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Report No: PAD5392

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROGRAM APPRAISAL DOCUMENT

ON A PROPOSED CREDIT
IN THE AMOUNT OF SDR 135.6 MILLION (US\$180 MILLION EQUIVALENT)
TO THE REPUBLIC OF MADAGASCAR
AND

A PROPOSED GRANT
IN THE AMOUNT OF SDR 150.7 MILLION (US\$200 MILLION EQUIVALENT)
TO THE REPUBLIC OF MOZAMBIQUE
AND

A PROPOSED GRANT
IN THE AMOUNT OF SDR 9.1 MILLION (US\$12 MILLION EQUIVALENT)
TO THE AFRICAN UNION

FOR AN
EAST AFRICA GIRLS' EMPOWERMENT AND RESILIENCE PROGRAM
USING THE MULTI-PHASE PROGRAMMATIC APPROACH
WITH AN OVERALL FINANCING ENVELOPE OF US\$832 MILLION EQUIVALENT

September 7, 2023

Social Protection and Jobs Global Practice
Eastern and Southern Africa Region

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CURRENCY EQUIVALENTS

Exchange Rate Effective – May 31, 2023

Madagascar		Mozambique	
Currency Unit =	MGA	Currency Unit =	MZN
US\$1 =	MGA 4,390.01	US\$1 =	MZN 63,88
SDR 0.75 = US\$1			

FISCAL YEAR
January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AfCFTA	African Continental Free Trade Area
AFE	Eastern and Southern Africa
AM	Accountability Mechanism
AU	African Union
AUC	African Union Commission
CAI	Integrated Care Center (<i>Centro de Atendimento Integrado</i>)
CIEFFA	International Centre for Girls and Women’s Education in Africa
CoP	Community of Practice
COVID-19	Coronavirus Disease 2019
CPF	Country Partnership Framework
CRI	Core Results Indicator
CSO	Civil Society Organization
DHS	Demographic and Health Survey
DRC	Democratic Republic of the Congo
E&S	Environmental and Social
EAGER	East Africa Girls’ Empowerment and Resilience
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESS	Environmental and Social Standard
FCV	Fragility, Conflict, and Violence
FEI	Financial and Economic Inclusion
FGM	Female Genital Mutilation
FID	Development Intervention Fund (<i>Fonds d’Intervention pour le Développement</i>)
FM	Financial Management
FPU	Facilitation Project Unit
GBV	Gender-Based Violence
GCRF	Global Crisis Response Framework
GDP	Gross Domestic Product
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
HIV	Human Immunodeficiency Virus
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communications Technology
IDA	International Development Association



INAS	National Institute for Social Action (<i>Instituto Nacional de Acção Social</i>)
IPF	Investment Project Financing
IRR	Internal Rate of Return
KGS	Keep Girls in School
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation
MEN	Ministry of National Education (<i>Ministère de l'éducation nationale</i>)
MGCAS	Ministry of Gender, Children and Social Action (<i>Ministério de Género, Criança e Acção Social</i>)
MINEDH	Ministry of National Education and Human Development (<i>Ministério de Educação e Desenvolvimento Humano</i>)
MIS	Management Information System
MPA	Multiphase Programmatic Approach
MSME	Micro, Small and Medium Enterprise
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
NGO	Nongovernmental Organization
PAEB	Basic Education Support Project (<i>Projet d'appui à l'éducation de base</i>)
PDO	Project Development Objective
PforR	Program-for-Results
PI	Personal Initiative
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PPSD	Project Procurement Strategy for Development
PrDO	Program Development Objective
SCMD	Supply Chain Management Division
SEA/SH	Sexual Exploitation and Abuse / Sexual Harassment
SEF	Stakeholder Engagement Framework
SEJE	Secretary of State for Youth Employment (<i>Secretaria do Estado da Juventude e Emprego</i>)
SHG	Self Help Group
SoP	Series of Projects
SRH	Sexual and Reproductive Health
STEP	Systematic Tracking of Exchanges in Procurement
TA	Technical Assistance
UNICEF	United Nations Children's Fund
WaSH	Water, Sanitation and Hygiene
WGE	Women and Girls' Empowerment
WGYD	Women, Gender and Youth Directorate



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DATASHEET

BASIC INFORMATION

Project Beneficiary(ies) EASTERN AND SOUTHERN AFRICA	Operation Name East Africa Girls' Empowerment and Resilience		
Operation ID P179293	Financing Instrument Investment Project Financing (IPF)	Environmental and Social Risk Classification Moderate	

Financing & Implementation Modalities

<input checked="" type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternative Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)

Expected Approval Date 28-Sep-2023	Expected Closing Date 30-Jun-2029	Expected Program Closing Date 30-Jun-2029
Bank/IFC Collaboration No		

MPA Program Development Objective

To increase girls' and women's educational attainment and earnings in the program areas, and to strengthen the institutional capacity to implement gender-equality policies.



MPA FINANCING DATA (US\$, Millions)

MPA Program Financing Envelope 832.00

Components

Component Name	Cost (US\$)
1. Boosting Human Capital Accumulation	152,000,000.00
2. Enabling Access to Productive Employment	127,000,000.00
3. Building the Enabling Environment	72,000,000.00
4. Project Implementation Support	41,000,000.00

Organizations

Borrower: Africa Union, The Republic of Madagascar, The Republic of Mozambique
Implementing Agency: Ministry of Gender, Children and Social Action (MGCAS), Africa Union Commission, Secretary of State for Youth Employment (SEJE), Ministry of National Education (MEN), Development Intervention Fund (FID)

MPA FINANCING DETAILS (US\$, Millions)

MPA Financing Envelope:	832.00
of which Bank Financing (IBRD):	0.00
of which Bank Financing (IDA):	832.00
of which Other Financing sources:	0.00

PROJECT FINANCING DATA (US\$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)? No
Is this project Private Capital Enabling (PCE)? Yes

SUMMARY

Total Operation Cost	392.00
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Total Financing	392.00
of which IBRD/IDA	392.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	392.00
IDA Credit	180.00
IDA Grant	212.00

IDA Resources (US\$, Millions)

	Credit Amount	Grant Amount	SML Amount	Guarantee Amount	Total Amount
Eastern and Southern Africa	0.00	12.00	0.00	0.00	12.00
Regional	0.00	12.00	0.00	0.00	12.00
Madagascar	180.00	0.00	0.00	0.00	180.00
Regional	80.00	0.00	0.00	0.00	80.00
National Performance-Based Allocations (PBA)	100.00	0.00	0.00	0.00	100.00
Mozambique	0.00	200.00	0.00	0.00	200.00
National Performance-Based Allocations (PBA)	0.00	100.00	0.00	0.00	100.00
Regional	0.00	100.00	0.00	0.00	100.00
Total	180.00	212.00	0.00	0.00	392.00



Expected Disbursements (US\$, Millions)

WB Fiscal Year	2024	2025	2026	2027	2028	2029
Annual	12.00	30.00	70.00	90.00	100.00	90.00
Cumulative	12.00	42.00	112.00	202.00	302.00	392.00

PRACTICE AREA(S)

Practice Area (Lead)

Social Protection & Jobs

Contributing Practice Areas

Education; Finance, Competitiveness and Innovation; Health, Nutrition & Population; Social Sustainability and Inclusion

CLIMATE

Climate Change and Disaster Screening

Yes, it has been screened and the results are discussed in the Appraisal Document

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate



8. Stakeholders	● Moderate
9. Overall	● Substantial
Overall MPA Program Risk	● Substantial

POLICY COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No

ENVIRONMENTAL AND SOCIAL

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
ESS 1: Assessment and Management of Environmental and Social Risks and Impacts	Relevant
ESS 10: Stakeholder Engagement and Information Disclosure	Relevant
ESS 2: Labor and Working Conditions	Relevant
ESS 3: Resource Efficiency and Pollution Prevention and Management	Relevant
ESS 4: Community Health and Safety	Relevant
ESS 5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
ESS 6: Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8: Cultural Heritage	Not Currently Relevant
ESS 9: Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).



LEGAL

Legal Covenants

Sections and Description

(Madagascar only) The Recipient shall: (a) not later than three (3) months after the Effective Date recruit or re-assign a financial management specialist, an accountant, and an internal auditor to the MEN-PIU; and (b) cause FID to recruit a senior accountant in each of regions of operation, with terms of reference, qualifications, and experience, satisfactory to the Association, except in FID regions of operation where a senior accountant is in place under the Recipient's Social Safety Nets Project, as set forth in the Financing Agreement of said Social Safety Nets Project (Grant Number D774-MG, and Grant Number D434-MG).

(Madagascar only) The Recipient shall, not later than six (6) months after the Effective Date, recruit an external auditor for the Project, acceptable to the Association, in accordance with the Procurement Regulations, and on terms of reference acceptable to the Association, including requiring said external auditor to confirm the adequacy of the controls of the Cash Transfer benefits based on procedures, acceptable to the Association.

Conditions

Type	Citation	Description	Financing Source
Effectiveness	Article V	The Recipient has prepared and adopted a Project Implementation Manual in form and substance satisfactory to the Association, no later than 120 days after the Signature Date.	IBRD/IDA
Effectiveness	Article V	(Madagascar only) The Subsidiary Agreement, acceptable to the Association, shall have been duly executed, and delivered on behalf of the Recipient and the FID and shall have become effective and binding upon such parties in accordance with its terms, no later than 120 days after the Signature Date.	IBRD/IDA



Disbursement	Section III.B	(Madagascar only) No withdrawal shall be made: (a) for payments made prior to the Signature Date except that withdrawals up to an aggregate amount not to exceed SDR 7,500,000 may be made for payments made prior to this date but on or after June 1, 2023, for Eligible Expenditures under Category (1); or (b) under Category (2)(b) for Cash Transfer benefits, unless FID Manual for Cash Transfers under Madagascar Safety Nets and Resilience Project (Credit Number 7263-MG), has been reviewed and updated to cover Cash Transfer benefits under this Project, as set forth in Sections I.E of Schedule 2 to this Agreement; or (c) under Category (3) unless the Recipient has caused FID to prepare, and has submitted, in form and substance satisfactory to the Association, an MSME Grants Manual (including a template of the MSME Grant Agreement).	IBRD/IDA
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I. STRATEGIC CONTEXT

1. **The proposed East Africa Girls' Empowerment and Resilience (EAGER) program has the ambitious goal of economically empowering girls (aged 10–17) and young women (aged 18–35) at regional scale.** The EAGER program will be structured as a “horizontal” Multiphase Programmatic Approach (MPA), where countries with common underlying challenges and similar levels of readiness will join in phases. The Republic of Madagascar and Republic of Mozambique are the first two countries in phase 1 of the MPA, with the African Union (AU) serving as a regional institution to support the program.¹ Subsequent phases of the MPA are expected to include Burundi, Comoros, the Democratic Republic of the Congo (DRC), Lesotho, Malawi, Zambia, and Zimbabwe.

2. **A woman is economically empowered when she has the skills and resources to compete in markets and the power to act on economic decisions.**² Yet in the Eastern and Southern Africa (AFE) Region, more than 40 million girls do not attend school, and 55 million girls and young women are married before the age of 18.³ Lack of resources and agency during adolescence puts girls on a low-productivity trajectory that results in being left out of the labor market or disproportionately relegated to low-quality jobs during adulthood, and facing a significant gender gap in job earnings. In Sub-Saharan Africa, the median monthly labor income of men is more than twice that of women, and the incomes of female entrepreneurs are, on average, only two-thirds of that of male entrepreneurs.⁴

3. **A human-centered regional engagement is needed to address the deep-rooted causes of women's disempowerment and enable a “big push” to unleash girls' and women's potential (Figure 1).** The proposed MPA is a multi-sectoral effort encompassing education, health, jobs, and social inclusion—recognizing that these dimensions are strongly interrelated in women's empowerment. A regional operation helps to build widespread momentum across a critical mass of stakeholders, leverage cost efficiencies, and reach scale at a magnitude that could not be achieved through a single country operation. The regional approach acknowledges that the negative spillovers of transboundary issues, such as infectious diseases, migration, climate change, and conflict and violence, deeply affect women in AFE countries. Finally, the regional approach provides a coherent framework to promote women's role in fostering (and taking advantage of) regional integration, particularly through regional trade and the digital economy.

4. **The EAGER program aims to achieve impact at scale by directly reaching millions of girls, women, and stakeholders in their environment, and by creating the institutional conditions to empower even more girls and women.** In Phase I only, the proposed MPA is estimated to directly support more than two million girls to stay in or return to school and 160,000 women to increase their productivity in the labor market. The program is also expected to reach over six million agents of change (such as traditional leaders, parents, and boys) through behavioral change campaigns to shift gender norms, and to build the capacity of 26,000 local administrators, community leaders, and service providers to properly implement gender-equality reforms. The MPA will also finance technical assistance (TA) and advocacy mechanisms at regional and national levels to remove regulatory bottlenecks to girls' and women's

¹ Their project summaries are provided in Annexes 1 to 3.

² The literature on economic empowerment draws extensively on the conceptualization of empowerment first formulated by Kabeer (2002) (“two elements, resources and agency, determine an individuals' ability to exercise choice”), later adapted to economic empowerment, with a focus on labor markets, by Golla et al (2011) (“A woman is economically empowered when she has both the ability to succeed economically [the skills and resources to compete in markets], and the power to make and act on economic decisions [decision-making and control over resources and profits]”). The World Bank's work on Gender has been guided by this theoretical framework. (Kaneer. 2002. *Resources, Agency, Achievements: Reflections on the Measurement of Women's Empowerment*. Development and Change; Golla et al.. 2011. *Understanding and measuring women's economic empowerment*. ICRW).

³ UNICEF (United Nations Children's Fund). 2022. *Child Marriage in Eastern and Southern Africa: A Statistical Overview and Reflections on Ending the Practice*.

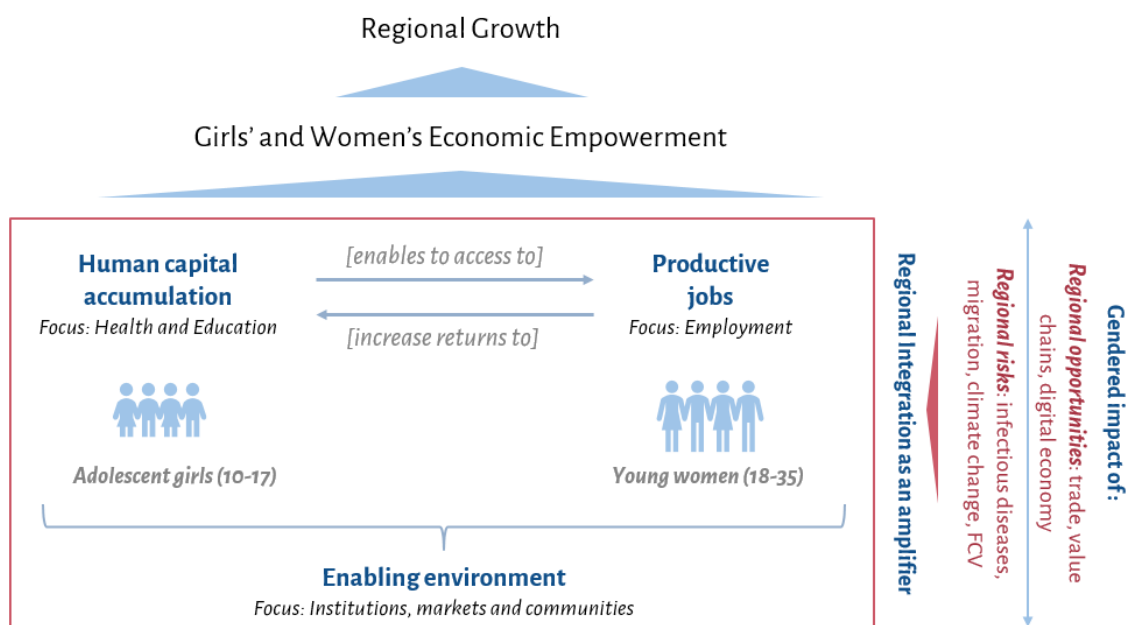
⁴ World Bank Group. 2019. *Profiting from Parity: Unlocking the Potential of Women's Business in Africa*. World Bank



empowerment. Finally, in all participating countries, the design of the MPA exploits synergies with ongoing national operations to amplify the overall portfolio's impact on girls' and women's empowerment.

5. **Investing in girls and women has a multiplier effect that goes beyond direct beneficiaries.** As with all human rights, gender equality represents a global public good. Better economic opportunities for women can trigger a demographic transition toward a more favorable population age structure, creating the conditions for a demographic dividend.⁵ Women's economic empowerment is also key to breaking the inter-generational transmission of poverty, as evidence shows that women reinvest a large share of their income back into their families. Closing the gender gap in lifetime earnings in Sub-Saharan Africa could achieve a projected dividend of US\$2.8 trillion (or US\$2,906 per capita) in wealth.⁶

Figure 1. Women's Economic Empowerment Requires an Integrated "Big Push"



A. Regional Context

6. **AFE accounts for a significant percentage of the Sub-Saharan Africa population estimated to be living below the poverty line.** Annual gross domestic product (GDP) growth averaged 2.3 percent over the last decade, albeit with significant heterogeneity across countries. AFE's macroeconomic context is increasingly being influenced by global crises (such as the Coronavirus Disease 2019 (COVID-19) pandemic, food and energy prices, and climate change) and regional trends (such as rising conflict and migration) whose transboundary effects have threatened to: increase extreme poverty, worsen hunger and nutrition, increase debt pressure, and redirect already limited fiscal resources.

⁵ The demographic dividend is defined as the economic growth potential that can result from shifts in a population's age structure, mainly when the share of the working-age population is larger than the non-working-age share of the population.

⁶ Wodon, Q. et al. 2020. *How Large Is the Gender Dividend? Measuring Selected Impacts and Costs of Gender Inequality*. The Cost of Gender Inequality Notes Series.



7. **Beyond their economic impact, recent global crises imposed a lasting toll on human capital accumulation, particularly among girls.** The COVID-19 pandemic for example exacerbated existing inequities in all AFE countries, affecting girls and women disproportionately. Girls were more likely to drop out of school than boys and less likely to re-enroll after schools reopened.⁷ Girls and women faced increased challenges in accessing sexual and reproductive health (SRH) services. If unaddressed, these setbacks in human capital accumulation are likely to jeopardize countries' future economic growth.

