

# **Evaluation of the Global Monitoring Report**

Final Report - Volume I

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## Acronyms

ARC	Average of Relative citations
ARIF	Average relative Impact Factors
BPI	Bureau for Public Information
CIDA	Canadian International Development Agency
CSO	Civil society Organization
DFID	UK Department for International Development
ECCE	Early childhood care and education
EFA	Education for All
GMR	Global Monitoring Report
HDR	Human Development Report (UNDP)
HLG	High Level Group on EFA
IIEP	UNESCO International Institute of Educational Planning
LDC	Least developed country
MDG	Millennium Development Goal
MTS	Medium term strategy
NGO	Non-governmental Organization
ODA	Official development assistance
OECD	Organization for Economic Cooperation and Development
PRSP	Poverty Reduction Strategy Paper
SIDS	Small island developing states
SOWC	State of the World's Children (UNICEF)
SPO	Strategic Program Objective
TOR	Terms of Reference
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nation's Children's Fund
UPE	Universal primary education
USAID	United States Agency for International Development
WDR	World Development Report (World Bank)



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## Executive Summary

### Introduction

Universalialia is pleased to submit to the Advisory Board of the Global Monitoring Report (GMR) this report on the evaluation of the Global Monitoring Reports covering the period 2006-2009. This evaluation was undertaken with a view to obtaining insights on: the technical quality of the report; the production, distribution and outreach of the four latest GMR editions (2006-2009); and the use and impact of the GMR, in particular on the monitoring and formulation of education policies as well as advocacy work for Education for All (EFA).

The evaluation is intended to inform two key audiences: 1) The Advisory Board, which includes key EFA partners as well as the donors of the GMR and; 2) The Report Team itself, including UNESCO and UIS. The UNESCO Office of Internal Control provided key inputs into the methodology of this evaluation.

### Evaluation Findings

Overall, the evaluation found that the GMR continues to fill a vital niche in the global report landscape; it is authoritative, useful, and relevant to most of its intended audience – centered on the education research, donor and policy making communities.

The GMR remains pivotal in keeping EFA priorities and goals on the international agenda. The evaluation found that the Report Team has responded to its mandate of holding the global community to account for commitments made at the World Education Forum, charted progress against the six Dakar goals and targets (including the MDGs for education), highlighted effective policies and strategies, alerted the global community to emerging challenges, and promoted international action and cooperation.

The evaluation concludes that more could be done to increase its use and influence among diverse stakeholders, particularly those within the governments of developing countries where EFA goals have not yet been met. In line with the 2006 Evaluation, penetration remains relatively low among this stakeholder group, partly as a result of the outreach strategy not fully reaching them, and partly due to the global nature underlying the report, which requires context and regionalization to meet their specific policy needs. Where outreach strategies and media have ensured a dissemination of the GMR findings, the policy implications of the ideas, data, and argument contained within the report have greatly improved the chance for impact on policy making towards EFA goals. Conversely, where dissemination has not been assured, the opportunity for influence on policy making towards EFA goals risks being missed.

As in the 2006 Evaluation, the independence of the GMR in making decisions with regards to the content and tone of the report is viewed as necessary in meeting the requirements of its mandate. Concurrently, its affiliation with UNESCO, the lead agency in coordinating EFA brings with it mutual benefits as well as a number of challenges that affect impact of the GMR for key users.

While the GMR does not have the academic or media impact of some of its comparator reports, the Report Team has worked to expand penetration of the GMR in the media. The potential of the internet and new and specialized media is being used effectively by the Report Team, with innovations even beyond those introduced by comparator reports. However, inadequate infrastructure in developing countries has limited this potential to some degree during the reporting period. To track this growth in the future, efforts to closely monitor and profile users in both developed and developing countries becomes increasingly paramount, as it provides the opportunity to pro-actively deliver more targeted messages to different user groups. In addition, monitoring website access and downloads of the GMR across time and geographic region provides the benefits of a real time view of electronic use; the Report Team is fully capable of maximizing the potential afforded by such analytical tools.

## Recommendations

Recommendation 1: To ensure that targeted users receive the GMR, and to improve ongoing communication with users throughout the year, the Report Team should work with UNESCO to develop a distribution list for their mutual benefit.

Recommendation 2: Targets should be established for distribution, particularly for key audiences.

Recommendation 3: To increase awareness of the GMR among potential users, the Report Team should develop a more directed early stage approach to consultation with developing countries

Recommendation 4: Pre-Launch Consultations need to be more coordinated and integrated into a broader outreach and distribution strategy to better reach key audiences in developing countries

Recommendation 5: Launch Presentations should be expanded, using more UNESCO resources combined with a more active presence of Advisory Board members

Recommendation 6: Launch and Post-Launch Activities should also target government policy makers in key countries.

Recommendation 7: The GMR Advisory Board, the Report Team and UNESCO need to establish a new and enhanced partnership by means of a clearly delineated Roles and Responsibilities Agreement.

Recommendation 8: The Report Team and Advisory Board should develop a medium-term strategic plan and budget to ensure the sustainability and relevance of the GMR from 2010 to 2015.

Recommendation 9: The Report Team and Advisory Board should define criteria for membership of the Donor Committee of the Advisory Board.

Recommendation 10: The Report Team, Advisory Board, and UNESCO should establish a task force to explore options for the GMR after 2015.

Recommendation 11: The GMR Team and the Advisory Board may wish to “rebrand” the GMR so as to avoid the degree of present ambiguity as to its ownership .

Recommendation 12: The GMR Report Team and the Advisory Board, as part of the new mid-term Strategic Plan, may wish to develop a basic human resources management plan for the years out to 2015.

Recommendation 13: The Report Team should consider assigning a senior staff position to be responsible for a continuum of planning documents commencing with the identification of themes some three years out to the development of the concept notes for the upcoming GMR 18 months before launch.

Recommendation 14: The Report Team may wish to consider innovative human resources management practices to augment the staff levels.

## 1. Introduction

Universalialia is pleased to submit to the Advisory Board of the Global Monitoring Report (GMR) this report on the evaluation of the Global Monitoring Reports covering the period 2006-2009. Established at the 2001 High Level Meeting following the Dakar Framework for Action, the GMR has the mandate of holding the global community to account for commitments made at the World Education Forum, charting progress against the six Dakar goals and targets, including the Millennium Development Goals (MDGs) for education, highlighting effective policies and strategies, alerting the global community to emerging challenges, and promoting international action and cooperation.

The production and distribution of the GMR is a collective endeavour of the Report Team, the UNESCO Institute of Statistics (UIS), and UNESCO itself. As of 2009, the Report Team is made up of 19 staff including a Director who takes full responsibility for the analysis expressed within the GMR. The GMR's independence from UNESCO has had a number of implications for the management, production, and dissemination of the report during the period of review.

This evaluation was undertaken with a view to obtaining insights on: the technical quality of the report; the production, distribution and outreach of the four latest GMR editions (2006-2009); and the use and impact of the GMR, in particular on the monitoring and formulation of education policies as well as advocacy work for Education for All (EFA).

## Background

The right to education was enshrined in the 1948 Universal Declaration of Human Rights and has been the subject of a number of global initiatives and efforts. In 1990, a meeting in Jomtien, Thailand set out an expanded vision on education that included universalizing access and promoting equity, focusing on learning, broadening the means and scope of basic education, enhancing the environment for learning, and strengthening partnerships. The meeting called for a commitment from governments, concerned organizations, and individuals to achieve the goals of 'education for all'.

Ten years later, the World Education Forum in Dakar, Senegal set out *The Dakar Framework for Action: Meeting our Collective Commitments*, which defined the goals that the international community committed to achieve in order to meet the vision outlined in Jomtien. The framework provided general guidance on how donor agencies, international organizations, national ministries, and civil society should cooperate to translate those goals into concrete actions. It also outlined the strategy needed to achieve those goals. The six Education For All (EFA) goals to be achieved by 2015 were:

- 1) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- 2) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances, and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;
- 3) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs;
- 4) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- 5) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

- 6) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy, and essential life skills.

In the same year, the MDGs brought heightened attention to the importance of education as a key contributor to sustainable human development – in particular MDG #2 on primary education and MDG #3 on gender equality.

It was recommended in the Dakar Framework that UNESCO ‘*continue its mandated role in coordinating EFA partners and maintaining their collaborative momentum*’.<sup>1</sup> In line with this, the UNESCO Director-General established a High-Level Group to ‘serve as a lever for political commitment and technical and financial resource mobilization.’ At the first High Level Group meeting, held in Paris in October 2001, it was recommended that an authoritative annual EFA monitoring report be produced in order to assess the extent to which both countries and the international community were progressing toward meeting the EFA goals. In January 2002, an international independent Global Monitoring Report (GMR) team was created, hosted by UNESCO and funded by a number of key donors as well as UNESCO itself.

### GMR Roles

The **Report Team**, based in Paris, is an independent group responsible for conducting and coordinating research and writing the EFA GMR. To develop each edition of the GMR, the Report Team relies on both in-house expertise and on external consultants and experts in education. The role of external consultants and the number of commissioned papers they produce has varied from year to year, depending on the thematic area under review.

The **UNESCO Institute for Statistics (UIS)**, based in Montreal, is a UNESCO Category 1 Institute and a key partner of the Report Team. It provides statistical data to the GMR and supports the analysis and monitoring chapter of the report.

The **GMR Advisory Board** is composed of representatives from UN multilateral agencies, bilateral agencies, non-governmental organizations, civil society groups and networks, individuals from developing countries with expertise in basic education issues, and directors of UNESCO institutes. It normally meets once a year to provide guidance and feedback to the Report Team.

**UNESCO** plays a significant role in the GMR, in addition to its financial contribution and the contribution of UIS. As a leading EFA partner, the Education Division of UNESCO is involved in various facets of the production of the GMR. UNESCO regional offices for education, cluster offices, national offices and national commission officers play a critical role in sharing and disseminating the GMR and ancillary products to their government counterparts and other EFA stakeholders. Other UNESCO Category 1 Institutes are key users and research allies of the GMR, and participate in the Advisory Board. Finally, the UNESCO Bureau of Public Information (BPI) supports communication activities, media tracking, and supports the distribution of the GMR.

Other stakeholder groups play significant roles in the dissemination and use of the GMR. The **High Level Group on EFA**, composed of government ministers, representatives of the UN, multilateral and bilateral agencies, and civil society representatives, is a forum that makes global recommendations to advance the EFA initiative. The GMR themes and analysis are a key input to this annual meeting. The **EFA Working Group**, composed of technicians and policy experts from those stakeholders is a consultative body that provides technical input on a range of critical EFA policy issues and summarizes the key issues to be addressed by the High Level Group during its annual meeting.

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<sup>1</sup> The Dakar Framework for Action: Education For All: Meeting our Collective Commitments, UNESCO 2000

## Evaluation Objectives

This evaluation is the second of its kind since the inception of the report in 2002. The first evaluation of the GMR in 2006<sup>2</sup> recommended that a stand-alone, independent evaluation, funded separately from the operational costs of the GMR, should be carried out every three years by an independent evaluator. Therefore, this evaluation is the realization of this 2006 recommendation and reflects the strong monitoring and evaluation culture of the Report Team and the Advisory board. The key objectives of this evaluation, as defined in the Terms of Reference (TOR), were to:

- Examine the extent to which the findings and recommendations of the earlier formative review (2006) have been implemented and contributed to the improvement of the GMR quality, effectiveness of production, distribution and outreach efforts;
- Assess in particular the quality, the efficiency of the production and distribution process, and the effectiveness of communication and outreach, as well as media work around the GMRs (2006-2009);
- Assess the achievements of the earlier reports (2006-2009) in light of the awareness-raising of MDGs and EFA goals;
- Examine the impact of the GMR with a view to the extent to which the use of the GMR influences policies of governments as well as NGOs and other stakeholders; and
- Provide a profile of the targeted and actual GMR readership and users and how this may have changed during the years and since the last assessment.

The evaluation is intended to inform two key audiences: 1) The Advisory Board, which includes key EFA partners as well as the donors of the GMR and; 2) The Report Team itself, including UNESCO and UIS. The UNESCO Office of Internal Control provided key inputs into the methodology of this evaluation.

Upon completion of the Inception Mission, evaluative questions were refined in a final evaluation Matrix (provided in the Inception Report) that organized the questions within the categories of relevance, efficiency, and effectiveness. The Evaluation Matrix is presented in Volume II.

As indicated by some of the key questions and by the timing of the evaluation, the focus of this evaluation was more than retrospective. Central to this assignment has been the development of recommendations and options for the future. Prior to the completion of the Inception Report, interviews with members of the Report Team confirmed the need for an evaluation that could help guide future outreach, communication and production decisions. Accordingly, an important element of this report is forward looking.

## Organization of the Report

Following this introduction, this report is organized as follows:

- Chapter 2 establishes the methodology for carrying out the evaluation as well as its limitations.
- Chapter 3, 4, and 5 present key evaluation findings on the GMR's relevance, effectiveness and efficiency respectively.
- Chapter 6 presents recommendations in line with the TOR and the forward looking view of the report.

Volume II of this report contains the full Terms of Reference, the survey tools utilized, the list of documents reviewed, a list of respondents, as well as the results of the survey and bibliometric analysis.

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<sup>2</sup> Universalialia (2006). Formative Review of the Education for All Global Monitoring Report.

## 2. Methodology

### Evaluation Process

The evaluation took place between October 2009 and March 2010. Data were collected at the UNESCO Secretariat in October and December 2009 and at the field level from mid-December 2009 to February 2010.

### Data Collection

The evaluation was based on an Evaluation Matrix, approved by the UNESCO Office of Internal Audit and the Report Team (see Volume II), that outlined the evaluation questions and included data collection methodologies, data sources, and key respondents. The methodology for carrying out this formative review consisted of a mix of qualitative and quantitative techniques that included document review, individual and group interviews, field visits, and questionnaire surveys. Exhibit 2.1 provides a summary of the data collection methods used.

**Exhibit 2.1 Data Collection Methodology**

Method	Details
Document review	GMR and Summary Reports Minutes of Advisory Group meetings Dakar Framework
In-depth country investigations	Stakeholders interviewed from seven countries: Senegal, Egypt, Pakistan, Philippines, Comoros, Chile, Tanzania
Telephone and face-to-face interviews	Report Team Key EFA stakeholders at EFA Working Group meeting in Paris Interviews with Report Team Interviews with UNESCO staff including UNESCO International Institute of Educational Planning (IIEP), UIS, Pole de Dakar Interviews with available Advisory Board members Interviews with staff of comparative reports including UNICEF State of the World's Children, UNDP Human Development Report (HDR), and World Bank World Development Report (WDR) Education experts
Electronic survey	Administered to the entire distribution list provided by UNESCO and the Report Team (4771 contacts) Launched on 4 January 2010 3608 valid e-mails 997 bounced e-mails 2585 potential respondents 408 respondents Response rate of 15.7%

Method	Details
Bibliometric Analysis	Use of Elsevier's Scopus abstract and citation database of peer-reviewed literature Comparative reports used: UNDP Human Development Report (HDR) UNESCO Global Education Digest (GED) UNICEF State of the World's Children World Bank Global Monitoring Report <sup>3</sup> World Bank World Development Report (WDR)

## Country Selection

Selection of countries was based on a number of criteria, including geographic and linguistic distribution of the GMR and the location of UNESCO cluster and national offices.

