new phenomenon in the management of educational interventions, but in the context of multi-stakeholder partnerships for education it is entering relatively new and uncharted territory. There is no definitively correct way to undertake monitoring and evaluation of multi-stakeholder partnerships for education. Whatever the approach taken, however, it will be important to communicate well with all those who have the right and need to know what is happening and why.

**Go to Tool 6
(p. 113)**

Tool 6 provides a set of guidelines for communicating monitoring and evaluation principles, outcomes and lessons, particularly as part of a partnership ‘moving on’ strategy.

Box 12. Stakeholders in monitoring and evaluation communication

- **Learners:** usually pupils in the school environment, but also adult learners and those in a diversity of workplaces; in reality everyone is a life-long learner.
- **Teachers:** those on the front-lines, helping people to learn, including both trained and untrained teachers, classroom assistants and workplace trainers.
- **Technicians:** most learning experiences require expertise beyond that usually possessed by teachers; technical support staff are therefore often needed in multi-stakeholder partnerships for education initiatives.
- **Parents:** parental involvement in education goes beyond concerns over what exactly is ‘taught’, while parents themselves are learners.
- **Curriculum developers:** the introduction of new teaching and learning content and practices requires changes to the curriculum; curriculum developers must therefore be involved in designing, implementing and monitoring change.
- **Teacher trainers:** teacher training is an important mechanism for sharing information and communication in educational change processes.
- **Administrators:** educational administrators – be they office staff or managers in educational establishments – have a fundamental role in delivering programmes of learning and must be central to the monitoring and evaluation processes.
- **Education ministry:** with their responsibility for overall educational policy, target-setting and budgets, it is important that Ministry staff not only take an interest in measuring change, but are also actively involved in the learning processes resulting from such measurement.
- **Community-based organizations:** delivering positive educational improvements in schools and classroom is not a culturally neutral process. Community-based organizations with local knowledge, understanding and reach can be invaluable in adapting educational interventions to local settings and conditions.

Source: Adapted from Wagner, D. A., Day, B., James, T., Kozma, R. B., Miller, J., and Unwin, T. 2005. *Monitoring and evaluation of ICT in education projects: a handbook for developing countries.* Washington, DC: infoDev/World Bank.

Box 13. Virtual Schools, Columbia

Virtual Schools is a partnership of several public and private organizations with the aim of improving the learning outcomes of children attending rural schools in the Caldas area of Columbia. Started in 1997 by the National Federation of Coffee Growers of Columbia, the partnership focuses on facilitating access to information and communications technology for rural teachers and children, and includes organizations from national and local government, business and civil society.

The initiative's civil society partners have played an important role in the monitoring and evaluation of the project's progress. After elections, a new government can underestimate the value of the previous government's projects, especially if that government belonged to a different political party. In any case, the performance of public institutions is often limited by poor resourcing and bureaucracy. In these circumstances, management provided by non-governmental players can provide long-term consistency and continuity.

Source: Jaramillo, P. 2007. *Fedearacion de Cafeteros de Colombia-Comite de Cafeteros de Caldas*. For more information see:
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www.weforum.org/en/initiatives/gei/EgyptEducationInitiative/index.htm

The Jordan Education Initiative is an initiative under the World Economic Forum, Global Education Initiative. For more information see:

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St Mary's Interactive Learning Experience is a South African multi-stakeholder partnership for education. For more information see:

www.stmarys.kzn.school.za/community.htm#SMILE

The Zululand Chamber of Business Foundation is a South African multi-stakeholder partnership for education. For more information see:

www.zcbf.org.za/index.htm

PART II
TOOLS

TOOL 1. PROMPTS FOR ASSESSING MONITORING AND EVALUATION ATTITUDES AND PERCEPTIONS AMONG PROSPECTIVE PARTNERS

This tool is a prompter for those considering multi-stakeholder partnerships as a mechanism for delivering an educational initiative, to ensure monitoring and evaluation feature centrally in the partnership-building process and plans. This tool should be used as a starting point for exploring prospective partners' own anxieties and perceptions about the role of monitoring and evaluation in partnership-based educational initiatives, and then to initiate a process of aligning expectations.