8. **Climate shocks are affecting millions of people across the region, with ripple effects on food security, livelihoods, and social dynamics, especially for women and girls.** Climate change is resulting in higher frequency of extreme weather events in the region. For example, over the past 20 years, Madagascar has been hit by 35 cyclones, eight floods, and five periods of severe drought (three times more than during the previous 20-year period). Women on the lower end of the socioeconomic scale are particularly vulnerable to floods, droughts, and other climactic shocks, which are associated with increased rates of child marriage, increased female school dropout rates, higher rates of gender-based violence (GBV), and larger declines in incomes and assets compared to men.⁸

9. **The AFE Region is characterized by high levels of cross-border migration.** In Eastern Africa, 64 percent of all migrants are from the same sub-region. Conflict and violence have contributed to the displacement of millions of people across borders. Cross-border trade also contributes to high-level of intra-regional migration. For example, more than 200,000 people use the Mozambique–South Africa and Lesotho–South Africa transport corridors each day. Although migration can increase access to better opportunities, it also is a vehicle to spread risks across borders, including infectious diseases and GBV. Migrant workers, workers in the transportation sector (particularly long-distance truck drivers), sex workers, and women partnered with migrant husbands are significantly more likely to become human immunodeficiency virus (HIV)-positive. As much as 56 percent of sex workers and their truck driver clients along Southern Africa trucking routes are HIV-positive. GBV is highly prevalent in border communities.

10. **Although increased integration between AFE economies implies faster spreading of gendered risk across borders, it also creates opportunities for women's economic empowerment, particularly through the development of regional value chains.** The African Continental Free Trade Area (AfCFTA), which took effect in 2021, creates a window of opportunity for women's economic empowerment and, through that, for regional growth. If properly implemented, the continent-wide market created by the AfCFTA can contribute to the creation of millions of jobs; boost exports in key manufacturing sectors, including female-dominated ones, such as textiles and processed foods; and increase demand for services, such as transport, construction, communication services, and insurance services.⁹ Because women represent half of the workforce in AFE, harnessing the opportunities created by the AfCFTA requires ensuring that women are an active and integral part of the change.

11. **Regional integration also supports the development of a digital economy in AFE, which can unlock economic opportunities for women.** Key cross-country investments in digital infrastructure are promoting advances in digital connectivity and can unlock AFE's digital economy. The region is also an example of leapfrogging in digital financial inclusion: in Sub-Saharan Africa, Eastern Africa has the largest number of mobile money users, with 29 million registered. It is estimated that by 2030, over 230 million jobs in Sub-Saharan Africa will require digital skills.¹⁰ Yet, as of today, the digital dividends are not being equally distributed. Sub-Saharan Africa has among the widest gender gaps in mobile

⁷ World Bank. 2022. *Assessing the Damage: Early Evidence on Impacts of the COVID-19 Crisis on Girls and Women in Africa*.

⁸ Botea et al. 2021. *Safety First: How to Leverage Social Safety Nets to Prevent Gender Based Violence*. World Bank Report

⁹ Echandi et al. 2022. *Making the Most of the African Continental Free Trade Area*. World Bank Book

¹⁰ International Financial Corporation. 2019. *Digital Skills in Sub-Saharan Africa*.



internet use in the world,¹¹ and women's low level of digital skills cuts them off from emerging employment opportunities.

B. Sectoral and Institutional Context

12. **Girls and women across the region face complex, interrelated challenges, which, starting from an early age, put them on a low-productivity trajectory (Box 1).** Although both boys and girls in AFE face obstacles in fulfilling their economic potential, gender-specific constraints become particularly obvious during adolescence. Each year, several million girls become pregnant, and many millions more drop out of school. Disadvantage then becomes an engrained feature of women's lives, as access to wage-paying jobs and earnings by women are about half that of men's in the region. The underlying drivers of such poor outcomes are regressive gender norms and gender-specific risks, which in turn determine girls' and women's lower human capital endowments, agency, and economic aspirations.

Box 1. The Expected Journey of a Girl Born in Eastern and Southern Africa

A girl born in Eastern and Southern Africa is 80 percent likely to drop out of school before completing secondary education. She is 62 percent likely to grow up in rural areas, with limited access to services, in contexts of widespread poverty. She has a 22 percent chance of getting pregnant in her teenage years and, over the course of her life, she will likely have at least four children. She is at high risk of child marriage, female genital mutilation (FGM), domestic violence, and other forms of GBV. Among her peers, almost 3 out of 10 will marry before 18 years of age; more than 4 are subject to FGM; and about 4 have been victims of physical or sexual violence.

When she reaches working age, if she is born in the Horn of Africa, there is a 42 percent chance that she will not participate in economic activities. If she is born in the rest of Eastern and Southern Africa, she will likely be working, but in low-quality jobs in the informal sector. Since the productivity of her work is so low, there is a 40 percent chance that her job income will not be enough to get her and her family out of extreme poverty.

In the changing economy of her country there are more wage jobs being created, but she is 36 percent less likely to access those opportunities than her male peers. There are some simple practices that could help her increase her productivity at work, but she may not know about them. She has limited decision-making power over her health and over her household's economic decisions. There is a 38 percent probability that her community, her family, and even herself, think that it is justifiable for a husband to beat his wife. There is a 50 percent probability that in her country it is legal for her to have been married when she was underage, and a 35 percent probability that in her country she cannot have the same right as a man over land.

She is the primary target beneficiary of the EAGER program.

13. **Adolescence is a pivotal juncture during which strategic decisions on education and family formation are made.** Adolescence, the period between 10 and 17 years of age, is a critical time in which human capital is accumulated while preparing for working age. However, for a large share of girls in AFE, adolescence is cut short in favor of childbearing. The percentage of girls who are married before the age of 18 years remains high, with an average of 31 percent across AFE.¹² Rates are highest in the sub-region comprising the neighboring Mozambique (52 percent), Madagascar (51), Malawi (46), and Comoros (31) (Figure 2). Adolescent fertility averages 103 births per 1,000 girls across the region, with highest rates in Mozambique (168), Angola (163), Madagascar (152), and Malawi (132) (Figure

¹¹ Global System for Mobile Communications (GSMA). 2022. *The Mobile Gender Gap Report 2022*.

¹² Demographic Health Survey (DHS) (most recent data available).



3). AFE countries report a statistically significant negative correlation (-.7) between the probability of marrying before 18 years of age and the probability of completing secondary education.¹³

Figure 2. Adolescent Girls Aged 15-30 Married Before Age 18 (percent)

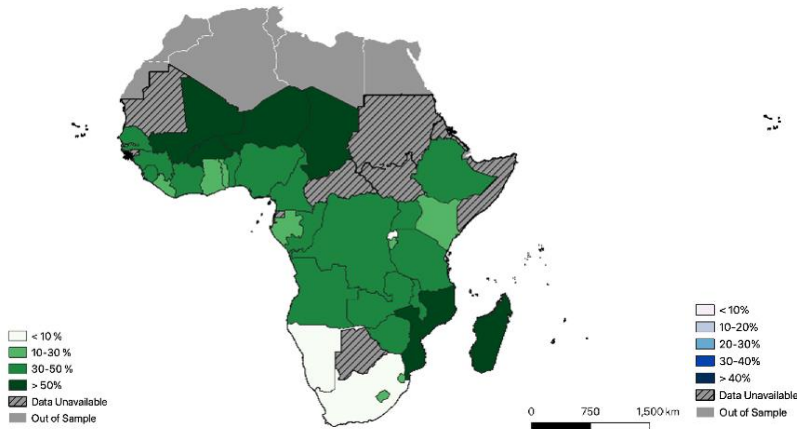


Figure 3. Teenage Pregnancy Among Girls Aged 15-19 (percent)

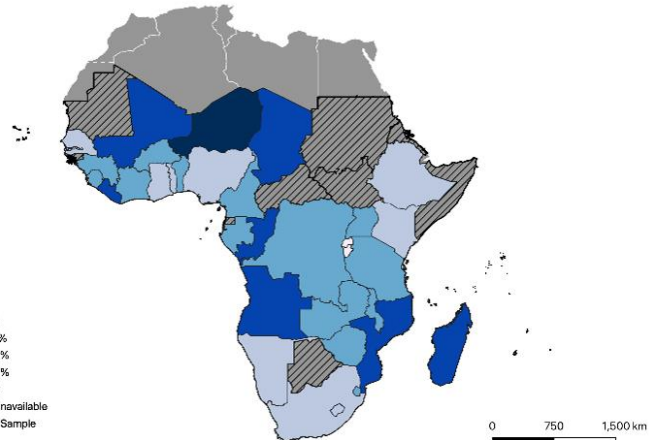


Figure 4. Persistence to Last Grade of Primary, Female (percentage of cohort)

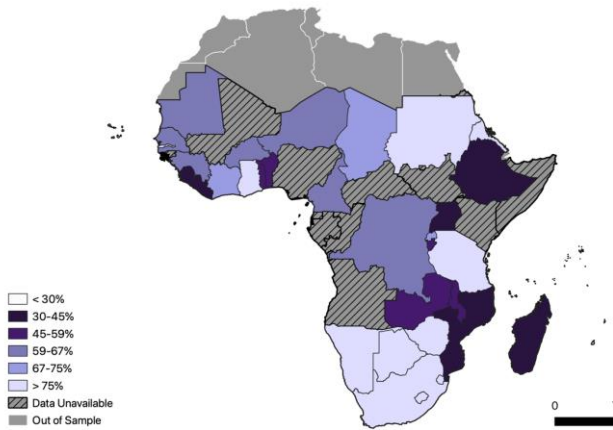
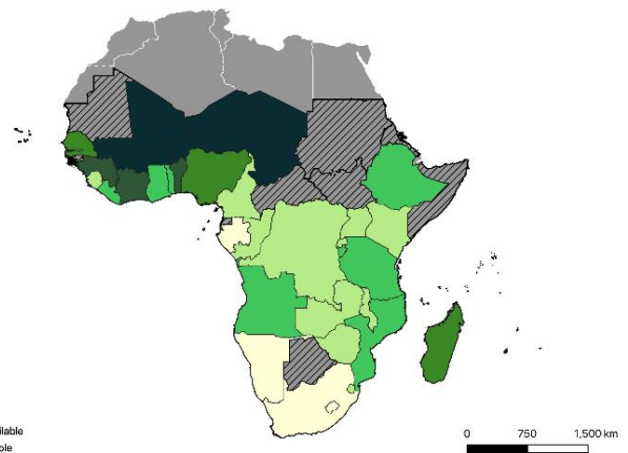


Figure 5. Out-of-School Rates (Girls Aged 10-17)



Source: Demographic Health Surveys (DHS). Most recent data available.

14. **In East Africa, out of ten girls enrolling in first grade, only five manage to complete primary education, and even less enroll in secondary education.** While a few countries in the region have achieved gender parity in primary and secondary school enrollment rates, the rate of secondary school completion remains low among girls. For example, in Mozambique, the gender parity ratio is 0.72 in upper secondary enrollment and 0.52 in completion.¹⁴ Yet, most girls drop out of the educational system long before reaching secondary education: the rates of persistence to last grade of

¹³ Authors' own calculations using Demographic Health Survey (DHS) data.

¹⁴ UNESCO Institute for Statistics . 2016.



primary among girls (Figure 4) and progression to secondary school is remarkably low in AFE, with Mozambique and Madagascar consistently registering the lowest rates in the region. As many as 32 percent of girls aged 10–17 are out of school across the region (Figure 5), and at least 40 percent of girls already engage in economic activities despite being minors.

15. Women in AFE have less and worse access to economic assets and opportunities in the labor market relative to their male peers. Labor force participation is high among women in AFE, except for countries around the Horn of Africa (Somalia, Sudan, and some regions in Ethiopia). Yet, women—especially younger women—who are working are restricted to low-quality jobs, with women twice as likely as men to be unpaid family workers and 36 percent less likely to access wage jobs. Women comprise 58 percent of Africa's self-employed population, and yet, they earn lower profits than men (34 percent less on average). Part of the earning divide can be explained by an unequal access to economic assets (for example, in AFE, men are twice more likely to own land than women) and digital assets (female microentrepreneurs are less likely than their male peers to use either a smartphone or a computer).¹⁵ Women's employment also tends to be concentrated in more vulnerable sectors with lower profit margins. For example, in Ethiopia, monthly profits are 120 percent higher for urban women business owners who operate in male-dominated sectors, relative to women in more traditional female-concentrated sectors.¹⁶

16. Women are key players in determining the volume and quality of intra-regional trade and the degree of sophistication of regional value chains in AFE. Self-employed women represent the largest share of informal cross-border traders in AFE. For example, as much as 75 percent of informal cross-border traders between Malawi and Zambia are women. Women also comprise the largest share of the workforce participating in agriculture value chains, but their production capacity is limited in quantity and quality. Women entrepreneurs' inclusion in downstream segments of the value chains (marketing, processing, and distribution) is hindered by limited access to assets, skills, and information gaps, and competing household responsibilities (including childcare).¹⁷ For example, in Uganda, profits of women-owned small and medium enterprises where small children are present in their businesses are 48 percent lower than women-owned businesses where a child is not present.¹⁸

17. Regressive gender norms persist among institutions, markets, and communities, and span across borders, contributing to high rates of GBV. An estimated 40 percent of women in AFE report suffering intimate partner violence.¹⁹ During adolescence, girls are particularly vulnerable to several forms of violence, such as sexual violence, abusive relationships, and harmful practices. Stigma and social norms that discourage seeking help are prevalent; only 37 percent of GBV survivors in AFE report the GBV case through formal systems. For example, in Ethiopia, as many as 66 percent of women who experienced physical or sexual violence never sought help and never told anyone, with similar rates in Burundi (58 percent) and Zambia (52 percent). Acceptance of GBV remains widespread, especially among women. The share of women who agree that a husband is justified in hitting or beating his wife is 38 percent (compared to 28 percent among men).

18. Regional and national policy frameworks play key roles in determining girls' and women's economic empowerment opportunities. Following the ratification of the *Protocol to the African Charter on the Rights of Women*

¹⁵ Atiyas and Dutz. 2023. *Digital Technology Uses among Microenterprises Why Is Productive Use So Low across SSA?* World Bank Policy Research Working Paper.

¹⁶ Alibhai et al. 2019. *Full Esteem Ahead? Mindset-Oriented Business Training in Ethiopia.* World Bank Policy Research Working Paper.

¹⁷ United Nations Women. 2019. *Opportunities for Women Entrepreneurs in the Context of the African Continental Free Trade Area.*

¹⁸ Delecourt and Fitzpatrick. 2021. *Childcare Matters: Female Business Owners and the Baby-Profit Gap.* Management Science.

¹⁹ Global Database on Violence Against Women. See evaw-global-database.unwomen.org



in Africa (known as the Maputo Protocol) developed by the African Union,²⁰ most countries in AFE passed laws to promote girls' and women's political and social rights and economic opportunities. Yet, in practice, the enforcement of these gender-progressive reforms still lags, hindered by a combination of limited implementation capacity and persistent regressive gender norms. Important gaps in legal codes still exist; only 58 percent of countries in AFE have laws that mandate equal remuneration for work of equal value, and in four out of ten AFE economies, sons and daughters do not have equal rights to inherit assets from their parents.²¹

19. **Empowering girls and women requires a coordinated multi-sectoral effort, where AFE countries have little experience.** While different line ministries commonly implement activities that are relevant to women's empowerment, they may fail to recognize them as part of a unique, integrated agenda. Ministries of Gender are in place in most countries in AFE, but these are rarely endowed with enough political and financial leverage to implement a multi-sectoral agenda. Inter-ministerial coordination is also made difficult due to lack of integrated systems for policy implementation, including availability of (and inter-operability between) Management Information System (MIS) and Grievance Redress Services (GRS).

C. Relevance to Higher Level Objectives

20. **The proposed operation is aligned with global corporate commitments and regional strategies.** The EAGER program directly contributes to four of the five International Development Association (IDA) IDA20 special themes (Gender and Development, Human Capital, Jobs and Economic Transformation, and Fragility, Conflict and Violence [FCV]) and related policy commitments. The program supports the AFE Regional Strategy which focuses on women empowerment. The program contributes to the objective of "*supporting the implementation of the AfCFTA Treaty*" and "*strengthening selective regional value chains*" under the second thematic pillar (Promoting Trade and Market Integration); and "*strengthening skills, capacity building, and women's empowerment*" under the third thematic pillar (Supporting Human Capital Development), of the Regional Integration and Cooperation and Assistance Strategy (FY21-23). The program also supports corporate commitments of the global World Bank Group Gender Strategy related to gender gaps in endowments, access to jobs, and GBV. Further, the program is aligned with the World Bank Group Evolution Roadmap by addressing the gender dimension of global challenges, including climate change and global epidemics.

21. **The proposed program aligns with regional and national strategies for climate change and related commitments.** The operation supports Phase I countries (Mozambique and Madagascar) in achieving their climate-related Nationally Determined Contribution (NDC) objectives. In Mozambique, the program proposes to invest in policy areas identified by the government as key for adaptation to climate change, namely (i) promoting social protection; (ii) ameliorating health; and (iii) integrating climate change in education and awareness raising.²² In Madagascar, the operation directly contributes to Pillar 4 in the country's National Adaptation Plan (NAP), namely "Implementation of information campaigns and educational communications for all" by financing "sensitization and awareness campaigns on the harmful effects of climate change and the effects of environmental degradation."²³

²⁰ The Maputo Protocol was adopted by AU heads of state and governments in 2003. It is possibly one of the world's most comprehensive and progressive women's rights instruments globally. It guarantees extensive rights to African women and girls and includes progressive provisions on harmful traditional practices (such as child marriage and FGM), reproductive health and rights, roles in political processes, economic empowerment, and ending violence against women. As of today, 49 of the 55 AU Member States have signed on, and 42 have ratified it. The Protocol has one of the highest number of ratifications for an instrument in the AU.

²¹ Women, Business and the Law. 2022. *Regional Profile Eastern and Southern Africa*.

²² Republic of Mozambique. 2021. *First Updated Nationally Determined Contribution Strategy*.

²³ Republic of Madagascar. 2022. *National Climate Change Adaptation Plan*.