As noted throughout the evaluation, the GMR is an independent document that reflects all EFA stakeholders. Nevertheless, the housing of the GMR within UNESCO and the fundamental role that UNESCO plays as lead agency for EFA and in the development and distribution of the GMR renders association with the UNESCO Medium Term Strategy (MTS 2008-2013) appropriate for country selection criteria. As such the MTS priorities for Africa, least developed countries (LDCs), and small island developing states (SIDS) were considered in the country selection.<sup>4</sup> Country selection criteria are outlined in Exhibit 2.2 below.

**Exhibit 2.2 Country Selection Criteria**

Country	Region	E-9 Country <sup>5</sup>	In-Country UNESCO Field Office	SIDS Country	Level of Income	LDC Country	Use of Translations of GMR <sup>6</sup>
Chile	LAC		Regional Bureau for Education		Upper Middle		Spanish
Comoros	AF			X	Low	X	French
Egypt	ME	X	Cluster Office		Lower Middle		Arabic
Pakistan	ME	X	National Office		Lower Middle		
Philippines	AS				Lower Middle		
Senegal	AF		Regional Bureau for Education		Low	X	French
Tanzania	AF		Cluster Office		Low	X	

<sup>3</sup> While not a comparator report per se, this report was tracked in the Bibliometrics due to the similar report title.

<sup>4</sup> UNESCO Medium Term Strategy, 2008-2013, Page 8.

<sup>5</sup> E-9 Countries include Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria, Pakistan. The E-9 Initiative is a UNESCO forum for nine of the most highly-populated countries to discuss their experiences in education, exchange best practices, and monitor progress on achieving Education for All.

<sup>6</sup> Country official languages for which a version of the GMR exists

Data from the in-depth studies were reported in a format consistent across all countries in order to cover the key themes of the evaluation. In-country consultants were selected based on experience in education and evaluation techniques. In all cases, coordination was requested through UNESCO cluster offices, country offices, or national commissions.

## Limitations

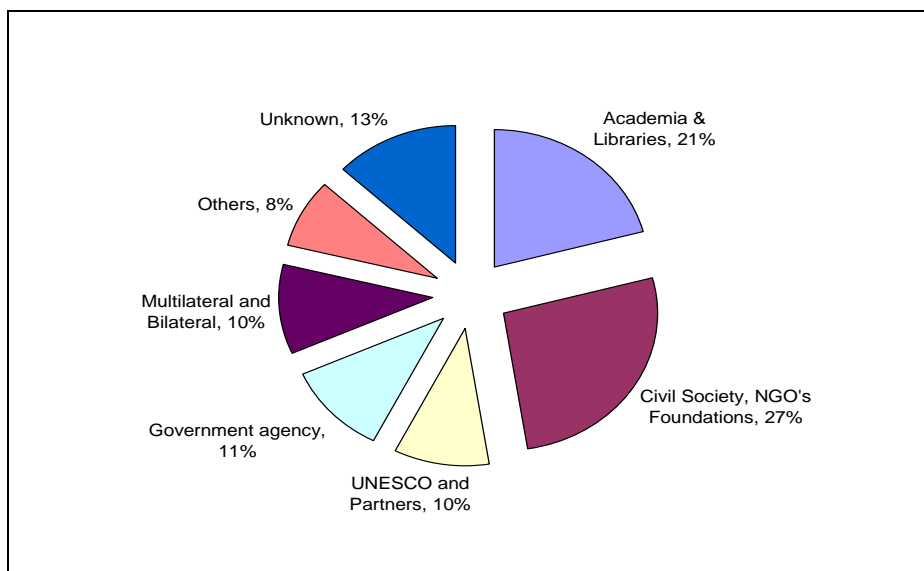
### Defining a representative group of users<sup>7</sup> of the GMR

While the *intended* users of the GMR were clear, it was difficult to identify or quantify the breakdown of *actual* GMR users. According to the GMR mandate, the intended audience of the GMR is “individuals, governments, policymakers, civil society, international and non-governmental organizations and the media” involved in achieving EFA goals. Understanding the breakdown of stakeholders within each of these groups was difficult and would help to elucidate the effectiveness of any dissemination strategy employed by the Report Team in the future.

For example, a key audience of the EFA GMR is policy makers in developing countries. However, we found that the distribution list, as compiled by the Report Team and UNESCO, may not have been sufficiently representative of users within the Ministries of Education or other ministries involved in EFA in developing countries. While our analysis showed that this group (represented as government agencies in Exhibit 2.3 below) comprised 11 per cent of the distribution list, we noted that these users may receive the GMR not only through mailings but also through distributions from UNESCO National Commissions, National Offices or Regional Clusters, downloads, launches, and other events. So, the actual access to the GMR by this critical audience has the potential to extend beyond 11 per cent.

The inclusion of the in-depth country investigations was a critical element of this evaluation, both to triangulate the results of the survey (see following section on the electronic survey) and to fill in significant gaps in information on GMR use amongst the intended audience.

**Exhibit 2.3 Breakdown of user groups on the current UNESCO/GMR distribution list (3608 users)**



<sup>7</sup> ‘User groups’ are those making use of the GMR. This is contrasted with ‘stakeholder’ for the purpose of this evaluation. A stakeholder is anyone who is directly involved with or has an interest in EFA goals. Users are almost always stakeholders, although stakeholders may not be users.

## Limitations of the electronic survey

Electronic survey respondents were identified through a distribution list compiled by the Report Team and UNESCO. This is a purposive sampling method akin to expert sampling, in that the survey is reaching identified users of the GMR.

The response rate was 15.7 per cent with a margin of error of 4.46 per cent at 99 per cent confidence interval.<sup>8</sup> Out of 4771 possible respondents on the distribution list, 1,163 did not have valid contact information that included name and e-mail address. An additional 1,023 (roughly 21 per cent of the original distribution list) bounced back, or were unavailable for the survey. This reduced the survey population to 2,585. The response rate is low, as 408 responses were received; however, this is not uncommon for web-based surveys where incentives for individual responses are low.

Use of the electronic survey assumed that respondents had internet and web access with which to complete the survey. This creates a bias in favour of developed countries and stakeholders in developing countries with good and low-cost internet access. (In one case, a respondent completed the survey off-line and e-mailed responses to the survey in order to minimize internet access time).

While the purposeful sampling is not representative and cannot be used to draw generalized conclusions, about stakeholder groups, the information provided allows for conclusions that are indicative of overall perceptions among stakeholders. The survey therefore helps to determine the potential direction of findings for this evaluation, and provides useful feedback from stakeholders that we have included in the evaluation. Complete results are provided in Volume II.

## Selection of in-country interviewees

For in-depth country investigations, the country consultants and Universalialia team members depended heavily on suggestions from UNESCO cluster offices, national office or UNESCO National Commission staff to provide the names and contact details of potential interviewees. We used the list of invitees to the GMR launches in order to generate our list of respondents.

When contacts provided were insufficient, we were able to reach others by asking interviewees to recommend other potential interviewees (a cascading interview technique) in order to reach other stakeholders to confirm the direction of findings.

“in some countries, contact with respondents was made more easily and quickly than in others. Interviewers found it difficult to avoid group discussions in some cases. As a result, there is some variance in the total number of respondents amongst the 7 priority countries. While this might be considered a limitation, it also reflects the reality and differences in the seven countries reviewed.”

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<sup>8</sup> In the formative evaluation in 2006, a response rate of 20 per cent was achieved through 133 responses from a survey population of 681. The rate of bounced e-mails in 2006 was 28 per cent.

### 3. Relevance of the GMR<sup>9</sup>

#### 3.1 External Context

The external context of the GMR helps to situate the report within the wider framework of human development in general, and education in particular. The mandate of the GMR has been defined by the Dakar Framework for Action, but its themes and chapters are greatly influenced by the global development context. These findings therefore address the context in which the GMR operates.

**Finding 1: While progress has been made in the achievement of EFA goals and the MDGs on education, many important challenges remain.**

The UN MDG Report has stated the following with respect to meeting MDG 2 and 3, the two key MDGs related to education:

- On MDG 2, the world is edging closer to universal primary education, but too slowly to meet the 2015 target
- MDG 3: The world continues to progress towards gender parity in education as measured by the ratio of girls' to boys' gross enrolment. In the developing regions as a whole, 95 girls were enrolled in primary school for every 100 boys in 2007, compared to 91 in 1999. However, the target of eliminating gender disparities in primary and secondary education by 2005 was missed. Ensuring that the opportunity is not lost again in 2015 will require renewed urgency and commitment.

The 2009 GMR summarizes progress on the EFA goals as follows: Early childhood care and education (ECCE) is still neglected in many parts of the world; there has been steady but uneven progress in universal primary education (UPE); global, regional and national inequalities remain a barrier to progress in UPE; there has been little progress in reducing numbers of illiterate adults; there is still a long way to go in gender disparities (in primary and secondary education, 59 out of 176 countries have achieved gender parity in both primary and secondary education); acute teacher shortages are still a problem; as highlighted in the Eighth Meeting of the High-Level Group on EFA, “Globally, 18 million new primary teachers will be needed in the next 7 years just to achieve universal primary education.”

The challenges above have been confirmed by stakeholders throughout this evaluation, primarily by officials from the selected countries. In the Philippines, stakeholders noted large regional disparities that continue to underline regional inequalities in access to primary education. In Comoros, Tanzania, and the Philippines, the development of ECCE policy and legislation is still at an early stage.

Gender equality remains a challenge in Comoros, Senegal, Tanzania, Egypt, Pakistan, and the Philippines. Teacher absenteeism and poor teacher training were cited as key EFA constraints in Pakistan.

**Finding 2: Education has maintained its status as a priority among development aid objectives.**

The UN MDG Report states that total net disbursements of official development assistance (ODA) in 2008 increased to \$119.8 billion (10.2 per cent increase from 2007). This is equivalent to 0.30 per cent of developed countries' combined national income. Expenditures on bilateral aid programs and projects have been on the rise in recent years and increased 12.5 per cent in real terms between 2007 and 2008. In

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<sup>9</sup> “Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. 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.” Source: OECD Glossary of Key Terms in Evaluation and Results Based Management

2006/2007 (the most recent data available), education accounted for about 12 per cent of all aid commitments to sectors, the same level as in 1999–2000. In contrast, health has seen an increased share of sector aid from 11 per cent in 1999–2000 to 17 per cent in 2006–2007.

The GMR 2010 points out that the economic slowdown may have far-reaching consequences for education financing for sub-Saharan Africa: The resources available for education could fall by US\$4.6 billion a year on average in 2009 and 2010, or more than twice the current amount of aid to basic education in the region. In one of our in-country investigation countries, Egypt, interviews revealed a marked concern by donors and NGOs that the financial crisis would have a potential negative impact on the EFA goals in that country.

**Finding 3: According to the GMR, funding for education is not sufficient to meet EFA goals.**

The 2010 GMR reports a large external financing gap – averaging around US\$16 billion a year – for EFA goals in low-income countries. The combination of government attention to education and donor support for education is insufficient to meet the ambitious targets set out by the EFA.

In Sub-Saharan Africa, the 46 countries need to increase public spending on basic education by an average of 2.5 per cent of GDP to meet EFA goals.<sup>10</sup>

**Finding 4: The six EFA goals reflect most of the key education needs/priorities of countries, although the weight placed on each goal varies according to the countries' defined priorities and their level of progress.**

According to our in-country investigations, governments and stakeholders in education are familiar with the EFA goals, and use them as a measuring stick for their country's progress. This finding also points to a strong country ownership of the EFA goals, and the extent to which they are in line with broader education priorities in a country.

The six EFA goals monitored by the GMR receive attention in national education policies, plans and strategies, as well as Poverty Reduction Strategy Papers (PRSPs) in our countries of investigation. In almost all cases, UPE is the first statistic cited in EFA discussions, as it is often the most well known and where progress has been greatest. In countries such as Tanzania, Pakistan, and the Philippines, the government appoints an EFA coordinator in the country to focus attention on EFA goals and ensure that EFA goals are advanced through priorities outlined in plans and strategies. Attention on specific EFA goals varies from country to country, depending on the most recent initiative or policy developed in that country. In Chile, a country which has already met some EFA goals, the Ministry of Education is more interested in remaining goals, such as educational quality. The government appoints an Executive Secretary for the Quality of Education for All Forum.

**Finding 5: In many countries, the supporting structures around EFA attainment (including education sector budget management and education data collection systems) remain a work in progress.**

Both the MDG goals and the EFA goals have set the standards by which governments in general, and Ministries of Education in particular, are measured. Under the framework of these goals, discussions at the country level underlined that ministries are under increasing pressure to show results for education investments, the major part of which comes from national budgets, but which also come from donor funds. Many of the tools requested, such as increased support for educational budgeting or support on the

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<sup>10</sup> 2010 GMR, Page 127.

development of statistical data analysis, are those outlined in the 2006 EFA Global Action Plan, whereby the convening agencies (UNESCO, UNDP, UNICEF, UNFPA and the World Bank) committed to a number of integrated efforts to support capacity development towards achieving EFA goals, including:

- Initiating and managing the programming cycle, including research, planning, strategy development, implementation, and monitoring and evaluation at national and sub-national level. This will include enabling countries to develop capacity at local level to collect and analyze relevant data as input into decentralized decision-making processes;
- Management of personnel and financial resources at national and sub-national level, including maintaining the professionalism and commitment of teachers and effective accountability for budgeting and spending;
- Learning lessons from successful sub-national initiatives and ways of scaling them up to provincial/national level;
- An increase in the quality of teaching and of curriculum development, and the use of more effective pedagogies – with attention to pre-service teacher training institutes, in-service training opportunities, and open and distance learning;
- An expansion of the possibility of community-based learning for all age groups, through the promotion and equipping of participatory stakeholder fora at local level.

Capacity building and strengthening tools are being provided, not only by convening agencies but also by the World Bank's FTI, UNGEI, UNESCO Regional Education Offices, and UNESCO Category 1 Institutes such as UNESCO International Institute of Educational Planning (IIEP) and UIS but also by institutes such as the Pole of Dakar and south-south initiatives and working groups such as the Association for the Development of Education in Africa (ADEA), the Regional Education Project for Latin America and the Caribbean (PRELAC), the Regional Committee on Education in Asia and the Pacific (EDCOM) and others. The GMR's close affiliation with these associations and organizations means it is well placed to report on EFA progress, as further presented in **Finding 6** below.