Common concerns and misconceptions...

Key messages

...Some common concerns

Monitoring and evaluation is just a way for one partner to hold other partners to account. It's nothing more than a glorified policing tool!

Although it is possible to design punitive, top-down management structures that use monitoring and evaluation as a way of negatively criticizing performance, in a partnership setting partners have equal say in setting monitoring and evaluation objectives and deciding how the system works.

Monitoring and evaluation is an expensive and time-consuming luxury – development initiatives have little enough resources as it is. Surely, resources would be better spent delivering concrete results on the ground?

Monitoring and evaluation do require resources and it is essential that sufficient funding is provided for this from the outset. However, without such a system, it is likely that the costs of an initiative will be much greater in the long run. If performed properly, monitoring and evaluation should help save money and time through equipping management with the tools to spot costly mistakes and identify new opportunities in a timely fashion.

Monitoring and evaluation is a highly technical and specialized subject. Attempting to apply such a management tool in the social and cultural setting we plan to work in will simply alienate people.

Managers of partnerships need to understand the methods and reasoning behind the monitoring and evaluation techniques they are using. Some training may be needed, but successful monitoring and evaluation is participative – it needs to be understood by all the stakeholders involved, including schoolchildren, and cannot afford to be too specialized.

Monitoring and evaluation is nothing more than a fig leaf – a way for organizations to persuade the outside world that they are doing a good job. It's got nothing to do with driving better performance.

Monitoring and evaluation is and should be a highly effective communication tool. Focused properly on measuring on-the-ground achievement and progress against stated objectives, and following a truly participative approach, it is an indispensable aid to ensuring that a partnership achieves its objectives in an accountable and transparent way.

...Some common misconceptions

Monitoring and evaluation is a well established technique and lots of systems exist – surely it is just a question of choosing one ‘off the shelf’.

No development interventions, including education interventions, are culturally neutral and the same applies to monitoring and evaluation. There may be widely accepted tools available, but they cannot simply be imposed. They need to be refined to suit local needs and cultures, a process that will benefit from piloting and the input of people with practical experience and cultural sensitivity.

Monitoring and evaluation is basically something you put in place to tell the world what you've done – we can think about it later on, once the partnership is up and running.

Whilst effective monitoring and evaluation cannot be implemented overnight, it is important that they are not treated as a bolt-on at some point mid-way through a partnerships' lifetime. It is essential that monitoring and evaluation is considered as a key part of the management of a partnership from the very outset.

Monitoring and evaluation is a management tool and is best left to the management team.

It is not easy to get the balance right between self-monitoring and external evaluation. However, it is very important that all such processes include not only relevant stakeholders but also experienced people from the outside who can bring a different perspective and ask the difficult questions that could so easily be ignored in a purely self-reporting environment.

Source: Adapted from Wagner, D.A., Day, B., James, T, Kozma, R.B, Miller, J., and Unwin, T. 2005. *Monitoring and evaluation of ICT in education projects: a handbook for developing countries*. Washington, DC: infoDev/World Bank.

TOOL 2. TEMPLATE FOR A MONITORING AND EVALUATION STATEMENT AS PART OF A PARTNERSHIP AGREEMENT¹

As part of the process of establishing a partnership agreement, prospective members of multi-stakeholder partnerships for education should agree a statement of commitment to monitor and evaluate the partnership. The approved statement should be part of the preparation of the overall agreement and should include a commitment:

Key areas of partnership monitoring and evaluation commitment

- to provide a clear explanation of the purpose and role of monitoring and evaluation in the partnership
- to have the partnership evaluated periodically and to provide adequate funding for conducting monitoring and evaluation activities
- to disseminate and use the findings of monitoring and evaluation to improve accountability, learning, decision-making, and broader knowledge sharing
- to promote a culture that values monitoring and evaluation as a basis for learning and improving the effectiveness of the partnership and its programme of activities
- to enable capacity-strengthening in monitoring and evaluation and cooperation and shared learning with other partnerships or programmes
- to put in place an effective monitoring and evaluation framework including clear and coherent objectives and strategies, an expected results chain, measurable indicators that meet the monitoring and evaluation needs of the partnership's governing body, management and wider stakeholders, and systematic and regular processes for collecting and managing data, including baseline data
- to operate an effective monitoring and evaluation system including providing the information required for scheduled reporting to the governing body and wider stakeholders, as appropriate, on the use of resources, the progress of activities, outputs and outcomes and to provide the information necessary for future evaluations
- to promote stakeholder participation and consultation in the monitoring and evaluation process, including clear guidelines on the follow-up of evaluation, disclosure and dissemination
- to promote stakeholder participation and consultation in the monitoring and evaluation process.

1. Adapted from Independent Evaluation Group – World Bank. 2007. *Sourcebook for evaluating global and regional partnership programs: indicative principles and standards*. OECD/DAC.

TOOL 3. A TEMPLATE LOGIC FRAME FOR SELECTING MULTI-STAKEHOLDER PARTNERSHIP FOR EDUCATION OUTCOME INDICATORS AND PERFORMANCE TARGETS FOR MONITORING

This tool provides partnering organizations with a systematic approach to the joint design of a logic frame or model for a multi-stakeholder partnership for education. In their initial exploratory meetings prospective partners will have discussed specific educational goals they want to achieve. Once these have been established, the next step is to identify clearly the problems that need to be addressed in achieving the goal, framing them in terms of positive outcomes. Then suitable indicators, baselines and targets to monitor progress can be selected and, on the basis of these, inputs, activities and outputs can be agreed.

Glossary

- **Baseline:** an analytical description of the situation prior to a partnership intervention, against which progress can be assessed or comparisons made
- **Activity:** an action taken or work performed through which inputs are mobilized to produce a specific output (an example of an activity for a multi-stakeholder partnership for education project would be the development and implementation of a teacher-training programme.)
- **Indicator:** a quantitative or qualitative variable that allows the verification of a change brought about by a partnership intervention and that shows a result relative to what was planned.

An example of a logic frame for a multi-sector partnership for education

Partnership outcomes and indicators		Step 4. Select outcome targets...	Step 5. Design inputs/activities...	...and Step 6. Design outputs	Step 7. Identify output indicators...	Step 7. Research output baselines...	Step 8. Select output targets
Step 1. Identify outcomes...	Step 2. Identify outcome indicators...	Step 3. Research baselines...	Step 4. Select outcome targets...	Step 5. Design inputs/activities...	Step 6. Design outputs	Step 7. Identify output indicators...	Step 8. Select output targets
Outcome	Outcome indicator	Baseline	Target	Activities/inputs	Outputs	Output indicator	Target
1.1 National secondary school learning outcomes in mathematics improved through the use of Information and Communications Technology	1.1 Percentage of Grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 In 2009, 75 per cent of grade 10 students scored 70 per cent or better on standardized mathematics tests	1.1 By 2012, 80 per cent of grade 10 students scoring 70 per cent or better on standardized mathematics tests	1.1 Development and delivery of in-service teacher-training programme	1.1 Teacher-training strategy 1.2 Teacher-training curriculum and materials 1.3 Baseline study of degree of availability of ICT equipment (the install-base) in secondary schools	1.1 Teacher-training strategy document 1.2 Teacher-training module 1.3 Baseline study of degree of availability of ICT equipment (the install-base) in secondary schools report 1.4 Percentage of secondary mathematics teachers receiving teacher-training workshops	1.1 Completed by end first quarter 2009 1.2 Completed by end third quarter 2009 1.3 Completed by end third quarter 2009 1.4 At the end of 2011, 100 per cent of national secondary schools with access to in-service training in ICT-supported mathematics teaching

TOOL 4. CHECKLIST FOR PREPARING A PARTNERSHIP MONITORING DATA COLLECTION AND ANALYSIS PLAN

This tool provides a systematic checklist of the key components of a baseline data collection and analysis plan. Eight key questions apply in efforts to build baseline information for each indicator identified:

1. What are the sources of data?
2. What are the data collection methods?
3. Who will collect the data?
4. How often will the data be collected?
5. What is the cost and difficulty of collecting the data?
6. Who will report the data?
7. Who will analyse the data?
8. Who will use the data?