22. **The proposed operation meets World Bank Group criteria for a regional operation and uses finances from the IDA Regional Window.** Phase I involves two IDA-eligible countries (Madagascar and Mozambique) and the AU as a regional partner. The operation will generate positive economic and/or social externalities (harmonized regulatory framework to promote gender equality; regional knowledge creation and sharing on empowerment; increased women's contribution to the development of regional value chains;) or mitigate negative ones (regressive gender norms and GBV risks spread through migration and conflict) across country boundaries. The operation includes Program Development Objective (PrDO) level indicators measuring these externalities. Regional and national ownership are reflected by the number of AFE countries expressing interest to join the initiative (two in Phase I, plus an additional seven in the pipeline), and the strong coordination role envisaged for the AU. The proposed MPA fully aligns with the Maputo Protocol, African Common Position on the Post-2015 Agenda, Africa Union Commission (AUC) Strategic Plan (2014–17), and Agenda 2063. The proposed MPA fits the “collective action program” description per IDA Regional Integration Window Guidelines.

D. Multiphase Programmatic Approach

(i) Rationale for Using the MPA

23. **The MPA as an operational approach strengthens the regional focus of the development objective of the program.** The programmatic expansion envisaged by design in the horizontal MPA creates the conditions and incentives to build a strong pipeline of countries from the onset. Engaging with a critical mass of countries generates high-level political and operational momentum around the girls and women's empowerment agenda, reinforcing the regional dimension of the proposed program. Importantly, a large-scale regional MPA signals girls' and women's empowerment as a strategic development priority for the World Bank, setting the premise to crowd-in external financing and attract collaboration from more stakeholders – to reach even more girls and women.

24. **The flexibility provided by the MPA approach allows to bring governments together in a joint development initiative while respecting countries' different starting points in terms of needs, ongoing investments, and implementation capacity.** The MPA approach secures participating governments' buy-in to a cohesive framework, with the flexibility to incorporate countries into phases to match contexts and levels of their readiness. Countries can select different activities from a menu of options with all of them designed to work toward the PrDO through an integrated program's results chain and leverage a modular design to tailor the program to their context. The establishment of a coordination platform already embedded in the program design improves coherence across interventions, avoids duplication of investments, and increases impact and sustainability of outcomes.

25. **The MPA embeds by design a strong focus on a forward-looking, multi-sectoral learning agenda.** The learning dimension is key to achieve impact at scale in the multi-dimensional, operationally underexplored area of women's and girls' empowerment; and to maximize opportunities for cross-sectoral and cross-country learning. The program envisages a dedicated knowledge platform (Subcomponent 3.3), convened by the regional partner (AU), to inform the design of investments, and proactively systematize and share lessons learned from implementation.²⁴

²⁴ During program preparation, the knowledge platform is being operationalized as a separate programmatic Advisory Services and Analytics (ASA) task (P180403), providing TA to the AU to increase its capacity to manage this platform independently during program implementation.



26. **Alternative instruments, such as a standalone Investment Project Financing (IPF) or a Series of Projects (SoP) are less likely to be effective.** A stand-alone regional IPF assumes that all participating countries have similar level of readiness and implementation capacity. Countries not ready to join from the onset would progressively join through additional financing and/or restructuring, with potential disruptions during implementation. The IPF approach implies a high rigidity in the project design (countries joining at later stage have little room to adjust the activities design to their specific priorities) and higher performance risk (as the IPF rating depends on the success of each of the participating countries), making it a less suitable instrument for programmatic expansion. The SoP, on the other hand, could be less attractive than a MPA to governments (as SoP follow-up phases require longer preparation time with respect to MPA follow-up phases) and other potential partners (as no common program is identified in the SoP).

(ii) Program's Results Chain

Challenges	Activities	Outputs	Outcomes	PrDO
<p>National (common across countries): high rates of child marriage, teenage pregnancy and school drop-out among adolescent girls. Regressive gender norms constraining investment in girls' human capital and exposing them to risk of GBV.</p> <p>Regional dimension: norms on harmful practices spanning across borders; increased risk of GBV in cross-border regions.</p>	<p>Pillar 1. Human capital</p> <ul style="list-style-type: none"> • Keep girls in school programs • Safe spaces for out-of-school girls 	<ul style="list-style-type: none"> • Girls receiving financial or other kind of support to stay in school • Out-of-school girls attending skills courses in Safe Spaces • Stakeholders reached with behavioral change campaigns • Beneficiaries who stop viewing early marriage as a viable life option 	<p>Girls transitioning to secondary education</p> <p>Out-of-school girls re-enrolling in education</p>	<p>Increased girls' educational attainment</p>
<p>National (common across countries): women lack skills, access to assets, linkages to market, and information to increase their productivity. Burden of care falls on women. High risk of GBV.</p> <p>Regional dimension: low productivity of the female workforce hinders regional value chains' potential; cross-border trade constrained by the many challenges faced by women traders; increased risk of GBV in cross-border regions.</p>	<p>Pillar 2. Productive employment</p> <ul style="list-style-type: none"> • School-to-work transition • Economic transformation • Economic inclusion 	<ul style="list-style-type: none"> • Women entrepreneurs supported with business grants • Beneficiaries receiving dedicated mentoring services • Beneficiaries of reporting increased earnings • Women entrepreneurs gaining new access to digital technologies 	<p>Beneficiaries of job-focused interventions (females) (CRI)</p> <p>Beneficiaries of job-focused interventions supporting regional value chains (females)</p>	<p>Increased women's earnings</p>
<p>National (common across countries): regulatory framework does not protect women's rights; supply of GBV services is inadequate; low institutional capacity. Regional dimension: regional frameworks to support WGE are not fully implemented; WGE knowledge not shared among implementers in the region; countries compete for the same specialized technical expertise; regional women's organizations lack support.</p>	<p>Pillar 3. Enabling environment</p> <ul style="list-style-type: none"> • Policies and markets • Social norms and GBV • Knowledge Platform 	<ul style="list-style-type: none"> • Stakeholders trained on key national laws to protect girls and women • Enabling organizations benefitting from capacity development activities (of which # regional organizations) • GBV survivors seeking help to stop the violence 	<p>Operationalization of a regional Community of Practice supporting gender-equality policies and programming</p>	<p>Strengthened institutional capacity to implement gender equality policies</p>

Assumptions: (i) macroeconomic, climatic, and conflict-related shocks are absorbed through appropriate structural and emergency policies; and (ii) adequate infrastructure is increasingly available to deliver programs; (iii) increased regional trade creates opportunities for strengthening women's participation in regional value chains and create positive spillovers among participating countries. These assumptions are considered in the assessment of program risks (Section VI).

(iii) Program Development Objective (PrDO)

27. **The Program Development Objective is to increase girls' and women's educational attainment and earnings in the program areas, and to strengthen the institutional capacity to implement gender equality policies.** The PrDO will be measured through the outcome indicators listed in Table 1 below.



Table 1: PrDO-level Outcome indicators

Indicator	Program Baseline	Estimated program targets
1. Girls transitioning to secondary education (percentage)	0	75
2. Out-of-school girls re-enrolling in education (percentage)	0	15
3. Beneficiaries of job-focused interventions (females) (CRI) (number)	0	170,000
3.b Beneficiaries of job-focused interventions supporting regional value chains (females) (Regional PrDO indicator)	0	120,000
4. Operationalization of a regional Community of Practice supporting gender policies and programming (Regional PrDO indicator)	0	6

(iv) Program Framework

28. **Two “first mover” countries, Madagascar and Mozambique, are included as Phase 1 of the MPA, with the AU serving as a regional institution supporting the program.** Table 2 below presents the pipeline of participating countries and related commitments. The Phase 1 countries were identified based on severity of needs (discussed in Section II. B); the government’s demand to join the program; and readiness to implement (leveraging systems established through other operations in the country portfolio). Grouping of countries in the following phases will be based on similarities in their implementation capacities, readiness to implement, and similar political or commitment levels.

Table 2: Program Framework

Phase #	Project ID	Sequential or Simultaneous	Phase’s Proposed Development Objective	Instrument	Est. IBRD Amount (US\$m)	Est. IDA Amount (US\$m)	Est. Other Amount (US\$m)	Est. Approval Date	Est. E&S Risk Rating
1	(P179293) Madagascar, Mozambique, AU	Simultaneous	Same as PrDO	IPF	0	392	0	Sep-23	Moderate
2+	Burundi, Comoros, DRC, Lesotho, Malawi, Zambia, Zimbabwe	Sequential	TBD	IPF	0	420	20	FY24-25	Moderate
Total					0	812	20		
Financing Envelope							832		
Board Approved Financing Envelope							832		

(iv) Learning Agenda

29. **Based on the current knowledge gaps, the program’s learning agenda will focus on the following key themes:** (i) aspirations and norms of girls and women in AFE to tailor the program to beneficiaries’ needs and preferences; (ii) women’s and girls’ access to services (including implementation reviews looking at user experiences and analyzing bottlenecks along the service delivery chains); (iii) opportunities to increase women’s productivity in regional value chains (including value chain assessments and dedicated engagement with private sector associations); (iv) models to



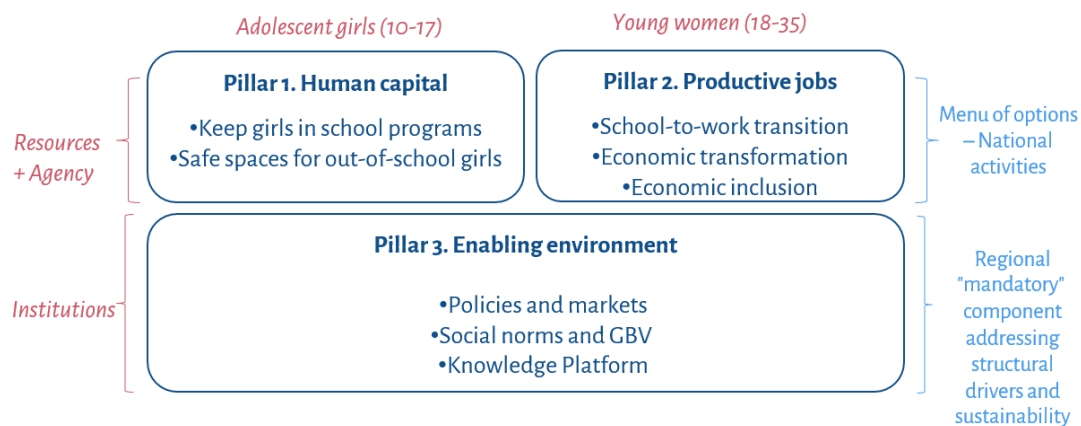
increase access to affordable, quality child care services for low-income families; (v) the impact of climate change on women and girls in AFE; and (vi) effective policy reforms to improve gender equality. Methods will include a combination of quantitative and qualitative surveys; impact evaluations; and stakeholder engagement methods.

II. PROGRAM DESCRIPTION

A. Program Components

30. **The program is designed as a menu of activities (Figure 6).** Countries joining the program will not be expected to invest in all the eligible interventions in the menu: rather, selectivity will be encouraged to ensure that each country focuses on implementing few strategic activities at scale. The modular design can be flexibly adopted by the participating countries in accordance with the government strategic priorities, implementation capacities, and complementary sector-specific engagements.

Figure 6: The MPA Offers a Flexible Menu of Options with a Regional “Lowest Common Denominator”



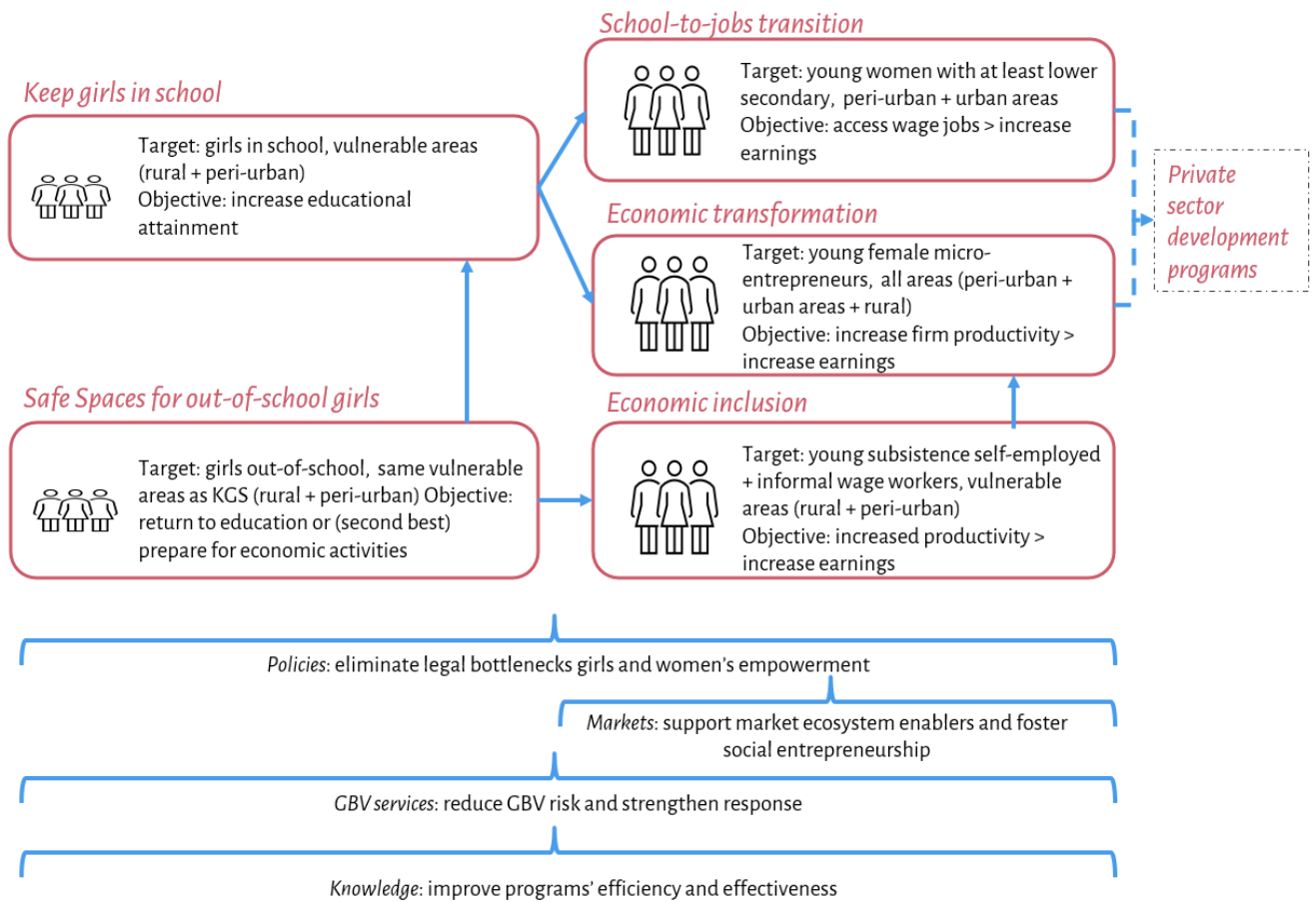
31. **The proposed design adopts a human-centered approach that aims to maximize impact and leverage synergies by working simultaneously on human capital and jobs opportunities.** First, critical target population groups are identified based on age, educational attainment, professional aspirations, and area of residence. Second, an integrated package of interventions is designed to address the specific multisectoral needs and potential of each population group. Clear pathways between interventions and along the life cycle toward economic empowerment are explicitly identified in the program design (Figure 7).

32. **The program design emphasizes increasing women’s agency and building an enabling environment.** All proposed interventions go beyond the objective of supporting girls and women in the accumulation of resources, and include specific activities that target beneficiaries’ agency. Importantly, this is done through an ecosystem approach, working with girls and women, their families, local leaders and service providers. Within the limits set by the operational instrument (IPF), the program also supports interventions to reform institutions, specifically in terms of regulatory frameworks, market environment, and delivery systems. These activities, which aim to create an enabling environment for women’s and girls’ empowerment (Component 3) will constitute a common and essential base to be



adopted by all countries.

Figure 7. Activities are Designed to Support Girls Along the Life Cycle



33. **While the proposed program addresses the constraints on the supply (workforce skills and productivity) and demand sides (job creation) of the labor market, core activities place a stronger focus on the supply side.** This choice is motivated by two reasons. First, supply-side interventions to build a skilled workforce over time may be more relevant for younger populations, particularly for adolescent girls aged 10–17. Second, today’s vulnerable female workforce in AFE is generally employed, but in low-productivity jobs. In this sense, the program will prioritize increasing their productivity and provide them with skills that would have demand in the expanding private sector. The program will build on synergies with ongoing initiatives aimed at supporting regional trade, private sector development, and structural transformation.²⁵ Job-related interventions will be designed based on an analysis of regional and national value chains and strategic sectors being prioritized in private sector development operations.

31. **Component 1. Boosting Human Capital Accumulation.** This component aims to support girls (aged 10-17) in fully taking advantage of adolescence to accumulate human capital and get ready to enter the labor market. It

²⁵ Phase I will coordinate with the Southern Africa Trade and Connectivity project (P164847); Mozambique: Access to Finance and Economy Opportunities Project (P178658) and the Madagascar Integrated Growth Poles and Corridor Project (P164536).



addresses key drivers of school dropout and early fertility, including constraints on accessing education and health services; lack of information on returns to human capital investment; and regressive gender norms and practices. This component includes two different programs tailored to the specific situations and needs faced by girls in school (*Keep Girls in School* programs, Subcomponent 1.1), and girls out-of-school (*Safe Spaces* programs, Subcomponent 1.2), respectively. The component targets girls in vulnerable rural and peri-urban areas. In all the countries where Component 1 interventions will be selected, activities will be supported by a strong sensitization campaign with girls' parents, boys, community leaders, and school staff (Subcomponent 3.2). Under Phase I of the MPA, a budget of US\$152 million equivalent will be invested in this component to reach 2.2 million girls.²⁶

32. **Subcomponent 1.1. Keep Girls in School (KGS).** This subcomponent aims to increase the rate of progression to lower secondary school among girls (PrDO1). KGS programs deploy various instruments to tackle constraints on education that disproportionately affect girls, arising from gender norms and trickling down to issues of affordability; distance; inadequate healthcare, hygiene, and sanitation; and safety. In the countries where KGS programs will be financed, the interventions will prioritize grades with higher dropout rates among girls (typically the last years of primary education and/or first years of lower secondary education). The country-specific design will include a combination of different activities to increase girls' resources and agency, depending on the local context. Countries will strategically identify selected investments from the following modular menu of options:

- a. *Cash/In-kind transfers.* KGS may include the provision of cash or in-kind transfers to reduce direct costs (tuition, schools fees, and so on) and indirect costs (uniforms, books, and so on) of schooling.²⁷ Depending on the country-specific challenges faced at each educational level, in-kind transfers may also include the provision of bicycles to help adolescent girls overcome the barrier of distance to school.²⁸
- b. *Water, Sanitation, and Hygiene (WaSH).* KGS may include WaSH interventions to ensure menstruation does not become a barrier to attending school. The program may finance menstrual hygiene kits for adolescent girls²⁹ and small transfers to schools to arrange for disposal of sanitary waste and toilet refurbishment. The intervention will include WaSH education and awareness sessions. Besides helping to increase local demand for menstrual hygiene products, the program will also incentivize local production of these goods (particularly sanitary pads), including through activities under Component 2 and Subcomponent 3, to contribute to the growth of a dedicated regional market.
- c. *School-based nutrition services.* KGS may include development and rollout of nutrition programs in schools to improve students' conditions for learning, and training of teachers to provide education sessions on healthy eating. Links with agricultural value chains supported through activities in Component 2 will be leveraged, and sourcing from local food producers will be prioritized. Climate vulnerability will be one of the criteria for selecting schools targeted for this activity.³⁰

²⁶ The targeted number of beneficiaries corresponds to 38 percent of all adolescent girls (ages 10 to 17) in Phase I countries, and to 65 percent of girls in the specific school grades targeted.