### 3.2 Relevance of the Report and Themes

**Finding 6: The GMR remains a relevant document that is uniquely positioned among other global documents related to education.**

Findings 1-5 above set the context for overall relevance of the GMR and the severity of the challenges to MDG and EFA attainment; given these findings, the mandate of the GMR in focusing attention on education and the EFA goals continues to hold global relevance. Those interviewed by phone, in-person, and through the survey highlight that the GMR mandate<sup>11</sup> continues to serve in advancing EFA goals on the ground. Almost 90 per cent of survey respondents found the GMR relevant to their work. In response to education challenges, the need to mobilize research and monitoring information in support of policy and decision making for education is as relevant today as it was during the 2000 Dakar Conference.

The relevance of the report must be placed in the context of other reports, products and services available that favour the attainment of EFA goals. Other international organizations offer publications that reference education; those such as UN's *MDG Report*, UNICEF's *State of the World's Children* (SOWC), UNDP's *Human Development Report* (HDR), and the World Bank's *World Development Report* (WDR) place

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<sup>11</sup> Mandate includes: holding the global community to account for commitments made at the World Education Forum, charting progress against the six Dakar goals and targets, including the MDGs for education, highlight effective policies and strategies, alert the global community to emerging challenges and, promote international action and cooperation.

education within the wider context of global development and provide a basic set of education indicators. Others, such as the Pole de Dakar Report, OECD *Education at a Glance*, and the UIS *Global Education Digest*, mirror the GMR in terms of their focus on education, but lack the scope and breadth of the GMR.

- State of the World's Children 2006-2009, published by UNICEF
- Human Development Report 2006-2009, published by UNDP
- World Development Report 2006-2009, published by the World Bank
- Dakar + 7 – Top Priorities for Integrated Sector-wide policies and Dakar + 6 – Education for all in Africa – Sub-Regional Statistics and Analysis, published by the Pole de Dakar
- Millennium Development Goals Report, (2006-2009), published by the United Nations
- Global Education Digest (GED), published by the UIS (2006-2009)
- OECD Education at a Glance, published by the OECD (2006-2009)

The GMR's commitment to a regular cycle of global reports that create a body of comparable knowledge on EFA trends over time is one feature that is unique of the GMR. The GMR's affiliation with the networks of strategic education stakeholders, including Universities, data providers, and those providing capacity building support in favour of EFA goals is another key attribute; in the reporting period, the GMR reached out to build and nourish new partnerships with stakeholders in all regions through the writing of commissions<sup>12</sup> and engaging them to develop and share ideas and policies for the GMR.

Evidence of the elements of the GMR mandate is widespread: The GMR is cited by a wide range of researchers<sup>13</sup> as well as by UNESCO, OECD, and initiatives that support global education such as the United Nations Girls' Education Initiative (UNGEI), which produces a Gender Review working paper of the GMR, building on the elements of the GMR to transform policy and practice for gender in education. The GMR is relevant for decision making in policies and strategies as presented in **Finding 7**; the GMR, with its focused mandate, also plays a significant role in using its data to set the stage for global education meetings such as the EFA Working Group and High Level Group (HLG) meetings, as well as a range of regional education meetings and conferences, where its presence has expanded during the reporting period (see **Finding 23**).

### **Finding 7: GMR themes covered between 2006 and 2009 are relevant to EFA needs on the ground.**

Themes covered between the 2006-2009 period – literacy (GMR 2006), Early Childhood Care and Development (GMR 2007), Education for all by 2015 – Will we make it? (GMR 2008), and Governance (GMR 2009)<sup>14</sup> – differed somewhat from those themes used in the first years of the GMR mandate. The first two reports followed in the tradition of earlier GMRs by linking the theme of the report with one of the six EFA goals. The 2008 report was a mid-term review of EFA, and the 2009 GMR themes was a supporting theme indirectly linked to the EFA goals. Nevertheless, selection of these themes was carried out in coordination with the Advisory Board, and is consistent with UNESCO's Strategic Program

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<sup>12</sup> For example, the involvement of Education Policy and Data Center in the 2009 GMR

<sup>13</sup> See for example: Network for Policy Research Review and Advice on Education and Training (NORRAG) Special Issue. #43. February, 2010

<sup>14</sup> Note that the 2008 GMR was viewed as a more general report covering EFA achievement to date.

Objective 1 (SPO) of the Medium Term Strategy (MTS 2009-2013), by supporting the analysis of trends and challenges to achieving EFA goals.<sup>15</sup>

The EFA themes are relevant to users, usually according to their area of expertise or interest. More than 80 per cent of survey respondents ranked the four report themes as “very relevant” or “relevant.” In interviews and in-country investigations, this trend was confirmed in general terms; In Pakistan, for example, representatives from international agencies, NGOs, and foundations confirmed the relevance of all the GMR themes to realities on the ground. In many instances, specific GMRs were not highlighted apart from others. Appreciation for the previous GMR themes during the period 2002-2005 was also evidenced by the extent to which a large number of users working on particular thematic areas expressed a desire for a more extensive update on the themes previously covered. Each of the four reports during the reporting period is elucidated below, with relevance based largely on the survey and on in-country investigations:

**The 2006 GMR on Literacy (GMR 2006)** was launched in November 2005, several weeks in advance of the HLG meeting in Beijing. The literacy theme was viewed by 81 per cent of survey respondents as relevant or very relevant. Goal #4 on Literacy was viewed as one of the most neglected of the six goals adopted in 2000 by 164 countries at the World Education Forum in Dakar. The Report stressed the urgency of devoting increased policy attention and resources to literacy, emphasizing the profound benefits it confers on individuals, communities, and nations. Drawing on a range of data sources, the Report analyzed the scale of the literacy challenge. Building literate societies calls for a threefold strategy of quality schooling, youth and adult programs, and the promotion of literate environments.

**Chile – government official:** I think literacy is a subject which is very relevant for developing countries, such as Chile and the rest of Latin American region, because it is strongly linked with poverty and development.

The GMR on LIFE refocused attention on literacy in Pakistan leading to the development of a strategic framework for literacy and increased funding for literacy by federal Government and at least two provincial governments. Later this emphasis led to the inclusion of adult literacy as one of the main priority areas of the UN education programme in Pakistan. (UNESCO Field Office)

**The 2007 GMR on Early Childhood Care and Development (GMR 2007)** was the first report to benefit from a full 18-month development cycle. It was launched on October 26, 2006 in collaboration with UNICEF, UNESCO, and the President of Chile. Amongst survey respondents, 83 per cent viewed this report as relevant or very relevant. It assessed progress towards the first EFA goal, which called upon countries to expand and improve comprehensive early childhood care and education, especially for the most disadvantaged children. It reported that coverage remains very low in most of the developing world and few programs exist for children under age 3. It made the case for countries and the international community to systematically make early childhood provisions an integral component of their education and poverty alleviation strategies. This was viewed as essential for reducing extreme poverty and hunger, the overarching aim of the MDGs. At the country level, the 2007 GMR has an important following, due to strong initiatives in early childhood education in recent years. GMR 2007’s launch in Tanzania was a great impetus to the government’s efforts on early childhood education as defined in the Primary Education Development Programme. In Egypt, the theme was cited as particularly relevant to CIDA and World Bank initiatives on early childhood care programming in Egypt.

In discussing the importance of the 2007 report, one researcher on ECCE pointed out that GMR 2007 put ECCE “firmly on the agenda of national and international organizations.”

<sup>15</sup> SPO 1 is linked to Strengthening UNESCO’s global lead and coordination role for EFA and providing support to national leadership in favour of EFA. It suggests that “major trends, challenges and progress in achieving EFA goals will be analysed, documented and disseminated through the EFA Global Monitoring Report.”

**The 2008 GMR: Education for all by 2015 – Will we make it? (GMR 2008)** was a mid-term review of EFA that was launched internationally on 29 November 2007; English and French versions of the full report were available for the HLG meeting in December. It provided an update on achieving EFA goals at the mid-way point to 2015 and had the greatest level of relevancy in the survey, likely reflecting the broader nature of the theme; it was relevant or very relevant to 96 per cent of the survey respondents. Using the EFA Development Index, it reported that out of 129 countries, 51 had achieved or were close to achieving the four most quantifiable EFA goals, 53 were in an intermediate position, and 25 were far from achieving EFA as a whole. It went on to present each of the six EFA goals, and show where and how progress had been made. The 2008 report also contained an innovative summary of national policies to advance EFA in thirty mainly developing countries, including an assessment of the institutional environment, measures to expand access, and measures to improve learning. Countries that were included in the group of thirty had an increased recognition of the 2008 GMR.

**The 2009 Report on Governance (GMR 2009)** was launched during the International Conference on Education in Geneva on November 25, 2008. EFA Working Group members received embargoed copies of the report in preparation for the HLG in December. According to the survey, it was relevant or very relevant to 92 per cent of survey respondents. It showed that financing and governance reforms have an important role to play in achieving EFA goals. The Report presented some of the public policy and governance reforms that can break the cycle of disadvantage, improve access, raise quality, and enhance participation and accountability.

At the country level, Egypt is a case in point where the GMR theme of governance (GMR 2009) and in particular the section on financial decentralization was seen as relevant to initiatives championed by UNDP and USAID in favour of decentralization in that country.

The overall theme of Governance made the GMR more focused and comprehensive. More specifically, the focus on poverty and equity and how education can be an effective vehicle for achieving MDGs was quite interesting. (UNESCO staff)

**Finding 8: Overall relevance of the GMR to all stakeholders is limited by the lack of consultation with stakeholders prior to release of the report.**

The issue of consultations with stakeholders emerged at several points throughout this evaluation. To the extent that a report responds to the expressed needs and views of stakeholders, it can be viewed as relevant.

A strongly felt view from a range of stakeholders is that they do not feel adequately consulted for the report, and that too few feedback mechanisms exist for their input, country-level perspectives, and experiences. Some agencies noted that wider consultation prior to draft development could have brought greater buy-in and relevance of the document to those working within the Ministries of Education in key countries where EFA has not yet been achieved, for example.

The consultation process for the GMR consists of Advisory Board involvement at the stage of theme selection, online web consultation on the report for a 6-week period usually in the spring months prior to report publication, and some in-depth discussions with experts in the thematic field. In regard to the latter, in the preparation of the 2007 report, the Report Team consulted with the Consultative Group on Early Childhood Care and Development, a process which garnered significant buy-in from the ECCD group in general, and subsequent use and citation of the 2007 GMR by members of this group.

At the level of the Advisory Board, a number of members expressed some concern that they did not have sufficient opportunity to give feedback on early drafts of the report or that their comments and views were not sufficiently considered during the opportunities to express their views. Advisory Board members include EFA Convening Agencies and other members who bring with them extensive experience and whose contributions to the GMR were not fully taken into account.

Comparator reports, such as the HDR and WDR, have gone some way towards expanding the level of public consultation of their reports, with regional coverage of consultations intended to seek comments, advice and suggestions. For example, the WDR 2008: Agriculture for Development, held 19 consultations starting in the fall of 2005 and are expanding early consultations greatly as part of their overall strategy. It should be noted, however, that both the HDR and WDR benefit from more extensive supporting institutions with a significant global presence, unlike the Report Team, which operates under a less official arrangement with UNESCO. This will be discussed in more detail in **Finding 22**. Moreover, the WDR operates on a two-year cycle, which allows for more time to develop early concept notes and incorporate feedback in the process.

## 4. Effectiveness<sup>16</sup>

### 4.1 Overview

This section presents evaluation findings concerning the effectiveness of the GMR, including its use and impact for decision makers and user groups, its internal response to earlier recommendations, and factors that influence the use of the GMR (such as quality, dissemination and outreach).

### 4.2 Use and Impact of the GMR

The following findings provide analysis of the use and impact of the GMR and how the report and its ancillary products have been used for decision making.

#### **Finding 9: The GMR contributes indirectly to government education policy and program development.**

One of the underlying premises of this evaluation is that impact from a global report such as the GMR may take many years to show results. This finding suggests that the contributions<sup>17</sup> that the GMR makes are generally indirect and must be considered in light of other EFA interventions by all contributors at both the national and international level.

The GMR plays a discernable role in raising awareness of EFA goals at the international level, and to some extent at the national level, and thus there is an increasing acceptance of and commitment to the attainment of EFA goals. On a larger scale, in relation to the attainment of EFA goals, interview, documentary and national case study analysis tend to show that while the GMR may play a catalytic role in terms of policy and program development at the national level, its role in EFA goal attainment is indirect, being contingent on other kinds of decisions at the national level and on the programmatic contributions of other development interveners.

Based on survey responses, the ranking of the top three uses of the GMR were: Research and Academia; Information and Awareness Raising; and Policy Work, including advocacy and legislation. These results must be seen in light of the actual respondents of the survey. **Exhibit 4.1** presents additional responses of use by various user groups during this investigation.

#### **Exhibit 4.1 Examples of GMR Use by User Groups**

User Group	Objective	Examples of GMR Use
Government	Influencing annual budget allocations	Comoros: used by the Ministry of Education in meetings with the Ministry of Finance to support requests on annual budget allocations

<sup>16</sup> “Effectiveness: The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. Also used as an aggregate measure of (or judgment about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.”

Source: OECD Glossary of Key Terms in Evaluation and Results Based Management

<sup>17</sup> Contribution Analysis is a contemporary evaluation methodology first developed by Dr. John Mayne, formerly of the Office of the Auditor General of Canada. It recognizes that in most instances the developmental impacts of long-term commitments like EFA are influenced by a number of interventions such as the GMR. Contribution Analysis allows for the development of a hypothesis of change and an assessment of the degree to which an intervention (GMR in this instance) played a role in the observed change. The level of certainty of the degree to which the intervention (GMR) contributed to a development outcome varies in relation to the availability of data. The more information about other interventions, the clearer the assessment of relative contribution can be.