As far as circumstances permit, complete each indicator using the table below.

Indicator	Data source	Data collection method	Who will collect data?	Frequency of data collection	Cost and difficulty to collect data	Who will analyse data?	Who will report the data?	Who will use the data?
1								
2								
3								
4								
5								
6								
7								
8								
9								
10								
11								
12								
13								

Source: Adapted from Wagner, D.A., Day, B. James, T., Kozma, R.B, Miller, J., and Unwin, T. 2005. *Monitoring and evaluation of ICT in education projects: a handbook for developing countries*. Washington, DC: infoDev/World Bank.

TOOL 5. CHECKLIST FOR EVALUATING A PARTNERSHIP'S STRENGTHS AND WEAKNESSES²

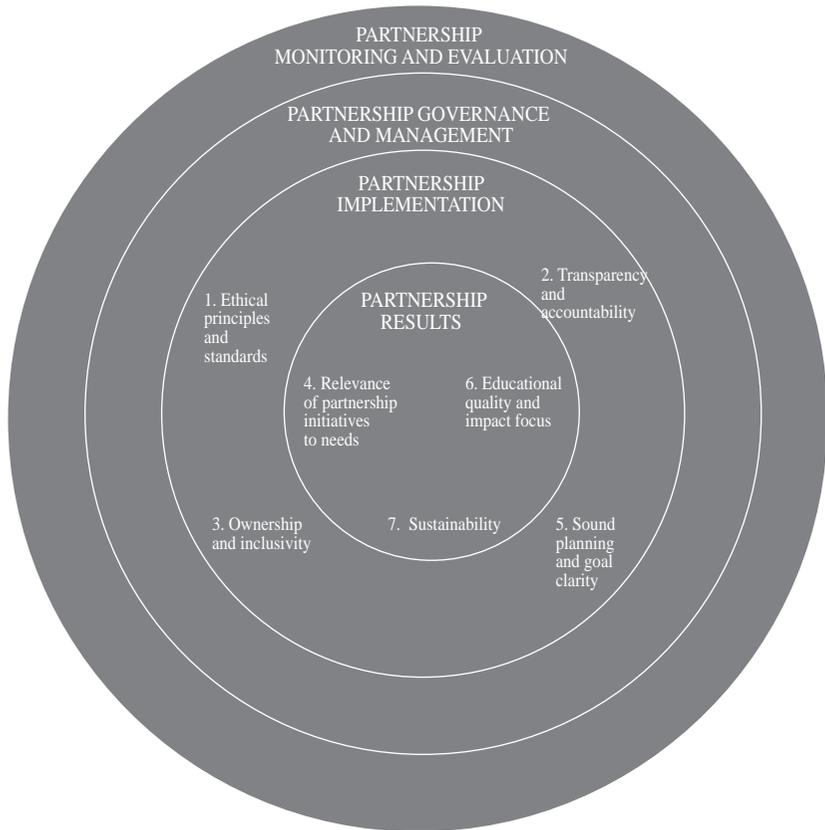
The purpose of this tool is to facilitate an informed dialogue about how well a multi-stakeholder partnership for education initiative is performing, and is intended to be used as part of a 'light' mid-term review. It is designed to help partners to identify areas of partnership design and function that need attention, as well as areas of success that can be built on. Ideally, it would be used as part of a facilitated discussion, using a third-party evaluator either from one of the partner organizations or sourced externally.

This checklist is not a quantitative tool, rather it is a set of prompts to guide discussion and exploration. It uses a six-point scale for assessing a multi-stakeholder partnership for education initiative against the manual's partnership model and seven principle partnership establishing criteria (see following Figure 'A model of effective multi-stakeholder partnership initiatives for education'.)