²⁷ Interventions such as cash transfers, scholarships, and distribution of school-related goods, have been successfully used to support girls' education in the region, including in Madagascar (Dias et al. 2021. *Impact evaluation of UNICEF's Let Us Learn cash transfer in Madagascar Endline Report*) and Mozambique (deWalque and Valente. 2023. *Incentivizing School Attendance in the Presence of Parent-Child Information Frictions*. American Economic Journal).

²⁸ Providing girls with bicycles has been shown to have positive impact on their educational attainment, safety, and agency (Muralidharan, et al. 2017. *Cycling to School: Increasing Secondary School Enrollment for Girls in India*. American Economic Journal).

²⁹ Including for example reusable pads, soap, towels, and tools to track menstruation.

³⁰ AFE is a region at risk of food system shocks, including those precipitated by extreme weather, pests, and disease outbreaks. Reduced agricultural yields impact the ability of livelihoods to support themselves and address their nutritional needs. Thus, school-based nutrition services become an important need in climate-



d. *Adolescent-friendly SRH services.* Improving the accessibility and age-appropriateness of SRH services can improve girls' educational attainment by reducing the risks of early marriage, pregnancy, and HIV or other sexually transmitted infections. KGS programs may finance in-school SRH education and awareness workshops for adolescent boys and girls; strengthen the supply of adolescent-friendly health services (including the supply of modern contraceptive methods on or near school premises, in local health posts, and pharmacies; and vaccination, for both girls and boys, against human papilloma virus [HPV]). Options for regional procurement or production of contraceptive methods will be encouraged, where quality can be assured.

33. **Subcomponent 1.2. Safe spaces for out-of-school girls.** This subcomponent's primary objective is to increase the number of out-of-school girls reintegrated into the education system (PrDO2). When beneficiaries have been out of the education system for a long period of time, re-enrollment in education may not be a feasible outcome or beneficiaries' preferred outcome. In these cases, interventions under this subcomponent will equip out-of-school girls to engage in productive income-generating activities under Subcomponent 2.3.³¹ Safe Spaces programs are designed to lead to greater skills and agency, increased knowledge of and demand for key social services (such as education, family planning, and civil registration services), and a shift in gender norms and aspirations among girls and their communities. Safe spaces may also provide an entry point to provide these key social services directly. Special modalities will be adopted to address the needs and constraints of border FCV areas and refugees' settings, where insecurity is creating access challenges. Efforts will also be made to ensure that girls with disabilities participate in the Safe Spaces. The joint implementation of accompanying behavioral change campaigns across neighboring countries will also minimize negative cross-border externalities (including GBV) experienced by girls and women living in districts at the border and along regional corridors. Safe Spaces programs include:

a. *Skills training.* Training to girls will be provided by female mentors and include a combination of modules on agency and life skills and either technical or livelihood skills. Curricula will be based on international experience and adapted to local context to maximize relevance. Content will be tailored to different clusters of girls depending on age (aged 10–14 and 15–17) and other characteristics. Sessions will include information on the importance of SRH, education, and employment to increase demand for these services, and information on how to access these services in the communities of interest.³² Wherever possible, the provision of last-mile services directly in safe spaces will be encouraged and financed. This includes health and GBV services, alternative education programs, childcare services, and civil registry services.³³

b. *Mentoring.* The program will finance mentoring from older girls or young women who are trained to support out-of-school girls, comprising face-to-face support of a dedicated mentor over four to six months.³⁴ The subcomponent will also finance the training and ongoing support of mentors and compensation to promote mentors' professionalization and reduce turnover.

vulnerable areas. Schools benefiting from nutrition services will be selected based on the poverty level of households and available data and mapping of climate-vulnerable areas in each country.

³¹ Pursuant to minimum employment age requirements and health and safety requirements under the ESF and under the local labor and employment laws.

³² Mentors will be provided with geo-localized information on availability of social services, including details on specific services provided, hours of operations and other access information, to trickle down knowledge to the girls attending the safe spaces.

³³ To provide girls with identification documents, which are instrumental to access other services/programs.

³⁴ While the design may vary by country, mentors are typically young women from the same communities/areas where the Safe Spaces are implemented. They would receive training, implementation support, and teaching tools.



34. **Component 2. Enabling Access to Productive Employment.** This component will address gender-specific constraints that prevent women from successfully performing in the labor market both as wage employees and entrepreneurs. This component will include three interventions tailored to target beneficiary groups through three subcomponents: (i) young women with at least lower secondary education aspiring to access quality wage jobs (*School-to-Work Transition* programs); (ii) women micro-entrepreneurs who have the potential to transition from highly vulnerable necessity entrepreneurship to higher-income entrepreneurship driven by opportunities in the regional value chains (*Economic Transformation* programs), and (iii) workers in rural and peri-urban areas with a high level of vulnerability (*Economic Inclusion* programs). The interventions will be designed to ensure complementary targeting³⁵ of activities in Components 1 and 2, to maximize synergies between the two components. Activities in this component will include specific design features to reduce the risk of increasing GBV that can stem from women's access to increased economic resources. Interventions will prioritize beneficiaries' participation in strategic sectors with potential to grow under the new AfCFTA arrangements and address climate vulnerabilities.³⁶ Under Phase I of the MPA, a budget of US\$127 million equivalent will be provided to support 160,000 young women.

35. **Subcomponent 2.1. School-to-Work Transition.** This subcomponent aims to increase women's earnings (PrDO3), particularly among young women entering the labor market, by improving their employability and facilitating their access to wage jobs. Activities will focus on urban and peri-urban areas, where wage jobs tend to be concentrated. Skills development will target strategic economic sectors that are prioritized by national governments (and/or supported by private sector development operations) and key regional value chains (PrDO3.b). Women's crossover to male-dominated sectors with higher productivity and connected to regional value chains will be encouraged. Wherever possible by information and communications technology (ICT) penetration, the delivery of training and mentoring will rely on digital platforms enabled by Subcomponents 2.2 and 3.1. This Subcomponent will finance one or a combination of the following activities:

a. *Upskilling.* Training to enhance employability may include technical training, psychosocial and behavioral training, digital skills, and financial literacy. Skills development will be based on two elements: (i) the content of the training based on principles of action, and (ii) the training will take place in an active learning mode (learning by doing). The training will focus on the market's needs to ensure that the skills developed are those desired by employers or could strengthen the entrepreneurship potential. All training will include gender-specific content and soft skills (such as self-esteem, confidence, innovation, problem-solving, negotiation).

b. *Mentoring.* Activities may include one-to-one or group mentoring and coaching services. Where applicable, mentors will be encouraged to provide practical support in preparation of resumes, job placement, and effective networking. The development of local quality mentoring and coaching services in the region will be supported through Subcomponent 3.1.

c. *Active learning.* The program may finance opportunities for active learning, including through internships and apprenticeships. Where applicable, the program may finance the establishment and operations of platforms supporting partnerships between the government, the private sector, civil society, and youth, to adopt a systemic approach to the creation of opportunities for active learning.³⁷

³⁵ Based on geographic, sectoral, and age-group parameters, among others.

³⁶ Component activities will both work with climate vulnerable communities and promote economic activities that strengthen mitigation or adaptation (including adaptive practices).

³⁷ Examples of such platforms in the region include Harambee in South Africa and MUVA LINK in Mozambique.



36. **Subcomponent 2.2. Economic Transformation.** This subcomponent aims to increase women's earnings (PrDO3) from entrepreneurship activities, especially in regional value chains (PrDO3.a).³⁸ Activities in this subcomponent are linked with private sector development programs.³⁹

a. *Behavioral entrepreneurship training.* The program will finance a comprehensive behavioral training to professionalize women micro-entrepreneurs. Behavioral programs will help underprivileged women develop an entrepreneurial mindset (Box 2). Where relevant, the training will include technical modules targeted to specific regional value chains and modules on digital literacy, including the use of digital platforms and services (such as mobile money). Depending on age eligibility and propensity for entrepreneurship, the training could be open to the beneficiaries of Component 1 and Subcomponent 2.1 to support a new generation of self-reliant and resilient women-entrepreneurs.

b. *Grants.* The program will provide grants for women who successfully completed the behavioral training and presented a simple business plan with a focus on technology adoption, climate resilience and mitigation, access to new regional markets, and jobs creation, especially for other women. Grants could be allocated as cash grants and/or in-kind assets including technology and equipment, with a particular focus on digital assets (such as cellphones and ICT connectivity) to bridge the digital divide and facilitate integration in the regional value chains. Grants beneficiaries will receive additional ongoing support through mentoring, networking, and peer learning activities to support implementation of business plans and improve the business success rates.

c. *Digital platforms.* The program would also finance TA for development of new or scale up of existing gender-friendly applications and digital platforms (and related data collection on beneficiary women entrepreneurs to address the gender data gap). These may include training of women entrepreneurs on how to access the e-commerce platforms to improve their access to regional markets and subsidies to access these platforms (e.g., through performance contract with private providers to improve and expand their reach of women entrepreneurs); online mentoring platforms to connect women to networks of peers, mentors, or role models; and access to online financial services or savings programs.

Box 2. Innovations in business training: behavioral training and active learning for women entrepreneurs

To become successful entrepreneurs, women need to overcome traditional gender roles and develop an “entrepreneurial mindset” that encompasses self-confidence and proactivity, among other skills. Behavioral training for women entrepreneurs has been successfully implemented in World Bank-supported projects including using the Personal Initiative (PI) training methodology. The PI training targets women entrepreneurs who are already engaged in business activities but are confronted with behavioral challenges that prevent them from becoming more successful. PI training is a behavioral upskilling that teaches participants to look for ways to differentiate their business from others, anticipate problems, overcome setbacks, and foster better planning skills to create opportunities. Studies in DRC, Ethiopia, and Togo found that female entrepreneurs who received PI training saw their profits increase by 40 percent (compared to a 5 percent increase for those who received traditional business training). Entrepreneurs who took the PI training introduced more innovative products into their line of business, borrowed more, and employed more workers.⁴⁰

³⁸ Regional value chains relevant to each country will be identified in the country-specific PIMs.

³⁹ See Annex 1 for more details on Phase 1 countries.

⁴⁰ Campos et al. 2017. *Teaching personal initiative beats traditional training in boosting small business in West Africa*. Science.



37. **Subcomponent 2.3. Economic Inclusion.** This subcomponent aims to increase earnings (PrDO3), particularly among women who are not working or who are engaging in self-subsistence work in areas where lack of access to wage jobs is most critical (particularly rural areas). Economic inclusion programs are a bundle of coordinated interventions across sectors that support ultra-poor individuals, households, and communities to increase their consumption and income. In particular, and contrary to the population targeted in Subcomponent 2.2, ultra-poor women would require an intensive “package” of investments, delivered in a coordinated manner, that address essential needs, including consumption support and access to basic assets. In addition to the immediate objective of increasing these women’s earnings, the program will also increase women’s readiness to benefit from activities financed under Subcomponent 2.2. Prior to implementing the program, a market analysis will be conducted to indicate a list of viable, productive options for the specific geographical area and context, including considerations on the sectors and regional value chains being prioritized under Subcomponent 2.2 (PrDO3.a). While the design will be tailored to the country context, this subcomponent will finance a combination of the following options:

- a. *Consumption support* through a cash transfer. Wherever a social assistance program is already in place, the transfer will be delivered using the existing social safety net system. The program will leverage investments under Subcomponents 2.2 and 3.1 to promote digital payments of consumption support transfers.
- b. *Basic assets* to support beneficiary investment in starting up or expanding income-generating activities (in the form of self-employment or a micro-enterprise). The type of capital transfer will be determined based on considerations regarding enterprise selection and local market conditions. Where lack of digital assets represents a strategic factor to trigger economic opportunities, the program will finance adoption of key digital assets.
- c. *Skills development*, including behavioral, technical, and/or entrepreneurship training. Where Subcomponents 2.2 and 2.3 will be implemented in the same areas, direct provision of services may be substituted with referrals to activities under Subcomponent 2.2, as relevant.
- d. *Financial inclusion*. Women will be provided with financial literacy training. Where applicable, the establishment of savings groups will be encouraged. The program will also leverage the distribution of mobile phones under point b) (Basic assets) and the digital payments processed under point a) (Consumption support) to promote digital financial inclusion.
- e. *Self Help Groups (SHG)*. The program may facilitate the establishment of SHG as a delivery method to promote shared use of assets and services, and as an opportunity for women to strengthening networks with their peers. SHG may be used, for example, to deliver information on SRH and GBV services in a setting that respect their privacy vis-à-vis the community. Similarly, women may be encouraged to set up cooperative childcare services as part of the SHG, with women providing childcare services for children of women in the group on a rotating basis; and to establish savings groups.

38. **Component 3. Building the Enabling Environment.** This component aims to generate change across both formal and informal institutions that define girls’ and women’s environment, including policies and regulatory frameworks, markets, and social norms, by engaging with a wide range of stakeholders beyond girls and women. Through TA and knowledge sharing, this component aims to support the adoption of progressive gender-equality reforms. In addition, this component also supports the development of a regional market for quality, gender-friendly business services to unleash women’s entrepreneurship. It includes interventions to shift gender norms and mitigate and respond to the



high GBV risk that girls and women face in the region. Finally, it finances the setup of a platform to facilitate knowledge creation and exchange on girls' and women's empowerment, among policymakers and practitioners promoting this agenda in the region (PrDO4). The design of activities under this component refers to AU-led reference strategies and policy frameworks.⁴¹ Under Phase I of the MPA, a budget of US\$72 million will be provided for this component.

39. **Subcomponent 3.1. Policies and markets.** Activities under this subcomponent will be implemented at both regional (AU) and national level (governments of participating countries) in coordinated action, to maximize impact. This subcomponent will finance:

- (a) *Legal TA and awareness-raising* to accelerate the implementation of existing regional conventions on gender equality by participating countries that have ratified such conventions. In particular, the TA will support implementation of the Maputo Protocol in the countries where it has been formally adopted.⁴² Against that framework, specific bottlenecks in national regulatory frameworks will be identified, and action plans (APs) developed to remove institutional barriers.⁴³ This activity will be useful in the identification of entry points to be considered in Development Policy Operations or other accompanying engagements. At regional (AU) level, a platform of legal practitioners will be established to facilitate knowledge exchange on legal constraints to girls' and women's empowerment. The subcomponent will also finance training about existing national laws that protect the rights of girls and women to ensure they are fully understood and applied by local administrators and services providers at the community level.
- (b) *Gender-friendly market enablers.* This component will provide capacity building and grants to local organizations including women-led cooperatives, private sector networks, and social enterprises⁴⁴ that provide private sector development services to women, to strengthen the quality of such services. The component will encourage the development of grassroots private sector solutions for girls' and women's empowerment in the region, with a particular focus on services for vulnerable girls and women (last-mile beneficiaries) to be provided under Components 1 and 2 (including WaSH and childcare solutions). The program will support public-private dialogue to promote gender equality in labor markets and business communities (e.g., gender-friendly recruitment processes; promote workplace policies to reduce gender bias and increase women decision-makers in private and public sector; improve system for prevention and mitigation of Sexual Exploitation and Abuse (SEA)/Sexual Assault).

40. **Subcomponent 3.2. Social norms and GBV.** This subcomponent addresses social norms as a key root cause and GBV as one of the main resulting risks of girls' and women's disempowerment. The focus of this subcomponent is hence two-fold: support the delivery of social and behavioral change interventions to shift gender norms, including on GBV; and improve quality and access of GBV services, particularly at the community level. Investment will focus on cross-border challenges and will consider implementation constraints posed by FCV dynamics in the target countries, including the prevalence of conflict-related GBV; the specific risks faced by refugees, and their constraints in accessing care; the limited reach of the state in remote and/or conflict-affected regions; and the constrained capacity of state institutions to provide survivor-centered care. With these constraints in mind, the project will seek to balance the

⁴¹ These include the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol), the African Common Position on the Post 2015 Agenda, the African Union Agenda 2063, and the African Union decade on Women's Financial and Economic Inclusion.

⁴² Project resources will not finance procurement of activities intended to conduct advocacy.

⁴³ TA will be provided based on country demand. Countries will be provided with a dedicated budget for this activity, which will also be supported at regional level by the AU through their dedicated budget.

⁴⁴ Including small and medium size business, cooperatives, associations, incubators, NGOs, social enterprises, and others as relevant.



need to strengthen state systems with the urgency of providing quality care to survivors, including through local nongovernmental organizations (NGOs) and civil society organizations (CSOs). Countries will be encouraged to select a mix of prevention and response interventions. This subcomponent will finance the following activities:

- (a) *Community mobilization for norms change.* The program will finance the development and implementation of community mobilization and other targeted GBV prevention programs that aim to inform, increase awareness of laws and social services, and promote social norms and behavioral change. The community mobilization/norms change activities⁴⁵ will have a particular focus on reaching adolescents and engaging men, boys (Box 3), and local leaders (including traditional community leaders, religious leaders, female leaders, and local administrators). In areas where component 1 and 2 interventions are implemented, the community mobilization will constitute an integral part of those programs.