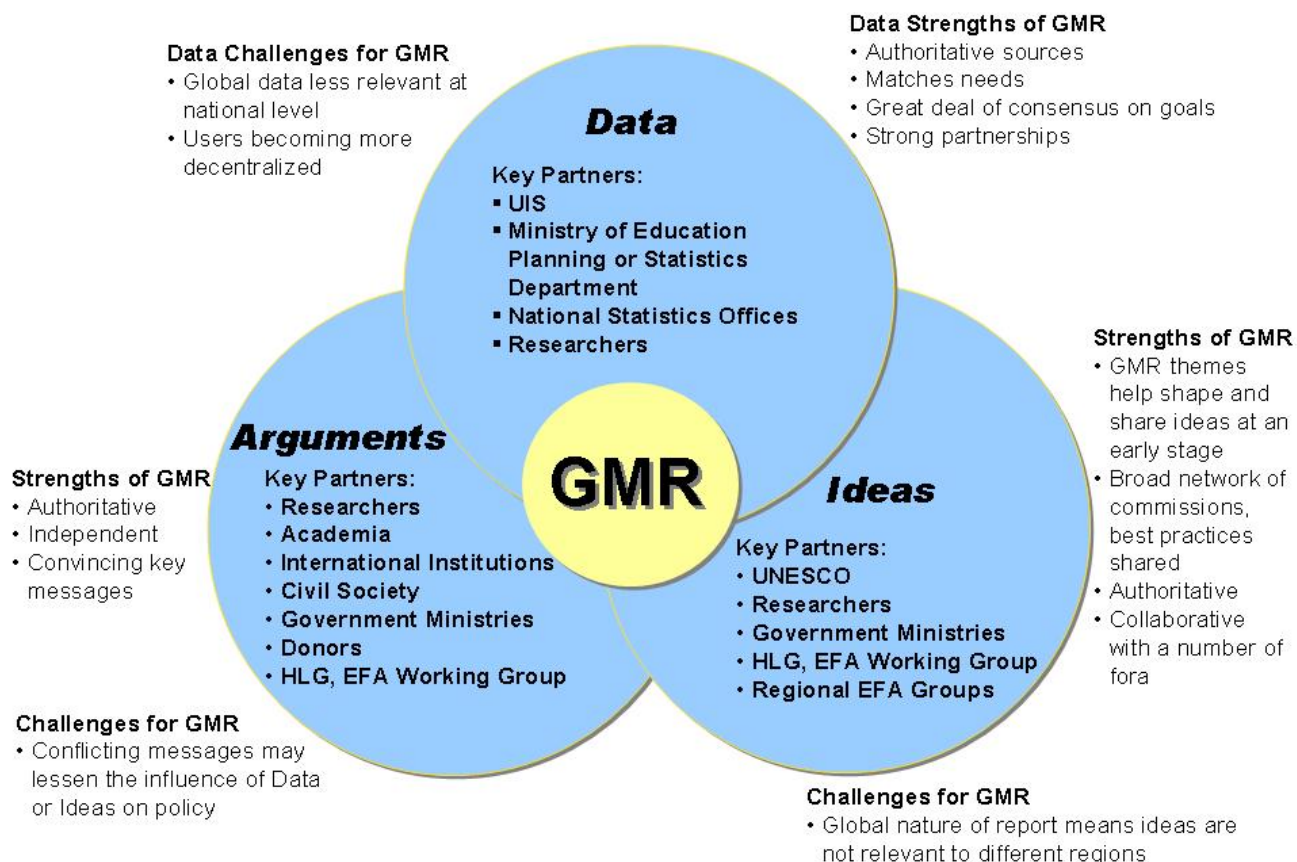
User Group	Objective	Examples of GMR Use
	Developing education policies Refocusing budget	Pakistan: used in development of National Education Policy 2009 Comoros: used to inform the Ministry of Education about policy directions Philippines: used in government decision to put more emphasis on lower grades, pre-school, drop-outs Egypt: used as background reading for development of the National Strategy for pre-university education Tanzania: used for regional meetings on Early Childhood by the Ministry of Education and Ministry of Women and Child Development
Donor	Development of Strategic Plan Supporting briefings to Minister Advocacy	UK: used in Education Strategy Canada: used in briefings to the Minister Germany: used to advocate for funding for education
UNESCO	Comparison Monitoring Complementing information	Tanzania: GMR comparative data used to situate Tanzania within the global context Chile: used to monitor achievements in the region Comoros: used to understand key concepts such as quality of education Chile: used to complement info from other reports (CEPAL, UNESCO)
Academia	Analysis Pedagogical	Academic: used to analyze GMR indicators, their meaning, and the way they have been developed Academic: used to teach certain courses (e.g., in international development studies, comparative education, international education policy issues)
Other Agencies	Advocacy Presentation Directing Programming	Comoros: GMR statistical data used in UNICEF events on EFA UNICEF: used for advocacy purposes Egypt: used the 2007 GMR in directing programming towards the 2-4 years age group in Early Childhood Education
NGO	Advocacy Development of strategies Comparison Clarification Lend credibility	Chile: used by the EFA Forum in the development of a positioning document on financing of education Egypt: used by NGOs in collaboration with UNESCO Cairo in the development of an NGO strategy for Literacy and Adult Education Chile: GMR comparative data used by the EFA Forum to situate Chile within the regional/global context Chile: used to understand key concepts like governance or literacy Chile: used by the EFA forum to lend credibility to positions and proposals made to government Sénégal: les rapports aident à soutenir des argumentaires et plaidoyers auprès des gouvernants et acteurs de l'éducation
Advisory Board Members	Dialogue Awareness raising	International: GMR used in discussions Including those linked with Committee on Rights of the Child India: used in sensitizing members of parliament on education aid
Media	Awareness raising	Pakistan: used by international radio (AnsaLatina and others) and media press in presentations of statistical data on number of children without access to education

User Group	Objective	Examples of GMR Use
		Comoros: GMR data used by journalist in newspaper and radio Philippines: GMR comparative data used to underscore regional disparities in education

Source: In-country Interviews and document review

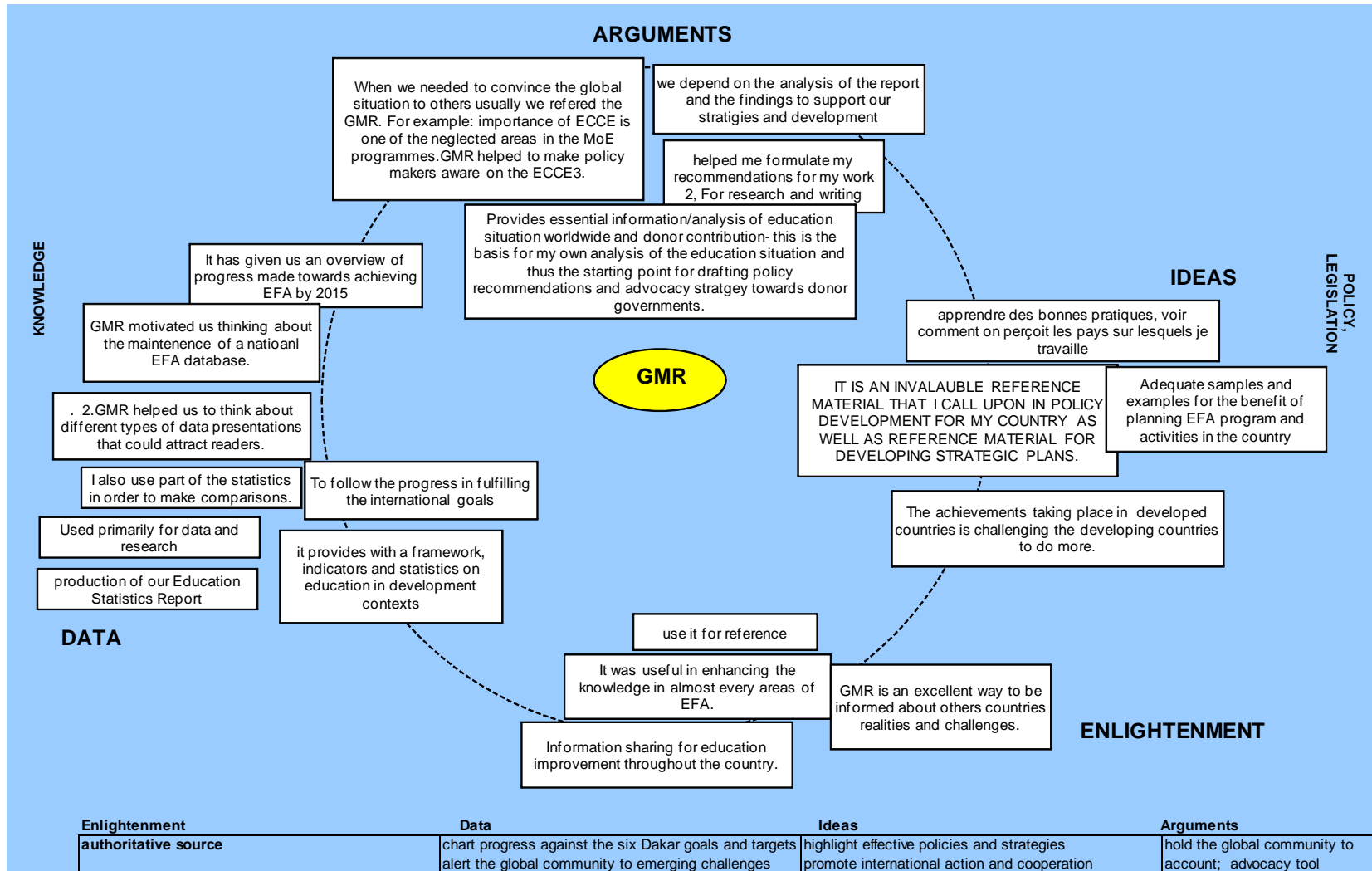
In considering the use and impact of the GMR, the work of Carol Weiss<sup>18</sup> may also be relevant. She found that research did have an influence, but that it was often incremental and might best be seen as a general enlightenment of policy makers, where ideas percolate and achieve influence over a longer period of time by altering the language of policy makers and their advisors.<sup>19 20</sup> Weiss further hypothesized that research may influence public policy in the form of data, ideas, and arguments, the latter of which may also be viewed as advocacy. **Exhibit 4.2** below provides a breakdown of the contribution of the GMR to policy decisions and actors according to Weiss’ framework. Based on data collected throughout the interview period, it presents the GMR as a logical intersection of Weiss’ three forms of influence diagrammatically through a Venn diagram. Other partners participate in one or more of these areas of influence, as shown within the three circles. Finally, strengths and weaknesses of the GMR in each form of influence are suggested. This provides a useful frame of reference for the GMR in that it allows for a unique consideration of the role played by each part of the report and its ancillary products in contributing to policy change.

**Exhibit 4.2 Areas of Influence for Policy Research, based on Weiss, 1991, Adapted for the GMR**



Similarly, uses of the report presented in this way allow us to see the inter-related forms of influence that a report of this nature may have on policy decisions. Data may be used to build ideas or to develop arguments. Ideas and innovations may be presented in an early policy dialogue, however when decisions between ideas have to be made, arguments favoring one policy over another become necessary. This is presented in a circular form as shown in Figure 4.3, with the fourth form of influence, “enlightenment,” also considered.

Exhibit 4.3 Examples of GMR Use in the Context of Weiss' Framework



Source: Survey Responses and In-Country Investigations.

**Finding 10: Within the reporting period, there is evidence that stakeholders find innovative GMR products useful.**

The table below shows the views of stakeholders consulted through survey and through phone/face-to-face interviews on each GMR product. The views of these respondents appear to be similar, with the GMR Summary Report and the regional overviews being the most appreciated by both the survey respondents and the in-country investigation respondents. Similarly, for the website and online products, the level of usefulness expressed by both groups of respondents appears to be lower. In the in-country investigations in particular, few respondents were able to comment on these products because of the limited awareness of same.

**Exhibit 4.4 Stakeholder Assessments of Usefulness of GMR Materials**

GMR Product	Brief description of the GMR product	Stakeholder views on the usefulness of the product	Feedback from in-country investigations on the usefulness of the GMR product
<b>GMR Summary Report</b>	The Summary Report provides a summary of the full GMR Report. It includes every chapter of the full GMR Report summarizing their key messages. The document is approximately 40 pages in length. In 2009, the Summary Report was translated into 15 languages.	The GMR Summary Report had the highest response on usefulness amongst all the products in the GMR suite; it was seen as either useful or very useful by 97% of the respondents.  “The GMR report is very relevant but it is important that more copies of summary reports are distributed, especially for policy makers and executives in developing countries.” (UNESCO National Commission)  “The summary is really useful. We all know people have time restrictions, so this is a great addition.” (Media)	In Tanzania, UNESCO staff found the GMR Summary Report useful because it is shorter and more user-friendly.  In Chile, the GMR Summary Report is the most read section as it is user-friendly and relatively short. The full report is used when more detailed information is sought.
<b>Regional Overviews</b>	Regional Overviews, a 20-page publication for each region, provide some of the regional context that may be missing from the full GMR Report. During the reporting period, six or seven regional overviews were produced each year; some were translated.	89% of the respondents suggested that these are either useful or very useful	In Egypt, donors, CSOs and government representatives interviewed see the Regional Overview as helpful in presentations during training workshops. It helps give an overview of the regional education issues prior to focusing on Egypt.  In Chile, the Director of UNESCO finds the regional overview particularly useful as it provides a good overview of the country to someone who is not an expert.

GMR Product	Brief description of the GMR product	Stakeholder views on the usefulness of the product	Feedback from in-country investigations on the usefulness of the GMR product
<b>Background papers</b>	These research documents are commissioned to add depth and breadth to the GMR as well as geographic context and are available on the website. They are prepared by researchers and institutes around the world and represent the product of the broad research exercise on which the GMR Report is based. They are available on the GMR website.	66% of the respondents suggested that these are either useful or very useful  “The background papers should be commissioned well in advance and from diverse sources which provide different perspectives.” (NGO)	In Tanzania, UNESCO staff found background papers of interest as they have some interesting and useful discussion around the thematic areas.
<b>Website and online information:</b>  ▪ <b>Factsheets</b>  ▪ <b>News Alerts</b>	These products have different objectives, namely:  Factsheets summarize either the regional overviews in a 2-page document  News Alerts provide additional information specific to the GMR Report.  They provide information that goes beyond the GMR Report by drawing attention to important media messages	40% of the respondents suggested that the Website was either useful or very useful	In the majority of the in-country investigations, respondents were not familiar with these products and therefore not able to comment on their usefulness.

### 4.3 Use and Impact by Type of User

#### **Finding 11: Use of the GMR by government educational policy makers in developing countries remains moderate.**

Respondents from developing countries are less positive about the use of the GMR than respondents from developed countries. Policy makers in government do not use the GMR to the same extent as user groups in developed countries. As noted further in **Finding 21**, in the countries investigated in depth for this evaluation, overall dissemination of the GMR was low, which heavily influences this finding on use. Where there was little use of the GMR, governments in these countries sought out information directly from EFA convening agencies, other donors, or south-south collaborations.