- 3 = Promising practice
- 2 = Significant strength
- 1 = Strength
- 1 = Questions
- 2 = Concern
- 3 = Critical concern

2. Based on The Global Education Initiative Implementation Monitor.

A model of effective multi-stakeholder partnership initiatives for education including 7 principle partnership establishing criteria



Sources: Adapted from Cassidy, T. 2007. *The Global Education Initiative (GEI) model of effective partnership initiatives for education*. World Economic Forum Global Education Initiative.

The criteria in any given component are not all of equal value; all are critical but some are more critical than others and what is critical in one context may not be as critical in another:

Part 1. Assessment

1. Ethical principles and standards

Has the partnership agreed a common code of conduct for its operations?

If so, do all stakeholders feel that it has followed this code of conduct?

2. Transparency and accountability

Does the partnership operate in a transparent way – for example, with clear understanding of the funding or other support contributed by each partner?

Are there regular consultations both within the partnership itself, and with other stakeholders, especially any Parent Teacher Association or other community group?

Do both partners and other stakeholders feel their views are listened to, even when they may be critical?

3. Ownership and inclusivity

How strong has the participation been of different stakeholders in the different phases of the partnership (e.g. appraisal/design phase, implementation, reviewing/revising)?

Is the partnership open to ideas and critical feedback from other stakeholders?

Do partners feel they are able to influence decisions made by the partnership?

Have there been instances where feedback from external stakeholders (e.g. parents, community groups) has resulted in a change either in the way the partnership works or its policy?

Is there any particular stakeholder group which feels it has been excluded from the partnership? If so what are the reasons?

4. Relevance of partnership initiatives to needs

How does the partnership support national and local educational policies?

How is the partnership designed to assist both learners and teachers improve educational outcomes?

Is the partnership perceived as relevant by the Ministry of Education and local authorities responsible for education?

Are there actions which the partnership needs to take to improve its relevance?

5. Sound planning and goal clarity

Was a detailed appraisal carried out before the partnership started?

Does the partnership set itself realistic and achievable objectives?

Does it monitor whether or not these objectives have been achieved?

Does it regularly review and if necessary adjust its objectives in the light of this monitoring?

6. Educational quality and impact focus

Is the partnership committed to improving the quality of education, especially for poorer people?

Is it prepared to challenge the political, social, institutional and economic constraints on this improvement?

Has the partnership been able to maintain a focus on achieving real educational impacts even when it has faced both internal and external challenges?

Overall, reviewing both quantitative changes such as retention rates and exam performance, and the perceptions of head teachers, teachers, parents, students, and community groups, what has been the partnership's impact on education in its local area?

7. Sustainability

What benefits do partners feel they have gained from the partnership, both individually and collectively?

Is there in place an exit (or ‘moving on’) strategy for the partnership?

Does this exit strategy address the issue of how partnership activities will be funded once the partnership is phased out?

Part 2. Strengths and concerns**1. Ethical principles and standards**

Strengths: 1.
2.

Concerns: 1.
2.

2. Transparency and accountability

Strengths: 1.
2.

Concerns: 1.
2.

3. Ownership and inclusivity

Strengths: 1.
2.

Concerns: 1.
2.

4. Relevance of partnership initiatives to needs

Strengths: 1.
2.

Concerns: 1.
2.

5. Sound planning and goal clarity

Strengths: 1.
2.

Concerns: 1.
2.

6. **Educational quality and impact focus**

Strengths: 1.
2.

Concerns: 1.
2.

7. **Sustainability**

Strengths: 1.
2.

Concerns: 1.
2.

Source: Adapted from Cassidy, T.; and Paksima, S. 2007. Global Education Initiative (GEI) model of effective partnerships for education. Geneva: World Economic Forum.

TOOL 6. GUIDELINES FOR COMMUNICATING MONITORING AND EVALUATION AS PART OF 'MOVING ON'

This tool provides a communications checklist to help ensure the healthy succession of the principles and practices of monitoring and evaluation, as part of a wider partnership 'closure' process. A 'moving on' situation will require clear communication to ensure that the experiences and lessons of the exiting partners are not lost to those taking over, to safeguard the ongoing support and involvement of the target beneficiaries and wider stakeholders moving forward, and to make sure that others considering partnership as an option have the opportunity to learn from the partnership's successes and mistakes.