Box 3: Innovations in Engaging with Boys (and Men) in Girls' and Women's Empowerment Programs

A rapidly growing number of programs seek to engage boys and men to help promote gender equality, recognizing that men often have power and influence over the lives of women in their households and communities. Adolescence and young adulthood are a critical period to promote positive masculinity. Examples of such programs that could be used to engage boys and young men in the EAGER program include:

- **SRH training through sports pedagogy.** In Tanzania, in partnership with *BRAC* and *Grassroot Soccer*, a program offered adolescent girls a goal setting activity to improve their SRH outcomes and offered their male partners a soccer intervention, which educates and inspires young men to make better SRH choices. Both interventions had a positive impact on reducing intimate partner violence. The soccer intervention improved male attitudes toward intimate partner violence and SRH.
- **Safe Spaces and Husband's Clubs.** In the *Sahel Women's Empowerment and Demographic Dividend* project in Cote d'Ivoire (targeting girls aged 12-25), researchers are testing the effect of "husbands and future husband's schools," which engage boys and young men as partners in family health and planning. Clubs were implemented by the International Rescue Committee, and the curriculum was inspired by materials used in previous *EQUIMUNDO* (ex-Promundo) programs. Preliminary results suggest that husband schools, when combined with safe spaces, improve several dimensions of girls' empowerment, including enhanced impacts of safe spaces on improving girls' economic participation.
- **Role models.** A program that introduced *role models in schools in Somalia* found an increase in positive attitudes toward gender equality for both boy and girl students (average age 14 years) exposed to female role models. The role models were female college students already pursuing higher education with a similar background to the children. The program was implemented by Save the Children International in partnership with the Ministry of Education in Somalia.

- (b) *Expanding formal GBV services.* Activities focused on improving the delivery and reach of formal GBV services could include: training of personnel working with GBV survivors (doctors, nurses, social workers, and so on); expansion of "last-mile services" (helplines, mobile clinics, and so on); strengthening national coordination mechanisms (including referral pathways and Standard Operating Procedures); and, development of GBV case management systems, among others. Since lack of resources is among the most important reasons given by GBV survivors to return to their abusers, this activity will also support the provision of emergency subsidies to financially support survivors in the aftermath of an incident; and support survivors' socio-economic integration by linking them to education and employment services offered through Components 1 and 2, as relevant. Given the high rates of GBV in cross-border areas (among women in informal small-scale trade, and/or

⁴⁵ These can include couples' counseling, sports programs, community drama, training of religious and local leaders, mass media campaigns, and programs engaging community members and GBV survivors as community activists, among others.



perpetrated by migrant workers at the border) and other areas affected by negative cross-country spillovers (as for instance districts along international transport corridors), the activity will also support the delivery of services for displaced communities, and efforts to improve coordination among states to prevent and respond to GBV in such contexts.

- (c) *Community-based GBV services providers.* Community-based organizations are a crucial aspect of GBV prevention and service provision, especially in FCV settings, providing shelter, psychosocial, legal and economic reintegration support to GBV survivors. This component would provide capacity building and grants to CSOs engaged in GBV prevention and response activities to improve the quality and reach of their programs.

41. Subcomponent 3.3. EAGER Knowledge Platform. Activities in this subcomponent would support knowledge generation and exchange, with the objective of optimizing the design and implementation of program activities and fostering the MPA Learning Agenda. The platform will leverage the program's regionality and AU's unique position to convene partners from different countries, creating visibility and demand for program activities in MPA countries and beyond. Specific initiatives include:

- (a) *Novel evidence.* This subcomponent will finance research and investment in regional data collection tools, surveys, and observatories on topics relevant to the MPA, MPA Learning agenda for a full list of topics). This subcomponent will also finance qualitative and quantitative evaluations of MPA activities, including impact evaluations.
- (b) *Knowledge sharing.* This subcomponent will finance the establishment of a Community of Practice (CoP) that regularly convenes policymakers in national governments and regional institutions across AFE to share experience on the implementing strategies, policies and activities that support the MPA. It will also finance crowdsourcing campaigns to gather ideas from grassroots organizations and stakeholders on how to optimize design and implementation of girls' and women's empowerment programs. Finally, this subcomponent will support mechanisms for grassroots CSOs, women's associations and non-traditional actors to engage with governments on the Women and Girls' Empowerment (WGE) agenda.

42. Component 4. Program Implementation Support. This component will finance program management and implementation of project-associated activities. It will cover the operating costs of the project implementation units (PIUs) in each participating country and the regional bodies. This component will help strengthen the technical and functional capacity of the PIUs, including through the recruitment of expert consultants in key areas and the facilitation of on-the-job learning and competency transfer. It will support independent audits, monitoring and evaluation (M&E) (including collecting gender-disaggregated data), and quality assurance to ensure compliance with best procurement and financial management (FM) practices. Support will be provided to enable collaboration between regional and national PIUs. This component will also support Environmental and Social (E&S) Framework (ESF) compliance, including stakeholder consultation, a robust grievance redress mechanism (GRM), and development of site-specific assessments and plans.

43. Dedicated support will be provided to increase operational capacity to implement multi-sectoral programs that require inter-ministerial coordination. Based on specific needs, targeted institutions will receive specialized TA, access to project management tools (including "open access" MIS and GBV Case Management Systems), direct training, and training of trainers to cascade learning to local level.



C. Project Beneficiaries

44. **The program targets vulnerable (i) adolescent girls aged 10-17 and (ii) young women aged 18-35, supporting both the “flow” of future female workers and the current “stock.”** Strong evidence indicates that returns on investments are higher when targeting younger adolescents, before they drop out of school, marry, and/or enter the labor market. Interventions targeting adolescents will promote a more productive female workforce soon. Additionally, the program will target working-age young women who do not participate in the labor market or are employed in jobs with very low productivity— as these women constitute the vast majority of today’s female workforce in AFE. Demographic trends in the region further justify targeting girls and women below 35 years of age, because these actors are key to triggering the demographic transition and realizing a demographic dividend. Similarly, poverty levels and the share of employment in the informal sector in AFE support targeting vulnerable girls and women, for increased equity and higher returns on investments.⁴⁶

D. Rationale for Bank Involvement and Role of Partners

45. **The World Bank is well placed to assist clients with designing and implementing a multisectoral response to the complex constraints faced by girls and women.** Through its lending and advisory engagements across sectors, the World Bank has built expertise and produced a wealth of analytical products on girls’ continued schooling, child marriage, women’s employment and entrepreneurship, and GBV. The World Bank’s analytical capacities and role as a knowledge bank also facilitates evidence-based program design and implementation. Through coordination with the country portfolio, the World Bank can assist countries in shifting from the current model of multiple, small-scale, and uncoordinated initiatives to improve women’s empowerment toward an organic, large-scale investment that will accelerate reach and impact in AFE.

46. **The project will build on partnerships with financial, regional, and technical partners,** tapping into a network of experts committed to advance girls’ and women’s empowerment (such as United Nations (UN) agencies, the Center for Global Development, BRAC, Population Council, and others). At the country level, the program also aims to leverage synergies with interventions from development partners, through knowledge sharing and co-financing opportunities.

E. Lessons Learned

47. **The proposed program design builds on lessons learned from the implementation of women’s and girls’ empowerment programs to date.** The evidence around the implementation science of flagship WGE programs identifies three key lessons learned: (i) constraints may affect women differently depending on the stage of their lives and returns on investment are higher when targeting younger age groups; (ii) women’s disempowerment depends on multiple, interrelated challenges that are best addressed by an integrated, multisectoral approach; and (iii) women’s empowerment does not depend on women only. To have an impact, women’s and girls’ empowerment programs should consider building a conducive enabling environment by engaging with communities (including men) and institutions.⁴⁷

⁴⁶ In each country, geographical targeting to identify vulnerable communities will be based on the country’s available targeting systems and processes, and on the most recent data on poverty and other dimensions of vulnerability (whenever possible, a multidimensional definition of vulnerability will be encouraged).

⁴⁷ Cunningham and Gupta. 2022. *Women’s and Girls’ Empowerment Approach: A Strategy for World Bank Operations*. World Bank Report.



III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

Regional level

48. **The AU will be the regional institution serving the region and participating countries to support the implementation of the MPA.** The AU is a reference stakeholder in the region, and particularly among policymakers, when it comes to promoting the women's and girls' empowerment agenda. The AU's institutional capacity is currently being supported through World Bank financing, including the Support for Capacity Development of the AUC and Other African Union Organs Project (P126848). Importantly, the AU is also a regional implementing partner of the Women's Empowerment and Demographic Dividend Project (P150080), the World Bank women's and girls' empowerment flagship project in West Africa.

49. **In addition to implementing regional activities under Component 3, the AU will interact with participating countries and support coordination on three levels:** (i) Advocate on women's and girls' empowerment with the highest levels of governments (heads of state/prime ministers) to promote prioritization of the girls' and women's empowerment agenda, through established convening mechanisms (including the annual AU Summit and the AU Gender Pre-Summit, and the Executive Council of Prime Ministers, Ministers of Finance, and Ministers of Foreign Affairs) and additional mechanisms to be financed by the project as needed; (ii) Host a program Regional Program Steering Committee chaired by the AU's chairperson (or an appointed alternate) and comprising at least one implementing minister from each participating country. This committee will review the program's progress, provide harmonized strategic guidance and recommendations to national-level PIUs, and ensure coordination with other regional initiatives; and (iii) Host a CoP among implementers at the technical level to regularly exchange knowledge and lessons learned from simultaneous implementation. The AU will also be responsible for engaging with relevant regional economic committees (RECs) to ensure coordinated action on the women's and girls' empowerment agenda, and follow-up phases of the MPA will explore the direct participation of selected RECs as grant recipients and regional partners.

Country level

50. **At the country level, project implementation will be the responsibility of the respective borrowers and conducted through either newly established PIUs or ones already in place.** Where possible, the MPA will leverage existing PIUs to capitalize on previous investments to build institutional capacity within the government, and to facilitate coordination with other strategic initiatives being implemented. The lead implementing agency at the national level will be determined based on the MPA sectoral focus in each country and existing operational capacity. Implementation arrangements adopted by Phase I borrowers are described in Annexes 1 to 3.

B. Results Monitoring and Evaluation Arrangements

51. **The monitoring and evaluation (M&E) system is designed to assess whether implementation of the proposed program is on track to achieve its objectives and expected results.** Progress in the achievement of program results will be measured via tracking the indicators established in the program results framework. PrDO indicators are standardized across participating countries. To the extent possible, consistency at the PDO and intermediate indicators



levels between country-specific results frameworks will be encouraged. National-level PIUs will bear primary responsibility for data collection and reporting for the country-level indicators, as per the methodology detailed in the results framework. Meanwhile, the regional PIU will be responsible for data collection and reporting on regional-level indicators.

52. **Implementation of project activities will be documented in progress reports prepared by all PIUs and submitted to the World Bank on a quarterly basis.** In addition to reporting on intermediate and outcome indicators, quarterly project progress reports will include information on disbursement, implementation of the annual workplan and budget, FM, procurement, E&S, and risk management. The EAGER Knowledge Platform will be used to adapt program design and implementation to lessons learned. A shared evaluation plan will be designed across countries, to inform program design in participating countries and for course correction and adaptability to achieve the PrDO in all countries.

C. Sustainability

53. **All Borrowers have signaled commitment at the highest level to EAGER's development objective and activities.** As reflected in Annexes 1 to 3, gender equality is identified as a key priority in the development strategies formally adopted by all Borrowers. EAGER's activities have been designed to address the factors that are most critical to sustaining girls' and women's empowerment in the longer-term, namely investments in females' health, education, readiness for the job market, and addressing harmful societal norms; these are all investments that can yield intergenerational gains. EAGER's investments in institutional strengthening and leadership to design, implement, evaluate, and improve women's and girls' empowerment interventions at national and regional levels can also be expected to sustain the MPA's impacts over the longer term. The longer-term engagement through MPA and its embedded learning will also promote continuity and adaptation to circumstances to strengthen sustainability.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

54. **Technical Assessment.** The proposed technical design is based on existing impact evaluation evidence of what works to support girls and young women in the Sub-Saharan Africa region and beyond.⁴⁸ A wide range of studies provide evidence that conditional and unconditional cash transfer programs may improve the odds of being enrolled and attending school. In Kenya, for example, the payment of school-related expenses, such as tuition and exam fees and uniform costs in primary and secondary schools, had a significant positive impact on reducing the likelihood of dropping out of school and grade-level progression.⁴⁹ Bundled economic inclusion programs can address the multiple constraints faced by the most vulnerable women. For example, pairing cash grants with complementary interventions, such as psychosocial support, have proven effective at developing sustainable livelihoods for the ultra-poor in Niger.⁵⁰ Behavioral entrepreneurship trainings have proved effective for women entrepreneurs in several contexts. For example, in Togo, 'Personal Initiative' training that instills an entrepreneurial mindset to micro entrepreneurs resulted in higher profit gains compared to more traditional business training, especially for women (30 percent versus 11

⁴⁸Chang et al. 2020. *What works to enhance women's agency: Cross-cutting lessons from experimental and quasi-experimental studies*. J-PAL working paper.

⁴⁹ Cho, et al. 2017. *A school support intervention and educational outcomes among orphaned adolescents*. Prevention Science.

⁵⁰Bossuroy et al. 2022. *Tackling psychosocial and capital constraints to alleviate poverty*. Nature.



percent, respectively).⁵¹ Similarly, improving access and use of technology can lead to improvements in female's labor market outcomes. For instance, in Uganda, the use of mobile technology by women entrepreneurs is associated with an increase in firm productivity and profits.⁵²

55. **Paris Agreement Alignment.** The operation is consistent with climate strategies (particularly NDC and NAP) submitted by Phase I countries (Mozambique and Madagascar). An assessment of the operation's activities suggests no negative impact on the countries' transition to a low greenhouse gas emission development pathway, as the program will not increase net emissions nor contribute to any carbon lock-in (low mitigation risk). Similarly, the program is expected to have a low adaptation risk. All activities financed through the operation feature on the indicative list of universally aligned activities in World Bank-supported operations. A climate and disaster risk screening has been carried out highlighting a high exposure of program sites to climate and disaster risks (particularly extreme precipitation and flooding, and droughts) but identifying no to low risks of climate or disaster risks impacting the program's ability to achieve its outcomes, given the nature of the activities financed, the mitigation measures implemented by the countries (including through World Bank support) and the adaptation features embedded in program's design.

56. **Climate change.** Program activities are expected to reduce climate and disaster risks. Information about climate and geophysical hazards will be provided to beneficiaries of school-based interventions and Safe Spaces under Component 1, to bridge information gaps for adolescent girls with regards to early warning communication. Climate vulnerability will be one of the criteria for selecting schools targeted for school-based nutrition services, and these ones are expected to reduce risks of malnutrition and anemia. The program's focus on inclusion of women in regional value chains under Component 2 is a sound opportunity to encourage adoption of climate-friendly production, processing and transportation for goods that will cross borders. Women receiving entrepreneurship skills training and mentorship support, especially those receiving training in sectors where adaptation and mitigation are crucial (for example, agribusiness, tourism, and green economy, among others) will be informed of climate adaptation and climate mitigation/resilience alternatives to traditional production and processing approaches. Overall, activities to increase women's productivity and enable their access to jobs in more productive sectors will decrease their dependence on agriculture (and hence their climate vulnerability). The economic inclusion measures are expected to increase resilience, access to finance and livelihood diversification, address climate-induced displacement, support natural capital and a just transition. Finally, under Component 3, the EAGER Knowledge Platform will support analytical work to assess the impact of climate change on women and girls in the program countries and strengthen government efforts to address these challenges.

57. **PCE.** The EAGER MPA is expected to enable private investment, particularly among women entrepreneurs, and to generate local commercial financing of solutions (goods and services) for girls' and women's empowerment. Activities under components 2 and 3 address key binding constraints to private capital, including gender disparities in the regulatory framework and in access to financial and physical capital. The in-kind transfers under component 1 would create local markets for distributors, producers, and service providers, including for example the production of menstrual hygiene kits for adolescent girls; sourcing of inputs for the nutrition programs from local food producers; and supply of modern contraceptive methods and vaccination. The design of activities under component 2 is expected to create incentives for additional private investment in the provision of quality training services. Finally, the support to the gender-friendly market enablers under component 3 will generate PCE by creating capacity at local and regional level to stimulate a conducive environment for social entrepreneurs and impact investors.

⁵¹ Campos et al. 2017. *Teaching personal initiative beats traditional training in boosting small business in West Africa*. Science.

⁵² Krieger-Boden and Sorgner. 2018. *Labor market opportunities for women in the digital age*. Economics: The Open-Access, Open-Assessment E-Journal.



58. **Economic analysis.** The multi-country program is expected to have significant benefits through the promotion of girls' and women's socioeconomic empowerment in the AFE region. An economic and financial analysis⁵³ was conducted to estimate the expected costs and benefits of key interventions supported by the program in Phase I countries (Madagascar and Mozambique). The *Keep Girls in School* intervention (Subcomponent 1.1) has an average estimated benefit/cost ratio of 2.48 (that is, every dollar spent on the program generates 2.48 extra dollars in household consumption/income). The estimated internal rate of return (IRR) of the program is 173 percent. The estimated benefit/cost ratio for *Behavioral entrepreneurship training* (Subcomponent 2.2) is 4.81, and the estimated rate of return is 94.6 percent. *Economic Inclusion* (Subcomponent 2.3) is estimated to have an average benefit/cost ratio of 1.21, and the estimated IRR of this program is 10.4 percent.⁵⁴

B. Fiduciary

(i) Financial Management

59. **An FM Assessment was undertaken in accordance with the Directives and Policy for IPF and the Bank Guidance - FM Manual in World Bank IPF Operations issued on September 7, 2021.**⁵⁵ The assessment covered aspects of budgeting, planning, staffing, accounting, reporting, internal controls (including internal auditing), and internal and external audits. The World Bank conducted FM assessments of the following institutions: (i) AUC; (ii) Ministry of National Education (*Ministère de l'éducation nationale*, MEN) of Madagascar; (iii) Development Intervention Fund (*Fonds d'Intervention pour le Développement*, FID) of Madagascar; (iv) Ministry of Gender, Children and Social Action (*Ministério de Género, Criança e Acção Social*, MGCAS) of Mozambique; and (v) Secretary of State for Youth and Employment (*Secretaria do Estado da Juventude e Emprego*, SEJE) of Mozambique.

To ensure adequate FM throughout the program the following actions were agreed to mitigate identified risks: (i) development of Project Implementation Manuals (PIMs), including the FM section; (ii) production of a guideline manual for cash or in-kind transfer, provision of bicycles, and distribution of menstrual hygiene kits; and (iii) in coordination with other World Bank financing supporting the AUC, co-financing the recruitment of an additional finance officer at AUC. The overall conclusion is that the project FM arrangements at five implementing agencies were assessed as adequate, which will meet the World Bank's minimum requirements under Bank Policy and Directive. FM residual risk was assessed as Substantial due to the nature of the project that will finance interventions such as cash or in-kind transfers, provision of bicycles, menstrual hygiene kits, skills training and school-to-work transaction.