In countries where there was some knowledge of the GMR, a number of reasons for lack of use emerged. National statistics available to ministries of education are usually more up-to-date than those in the GMR; governments tend to work with national and disaggregated statistics; and government officials tend to make less use of comparative international statistical data. In terms of the thematic elements of the GMR, where governments were familiar with the report, there is some evidence that these sections were useful and used. In our in-country investigations, examples emerged which showed some level of use of the GMR:

- For instance, interviews held in Egypt revealed that GMR amongst other documents was used as background reading material for developing the national strategy for pre-university education, which is built around EFA goals. UNESCO jointly with IIEP in Paris worked closely with the Ministry of
- Education Planning Unit in 2006/2007 in planning for the National Strategy. The process involved a variety of UNESCO material and tools. While respondents could not ‘attribute’ this to the GMR *per se*, the GMR and EFA definitely contributed to the thinking around the strategy.
- In Pakistan, the Policy and Planning Department of the Ministry of Education actively used the GMR. The Education section in the Planning Commission, and the Chief planning officer also used evidence from the GMR to develop their case for education planning and budgeting in Pakistan.
- In Senegal, the Director of Research and Planning used both the 2008 and 2009 GMR to update the Law on Education Policy Orientation and in development of the third phase of the 10-year Programme on Education and Training.<sup>21</sup>

**Finding 12: Where there is use of the GMR by government stakeholders, it is mostly limited to those directly involved in Planning for EFA goals.**

The GMR is sent primarily to the ministries responsible for the achievement of EFA goals, especially the planning departments of Ministries of Education. The EFA coordinator’s office or the planning department were most likely to have a copy of the report. In many cases, however, the paper copy did not stray far beyond these offices within the ministry, nor to outside ministries within the government. In Comoros, for example, education finance officers could have benefitted from GMR information on budgeting for education, but they were not aware of the GMR. The internal distribution of the GMR is extremely limited. One EFA convening agency stated that government officials with whom it collaborated were not familiar with the GMR when it was cited in discussions.

However, in our in-country investigations, there were a few notable examples of knowledge of the GMR outside the Planning or EFA offices of the Ministries of Education. In Tanzania, for example, the Ministry of Community Development, which supports the Early Childhood theme in the country, was involved in the launch of the 2007 GMR and in follow-up activities. Also, in the Philippines, a national EFA committee is comprised of members from various ministries and departments involved in achieving EFA goals, all of which are knowledgeable and have been briefed on the GMR. These include the Technical Education and Skills Development Authority, Department of Social Welfare and Development, NEDA (National Economic Development Authority), Department of Budget and Management, and the Department of Health. In these cases, internal distribution was facilitated by the official launch, or through the official EFA committee.

**Finding 13: While the relationship between UNESCO and the GMR is bearing fruit and has resulted in benefits for EFA, some confusion about GMR ownership and roles has limited their mutual impact.**

The GMR is respected for its ability to advance education analysis. For example, its analyses have led to new indicators on quality of education, early childhood care and education, and out-of-school children. This has created new demand for the GMR and hence some new opportunities to exploit the data at HLG meetings, EFA working group meetings, and ministerial round tables on EFA.

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<sup>21</sup> Loi d’orientation de la Politique Educative et l’élaboration de la 3ième Phase du Programme Décennal de l’Education et de la formation

UNESCO, as the lead coordinating agency for EFA, has benefitted from the data and analysis put forth by the GMR on a yearly basis. A recent evaluation of UNESCO Strategic Program Objectives 1 & 2 (Education Sector) pointed to several areas where GMR research has led to innovation in other areas of UNESCO, including the 2006 Report on Literacy, which gave much needed insight on literacy and noted the need for funds for this EFA goal. The UNESCO Institute for Lifelong Learning and the LIFE initiative benefitted from the key messages of the 2006 GMR. Analysis from the 2007 GMR contributed to the innovation of Plan polis, a portal of education plans and policies from UNESCO member states which is available at IIEP.<sup>22</sup>

UIS has noted that the authoritative nature of the GMR has made governments more willing to come to the table to discuss ways of improving data. The strengthening of ties between UIS and the GMR in recent years<sup>23</sup> has led to the development of better linkages between UIS and statistics units or departments within ministries of education. This has had knock-on effects on the quality of data or inclusion of new country data in the GMR. The EFA Development Index (EFA DI) for example, has expanded its reach from 121 to 129 countries over the reporting period, ensuring better country by country comparison than previously.

Despite the positive aspects of the relationship between the GMR, UNESCO and the wider EFA community to which the GMR responds, these have been limited to some extent by confusion about the ownership of the GMR, which has hindered the impact of the report. For example, there were several examples of confusion at the UNESCO field level as to country office responsibility for the GMR, particularly in terms of supporting the dissemination of the report. Moreover, when there have been disagreements with UNESCO in terms of the tone of the report, there is not always a clear and unambiguous path to resolve such issues within the existing structures.

**Finding 14: From its first editions, the use of the GMR by academia and research organizations has been strong; however, penetration in academic literature is lower than comparator reports.**

As in the previous evaluation, this evaluation finds that academics constitute an important community of users of the GMR. They represented roughly 21% of the distribution list, and roughly 25% of the respondents of the survey. In order to assess the impact of the GMR for this community, bibliometrics<sup>24</sup> were carried out for the GMR in comparison with other key comparator reports; results showed the GMR does not have the same level of reach in the academic literature as other comparator reports. Using a consistent edition period of 2004 and 2008, during which the same number of reports were published, the WDR, HDR, and the State of the World's Children (SOWC) were cited more often than the GMR. This is highlighted in Exhibit 4.5 below.

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<sup>22</sup> Evaluation of Strategic Programme Objectives 1 & 2 (Education Sector)

<sup>23</sup> Confirmed in Feb 2007 External Evaluation of UIS by Martin Jenkins & Associates.

<sup>24</sup> Bibliometric analysis uses data on numbers and authors of scientific publications and on articles and the citations therein to measure the “output” of individuals/research teams, institutions, and countries, to identify national and international networks, and to map the development of new (multi-disciplinary) fields of science and technology. (OECD Glossary of Statistical Terms)

Exhibit 4.5 Number of peer-reviewed documents citing each report per edition 2004-2008

Report Edition	Reports									
	EFA Global Monitoring Report		UNDP- Human Development Report		UNESCO- Global Education Digest		UNICEF- State of the World's Children		World Bank- World Development Report	
	n	%	n	%	n	%	n	%	n	%
2004	54	24%	486	33%	20	41%	159	32%	316	42%
2005	106	48%	530	36%	13	27%	157	31%	229	31%
2006	43	19%	324	22%	14	29%	106	21%	122	16%
2007	14	6%	101	7%	2	4%	61	12%	57	8%
2008	6	3%	33	2%	0	0%	20	4%	20	3%
<b>Total</b>	<b>223</b>	<b>100%</b>	<b>1,474</b>	<b>100%</b>	<b>49</b>	<b>100%</b>	<b>503</b>	<b>100%</b>	<b>744</b>	<b>100%</b>

In Exhibit 4.5, n= number of citations for a given report, while the percentage covers the number of citations as a percentage of total citations. To date, the GMR 2007 and 2008 are the least cited in the literature. This is not surprising, as the earlier GMRs (2004-2006) have had more time to be disseminated and digested by the scientific community. This is a pattern consistent across all the comparator reports. The scientific literature citing the GMR is mostly attributable to universities (72 per cent) followed by NGOs, companies, and governments. The distribution of peer-reviewed documents citing comparable reports across sectors is similar to that observed for the GMR, with the exception of the UNICEF report which has received a higher proportion of citations from the hospital sector.

The scientific literature citing the GMR is cited 11 per cent more often than the average world scientific paper (ARC<sup>25</sup> of 1.11). This indicates that the scientific literature citing the report is having a good impact on the scientific community. However, the scientific papers citing the GMR perform less well than the average world paper in terms of the Impact Factor<sup>26</sup> of the journals in which they are published (ARIF of 0.83). The SOWC, WDR, and HDR reports perform better in terms of the scientific impact of the literature that cites them with Average of Relative Citations of 1.51, 1.47 and 1.41, respectively and Average relative impact factors (ARIF) of 1.29, 1.20 and 1.26.

Two continents are responsible for most of the use of the GMR in the scientific literature, namely Europe (42 per cent) and North America (30 per cent), in line with comparator reports. This is not surprising as there is a bias towards English in the database used for the bibliometrics. Exhibit 4.7 presents these results in detail.

<sup>25</sup> Average of relative citations (ARC): indicates the level of citations that papers published in the journal can be expected to accumulate; the higher the IF, the more likely that papers published in that journal will be cited.

<sup>26</sup> The Impact Factor (IF) : This is an indicator of the scientific impact of the papers produced by an entity (e.g., country, institution) on the scientific community.

**Exhibit 4.6 Distribution of peer-reviewed documents citing each report across continents, 2000-2008****Distribution of peer-reviewed documents citing each report across continents, 2000-2008**

Reports	Continents											
	North America		South America		Europe		Africa		Asia		Oceania	
	n	%	n	%	n	%	n	%	n	%	n	%
EFA Global Monitoring Report	107	29.8%	10	2.8%	152	42.3%	38	10.6%	32	8.9%	9	2.5%
UNDP-Human Development Report	1,090	30.2%	133	3.7%	1,211	33.6%	359	10.0%	517	14.3%	160	4.4%
UNESCO-Global Education Digest	21	36.8%		0.0%	20	35.1%	4	7.0%	10	17.5%	3	5.3%
UNICEF-State of the World's Children	417	40.5%	62	6.0%	334	32.5%	187	18.2%	279	27.1%	61	5.9%
World Bank-Global Monitoring Report	32	37.2%		0.0%	32	37.2%	5	5.8%	5	5.8%	6	7.0%
World Bank-World Development Report	1,161	34.5%	83	2.5%	1,187	35.3%	298	8.9%	485	14.4%	151	4.5%

**Note:**

\* The total percentages for each report may be smaller or higher than 100%. Smaller percentages arose when the addresses of the authors on citing documents could not be assigned to a continent (i.e., unknown continent), whereas higher percentages arose when authors from more than one continent co-authored citing documents.

The UNDP, UNICEF and World Bank-WDR reports might have underestimated counts of citations since a portion of the citations are not dated and were not considered in the computation (1.4%, 0.59% and 18.4%, respectively). Furthermore not all reports have the same number of editions between 2000 and 2008.

In this table, countries are classified according to political criteria, using the geoscheme created by the United Nations Statistics Division.

Source: Calculated by Science-Metrix using Scopus

**Finding 15: While press coverage has deepened GMR penetration, the GMR remains less well-known in the media than comparator reports.**

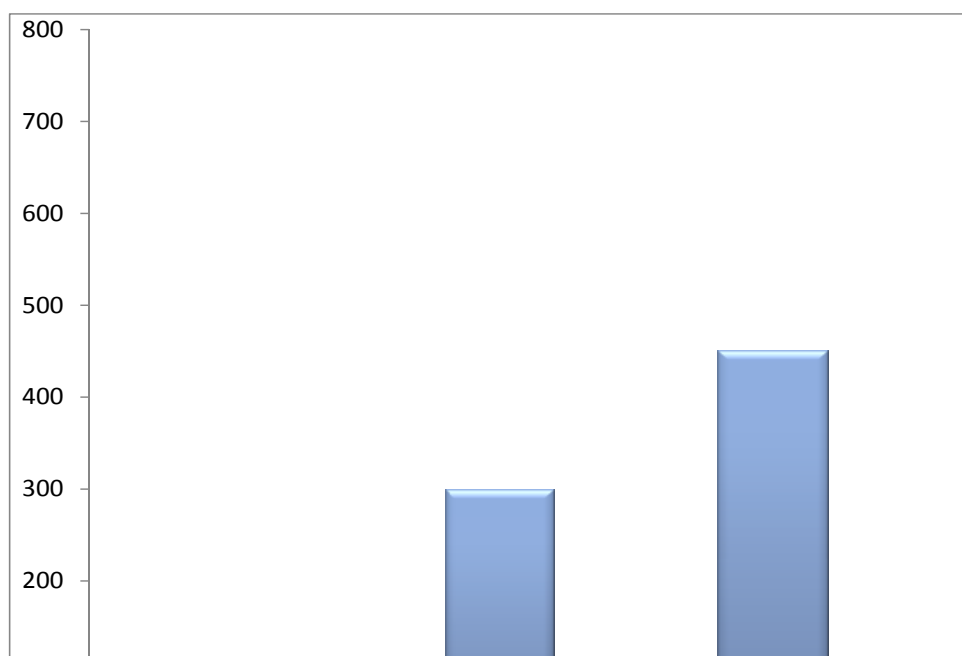
The media plays a key role in getting the GMR's message to key policy makers and decision makers, particularly in countries where EFA goals have not yet been achieved. The Report Team's dissemination strategy has increasingly looked to the media and press to build awareness of the GMR and influence decision makers.

Analysis of the use of the GMR in media press releases provides some evidence of the success of this strategy. Like the bibliometric analysis, the media analysis compared citations of the GMR in the media to those of UNICEF's SOWC, UNDP's HDR, and the World Bank's WDR. Using the Factiva<sup>27</sup> database of international newspapers in all languages, the GMR was cited in the media roughly half as often as SOWC over the reporting period,<sup>28</sup> while WDR and HDR were cited roughly three and six times as often in the media as the GMR. In the case of WDR and HDR, the Economist Intelligence Unit (EIU) is one of the top two sources for citations; the Report team's targeting of more internationally well-known publications, including the New York Times and the Economist, would appear to be in line with the penetration achieved by those comparator reports.

It should be noted that over the reporting period, the Report Team has deepened its media presence and coverage, which is evident in the Factiva analysis as well as in the Report Team's own data on media citations. According to the latter figures, the 2009 GMR has been cited in roughly 800 articles in 50 countries, compared to roughly 90 articles in 20 countries in 2006. As shown in the Exhibit 4.8 below, the uptick over the reporting period was especially pronounced for the 2009 GMR.

<sup>27</sup> Factiva is a business information and research tool that aggregates content from both licensed and free sources, and provides organizations with search and information management capabilities. Factiva products provide access to more than 28,000 sources (such as newspapers, journals, magazines, television and radio transcripts, photos, etc.) from 157 countries in 23 languages, including more than 600 continuously updated newswires.

<sup>28</sup> Some comparison problems are inherent in such a search. In this instance, the reporting period encompassed the period just prior to the launch of the GMR 2006. The same time period was used for all comparator reports.

**Exhibit 4.7 Media articles citing the GMR over the reporting period**

During in-country investigations, some evidence emerged of the power of the media in shaping and pressuring government decisions. In the Philippines, for example, the 2009 GMR brought to light a lack of progress on universal education. Although the Philippines Department for Education noted that some data on an innovative program to reach out-of-school children had not been included in the GMR analysis, at the same time, public pressure stemming from the media reports obliged the government to defend its record and work to present its programs in a more transparent way. Moreover, a number of EFA stakeholders as well as in-country interviewees suggested more frequent communication and media outreach from the GMR over the course of the year, rather than just during and around launches. The Report Team's communication strategy has already taken some steps in responding to these concerns.