Potential audiences	Communications options	Some potential key messages
Exiting programme/ project staff	<input type="checkbox"/> One-to-one conversations	<input type="checkbox"/> <i>Monitoring and evaluation activities have costs in terms of time and human resource implications, but they are essential for delivering successful education programmes and partnerships.</i>
Other staff in exiting partner organizations	<input type="checkbox"/> Public meetings	
Leadership of successor organization	<input type="checkbox"/> Workshops	
Other staff in successor organization	<input type="checkbox"/> Capacity-building activities	
New programme/ project staff	<input type="checkbox"/> High profile events	<input type="checkbox"/> <i>In voluntary arrangements such as multi-stakeholder partnerships, where there is an absence of legal sanction, monitoring and evaluation are key for agreeing and regulating roles and responsibilities.</i>
Learners	<input type="checkbox"/> Site visits	
Teachers and facilitators	<input type="checkbox"/> Print media	
Technicians	<input type="checkbox"/> Radio/TV	<input type="checkbox"/> <i>Learning and participation opportunities are vital in monitoring and evaluation to ensure that key stakeholders are fully integrated into the process.</i>
Parents	<input type="checkbox"/> Video/DVD	
Curriculum developers	<input type="checkbox"/> Website	<input type="checkbox"/> <i>Monitoring and evaluation are about results – it is much more important to know whether an educational intervention has enhanced the learning of school children that it is to know how many teachers attended a training workshop</i>
Teacher trainers	<input type="checkbox"/> Online social networking	
Educational administrators	<input type="checkbox"/> Online blogging	
Education officials	<input type="checkbox"/> Networking	

Potential audiences	Communications options	Some potential key messages
Employers	<input type="checkbox"/> CD Rom	<input type="checkbox"/> <i>Monitoring and evaluation is not a top down process – it is participative, addressing stakeholder needs and expectations and being responsive to local cultural sensitivities.</i>
Community-based organizations	<input type="checkbox"/> Written case studies	<input type="checkbox"/>
Public figures	<input type="checkbox"/> Newsletters	<input type="checkbox"/>
Academic institutions	<input type="checkbox"/> Publications	<input type="checkbox"/>
International agencies	<input type="checkbox"/> Full evaluation reports	<input type="checkbox"/> <i>The ultimate beneficiaries of education interventions should not be forgotten in any evaluation process</i>
Public press and media	<input type="checkbox"/> Summary evaluation reports	<input type="checkbox"/>
Business/specialized audiences press and media	<input type="checkbox"/> Email lists	<input type="checkbox"/>
Other?:	<input type="checkbox"/> Other?:	<input type="checkbox"/>

Source: Adapted from Tennyson, R. 2003. *The partnering toolbook*. International Business Leaders Forum.

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UNESCO and the World Economic Forum Global Education Initiative have launched a new programme, 'Partnerships for Education' (Pfe). Pfe aims to create a global coalition for multi-stakeholder partnerships for education, including the private sector, in order to advance progress towards the objectives of Education for All (EFA).

This Manual is Pfe's second publication. It was designed to provide partnership practitioners with monitoring and evaluation guidance at different stages of partnership establishment and implementation. It will be particularly useful for anybody involved in education partnerships in any sort of coordination, management or governance capacity.

About the authors

Niall Marriott is a specialist in corporate responsibility and cross-sector partnership. A zoologist by training, he draws on a wide range of experience of working with the private sector, government and non-governmental organizations (NGOs) developing common strategies for sustainable development. He is a founder-director of the sustainability strategy consultancy The Helical Group, a founder-trustee of the international NGO Living Earth Foundation and an associate of The Partnering Initiative of the International Business Leaders Forum.

Hugh Goyder originally trained as an economist. He has worked as Country Director for Oxfam in India and Ethiopia and as Head of Impact Assessment for Action Aid UK. Since 1998, he has worked as an independent consultant, undertaking evaluations and other consultancies for a wide variety of humanitarian and development agencies. He is an associate of The Helical Group, a trustee of the Living Earth Foundation and an associate of the International NGO Training & Research Centre.



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