(ii) Procurement

60. **The World Bank Procurement Regulations for IPF Borrowers (dated November 2020 4th Edition and amended from time to time) (Procurement Regulations) and the provisions of the Financing Agreements will apply.** Furthermore, the Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by International Bank for Reconstruction and Development (IBRD) Loans and IDA Credits and Grants (dated October 15, 2006, and

⁵³ Available upon request.

⁵⁴ To estimate a cost-benefit ratio a six percent discount rate is assumed, in line with analysis for some of the countries in the region, and an increase in costs of two percent when costs are assumed to repeat over the period of the project, to account for inflation. The analysis is based on the latest yearly minimum wage figures for Mozambique and Madagascar and uses average impacts on consumption and income based on the available literature. It is further assumed that impacts on income and consumption are realized one year after the implementation of the program and are sustained until the end of the program, which is expected to last six years. Then, the stream of net present value of expected benefits and costs of the implementation of the program was calculated, to obtain the cost-benefit ratio under above assumptions, and IRR of the investment.

⁵⁵ The detailed FM assessment and specific suggested arrangements are filed and available upon request.



revised in January 2011 and July 2016) will apply. The procurement procedure to be followed for Open National Bidding will be the open bidding procedure set forth in the respective Public Procurement Acts and the Public Procurement Regulations provided that such procedure will be subject to the provisions of Section V Paragraphs 5.3 to 5.6, and 5.7 to 5.9 of the Banks Procurement Regulations for IPF Borrowers dated November, 2020 4th Edition.⁵⁶

61. **The procurement plan for the activities will be managed through the World Bank’s tracking system, Systematic Tracking of Exchanges in Procurement (STEP).** A Procurement Plan was prepared covering at least the first 18 months of project implementation, as informed by the Project Procurement Strategy for Development (PPSD), and as agreed between the recipient and the World Bank. The Procurement Plan will be updated from time to time to guide the implementation of procurable components of the project. Procurement activities and all prior review procurement will be processed through STEP. Post Review contracts will be uploaded for record keeping and data completeness purposes for all procurement undertaken on a Procurement post Review basis. Procurable activities not included in STEP prior to initiating the procurement processing, will be deemed as ineligible expenditures. STEP systems will be used for handling and closure of all procurement complaints and to handle contract management. In view of this, the PIUs will assign specific staff as contracts managers in STEP Contracts Management Module.

C. Legal Operational Policies

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

D. Environmental and Social

62. **The E&S risk rating for the project is Moderate.** The proposed activities might lead to potential adverse risks and impacts, which are largely consistent across the components and have been identified as following: (i) possible capacity constraints of some implementing agencies to identify and manage E&S risks and impacts; (ii) occupational, health and safety risks for project workers and beneficiaries; (iii) community health and safety risks, such as potential spread of communicable diseases such as COVID-19, and Sexual Exploitation and Abuse(SEA)/ Sexual Harassment (SH) risks; (iv) generation of biohazards waste from a menstrual hygiene kits and wastewater pollution from private and secure sanitation in schools; (v) downstream impacts induced by TA activities that can be managed while Terms of Reference will be reviewed and approved by the World Bank to ensure that it considers adequate assessment of E&S implications and is consistent with the ESF; (vi) development of activities in conflict-affected areas; and (vii) potential exclusion of certain vulnerable groups in project design and benefits, beneficiaries and target areas’ selection criteria, and access to information disseminated through project interventions. The preliminary SEA/SH risk rating for the project is substantial considering potential contextual and project SEA/SH risk drivers, such as implementation of activities in humanitarian zones in some constituent countries, lack of adequate service provision in many project implementation areas, activities with health and education personnel targeting adolescent girls, and lack of adequate grievance mechanisms and codes of conduct with provisions to address SEA/SH for both health and education system personnel in all country

⁵⁶ Procurement procedures will be reflected in the PIM, with procurement risks, arrangements and capacity for Phase I Borrowers reflected in Annex 1 to 3.



contexts. Adverse risks and impacts are expected to be temporary, site-specific, reversible, and mitigated through the application of mitigation measures proposed in E&S instruments. The project will not invest in civil works and its activities are not expected to induce economic or physical displacement impacts under Environmental and Social Standard (ESS) 5, nor have impacts on cultural heritage sites, as foreseen under ESS8. Implementation of activities in conflict-affected areas will be limited to safer districts hosting displaced populations and will avoid those districts where the conflict is active.

63. **To address the above-mentioned risks and impacts, the following instruments have been prepared:** three E&S Commitment Plans (ESCP) for each grant recipient; a Stakeholder Engagement Framework (SEF) for the overall MPA and associated country-specific APs for Mozambique and Madagascar, including a GBV/SEA/SH sensitive GRM. The ESCP, SEF and APs have been finalized, and disclosed in-country and on the World Bank website in April 2023.⁵⁷ An E&S Management Framework (ESMF), which will include a GBV/SEA/SH risk assessment and its related AP, a Gender Sensitive Assessment, and Labor Management Procedures (LMP), will be finalized, consulted upon, and disclosed no later than 30 days after effectiveness date. During project implementation, site-specific E&S Impact Assessments (ESIAs) and E&S Management Plans (ESMPs) will be prepared for potential adverse risks and impacts related to Project activities. Institutional arrangement to manage and supervise E&S risks are described in detail in Annexes 1 to 3.

64. **The E&S instruments will promote integrated E&S risk management that enables greater responsiveness to change in circumstances through adaptive risk management and stakeholder engagement.** The program will focus on strengthening national and regional E&S management systems and institutions, promote transparency and stakeholder engagement through meaningful and ongoing consultations throughout the project life cycle, and set up a responsive GRM to facilitate resolution of concerns and grievances of project-affected parties. These measures will support the project in achieving a resilient and inclusive and sustainable development by including environmental and social considerations into project design and implementation. Citizen engagement will be an important aspect of the program's implementation, and will include broad and targeted consultations with communities, adolescent girls, parents and other project beneficiaries; engagement of local and religious leaders as part of the behavior and norms' changes activities, and engagement of civil society organizations in the implementation of select program activities. The program will monitor citizen engagement directly through an indicator measuring the percentage of grievances that are satisfactorily resolved in line with the program's GRM.

V. GRIEVANCE REDRESS SERVICES

65. **Grievance Redress.** Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, because of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of Bank Management and after Management has been given an opportunity to respond. For information on how to submit

⁵⁷ ESCP, SEF and AP have been disclosed in-country and on the World Bank website on April 11(Mozambique); April 12 (Mozambique); and April 24 (AU).



complaints to the Bank's Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank's Accountability Mechanism, please visit <https://accountability.worldbank.org>.

VI. KEY RISKS

66. **The overall program risk is rated Substantial.** The ratings consider the experience gained as part of implementation of regional programs in the region and the risks inherent to the program's activities. To manage the residual risk the program will provide TA with quality assurance elements to help country teams in project preparation and implementation; and invest in a learning agenda to raise the quality of implementation across all participating countries.

67. **Political and Governance risk is rated Substantial.** Countries that may participate in the MPA are at different stages of development, ranging from fragile and conflict-affected states to low- and middle-income countries, all with different political and governance-related challenges. The World Bank is mindful about the general election calendar for Madagascar (November 3023) and Mozambique (October 2024). The World Bank will work with the government officials to ensure continuity of efforts with the new administrations. Personal data, personally identifiable information and sensitive data are likely to be collected and used in connection with the management of the program interventions. To guard against abuse of that data, the program will incorporate best international practices for dealing with such data in such circumstances.⁵⁸

68. **Technical Design risk is rated Substantial.** The implementation of integrated, human-centered programs requires specialized technical expertise. The program will encourage development of such expertise in-country through the activities of the Knowledge Platform (Component 3) and will support joint procurement of specialized technical assistance as relevant. The program design, structured as a menu of options, allows flexibility to adapt to implementation to changing needs and circumstances.

69. **Institutional Capacity for Implementation and Sustainability risk is rated Substantial.** The proposed program adopts a multi-sectoral approach and requires inter-ministerial coordination. In some of the countries joining the MPA, such inter-ministerial implementation arrangements have not been tested yet. The regional implementation partner (AU) has faced some challenges in ensuring a smooth implementation of World Bank support in the past. Mitigating measures include: (i) direct financial and technical support to strengthen Borrowers' capacity to implement cross-sectoral interventions (Component 4); (ii) coordination with other initiatives aiming at strengthening AUC's implementing capacity, including the Support for Capacity Development of AUC project (P126848).⁵⁹

70. **Fiduciary risk is rated Substantial.** The implementation of the program will use existing national PIUs or well-established national institutions to manage the fiduciary aspects of implementation. Differences in capacity for fiduciary management among participating countries could lead to uneven progress in implementing activities and achieving targets. This risk will be limited by grouping countries with similar fiduciary capacity (allowing for simultaneous, multiple phases).

⁵⁸ Such measures may include, by way of example, data minimization (collecting only data that is necessary for the purpose); data accuracy (correct or erase data that are not necessary or are inaccurate), use limitations (data are only used for legitimate and related purposes), data retention (retain data only for as long as they are necessary), informing data subjects of use and processing of data, and allowing data subjects the opportunity to correct information about them, and so on.

⁵⁹ Please refer to Section III.C for a more detailed discussion on Sustainability.



VII. RESULTS FRAMEWORK AND MONITORING

PDO Indicators by PDO Outcomes

Baseline	Period 1	Period 2	Period 3	Period 4	Period 5	Closing Period
To increase girls' educational attainment						
Girls transitioning to secondary education (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	65.00	67.00	69.00	71.00	73.00	75.00
Out-of-school girls re-enrolling in education (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	4.00	7.00	11.00	14.00	15.00
To increase women's earnings						
Beneficiaries of job-focused interventions (Number) ^{CR1}						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	18000.00	54000.00	100000.00	150000.00	170000.00
➤ Beneficiaries of job-focused interventions - Female (Number) ^{CR1}						
0.00	0.00	18000.00	54000.00	100000.00	150000.00	170000.00
➤ Beneficiaries of job-focused interventions engaged in regional value chains (Female) (Number)						
0.00	0.00	12,600.00	37,800.00	700,000.00	80,000.00	120,000.00
To strengthen the institutional capacity to implement gender-equality policies						
Operationalization of a regional Community of Practice supporting gender-equality policies and programming (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	2.00	4.00	6.00	6.00	6.00	6.00

Intermediate Indicators by Components

Baseline	Period 1	Period 2	Period 3	Period 4	Period 5	Closing Period
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1. Boosting Human Capital Accumulation						
Girls receiving financial or other kind of support to stay in school (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	450,000.00	900,000.00	1,300,000.00	1,700,000.00	1,900,000.00	2,100,000.00
Out-of-school girls enrolling in the program's Safe Spaces (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	55,900.00	112,000.00	198,000.00	284,000.00	330,000.00
Stakeholders reached with behavioral change campaigns (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	700,000.00	1,500,000.00	3,000,000.00	4,200,000.00	5,100,000.00	6,700,000.00
Girls who stop viewing early marriage as a viable life option (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	10.00	20.00	30.00	40.00	50.00
2. Enabling Access to Productive Employment						
Women entrepreneurs supported with grants (cash/in-kind) (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	0.00	7,200.00	12,600.00	19,200.00	23,700.00
Beneficiaries of job-related interventions receiving dedicated mentoring (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	10.00	35.00	50.00	58.00	65.00
Beneficiaries of job-related interventions reporting increased earnings (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	0.00	25.00	50.00	58.00	65.00
Women entrepreneurs' access to digital technologies (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	0.00	7,500.00	20,000.00	27,500.00	35,000.00
3. Building the Enabling Environment						
Stakeholders trained on the implementation of key national laws to protect girls and women (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	0.00	1,200.00	6,000.00	12,000.00	22,000.00	27,000.00
Market system enablers supported (Number)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029



0.00	0.00	10.00	20.00	30.00	40.00	50.00
➤ Regional market ecosystem enablers supported (Number)						
0.00	0.00	5.00	10.00	15.00	20.00	25.00
GBV survivors who sought help to stop the violence (Percentage)						
Jun/2023						Jun/2029
33.00						45.00
4. Project Implementation Support						
Registered grievances satisfactorily resolved in line with the Grievance Redress System (Percentage)						
Jun/2023	Jun/2024	Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0.00	75.00	80.00	90.00	90.00	90.00	90.00



Targets by Recipient (Phase I)

PDO Indicators	Madagascar	Mozambique	AU
1. Girls transitioning to secondary education (percentage) (MPA PrDO)	75	75	N.A.
2. Out-of-school girls re-enrolling in education among beneficiaries (percentage) (MPA PrDO)	10	20	N.A.
3. Beneficiaries of job-focused interventions (females) (number) (CRI) (MPA PrDO)	80,000	77,000	N.A.
3.a Beneficiaries of job-focused interventions supporting regional value chains (females) (number) (MPA PrDO)	56,000	50,400	N.A.
4. Girls who stop viewing early marriage as a viable life option (percentage)	50	50	N.A.
5. Operationalization of a regional Community of Practice supporting gender-equality policies and programming (Number)	N.A.	N.A.	6
Intermediate indicators			
Component 1			
1.1 Girls receiving financial or other kind of support to stay in school (number)	916,500	980,000	N.A.
1.2 Out-of-school girls enrolling in the programs' Safe Spaces (number)	200,000	100,000	N.A.
1.3 Female leaders trained (number)	10,000	N.A.	N.A.
1.4 Stakeholders reached with behavioral change campaigns (number)	3,000,000	3,152,400	N.A.
1.5 Girls receiving national identification document (number)	N.A.	90,000	N.A.
Component 2			
2.1 Women benefiting from employment skills training (number)	60,000	N.A.	N.A.
2.2 Number of women benefiting from entrepreneurship skills training (number)	20 000	N.A.	N.A.
2.3 Women entrepreneurs supported with grants (number)	7,500	14,000	N.A.
2.4 Beneficiaries of job-related interventions receiving dedicated mentoring (percentage)	65	65	N.A.
2.5 Beneficiaries of job-related interventions reporting increased earnings (percentage)	50	75	N.A.
Component 3			
3.1 Local service providers trained on the implementation of key national laws to protect girls and women (number)	1,000	24,000	N.A.
3.2 GBV survivors who sought help to stop the violence (percentage)	40	50	N.A.
3.3 CSOs financed to provide last-mile GBV service (number)	56	N.A.	N.A.
3.4 Development of a GBV case management system (Yes/No)	N.A.	Yes	N.A.
3.5 National gender policy completed and disseminated (yes/no)	Yes	N.A.	N.A.
3.6 Countries participating in an AU Scorecard on Women's and Youth Financial and Economic Inclusion (number)	N.A.	N.A.	12
3.7 Regional campaigns aimed at changing norms around GBV (number)	N.A.	N.A.	2
3.8 Graduates of a regional incubator for new initiatives that promote girls' digital education and skills at scale (number)	N.A.	N.A.	55
Component 4			
4.1 Registered grievances satisfactorily resolved in line with the Grievance Redress System (percentage)	90	90	N.A.

N.A. = Not Applicable.



Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

To increase girls' educational attainment	
Girls transitioning to secondary education (Percentage)	
Description	Number of beneficiaries (girls) enrolling in lower secondary education as a percentage of the number of beneficiaries enrolled in the final year of primary education. Targets are estimated based on progression rates currently observed in areas targeted by the program.
Frequency	Annual
Data source	Program Management Information Systems (MIS) database.
Methodology for Data Collection	Data on schooling outcomes including grade level to be collected during registration stage before and after accessing program services.
Responsibility for Data Collection	PIU.
Out-of-school girls re-enrolling in education (Percentage)	
Description	Share of out-of-school girls benefitting from program activities (Safe Spaces) re-enrolling in the education system.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Data on schooling outcomes including enrolment and grade level to be collected after accessing program services.
Responsibility for Data Collection	PIU.
To increase women's earnings	
Beneficiaries of job-focused interventions (Number) ^{CRI}	
Description	The indicator measures the number of beneficiaries reached by interventions that contribute to the jobs agenda in operations supported by the World Bank.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Aggregation of data from project results indicators that track beneficiaries reached by job-focused interventions. This composite indicator will capture the cross-cutting nature of the support to jobs agenda provides by this Program. The indicator will focus on female beneficiaries who will have access and opportunities of more, better, and/or inclusive jobs. Beneficiary groups targeted by various project components and activities will be included: (i) Individuals (school-age and out-of-school girls, beneficiaries who receive support from local organizations – private or public – strengthened by the project, beneficiaries of new or improved job-related policies, beneficiaries of gender-positive changes in social and cultural norms); (ii) Entrepreneurs (entrepreneurs who learned new skills, adopted new practices and received new assets); (iii) Microenterprises (that improved conditions of their workers and/or created new jobs); (iv) Workers (whose jobs conditions improved, who gained new skills that gave them access to better quality jobs, and/or who got recruited because of new jobs created by the project).
Responsibility for Data Collection	PIU.
Beneficiaries of job-focused interventions - Female (Number) ^{CRI}	
Description	The indicator measures the number of female beneficiaries reached by interventions that contribute to the jobs agenda in operations supported by the World Bank.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Aggregation of data from project results indicators that track beneficiaries reached by job-focused interventions. This composite indicator will capture the cross-cutting nature of the support to jobs agenda provides by this Program. The indicator will focus on female beneficiaries who will have access and opportunities of more, better, and/or inclusive jobs. Beneficiary groups targeted by various project components and activities will be included: (i) Individuals (school-age and out-of-school girls, beneficiaries who receive support from local organizations – private or public – strengthened by the project, beneficiaries of new or improved job-related policies, beneficiaries of gender-positive changes in social and cultural norms); (ii) Entrepreneurs (entrepreneurs who learned new skills, adopted new practices and received new



	assets); (iii) Microenterprises (that improved conditions of their workers and/or created new jobs); (iv) Workers (whose jobs conditions improved, who gained new skills that gave them access to better quality jobs, and/or who got recruited because of new jobs created by the project).
Responsibility for Data Collection	PIU.
Beneficiaries of job-focused interventions engaged in regional value chains (Female) (Number)	
Description	Beneficiaries of job-focused interventions engaged in regional value chains. In the context of the implementation of the AfCFTA, strategic value chains preliminarily identified are agricultural products, processed food, and textiles. Specific value chains relevant to each country will be identified in the project operations manual.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Strategic value chains to be identified prior to rollout of the program. Data on sectors and value chains to be collected after 6 months of accessing program services.
Responsibility for Data Collection	PIU.
To strengthen the institutional capacity to implement gender-equality policies	
Operationalization of a regional Community of Practice supporting gender-equality policies and programming (Number)	
Description	The Community of Practice (CoP) will seek participation from policy-makers and implementers of Women's and Girls' Empowerment (WGE) initiatives in the region. Participation will prioritize, but not be limited to, implementers of EAGER projects. The CoP will rely on an agreed Terms of Reference and a Secretariat hosted by the AUC. Operationalization will be measured as the number of meetings (in-person, virtual, or hybrid) of participants on a defined topic. The Secretariat will prepare in advance of each meeting a formal invitation, and an agenda +/- issues note(s); and, after each meeting, a summary of issues discussed +/- actions agreed, and a participants list.
Frequency	Annual.
Data source	Meeting documentation (agenda, issues notes, summary of discussion and actions agreed, participants list).
Methodology for Data Collection	Review of meeting documentation.
Responsibility for Data Collection	PIU based in the AUC.