#### 4.4 Internal Context

The internal context of the GMR includes the structures, systems, and policies in place to ensure that the results of the GMR are achieved. For this evaluation, we have placed these under effectiveness, with the understanding that these elements are essential to the achievement of the GMR's objectives.

#### **Finding 16: Good progress has been made on recommendations of the 2006 Evaluation.**

The evaluation carried out in 2006 made seven key recommendations. These were followed up by the Report Team and in biannual Management Reports and became the action plan and reporting tool for the implementation of the recommendations. The status of the 2006 recommendations (shown in Exhibit 4.9), shows that three have been fully addressed, three have been partially addressed, and one is beyond the scope of the Report Team.

Advisory Board members have noted better outreach and monitoring efforts of the Report Team. In addition, many incremental changes in the GMR's tone and size were noted and appreciated by different users. Additional tools are regularly being developed for advocacy purposes, including media tools, summaries, overviews and PowerPoint presentations, all of which are available on the website. In 2009 and 2010, more outreach tools, including mapping tools and a blog, were added, though this is beyond the reporting period of this evaluation.

**Exhibit 4.8 Status of 2006 Recommendations**

2006 Recommendations	Status
<p>The Report Team should consider adjusting the report's size, tone and style to be more user-friendly and meaningful to its readers.</p>	<p><b>Fully Realized:</b> Report Team has carried out a number of important measures to respond to this recommendation</p> <p>Editor hired in 2009 to provide consistent tone and readability for report.</p> <p>Mapping capacity being developed by the web developer</p> <p>Improvements in the Internet site for the GMR</p> <p>PowerPoint presentations added on internet site</p> <p>CD Rom copies of the GMR are available on demand</p> <p>Continuous improvement in types of charts and graphics used in the GMR</p> <p>Availability of GMR Summary Report in more languages</p>
<p>The Report Team should develop a monitoring and evaluation strategy for the use of the report.</p>	<p><b>Fully Realized:</b> M&amp;E tools put into place by the Report Team include:</p> <p>Internal monitoring system for stock and distribution management includes indicators on countries receiving copies, sales and distribution, webpage visits and downloads, number of launches</p> <p>Two surveys were carried out to profile users: one following GMR 2007 (86 responses) and another following GMR 2009 (177 responses).</p> <p>More detailed website statistics on users, location, downloads and time spent on website</p> <p>Closer tracking and monitoring of media through a weekly internet news "sweep" to locate mentions of the GMR in the global press</p> <p>Google Analytics tracked and reported</p>
<p>To ensure wider dissemination and use of the GMR, more coordination should be established between agencies sponsoring the report at the regional and national levels. This goes beyond the role of the Report Team.</p>	<p><b>Partially Realized:</b></p> <p>The Report Team increased the number of launches from 16 in 2006 to 40 in 2009.</p> <p>A feedback system for distribution has been formalized at the Report Team level.</p> <p>Some Advisory Board members and EFA convening group members volunteer to play a role in sharing and disseminating copies of the report in the countries where they work, but are not directed to do so.</p> <p>However, available funding from the GMR Report Team to carry out launches was not known by some UNESCO offices.</p> <p>Within UNESCO cluster offices, there is no evidence of a clear strategy to disseminate documents to stakeholders in countries without a UNESCO field office. For some regions, UNESCO staff from cluster offices distributes copies while on mission.</p>

2006 Recommendations	Status
The Report Team should continue its efforts to reduce workload pressure and increase efficiency by adopting a longer production cycle and a team structure that provides designated resources for the production of both the current and upcoming GMR.	<p><b>Partially Realized:</b></p> <p>For GMR 2007, an external consultant was brought in at an early stage to begin drafting parts of the report, reviewing any early papers commissioned from outside sources, and expanding the concept note into the outline of the upcoming report. This practice was appreciated by the Report Team.</p> <p>Team structure was adjusted for GMR 2009 to allocate internal Report Team members to work on the next year's report, while the others finalized the current year's report. This was seen as partially successful as it did not fully separate the staff from the current edition of the report.</p>
To increase the GMR's visibility and its use by its key audience, the reporting and accountability structure for the EFA GMR should be transferred to the UNESCO Assistant Director for Education.	This recommendation is viewed as being beyond the control of the Report Team
To encourage ownership and use of the report, particularly in developing countries, the Editorial Board should be expanded to include government representatives.	<p><b>Partially Realized:</b></p> <p>Advisory Board meeting in 2009 was to include more representatives from developing countries, however, due to last minute cancellations, these representatives were unable to attend.</p> <p>Three "Special Invitees" from India, Brazil and Jordan were listed in the Advisory Board List.</p>
To ensure continuity and the quality of the advice provided to the Report Team, the Editorial Board should develop new written guidelines for Board membership or update any existing guidelines.	<b>Fully Realized:</b> Terms of Reference drafted, presented to the Advisory Board in 2009, and approved by the Advisory Board.

**Finding 17: The GMR has sought to increase its effectiveness by moving towards a stronger issues-oriented and advocacy role.**

The GMR's mandate includes "monitoring" as well as "holding the global community to account" for achievement of EFA goals. The current Report Team plays a significant role in determining the balance between these mandates, and the 2009 GMR has been viewed as favouring a stronger advocacy message than was the case for previous GMRs. While it is too early to say whether advocacy messages have led to an increase in the effectiveness of the GMR, they may have gained traction in wider media coverage of the GMR in 2009, as elucidated in Finding 15.

The balance between advocacy and objectivity was cited as an important issue in the 2006 evaluation, and continues to be an important issue in the current reporting period. Some stakeholders suggest that the GMR must be an objective document that maintains neutrality and monitors the EFA situation. A significant number of GMR stakeholders believe that a stronger advocacy position does not befit the role of the GMR, and that it compromises the objectivity and credibility of the GMR.

Others insist that the GMR should also be a prescriptive document that highlights key advocacy messages for EFA stakeholders and that strong language is necessary to achieve real change and commitment. One expert in education commented that the lack of progress on some goals, and continued gaps and unmet commitments stemming from High Level Group meetings, required a stronger advocacy message of the report. Stakeholders involved in using the report for advocacy feel that the key messages of the GMR have become clearer.

As mentioned in **Finding 9**, the notion of using advocacy messages to influence policy has some weight in Weiss (1991),<sup>29</sup> who states that “a review of the available evidence suggests that in some settings research has greater impact when it becomes part of advocacy for a preferred position.” Weiss also points out that this position does not come without difficulty.

**Finding 18: While the GMR’s independence is a key to its effectiveness, challenges exist with respect to the articulation of roles and responsibilities.**

The GMR is an independent international project funded by a multi-donor base. It has been and continues to be an independent report. Its governance structure provides the required independence for making judgments, and the roles and responsibilities of the Advisory Board do not interfere with the decision-making process of the Director of the Report Team. Once the theme of the annual report is approved with the assistance and participation of the Advisory Board, the Report Team functions as an autonomous entity, consulting as needed with stakeholders.

However, as noted in the 2006 Evaluation, one of the consequences of this arrangement is that some external stakeholders continue to consider the GMR a UNESCO report. The Report Team report is housed at UNESCO; the GMR is disseminated with the support of the UNESCO Bureau for Public Information (BPI) through the regional and local offices of UNESCO; the GMR is launched primarily by UNESCO with some coordination and support from other donors and members of the Advisory Board; the Director General at UNESCO provides the introductory note to the GMR; and the report is often promoted in the media as the UNESCO GMR. Consequently, the key messages of the report are often attributed to UNESCO rather than the GMR Director and this causes some confusion, particularly when there are mixed opinions about the advocacy messages presented in the report.

Furthermore, other EFA partners, including those on the Advisory Board, feel that they have some ownership of the GMR as stakeholders towards meeting the EFA goals, they also feel that they should have a greater say in the content, as highlighted in **Finding 8**.

Concurrently, the mandate of the GMR requires the Director to “hold the global community to account.” And, given the range of partners and stakeholders involved in EFA, were it not for the independence of the GMR, this part of its mandate could not be achieved. In discussions with other teams responsible for comparable reports at UNICEF, UNDP, and the World Bank, agency ownership of these reports does not pose such a problem. The mandate of the GMR is unique amongst these global reports in that it represents the international community working towards EFA goals.

Finally, on issues such as the coordination of launch activities, updating distribution lists and supporting distribution, the GMR does not appear to be fully integrated into the workplans of the UNESCO regional or national offices. This will be further discussed in **Finding 21**.

### 4.5 Quality of the GMR

Dimensions of credibility and legitimacy are crucial to any international document, and therefore to any evaluation of the GMR. In this context, quality embraces a number of elements of the report: quality of statistics, quality of policy research and arguments presented, as well as the quality of the overall readability of the GMR.

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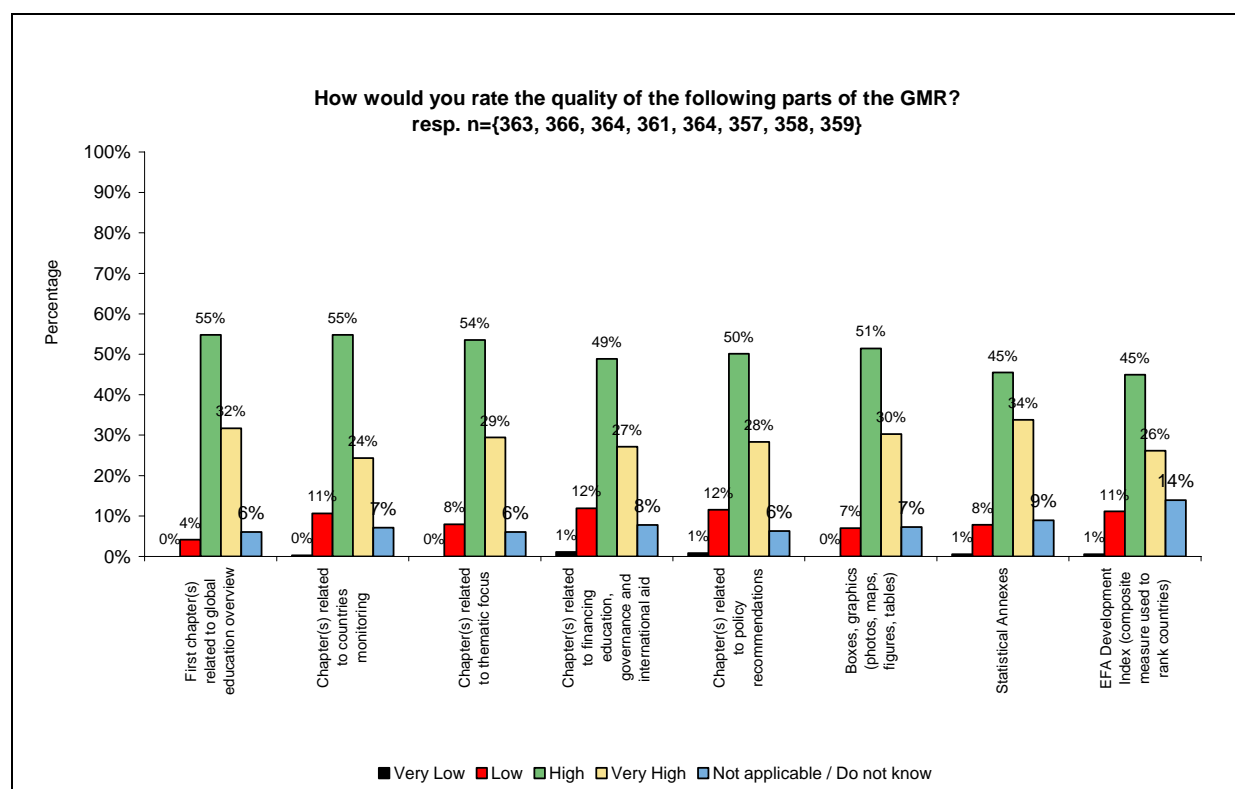
<sup>29</sup> Carol H. Weiss (1991) *Policy Research as Advocacy: Pro and Con*, In: Knowledge and Policy, 4/1/2.

**Finding 19: A strong majority of users of the GMR find it to be of high quality.**

Interviews with stakeholders, in-country investigations, and the survey confirm that in general, users widely appreciate the high quality of the GMR. Stakeholders view it as authoritative, comprehensive, well-written, well-edited, well-translated, and with a good mix of text and graphics.

Experts in the field of education view the GMR as authoritative. Stakeholders find the data analysis produced in the GMR as unique for the education sector. Survey results revealed that the quality of the GMR is high: 91 per cent of respondents either strongly agree or agree that “the GMR is an authoritative source of information on education”; 83 per cent either strongly agree or agree that “the thematic research areas of the GMR have rigorous analysis.” Survey results on the quality of various sections of the GMR are presented below, and reflect general satisfaction of the sections of the GMR. These however, could not be verified at the in-country level, due to a low overall knowledge of the GMR.

**Exhibit 4.9 Survey Respondent Ratings of the Quality of Sections of the GMR**



**Finding 20: The effectiveness and utility of the GMR is limited to some degree by unavoidable delays in amassing data and lack of national level information.**

Data quality issues are of major importance and have a significant impact on the perception of the accuracy of the report. In most instances, donors and recipient countries view the statistics presented in the GMR as authoritative. However, it is often the case that at the country level, the first reference point for national level statistics is data produced by the governments themselves.

Complaints from countries or donors about out-of-date or inaccurate data in the GMR are usually due to a misunderstanding about the data itself or the data collection or analysis methods, which may vary between national and internationally comparable statistics. Data problems may also be linked to expectations about how quickly country level data can be uploaded into the GMR. Country level data feeds into GMR data through UIS, and there is an acknowledged time lag.

Another factor that seems to generate some dissatisfaction among users of the GMR is related to the loss of regional and country level perspectives in a global report. The sidebar presents some quotes collected from in-country investigations. It is notable that the GMR continues to produce regional overviews that work to alleviate the lack of local context inherent in any global report.

#### **Respondent quotes on the loss of regional/country level information**

**Tanzania (UNESCO Staff):** The regional context is weak. The focus is more on the international context. Analysis of data at the regional level is not strong.

**Comoros (media):** The report is well elaborated, but there is a gap between what the report presents and reality.

**Pakistan (several stakeholders):** There should be more in-depth assessment and analysis of data across countries and regions, e.g., what is the per unit cost per rural primary school in India or Bangladesh? What is constituted as a model government primary school in India? Iran? What is a model private school in other countries compared to Pakistan?

## **4.6 Outreach of the GMR**

The reach of an international report is an obvious factor influencing its use and impact. This section focuses on the effectiveness of the methods the Report Team uses to reach its targeted audience, including: direct mail, distribution of the GMR through UNESCO offices, official launches and associated activities, its website, and other new forms of online communication.