Monitoring & Evaluation Plan: Intermediate Results Indicators by Components

1. Boosting Human Capital Accumulation	
Girls receiving financial or other kind of support to stay in school (Number)	
Description	Number of girl beneficiaries that receive cash/in-kind transfers or other forms of support (services, behavioral) from the program to help them to be able to afford secondary school.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Program records.
Responsibility for Data Collection	PIU.
Out-of-school girls enrolling in the program's Safe Spaces (Number)	
Description	Number of out-of-school girls that enroll in the program's Safe Spaces to facilitate their re-entry in the education system, primarily, and provide them with skills development for better livelihood and employment outcomes when school re-entry is not possible.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Program records.



Responsibility for Data Collection	PIU.
Stakeholders reached with behavioral change campaigns (Number)	
Description	Number of stakeholders, such as school staff, community leaders, parents, etc., engaged with through behavioral change campaigns to discuss various topics related to gender equality (including but not limited to, the importance of girls' education and reduced violence towards girls and women).
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Program records.
Responsibility for Data Collection	PIU.
Girls who stop viewing early marriage as a viable life option (Percentage)	
Description	Percentage of girls participating in activities under Component 1 who report a decrease in acceptance of early marriage, as compared to their stance prior to participating in the program.
Frequency	Annual.
Data source	Program MIS.
Methodology for Data Collection	Beneficiaries' surveys at intake and graduation from the program.
Responsibility for Data Collection	PIU.
2. Enabling Access to Productive Employment	
Women entrepreneurs supported with grants (cash/in-kind) (Number)	
Description	Number of women entrepreneurs who receive cash or in-kind grants.
Frequency	Semi-annual
Data source	Implementation partners
Methodology for Data Collection	Grant disbursement records
Responsibility for Data Collection	Implementation partners, PIU
Beneficiaries of job-related interventions receiving dedicated mentoring (Percentage)	
Description	Share of women benefitting from activities under component 2 (receiving assets, grants and/or training) that receive supporting mentoring services.
Frequency	Annual.
Data source	Implementation partners.
Methodology for Data Collection	Beneficiaries surveys.
Responsibility for Data Collection	PIU.
Beneficiaries of job-related interventions reporting increased earnings (Percentage)	
Description	Women beneficiaries of activities under Component 2 who report increased income 6 months after participating in the project intervention.
Frequency	Annual
Data source	MIS
Methodology for Data Collection	Beneficiaries surveys
Responsibility for Data Collection	PIU
Women entrepreneurs' access to digital technologies (Number)	



Description	Number of women entrepreneurs supported by the program to benefit from new mobile phone ownership, access to the Internet, email accounts and use of digital platforms (e.g. e-Commerce), websites or social media (e.g. Facebook) for their businesses.
Frequency	Annual
Data source	Program MIS
Methodology for Data Collection	Program Records
Responsibility for Data Collection	Implementing agency
3. Building the Enabling Environment	
Stakeholders trained on the implementation of key national laws to protect girls and women (Number)	
Description	Number of stakeholders (local administrators, community leaders, public service providers,..) trained on the implementation of key national laws to protect girls and women.
Frequency	Annual
Data source	Program MIS
Methodology for Data Collection	Program records.
Responsibility for Data Collection	PIU.
Market system enablers supported (Number)	
Description	Local organizations (social enterprises, associations, incubators, NGOs, cooperatives, BDS providers, etc.) that benefit from the program's capacity development activities to improve the quality and reach of support offered to women at the country level.
Frequency	Annual.
Data source	Procurement Report.
Methodology for Data Collection	Administrative Data.
Responsibility for Data Collection	PIU.
Regional market ecosystem enablers supported (Number)	
Description	Regional organizations (social enterprises, associations, incubators, NGOs, cooperatives, BDS providers, etc.) that benefitted from the program's capacity development activities to improve the quality and reach of support offered to women.
Frequency	Annual.
Data source	Procurement Report.
Methodology for Data Collection	Administrative Data.
Responsibility for Data Collection	PIU.
GBV survivors who sought help to stop the violence (Percentage)	
Description	Percentage of ever-married women who have ever experienced any physical or sexual violence who sought help to stop violence.
Frequency	Once at program completion.
Data source	DHS.
Methodology for Data Collection	Most recent DHS.
Responsibility for Data Collection	PIU.
4. Project Implementation Support	
Registered grievances satisfactorily resolved in line with the Grievance Redress System (Percentage)	
Description	Percentage of grievances registered related to the delivery of the program that are resolved in line with the Grievance Redress System manual.



Frequency	Annual.
Data source	GRM MIS.
Methodology for Data Collection	GRM MIS.
Responsibility for Data Collection	PIU.

ANNEX 1: Madagascar EAGER project

1. **The EAGER program is expected to make significant contributions to the country's human and social capital development, which is a priority for the Government of Madagascar, as stated in its 2015–19 National Development Plan.** The program is firmly embedded in the Country Partnership Framework (CPF) for the Republic of Madagascar for FY23–27, which focuses on *Job Opportunities, Human Capital, and Resilience*.⁶⁰ The program aligns with the CPF's focus on spatial development (Component 2 activities will focus on identified high growth sectors and value chains) and target lagging areas (project activities will be implemented in specific urban, peri-urban and rural areas with low human development indicators).

2. **The program in Madagascar has been designed in coordination with ongoing sectoral engagements to maximize the overall impact of the country's portfolio on empowering girls and women.**⁶¹ Its geographical coverage will partly overlap with the areas covered by existing social protection, education, private sector, and health programs to leverage existing delivery systems.

3. **Component 1. Boosting Human Capital Accumulation (US\$72 million).** This component will address key drivers of girls dropping out of school as well as support re-entry to school and improved economic and social outcomes for girls out of school. Through this component, the program is expected to reach 1.6 million girls and boys in school and 200,000 out-of-school girls.

4. **Subcomponent 1.1. Keep Girls in School (US\$46 million).** This subcomponent will support girls' transition to, and retention in, secondary school. It will finance the following activities:

a. *Transfers (scholarships):* The EAGER program will finance the direct provision of scholarships to girls who have graduated from primary schools to support their transition into *college publics* (lower secondary) and *lycees* (upper secondary). The grants will be used to cover school costs at the beginning of the school year. This activity is expected to target about 142,500 eligible girls across the five priority regions identified by MEN.⁶²

b. *Adolescent-friendly SRH education:* This activity will target boys and girls in *college publics* through a comprehensive sex education curriculum and holistic support services. The curriculum will focus on gender relations, returns to education, socio-emotional learning, menstrual health and hygiene, and GBV.⁶³ As needed, students will be referred to trained community health workers and health centers for further assessment, testing, and access to modern contraceptive methods.⁶⁴ The activity will be implemented at national scale, and it is expected to benefit approximately 1.5 million students (750,000 girls) over the program implementation period.

5. **Subcomponent 1.2. Safe spaces for out-of-school girls (US\$26 million).** This subcomponent will support girls who dropped out of school to facilitate their re-entry into the education system (where

⁶⁰ World Bank Group CPF FY23-27 (Report No. 179576 MG).

⁶¹ Including the Madagascar Basic Education Support Project (P160442), Madagascar Safety Nets and Resilience Project (P179466), Improving Nutrition Outcomes using the Multiphase Programmatic Approach (P160848), Pandemic Preparedness and Support to Basic Health Services Project (P174903), Support for Resilient Livelihoods in the South of Madagascar Project (P171056), Madagascar Growth Pole Project (P164536), Economic Transformation for Inclusive Growth Project (P174684), and Digital Governance and Identification Management System Project (P169413).

⁶² Androy, Melaky, Sofia, Vatovavy and Fitovinany.

⁶³ Given Madagascar's vulnerability to climate change and information gaps amongst the poorest and more vulnerable groups, especially youth, the program will also include modules on climate change.

⁶⁴ To ensure students' access to complementary SRH services, the Ministry of Public Health will collaborate with MEN to facilitate visits by health representatives to schools.

feasible) or provide them with mentoring and skills development to engage in productive income-generating activities. This activity will target out-of-school adolescent girls aged 10–17, focusing on lagging communities in regions and districts with the highest rates of dropout, GBV, early pregnancy, and child marriage compared to national averages. This subcomponent will finance the following activities:

a. *Skills training:* Girls in the Safe Spaces will be provided with remedial education services to facilitate their re-entry in school, livelihood skills training, menstrual hygiene education, early marriage and other forms of GBV, and natural disasters and climate change, among other topics. Mentors will also collaborate with community health workers to provide participating girls with additional information about SRH, contraceptives, and referrals to other health or social services, as needed.⁶⁵ In coordination with the Ministry of Public Health, SRH services and vaccination for adolescent girls and boys against human papillomavirus may also be offered. Adolescent girls who cannot return to school will be linked to activities supported under Component 2. The Safe Spaces activity will reach approximately 200,000 adolescent out-of-school girls over the program implementation period.

b. *Cash transfers:* Cash transfers will facilitate the re-entry of out-of-school adolescent girls that participate in the Safe Space program, conditional on girls' school attendance. This activity will be carried out in coordination with the Madagascar Safety Nets and Resilience Project (P179466), to leverage its existing systems to identify, enroll, and provide payments to beneficiaries and monitor school attendance. Specifically, the EAGER program will extend the coverage of the Human Development cash transfer program from primary to lower secondary. This activity will be conducted as a pilot; 24,000 beneficiaries will receive cash transfers to cover the completion of lower secondary education over the project implementation period.

6. **Component 2. Enabling Access to Productive Employment (US\$58 million).** This component will support the skills development of adolescent girls and young women to either enter the labor market or improve their entrepreneurship potential. Through this component, the program is expected to reach 60,000 young women transitioning to the labor market and 20,000 women entrepreneurs. Activities will prioritize regional value chains with high potential for employment, growth, and promotion of green jobs, including textiles, agribusiness, tourism, green economy, and blue economy, consistent with the current World Bank Group engagement in the country.

7. **Subcomponent 2.1. School-to-work transition (US\$ 19 million).** This subcomponent will support the skills development of young women entering the labor market to facilitate their access to productive employment opportunities. Activities are designed to generate a system-level change in how short-term skills programs are delivered in the country, pushing a stronger focus on behavioral training and practical learning. The program will prioritize the Safe Spaces under subcomponent 1.2 and the existing training centers (such as those run by the Ministry of Technical and Vocational Education and other public or private organizations) as entry points to deliver these activities. When relevant, online training platforms will be sourced from local digital entrepreneurs.⁶⁶ Activities will include:

a. *Upskilling:* Training will enhance employability with a curriculum that includes a mix of soft skills and technical training, psychosocial and behavioral training, financial and digital literacy,

⁶⁵ This might include referrals for assessments and treatments as needed, through the existing Youth Friendly Health Centres (P174903) or other institutions.

⁶⁶ Seeking synergies with the World Bank-financed *Madagascar Economic Transformation Project (P174684)*.

and GBV. Climate change will be integrated into training in sectors where adaptation and mitigation are crucial (for example, agribusiness, tourism, and green economy). Links with the private sector will be established, including job placement support, validation of training curricula, and selection of sectors. The training will reach approximately 60,000 young women.

b. *Mentoring, counseling, and coaching services:* The project will provide quality mentoring and coaching services for young women to help them acquire practical skills required by the labor market (such as elaborating resume/Curriculum Vitae, preparing and doing interviews, and others).⁶⁷

c. *Active learning:* The project will work with the private sector to create and enhance opportunities for young women to benefit from relevant internships or apprenticeships to increase their economic opportunities.

8. **Subcomponent 2.2. Economic transformation (US\$39 million).** This subcomponent will target young women who are already entrepreneurs or are interested in becoming entrepreneurs. The training and skills development supported under the subcomponent will focus on expanding women's skills and ability to grow their businesses and create jobs. Interventions will help build a pipeline for other entrepreneurship programs (such as the startup program supported by the World Bank-financed Madagascar Economic Transformation Project (P174884) that targets entrepreneurs with more developed enterprises). Activities to be supported include the following:

a. *Behavioral entrepreneurship training.* The program will finance behavioral training to promote an "entrepreneurial mindset" among trainees. The entrepreneurship training will reinforce the skills needed to start and successfully run a business, including training modules on digital literacy (including digital platforms and services), financial literacy, marketing, personal integrity, GBV, and climate change.⁶⁸ Existing entrepreneurs will be given specific training to understand and address the bottlenecks that impede the growth of their business. An estimated 20,000 young women will participate in entrepreneurship training activities.⁶⁹

b. *Grants.* The program will finance the provision of seed funding for a subset of new women entrepreneurs completing the behavioral entrepreneurship training program. Cash grants (approximately US\$3,000) will be provided to up to 7,500 women entrepreneurs. The program may finance the purchase of digital assets (such as cellphones) and subsidies for digital connectivity access for a select number of participating women entrepreneurs when digital technologies can improve their productivity and access to markets.

c. *Digital platforms.* The program will finance TA for development of new or scale up of existing gender-friendly applications and digital platforms. All the beneficiaries of Component 2 will receive training on how to obtain information about employment opportunities and access capacity development resources (e.g. the location of training centers and upcoming training,

⁶⁷ It will leverage and expand existing initiatives offered by local organizations (such as the mentoring and coaching services offered by the Groupement des Femmes Entrepreneures Malgaches or the Entrepreneurship Mentoring Council).

⁶⁸ Climate change will be integrated into the training in sectors where adaptation and mitigation are crucial (for example, agribusiness, tourism, and green economy, among others).

⁶⁹ Depending on regional context and sector, this support may be open to a group of women entrepreneurs that want to start a cooperative. This approach will be more feasible in rural areas and sectors such as agri-business.

market information, digital training modules, and information on financial services). The information on employment opportunities will be leveraged to assess labor market demand and ensure that the skills development program align with market demand by mapping regional demand for skills by private employers (e.g. localized rapid labor-market surveys in priority sectors and surveys of training providers to assess service delivery availability and capacity).

9. **Subcomponent 2.3. Economic Inclusion.** No activities under this subcomponent (already covered under the Madagascar Safety Nets and Resilience Project [P179466]).

10. **Component 3. Building the Enabling Environment (US\$30 million).** Through this component, the program is expected to reach 3,000,000 stakeholders through various community mobilization and social norms activities and at least 1,000 stakeholders, including teachers, trained in crucial legal reforms.

11. **Subcomponent 3.1. Policies, market enablers, and institutions (US\$4 million).** This subcomponent aims to strengthen Madagascar's institutional capacity to implement gender-equality reforms and identify the legislative gaps that continue to constrain the empowerment of girls and women, for instance, regarding women's employment, access to land, and agency. Activities will include:

a. *Legal TA and awareness-raising.* The program will finance TA to support the completion, dissemination and implementation of the National Gender Policy, and the development of a mechanism to monitor progress on its implementation (including using digital means).⁷⁰ The program will support an assessment that will identify remaining gaps in the existing legal framework and assess bottlenecks impeding the successful implementation of laws in Madagascar, emphasizing the GBV Law. This assessment is expected to inform parliamentary activity during the program implementation period and future Development Policy Operations supported by the World Bank in the country. Given the scarcity of expertise on gender in the country, the subcomponent will support a pilot that will include partnerships with universities to design and deliver a gender studies course.⁷¹

b. *Gender-friendly market enablers:* The program will also support the reinforcement of existing local organizations (such as associations, NGOs, training institutions, chambers of commerce, business centers, universities, and business associations) that provide services to job seekers or women entrepreneurs. Key activities include (i) TA and capacity building for relevant service providers, including training of trainers' programs; (ii) light upgrading and equipment of office spaces; (iii) key staff salaries; and (iv) financial support to promote skills development, entrepreneurship activities, information sessions, and networking events.

12. **Subcomponent 3.2. GBV prevention and response (US\$24 million).** Recognizing that harmful social norms and beliefs and violence constrain girls' education and productive inclusion, and the need to expand services for GBV survivors, the program will support the following:

a. *Community mobilization for norms change:* This subcomponent will support community mobilization initiatives with targeted messages against GBV, child marriage, and early pregnancy;

⁷⁰ The program will also finance TA to develop and implement a curriculum for training key stakeholders, including teachers, local leaders and others.

⁷¹ In partnership with the Africa Centers of Excellence regional project.

and promoting education and positive masculinity. Community mobilization will follow a "bundled" approach with face-to-face interventions and mass media campaigns. Mentors trained under subcomponent 1.2 will be engaged in the delivery of community mobilization efforts, as will community leaders, "chefs de fokontany,"⁷² Mother Leaders and women's and men's groups.⁷³ The subcomponent will also support the development of a digital platform that community mobilizers can use to access information and tools. Community mobilization activities are expected to reach an estimated 3,000,000 people across Madagascar and will be implemented in all communities targeted under Component 1.

b. *Expanding formal GBV services:* To improve the delivery of services for GBV survivors, the subcomponent will support (i) revisions of the GBV referral pathway, including improved integration of services at different levels; (ii) development and rollout of a case management system that allows for proper care and monitoring of services offered to survivors at the 30 Listening and Legal Counseling Centers and 20 GBV Integrated Service Centers across the country; (iii) review of services provided at the Listening and Legal Counseling Centers, including a review of personnel skills; (iv) mapping GBV service providers nationwide and placement in a digital platform; and (v) training of at least 500 GBV providers, health care workers, lawyers, and others providing services to GBV survivors. Given the need for qualified social workers in the country, the Component will also pilot a partnership with universities and a network of social workers to train workers in delivering psychosocial support to GBV survivors.

c. *Expanding informal GBV services:* EAGER will finance transfers and capacity building to 56 CSOs providing last-mile GBV services across Madagascar, including through existing partnerships with government agencies.