It was not possible to obtain an objective measure of the extent to which people are aware of the GMR. The majority of respondents in this survey knew about the GMR due to their involvement or contact with previous GMRs, as evidenced by their inclusion in the distribution list, or through involvement in international education meetings where the GMR had been presented.

In-country investigations were of critical importance in obtaining the views of other stakeholders who were not on the distribution list, and therefore less likely to be connected electronically. Any concerns on outreach expressed by the survey respondents are likely to be magnified among those outside this circle of connected users.

**Finding 21: The effectiveness of the GMR and its level of outreach are hampered by the distribution list compiled by UNESCO which is not adequate to ensure the dissemination of the report to EFA stakeholders, particularly in developing countries.**

The GMR distribution list, compiled in collaboration with UNESCO Education Division, is one of the key tools used to disseminate the report and to engage and communicate with its audience. The distribution list was also the basis for the electronic survey employed in this evaluation. While representatives from all target groups are represented in the distribution list, there is a sense that the list is more comprehensive and more accurate for stakeholders such as researchers, donors, multilateral organizations, and NGOs than it is for policy makers in developing country Ministries of Education. No distribution targets exist which could ensure that the various types of stakeholders area reached.

For example: In Pakistan, out of 41 stakeholders reached by our in-country investigator, 12 were unfamiliar with the GMR and five of these were government stakeholders. In-country investigations in the Philippines, Chile, and Comoros suggest that donor agencies and researchers are generally more

aware of the GMR and report greater use of the GMR than representatives of local governments. In Comoros, only a few copies of the GMR were available within the Ministry of Education. In Chile, the unit within the Ministry of Education responsible for the follow-up of the MDGs does not receive the GMR. This reduces any influence the report could have on the policies of either of these countries.

**Finding 22: The effectiveness of the GMR is limited to some degree by the need for better distribution of additional copies of the report in developing countries and by the lack of systematic coordination with UNESCO to track key users.**

By and large the GMR is not reaching targeted users in developing countries through electronic versions or dissemination strategies. A number of users interviewed indicated a continued preference for receiving the paper version of the GMR, and this was confirmed by survey respondents, 52% of whom prefer to both electronic and paper copies of the report, and 31% of whom prefer a paper version. For a developing country audience, there is a continued reliance on paper copies of the report that are distributed directly to Ministries of Education and to UNESCO National Commissions.

While at least two hard copies are sent to each Ministry of Education, there is all-too-often a dearth of copies of the GMR available to key users in the Ministry of Education. As noted in **Finding 23**, where there is no targeted launching of the report, the dissemination of the GMR beyond National Commissions and the Ministry of Education is minimal. In many instances, UNESCO offices and ministries do not have explicit distribution strategies, and distribution is informal. For example, in some cases, UNESCO staff brings copies of the GMR on missions to cluster countries to be distributed during the mission, but there is no clear strategy and no feedback on the success of this method.

While the Report Team relies heavily on UNESCO at the regional and national level for GMR distribution, in-country investigations revealed that UNESCO offices are not consistent in distribution of the GMR, both in terms of having updated mailing/distribution lists and in terms of feedback mechanisms to share stakeholder information with the Report Team. Moreover, neither UNESCO or the Report Team have a systematic follow-up or reporting mechanism to track who received a copy of the GMR at the country level. UNESCO field office staff confirmed that they do not provide feedback to the Report Team unless they need additional copies of the report.

There is no accountability from UNESCO in the distribution or dissemination of the GMR; while some country offices provide model service to the Report Team in disseminating the GMR, others do not. Exemplary service to the GMR team by UNESCO offices has included the following elements:

- An updated distribution list of stakeholders who should receive a copy of the GMR – sent to the Report Team
- Feedback on the need for additional copies of the report
- In-country translation of the Report or ancillary products into local languages
- Invitations to key stakeholders to an official launch of the GMR
- Feedback to the Report Team on GMR launch success and participation

In the evaluation period, while many UNESCO offices provided exemplary service in line with these best practices, this was not observed consistently across all offices, resulting in the patchy awareness of the GMR in developing countries as highlighted in both the current reporting period and the 2006 Evaluation.

It should be emphasized that the dependence on UNESCO is a drawback for the GMR at the dissemination level. The network of roughly 50 field offices for UNESCO is far less than the field presence of comparator reports such as those produced by UNICEF, UNDP and the World Bank. As a result, the GMR Report Team does not enjoy the same level of access to key decision makers in government as those other agencies, and are less able to develop updated lists of key stakeholders on a country-by-country basis.

**Finding 23: An official and public launch is seen to be a crucial factor in increasing awareness and subsequent usage of the GMR.**

The Report Team increased the number of launches from 12 in 2006 to roughly 40 in 2009, and increased its own participation in launches in the past four years. In countries with GMR launches, our investigation showed that these were highly appreciated and increased awareness of the key messages of the GMR. Government users in these instances could often recall the theme of the report and the thrust of the discussions and debate.

In countries where there was no GMR launch, there was a real lack of awareness of the report or its contents, and few opportunities for GMR stakeholders to exploit the report. In-country investigations suggest that governments and policy makers are not adequately reached through GMR's report dissemination strategies, and stakeholders have suggested that a meeting where key report findings are presented would be welcome.

Advisory Board members noted that launches were key opportunities for their participation and collaboration with the Report Team at the country level. This has already occurred in some instances in the past, whereby an organization represented by an Advisory Board member offered to plan and implement a public launch for a particular country.

Other comparator reports, such as the UNDP Human Development Report (HDR) and the World Bank's World Development Report (WDR), are taking advantage of public consultations both before and after the release of a report to achieve greater awareness of the report. Both the WDR and HDR consider public and stakeholder consultations as key awareness raising opportunities, and these are often held before the official release of the report. This is less prominent with SOWC, however, which relies primarily on post-launch activities.

**Finding 24: The Report Team has implemented a range of new tools to communicate with its audiences and these appear to be gaining some traction and improving the level of outreach of the GMR.**

The Report Team has recognized the need to reach its intended audiences in new and unique ways in this competitive landscape. It has added more documents, information, and tools on the GMR website. The website now provides past editions of the GMR, all related documentation and background papers, media articles, and GMR statistics in Excel tables for ease of use by researchers.

The Report Team has also expanded its methods of communicating with stakeholders in the digital age. It is experimenting with video, Facebook, and Twitter, and in 2010, introduced a weekly blog in order to maintain more frequent visits to the website and more frequent communication with users. While these developments are outside the purview of this evaluation, it should be noted that these outreach tools are in line with and sometimes more advanced than those used by comparator reports.

In line with **Finding 22**, paper copies continue to be required for use in developing countries. However, the electronic landscape is evolving quickly in the developing world and must be tracked to follow the increasing on-line use from developing nations. Already, on-line downloads of the GMR have matched and exceeded actual print production figures; for example, distribution of print copies of the 2009 GMR totaled roughly 15,000 in the first 6 months of 2009; in the same period, English copies of the 2009 GMR were downloaded over 22,000 times. The Report Team has seen a commensurate increase in the frequency of visits of its website, and cursory Google Analytics data analysis suggests that an increasing number of users, including those from key developing countries, are making use of these electronic tools.

## 5. Efficiency<sup>30</sup>

### 5.1 Production of the GMR

**Finding 25: The Report Team has undertaken several initiatives to improve overall efficiency; some of these changes have not been formalized.**

During the review period, the Report Team undertook several initiatives to improve efficiency:

- In 2009, a system was put into place to improve the way in which externally commissioned research papers are reviewed and scored – to improve both timeliness and quality. Commissioned papers are a significant part of the GMR product, and require a large percentage of research officer time for review and feedback.
- A better distribution system was developed to respond in a more timely way to demands for paper copies and ancillary products of the GMR.
- The Report Team used dedicated staff members or external consultants to begin the concept note for the following year’s edition. This change, while seen as positive, was not formalized in subsequent years.

**Finding 26: The efficiency of the GMR production process is hampered by changes in procedures and tight deadlines.**

This finding, which also appeared in the 2006 evaluation, appears to be inherent in the GMR and other similar reports and has several causes: The introduction of a new GMR Director resulted in some changes in work style and work flow, and made it difficult to stick to timelines used in previous issues. The introduction of an editor required additional time within the report’s cycle to review the report and bring a consistent tone to the GMR.

The Report Team continued to work in close collaboration with UNESCO Institute of Statistics (UIS) for data collection and monitoring section completion; deadlines remained tight for the first production of the monitoring section of the report and for finalization of statistics for UIS, as UIS must format tables specifically for the GMR. This has become largely systematized in the reporting period, with mutual satisfaction in the way that UIS works collaboratively with the Report Team.

It should be noted that UIS is aiming to increase the updates of its own country statistics, which may have implications for the data provided to the GMR team. UIS also provides a number of products and services to other UN agencies, the World Bank, and Ministries of Education worldwide.

In some years, there were up to 70 externally commissioned papers for one report, which put a great deal of administrative and review burdens on the GMR staff. As mentioned in **Finding 16**, systems have been put in place to harmonize quality and improve timely feedback, however, the workload remains significant.

Tight deadlines are also evident in comparator reports. UNICEF’s State of the World’s Children relies on an extensive internal staff to produce large sections of the report. The variety of themes covered by HDR and WDR require a larger contingent of subject specialists to be hired and commissioned for each report. The WDR also benefits from a two-year production cycle, with concomitant leeway to expand the scope of the procedures at each stage of the production cycle.

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<sup>30</sup> “Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.” Source: OECD Glossary of Key Terms in Evaluation and Results Based Management

**Finding 27: Demands on the Report Team have increased, reflecting the larger and more diverse needs of the GMR, and have resulted in increased costs which have led to fiscal shortfalls.**

The demands on the Report Team have increased as the breadth of the GMR and its ancillary products has expanded. The Report Team now produces the report as well as a number of supplemental products. Senior researchers are asked to participate in more meetings and launches than before. Interviewed staff noted that following the official launch of the report the demand for speaking engagements regularly exceeds supply. Also, a greater number of media releases and internet and web based tools must be maintained. With the increase in workload, there has been an increase in staff in the last four years (from 16 staff members in 2006 to 19 in 2009). There are two new positions for research support and one for distribution. This led to an increase in staff costs in 2009 beyond what was estimated in the budget; 2009 staff costs were in excess of \$2 million, while the budget was \$1,620,000. The overall budget for the GMR is \$4,000,000 per year.

**Exhibit 5.1 Budget for GMR (in US\$)**

Expenditure	2006	2007	2008	2009*
Staff	1,403,384	1,536,621	1,595,107	2,052,758
Missions and Professional Development	185,994	135,467	56,819	66,321
Equipment	30,652	81,499	74,950	13,442
Evaluation	79,546	29,986		180,149
Advisory Meetings	47,956	29,928	55,462	18,397
Research	482,949	706,413	357,573	379,553
Report Production, Communication and Distribution	1,631,963	960,025	1,034,630	742,044
Other Language Version		1,216,873	935,802	641,325
10% overhead costs				409,529
<b>Total</b>	<b>3,862,444</b>	<b>4,696,812</b>	<b>4,110,343</b>	<b>4,503,518</b>

## 5.2 Sustainability of the GMR leading up to 2015

**Finding 28: The long-term viability of the GMR is questionable as the Report Team has not developed a funding strategy or clarified its intent to seek new donors to the GMR.**

In the early years of the GMR, securing funding for the GMR was not a concern; it benefitted from a stable funding environment and an informal assurance that funds would be available from committed donors when needed.

However, since the end of 2009 there has been less certainty with regard to the financing of the GMR. While new Terms of Reference exist for the Advisory Board, there has been little effort to clarify or specify the entry or exit strategy of donors to the GMR. For example, there are no guidelines for potential donors about minimum contributions, level of expected participation, or length of participation.

As shown in Exhibit 5.2, the budget requirement of roughly \$4 million for future GMRs has not yet been secured; the latest data shows roughly \$2.1 million currently committed in 2010 for the upcoming report. While this is beyond the scope of the present evaluation time period, the financial viability of the GMR must be forward looking in order to ensure that the Report Team has the finances in place to remain sustainable in the short to medium term.

**Exhibit 5.2 GMR Funding Table 2006 to 2011, in US\$**

GMR Donor	2006	2007	2008	2009	2010	2011
Canada		862,069				
Denmark	429,324		632,027	320,956		
France	120,865	136,799	149,371	70,324		
Germany	63,613	144,092	129,366	147,929	140,056	70,028
Ireland	658,760	683,995	786,165	218,024		
Netherlands	1,000,000		551,970		739,970	
Norway	488,480	543,672	428,874	456,617	529,915	529,915
Sweden	810,396	1,041,085	990,056	584,960		
Switzerland	65,513	82,963	153,166	189,573	190,295	38,059
UNESCO	135,000	135,000	105,000	105,000	75,000	75,000
United Kingdom	867,050	982,320	497,017	477,708	480,000	
<b>Grand Total</b>	<b>4,639,001</b>	<b>4,611,995</b>	<b>4,423,012</b>	<b>2,571,091</b>	<b>2,155,236</b>	<b>713,002</b>

Note: 2010 and 2011 figures include received and committed funding.

## 6. Recommendations

### 6.1 Overview

The following evaluation recommendations address both operational and strategic issues. The operational recommendations, addressed to the Report Team, primarily concern the need for stronger dissemination and outreach for the GMR. The strategic recommendations, which are addressed to the Report Team and the Advisory Board, concern the need for a medium-term GMR strategy to 2015, a longer term plan beyond 2015, and a Human Resources Strategy.

### 6.2 Strengthening Outreach and Dissemination

At the moment, GMR outreach and dissemination activities include four methodologies: mailing the report, GMR launches, the GMR website, and media communications. As noted in **Findings 15 and 24**, media communications and the GMR website have begun to yield positive results, but there are still important groups of stakeholders who are not aware of the report (see **Finding 22**). A better distribution list would help to ensure that the report is received by targeted users.

**Recommendation 1:** To ensure that targeted users receive the GMR, and to improve ongoing communication with users throughout the year, the Report Team should work with UNESCO to develop a distribution list for their mutual benefit.

Although the GMR is mailed to all addresses on the distribution list, some targeted individuals are not receiving it, either because the address is not specific enough or is being mailed to another office within the Ministry. The distribution list also does not contain updated e-mail data for communication purposes.

The Report Team and UNESCO should work together to improve the distribution list for their mutual benefit. The UNESCO national and cluster offices will be able to better track key participants for their education activities, while the GMR Report Team will acquire a more accurate and comprehensive picture of GMR users for communications and distribution of the GMR. This will require a concentrated and collaborative effort to:

- Update and verify existing users to ensure the report reaches targeted individuals (e.g., updated and verified mailing addresses and email addresses, correct name of person holding a position),
- Revisit the actual resources (staff) required to maintain the distribution list,
- Share the costs of creating a database or list.

A more detailed and accurate distribution list, and one that is better targeted to developing countries, will not only help the Report Team to disseminate the GMR, but also to interact with and engage stakeholders throughout the year on areas of interest. This could include sending information tailored to specific audiences (i.e. sending information on education on Africa to a subset of the distribution list located in Africa, or sending advocacy notes to a specific group). Targeting stakeholders in specific regions and providing relevant new analyses will help the Report Team respond to issues at the regional and country level, a key limitation of global reports of this nature as identified in **Finding 11** and **Finding 20**.

**Recommendation 2:** Targets should be established for distribution, particularly for key audiences.

A more detailed dissemination strategy based on estimates of user groups, and the planned outreach to each type of user group (government policy makers versus media) may be considered, with measurable targets for monitoring purposes. While providing more than two paper copies for each Ministry of Education may be the most accessible way to increase distribution at the national level, care must be

taken to ensure that increased distribution is cost effective. As such, follow up will be essential at the regional level and may be best focused in those countries with the furthest to go in achieving EFA goals. Given the internal distribution patterns that were identified in Finding 11, 12, 22 and 23 and the degree to which the GMR is not being adequately circulated at the national level in developing countries, the GMR team needs to closely monitor the effectiveness of electronic and paper distribution through closer analysis of the electronic distribution of GMR products, such as the uptake of downloads from the GMR in key geographical regions. Targets that are set for downloads, mailings, and for type of user should be tracked and followed.

**Recommendation 3: To increase awareness of the GMR among potential users, the Report Team should develop a more directed early stage approach to consultation with developing countries**

Throughout this report there has been a consistent pattern of some degree of concern being expressed by developing countries about the degree to which they are engaged by the GMR at an early stage. This has been particularly expressed in **Findings 8, 11 and 22**. While Advisory Board consultations and outreach by elements of UNESCO have been effective to some degree, the above findings point to some shortfalls in outreach.

Comparative analysis with WB and other UN system reports show that a greater degree of prior consultation tends to lead to more acceptance and buy-in at the national level and as well, if not more importantly, an increased awareness of the relevant reports by key national decision-makers. In reports such as HDR and WDR, these consultations appear to gain a measure of “buy-in” from government and key policy makers at an early stage, and bring a greater level of regionality to discussions and thus enhance the relevance of the report.

In essence, shaping a strong early stage consultation strategy may to some degree also address the challenges of the GMR reaching key decision-makers as opposed to being largely a technical report for specialists.

**Recommendation 4: Pre-Launch Consultations need to be more coordinated and integrated into a broader outreach and distribution strategy to better reach key audiences in developing countries**

The second element of the strengthening of the consultation and outreach process relates to the formal Pre-Launch. To remain relevant to EFA stakeholders and expand awareness of the GMR, the Report Team might consider expanding the number of pre-launch consultations, particularly with government stakeholders to share and consult on the main thematic areas of the GMR at an early draft stage. This sort of consultation differs in part from that noted above in that it can be directed towards an eventual GMR report, while the former may be of a more general nature. Both therefore, play a part in a new strengthened continuum of enhanced consultation, in response to **Findings 8 and 11**.

Such pre-launch consultations may support the collection of contacts for a wider and more complete distribution list, thus responding to **Finding 21**. They should also be targeted in such a way so as to build greater awareness of the GMR in countries where EFA progress towards 2015 is at risk.

**Recommendation 5: Launch Presentations should be expanded, using more UNESCO resources combined with a more active presence of Advisory Board members**

The formal Launch at the national level, as presented in **Finding 23**, and to a lesser extent, the regional level, provides the venue by which the GMR can move from simply a report to a catalytic device that can contribute to enhanced awareness and increased level of commitment for overall EFA objectives. New and strengthened approaches to training for UNESCO and Advisory Board members may wish to be

contemplated so that they can be more forceful “on the spot” advocates. This however, implies the primary need for the GMR team and UNESCO to establish a more complete partnership, as presented below.

Specifically, the actual Launch presentation requires presenters with a certain level of knowledge on content and thematic material. Building alliances with national level potential presenters and thematic experts for launch meetings (and pre-launch consultations) could also greatly enhance GMR outreach by strengthening the level of local context. A Training of Trainers (ToT) element for presenters is necessary, and, as also discussed in **Finding 23**, a stronger engagement of Advisory Board members might be further explored in developing countries.

Greater penetration of launches in key regions must fit within a wider dissemination strategy based on targeting of user groups and monitoring and evaluation. For example, out of 40 launches in 2009, only 5 were held in Africa where the EFA challenge is the greatest. This sort of shortfall however, requires more than trained spokespersons and presenters. It is symptomatic of a larger challenge that faces the GMR – the need for both renewed roles and responsibility and an accompanying overall wider and renewed GMR strategy, both of which will be discussed shortly

### **Recommendation 6: Launch and Post-Launch Activities should also target government policy makers in key countries.**

The final recommendation of this continuum speaks to post-Launch activity, activities that can be just as valuable, if not more, especially in sustaining commitment and providing on-going encouragement for national level decision-makers. To improve the use and impact of the GMR in countries still trying to meet EFA goals, the Report Team might consider the post-launch targeting government policy makers, one of the key user groups, in developing countries for partnership activities.

In this way, a GMR cycle would evolve starting with early prior consultations, more targeted and focussed formal Pre-Launch and Launch activity, sustained by follow-up. Post-launch activities may coincide with key moments of reflection within a country, such as development of PRSPs, sector plans or EFA policies. However, to identify such key moments, the Report Team will have to have a new, more active working relationship with UNESCO at the regional and national levels.

## **6.3 A renewed strategy to 2015 and beyond**

The next set of recommendations address what may be the most serious challenges to face the GMR and the Report Team over the medium term future.

Two threads run through the findings of this report: the need to strengthen the partnership with UNESCO in more concrete ways, in order to maximize the positive elements of the relationship in **Finding 13** while maintaining independence, as outlined in **Finding 18**; and, the requirement to strengthen the relationship with the GMR donor community by means of a more strategic approach to medium term planning and resourcing. The following in essence, lay out a significant “mid-course correction” that requires the Advisory Board, UNESCO and the individual donor nations to place fairly significant and timely emphasis on the future of the GMR.

When taken together, this set of recommendations will lay out a more effective and sustainable GMR out to 2015, and lay the ground work for the EFA challenges that may remain in the post 2015 world.

**Recommendation 7: The GMR Advisory Board, the Report Team and UNESCO need to establish a new and enhanced partnership by means of a clearly delineated Roles and Responsibilities Agreement.**

Several of the findings of this report and key recommendations noted above point to the timely need for the relationship with UNESCO to be clarified. For example, only 5 of 40 2009 GMR national launches occurring in Africa, the primary target region for enhanced EFA activity by all concerned, shows that while the current mode of cooperation “works” ,much more could be done to optimise the effectiveness of the GMR. As well as has been shown, the effectiveness of the proposed continuum of consultation described immediately above implies a closer partnership with UNESCO, both at Headquarters and around the world.

As well, the trend noted in **Finding 17** to a more advocacy-focused GMR will require the Report Team to maintain closer relations with several key elements of UNESCO. Given the current trends toward decentralisation at UNESCO, the new partnership implied above would reach out to not only the Education Sector; it would also have to include policy and planning units, those involved in public relations and communications, and most importantly, the Bureau of Field Coordination and the Africa Department.

A new Roles and Responsibilities Agreement might be targeted, among other things, to more clearly setting out field level responsibilities for pre and post Launch activities, the more selective targeting of Launches to ensure a high level of impact in developing nations and by extension, the identification of the most suitable locales of Launches in developing nations, the broadening of the basis of the distribution of the GMR by more active sharing of resources and contact lists, etc.

**Recommendation 8: The Report Team and Advisory Board should develop a medium-term strategic plan and budget to ensure the sustainability and relevance of the GMR from 2010 to 2015.**

With the 2015 deadlines for both EFA goals and the MDGs on the horizon, challenges remain and a number of countries will not reach these goals by 2015 (as noted in **Findings 1 to 4**).

The Advisory Board and the Report Team must consider how to sustain the GMR for the next five years. While the GMR budget was assured through 2010 by committed donor contributions, there are insufficient donor commitments to support the GMR 2011 or beyond. (**Findings 27 and 28**)

The Report Team and Advisory Board should develop a medium-term strategic plan and funding strategy that includes:

- a budget that is aligned with operating costs [and provides options for cutting costs of the GMR should insufficient resources be available for GMR 2011];
- identification of additional resources to support expanded dissemination and outreach (see Recommendations 1-6);
- a strategy to identify new donors to support GMR from 2011 to 2015;
- identification of themes for the next three reports;
- clarification of GMR roles and responsibilities for the Report Team and UNESCO. (see Recommendation 6).

In developing the strategic plan and budget, the Report Team and Advisory Board could consider allowing donors to earmark funds for specific GMR elements that they are interested in supporting. This might include, for example, support for specific GMR themes or for production costs such as translation, as has been done in the past.

Consideration might also be given to reaching beyond the GMR's traditional bilateral donors to philanthropic organizations such as the Ford, Rockefeller, and Gates Foundations, all of which have a strong interest in education and the MDGs.

**Recommendation 9: The Report Team and Advisory Board should define criteria for membership of the Donor Committee of the Advisory Board.**

To ensure the continued viability of the GMR and maintain transparency with donors, the Report Team and Advisory Board should develop guidelines for donor entry and exit and for membership of the Donor Committee. These might include, for example, a minimum annual contribution for donors to remain members of the Donor Committee, based perhaps on a three-year period to allow for flexibility among donor funding cycles.

The funding strategy needs to be integrated into the broader mid-term strategic plan and also with the proposed roles and responsibilities agreement with UNESCO.

**Recommendation 10: The Report Team, Advisory Board, and UNESCO should establish a task force to explore options for the GMR after 2015.**

As noted in **Findings 1 to 5**, the EFA needs are such that the requirements for authoritative documentation on EFA progress and educational research will continue beyond 2015. So the question remains of what will happen to the GMR beyond 2015. Should the report continue after the 2015 deadline? If so, what will it aim for? Who will manage it? Should it continue as an independent organization? Will UNESCO continue to host it? Should it keep the same title?

The Report Team, Advisory Board, and UNESCO should establish a task force to examine future challenges and outline options for the GMR. The task force may include: one member from UNESCO, one member from the Report Team, a donor from the Advisory Board, and a developing country user from the Advisory Board.

Some of the findings and suggestions that emerged in this evaluation could guide the task force. These include, for example:

- the need for increased focus on developing countries;
- the lack of GMR references in international publications;
- Suggestions that the focus of the GMR should be broadened in line with the earlier series of the UNESCO World Education Report, or that statistical tables could be developed in parallel with the UIS Global Education Digest (GED).

**Recommendation 11: The GMR Team and the Advisory Board may wish to “rebrand” the GMR so as to avoid the degree of present ambiguity as to its ownership.**

This evaluation, in **Findings 18** found that there was some ambiguity among stakeholders as to the nature of the GMR and its ownership. This is in large part due to the somewhat amorphous title (Global Monitoring Report) and the seeming overlap that some stakeholders see with accompanying products of the World Bank (the same title), and the UN system, including UNESCO.

A “rebranding” of the GMR might serve to reduce those levels of ambiguity and also serve as a focal point for a new mid-term strategic plan and renewed more sustainable funding formula, as well as a needed clarified relationship with UNESCO. In addition, such a rebranding might be able to emphasize the more advocacy related nature of the present GMR and also underscore the growing urgency of the EFA challenges.

**Recommendation 12: The GMR Report Team and the Advisory Board, as part of the new mid-term Strategic Plan, may wish to develop a basic human resources management plan for the years out to 2015.**

There is a tendency in strategic planning to overlook the linkages between the vision of the plan and the practical reality of delivery. However, the approach that is proposed herein links vision with clarified roles and responsibility, with enhanced sustainability measures. All that remains is to ensure that the crucial human resources are available to meet new tasks and challenges.

For example, if the suggested continuum of early, pre-launch and post launch consultation and engagement is accepted, additional staff will be required by the GMR Team as well as additional resources from UNESCO. In this regard, the suggestion noted above, to begin the identification of themes for the next three years of GMRs requires the institutionalisation of planning and coordination at the senior staff level (see below). As well, given the greater weight placed on advocacy, personnel need to be available for additional on-going outreach and training activities.

A human resources management plan also would enable the donor community, as part of the work towards increasing the long-term sustainability of the GMR, to better assess the real costs of a refreshed GMT Report.

**Recommendation 13: The Report Team should consider assigning a senior staff position to be responsible for a continuum of planning documents commencing with the identification of themes some three years out to the development of the concept notes for the upcoming GMR 18 months before launch.**

This recommendation points to the **Findings 16, 20 and 25** on production and efficiency of the Report Team itself; In particular, the strategy of engaging a separate focal point at the beginning of the 18-month cycle. If this concept is expanded to include the identification of report themes some three years in advance, it is only natural that one position (not an individual, but a clearly identified post) should assume responsibility for the management of what may be a crucial aspect of the GMR. Underlining this specific recommendation is the recognition, as shown in Recommendations 3-5, that additional, early and pre-launch activities could greatly strengthen the buy-in and awareness of the GMR.

**Recommendation 14: The Report Team may wish to consider innovative human resources management practices to augment the staff levels.**

The additional responsibilities suggested in this report's recommendations section will involve the need for both more financial and human resources. Yet, it is natural that donors be reluctant to fund increased infrastructure. To that end, the GMR Team may wish to explore more innovative and participatory ways of securing the human resources they will need for the 2011 – 2015 window.

In the case of the GMR, there has been both a lending and financing of Report Team staff in the reporting period. The evaluation team has witnessed on several occasions a major bilateral donor "lending" one of their professional staff persons for a set period of time (one or two years) to bodies somewhat analogous to the GMR. In some instances, this "loan" is targeted towards areas of prime interest to the bilateral donor (African matters in one recent case). As well, some consideration might be given to reaching out to the major philanthropic donors noted above to provide either "in kind" or in cash support for specific human resources functions of a refreshed GMR.

Finally, given the close working relationship between UNESCO and the GMR Team and as part of a redefined set of roles and responsibilities, consideration might be given to asking UNESCO to support a rotational post for a Young Professional (one to two year assignment for the YP with the GMT Team, and then return to UNESCO). In this same light, the development of a formal internship initiative might also broaden the staff base of the GMR Team. For example a number of tasks may be well suited to the

support of an intern, who can provide timely assistance to the research and professional staff members at a low cost. Linkage with a university that provides graduate degrees in international development, preferably in Europe, would institutionalize the arrangement and give it a higher profile.