13. **Subcomponent 3.3. EAGER Knowledge Platform (US\$2 million).** This subcomponent will finance (i) Madagascar's participation in the regional CoP established by the regional knowledge platform; (ii) an assessment of the causes for school leaving of both boys and girls; (iii) an assessment of barriers girls face to complete secondary school including a feasibility assessment of potential housing recommendations; (iv) labor market assessments to accompany activities under component 2; and (v) evaluations of interventions and design features to inform the design of the regional program in other countries.⁷⁴

14. **Component 4. Project Implementation Support (US\$20 million).** This Component aims to support the designated government agencies (MEN: US\$4.5 million; FID: US\$15.5 million) to implement multisectoral activities under this program.

15. **Institutional and implementation arrangements.** EAGER activities in Madagascar will be implemented by the MEN and FID. MEN will be responsible for the identification of geographic areas, implementation of subcomponent 1.1 activities and data collection for this component, organization and leadership of the project's steering committee, liaison with other government agencies. FID will be responsible for implementing subcomponent 1.2, Components 2 and 3 and data collection for these components. The total project budget to be implemented by MEN will be US\$50.5 million while the budget implemented by FID will be US\$129.5 million. Table 1 lists the project implementation areas. The MEN and

⁷² Village leaders who are lynchpin of the state at the community level.

⁷³ Community mobilizers will be trained in GBV to ensure that they can refer survivors to services in the community, adhere to confidentiality principles when dealing with GBV topics, and know good practices for supporting GBV survivors.

⁷⁴ For instance, this could include a focus on improving the availability of knowledge on the impact of climate change on women and girls in Madagascar, improving the government's ability to integrate this dimension in WGE program.

FID will leverage existing PIUs where safeguards and fiduciary and procurement responsibility will be housed. The project will have one GRM, and both MEN and FID will collaborate on citizen engagement arrangements and project supervision to ensure that existing mechanisms under both can be effectively leveraged. Implementation arrangements for the components and subcomponent activities will be fully defined in the PIM, with procedures to manage the micro, small and medium enterprises (MSME) grants.

Table 1: Madagascar EAGER Project Regions

Component 1	Component 2	Component 3
Analanjirajo*, Anosy*, Atsimo Andrefana*, Atsimo Atsinanana, Diana*, Fitovinany, Ihorombe, Melaky*, Menabe, Sofia, Vatovavy, Vakinankaratra*		
Amoron'i Mania, Androy, Betsiboka, Sava		Amoron'i Mania, Androy, Betsiboka,

16. **Financial Management.** The overall risk rating of the project is Substantial, mainly due to the risk related to the funds flow given the decentralization and the nature of activities to be financed. An FM assessment was conducted to evaluate whether the project implementing entities responsible for FM aspects meets the minimum FM requirements as per World Bank Policy and Directive. (The detailed FM assessment and specific suggested arrangements are filed and available upon request.) The FM arrangements in place for MEN and FID are adequate, subject to the additional measures. To address the risks identified and to further strengthen the arrangements:

- a. The PIM of the project will be developed based on the cash transfer systems used for the Social Safety Net project (P149323), and updated before the effectiveness date of the project;
- b. FID will recruit additional FM staff to support the existing team the implementation of this new project at the national and regional level (one senior accountant for each region), no later than three months after the effectiveness date;
- c. MEN will recruit additional staff to support the PIU of the Basic Education Support Project (*Projet d'appui à l'éducation de base*, PAEB, P160442) in the implementation of this project (one finance management specialist, two accountants) no later than three months after the effectiveness date;
- d. Regarding the cash transfers to beneficiaries, FID will rely on the well-performing payment agencies, clarify reporting arrangements in the payment agencies contracts, and strengthen supervision over these activities;
- e. FID will develop a manual of procedures to manage MSMEs grants. This manual will be adopted prior to any disbursement under the relevant category of disbursement;
- f. MEN will develop coordination agreements/Memorandum of Understanding outlining the division of roles and responsibilities between MEN and other line ministries, no later than three months after the effectiveness date;
- g. Each PIU will recruit one internal auditor to support the existing team, no later than three months after the effectiveness date.

17. **Procurement.** The residual risk for procurement is expected to be Moderate with appropriate mitigation measures. A detailed Procurement assessment and specific suggested arrangements are filed and available upon request. Procurement implementation will leverage existing PIUs within MEN (the Facilitation Project Unit (FPU) which implemented PAEB), and within FID, with substantial experience managing World Bank-financed operations with satisfactory performance. Mitigation measures include that (i) the FPU will recruit through an open competition the Procurement specialist position dedicated to this project, (ii) the FPU will set up a specific webpage for all procurement activities in this project, (iii) the project implementation team and procurement stakeholders will receive capacity building from World Bank

procurement team, and (iv) the FPU will update their current procurement manual for this project. FID will (i) add dedicated procurement team support under the current Procurement Specialist, (ii) revise their organization chart for the Procurement department; and (iii) update their procurement manual for this project.

Environmental and Social Aspects. The program's E&S risk rating is expected to be Moderate. The proposed activities might lead to potential adverse risks and impacts, broadly consistent across the components. To address the risks mentioned above and their impacts, the following instruments have been prepared: (i) an ESCP for Madagascar; (ii) a SEF for the overall MPA; and (iii) an associated country-specific AP for Madagascar, including a GBV/SEA/SH sensitive GRM. An ESMF, which will include a GBV/SEA/SH risk assessment and its related AP, a Gender Sensitive Assessment, LMP and a social specialists' terms of reference, will be finalized, consulted upon and disclosed no later than 30 days after effectiveness date. During project implementation, site-specific ESAs and ESMPs will be prepared for potential adverse risks and impacts related to project activities. An accessible Project-level grievance mechanism will be designed, established, maintained, and operated to timely gather all Project-related grievances, suggestions and information requests. A separate Project workers-specific grievance mechanism will be also established, operated and maintained to collect Project workers-related grievances. Adverse risks and impacts are expected to be temporary, site-specific, reversible, and mitigated by applying mitigation measures proposed in E&S instruments.

18. **The program E&S aspects will be managed by two existing PIUs:** (i) the PIU within the MEN which currently implements PAEB (P160442) and (ii) the PIU within FID which implements the Safety Nets and Resilience Project (P179466). Since each PIU already possesses an environmental specialist and a GBV one and only FID has a social specialist at national level; a new social specialist will be hired by the PIU within MEN. At the local level, FID has one specialist in charge of environmental and social risk management in each interregional directorate, whereas the PIU in charge of PAEB does not possess an E&S specialist locally. Thus, one environmental specialist and one social specialist in each local PIU will be hired by the national PIU within MEN.

ANNEX 2: Mozambique EAGER project

1. **The EAGER program is firmly embedded in the first and third focus areas of the Mozambique CPF for 2023–2027**, namely, the higher-level objectives of more inclusive institutions; and of improved human capital and women’s empowerment. The project aims to enhance youth’s human capital, especially that of girls and young women by increasing access to education, and more broadly investing in their life skills and supporting an environment where they can put their human capital into practice and reap market returns for their investments. The project also aims to strengthen the institutional capacity to implement gender equality reforms. As such, it can make significant contributions to the Human and Social Capital Development prioritized by the Government of Mozambique in its Five-Year Development Plan for 2020–2024.
2. **In Mozambique, the proposed EAGER program will focus primarily on improving girls’ progression in the education system; and on supporting women’s entrepreneurship in regional value chains.** The regional EAGER program will bring complementarity and maximize impact of ongoing national level projects.⁷⁵
3. **Component 1. Boosting Human Capital Accumulation (US\$80 million).** Through this component, the program will benefit directly 1.4 million adolescent girls and 126,000 girls’ family members and community leaders. The program is estimated to reach approximately 3.1 million stakeholders in girls’ communities through behavioral change campaigns.⁷⁶
4. **Subcomponent 1.1. Keep Girls in School (US\$ 53 million).** Activities in this subcomponent will target girls in the last years of primary school, and girls in lower secondary school. The project will fund the following activities:
 - a. *In-kind transfers - Uniforms.* This activity aims to reduce the direct costs of education through the provision of free uniforms.⁷⁷ The activity will target the last grades of primary school (grades 5th and 6th) where girls are at higher risk of drop-out; and lower secondary school (grades 7 to 9) to support girls’ completion of compulsory education as established by national laws. In the districts where the project will be active, priority will be given to those schools with lower Gender Parity Index in enrolment in grades of interest. Within these schools, all girls in the selected grades will receive the free uniform.⁷⁸ This activity is expected to finance provision of 1,950,000 uniforms that will benefit approximately 1,090,000 beneficiaries.

⁷⁵ The program will scale up and connect demand and supply-side interventions targeting adolescent girls implemented under ongoing operations in the country portfolio, particularly *Mozambique: Harnessing the Demographic Dividend* (P166100) and *the Improving Learning and Empowering Girls in Mozambique* (P172657) projects. Additionally, the program will embed selected design features tested under the *Women Entrepreneurs Finance Initiative (We-Fi)* in Mozambique (P168391), including trainings in social gender roles and personal initiative, trainings in digital skills, and gender-responsive procurement to address gender-specific constraints faced by women entrepreneurs. In selected districts, the program will establish partnerships with *the Digital Governance and Economy Project* (P172350) to increase access to civil identification, digital public services and improving digital business opportunities among beneficiaries. The program will not target skills development programs for the female wage labor force, a policy area already covered by the *Improvement of Skills Development in Mozambique* (P167054) project. As relevant, beneficiaries from Component 2 will be referred to services financed under private sector development operations, including the *Access to Finance and Economic Opportunities* (P178658) and the *Economic Linkages for Diversification* (P171664) projects.

⁷⁶ The activity will leverage the implementation arrangements and experience of the *Eu Sou Capaz* program implemented under the *Harnessing the Demographic Dividend* project (P166100).

⁷⁷ In Mozambique, uniforms are the single item associated with the largest out-of-pocket school expenditure, representing approximately 30 percent of direct school costs.

⁷⁸ This activity will be carried out in coordination with the Ministry of National Education and Human Development (MINEDH). The purchase and

b. *In-kind transfers - Bicycles.* In secondary education, the distance to schools is a key constraint to enrollment and attendance. Bicycles will be provided to adolescent girls transitioning to lower secondary schooling to incentivize their attendance and completion of secondary education. The bicycle will be presented as a prize for enrolling in secondary education and distributed in celebratory events at the community level.⁷⁹ Local production of bicycles will be incentivized, in coordination with activities to support entrepreneurship under Component 2. This activity is expected to reach 20,000 beneficiaries.

c. *WaSH.* The program will finance menstrual hygiene kits and menstrual hygiene education for adolescent girls. Kits will include reusable pads, soap, towels, and tools to track menstruation. Training sessions will build the capacity of the school-based "*Circles of interest*" (including teachers, student representatives and members of the school council) to deliver WaSH education and awareness sessions on menstrual hygiene.⁸⁰ These activities are expected to reach at least 180,000 girls enrolled in grade 7, in schools covered by uniforms distributions. Local production of menstrual hygiene products will be incentivized, in coordination with activities to support entrepreneurship under Component 2.

d. *Social norms in girls' ecosystem.* An awareness campaign will be launched to inform schools, adolescents and their families about the program and the associated norms it aims to change.⁸¹ This subcomponent will also finance specific activities to engage with boys as agents of change and reduce the risk of retaliation against girls. This activity is expected to reach approximately 3,152,400 people in girls' communities, in all the districts covered by the program.

5. ***Subcomponent 1.2. Safe spaces for out-of-school girls (US\$27 million).*** In this subcomponent, activities will target out-of-school girls, to encourage their reintegration into the education system or their inclusion in productive activities. The main activities are as follows:

a. *Skills training and referrals to services.* The provision of life-skills training and information on social services in Safe Spaces aims to increase girls' agency and critical knowledge on social services and GBV.⁸² Mentors will receive specific training to refer girls in Safe spaces to key social services.⁸³ The program will benefit 100,000 girls out-of-school.

distribution of uniforms will be procured centrally, in a competitive manner. Local authorities and school councils will play a central role in the monitoring of this activity. Third-party verification will also be used to ensure that uniforms reach the intended beneficiaries in the expected time frame.

⁷⁹ The provision of bicycles will be accompanied by the following activities: (i) training of community-based mechanics to provide preventative maintenance and repair services at market rates (bringing positive spillovers to local job creation or increase in earnings for existing mechanics); (ii) establishment of a local supply chain of spare bicycle parts (incentivizing local production); and (iii) training members of community-based Bicycle Supervisory Committees to assist in program monitoring.

⁸⁰ Activities will be carried out in coordination with MINEDH and the implementation of the *Improving Learning and Empowering Girls in Mozambique* (P172657) project (which is financing transfers to school to improve the sanitary conditions of school toilets and WaSH sensitization to school staff) for maximized impact.

⁸¹ The campaign will include information on: (i) the purpose of the program and the benefits of keeping girls in school; (ii) school and beneficiary selection; (iii) benefits and delivery schedule of uniforms, bicycles and menstrual hygiene kits; (iv) GRM and (v) support to school authorities and relevant stakeholders in organizing the distribution of all planned material incentives to beneficiaries.

⁸² Climate change information will also be included as part of the training program to bridge the information gap of adolescent girls with regards to early warning systems.

⁸³ Specifically, girls interested in re-enrolling into the education system will receive, when necessary, support to gather the necessary documentation and complete the enrollment process, and they will be automatically registered in the Keep Girls in School activities to benefit from dedicated in-kind transfers, WaSH programs and information campaigns provided under that program. Mentors will also facilitate girls' access to

b. *School of Partners*. This intervention aims to engage the girls' partners (parents or husbands, as relevant) as agents of change around fertility, sexual behaviors, gender/social norms, GBV, family formation, and economic empowerment. The school of partners will be implemented in parallel with life skills training delivered to girls out-of-school through the safe space. The school of partners will encourage men and women in the communities to jointly define alternatives to norms that perpetuate gender inequality. This activity is expected to reach over 100,000 beneficiaries, covering at least one parent/partner per girl enrolled in the safe space.

c. *Behavioral change targeting community leaders*. This activity intends to raise awareness among community leaders⁸⁴ about child marriage, SRH, GBV, and education, specifically in the context of girls' empowerment, and to promote a change in social and cultural norms. The program is expected to reach 18,000 community leaders in 1,800 communities across the country.

6. **Component 2. Enabling Access to Productive Employment (US\$69 million)**. Through this component, the program will support approximately 80,000 women entrepreneurs to increase their productivity and output in regional value chains. It will also finance 10,000 income generating activities for poor women with potential to graduate out of the social assistance system.

7. **Subcomponent 2.1. School-to work transition**. No activities will be financed under this subcomponent.

8. **Subcomponent 2.2. Economic transformation (US\$ 63 million)**. This activity seeks to provide access to more productive jobs and increasing productivity in entrepreneurship for vulnerable young women.⁸⁵ This subcomponent will prioritize the same districts as Component 1, but also expand coverage to small towns in rural districts and poor neighborhoods in urban districts – areas that are likely to register a combination of vulnerable populations and nascent economic opportunities.

a. *Behavioral entrepreneurship training*. 72,000 women beneficiaries will be selected based on an aptitude test and provided with subsidies to access skills development services (behavioral entrepreneurial training, financial and digital literacy, life skills) through Government and private sector service providers. Beneficiaries will select specific courses from the menu of options (based on local market in each district), depending on their preferences and aspirations.⁸⁶ Group mentoring and coaching sessions will be provided to accompany beneficiaries in the choice of the skills course, particularly to encourage cross-

SRH services, including family planning and vaccination against HPV, in local clinics or directly in the Safe Spaces through "brigadas móveis" (last-mile services); and receive menstrual hygiene education and menstrual hygiene kits. In coordination with the national civil registration authorities and with the *Digital Governance and Economy Project* (P172350), the program will organize "citizenship fairs" in each locality to promote civil registration for girls to obtain birth certificates and national IDs. Finally, as appropriate, mentors will liaise with MGCAS' social assistance services at local level, particularly in relation to prevention of child marriage and psycho-social support to GBV survivors.

⁸⁴ The primary target group consists of community leaders, religious leaders, opinion leaders, and norm keepers to promote and facilitate behaviors conducive to girls' empowerment, women's rights, gender equality, and child protection.

⁸⁵ The activity will leverage the implementation arrangements and experience of the *Acredita Emprega* program implemented under the *Harnessing the Demographic Dividend* project (P166100) and ensure consistency and synergies with the *Access to Finance and Economic Opportunities* project (P178658).

⁸⁶ The training curricula will include climate change climate adaptation and climate mitigation/resilience alternatives to traditional production and processing approaches.

over to high-productivity, male-dominated sectors. Performance contracts will provide incentives for service providers to increase course completion rates.

b. *Grants*. A sub-group of 14,000 beneficiaries completing the training courses (approximately 20 percent) will qualify to compete for grants of up to US\$2,000.⁸⁷

9. **Subcomponent 2.3. Economic inclusion (US\$ 6 million)**. This subcomponent will test the implementation of the comprehensive “graduation” model to generate a sustainable increase in consumption and earning among very vulnerable households. The program will follow a gender-intentional design to support women’s economic empowerment. Beneficiaries will be identified using the National Institute for Social Action (*Instituto Nacional de Acção Social*, INAS) social registry. The program will be implemented as a pilot and is expected to reach 5,000 beneficiaries. The intervention will be rigorously evaluated to assess the cost-effectiveness of this model vis-à-vis the current economic inclusion model implemented by INAS.⁸⁸ The program is expected to finance:

a. *Basic assets*. The program will finance a one-time transfer of a productive asset to enable women to start income-generating activities. The choice of the asset will depend on the economic opportunities offered by local markets and the sectors that offer women potential to be connected to value chains. In addition to the main productive asset, beneficiaries will also receive a mobile phone to receive digital payments.⁸⁹

b. *Skills development*. Beneficiaries will receive a combination of technical, business and life-skills training. Where applicable, the program will exploit synergies with training services being procured under subcomponent 2.2. Women will also receive regular mentoring and coaching support throughout the program duration, and up to two months after the completion of the program. Mentoring and coaching sessions will be group-based.

c. *Financial inclusion*. Women will be provided with financial literacy training. Where applicable, the establishment of savings groups will be encouraged. The program will leverage the distribution of mobile phones under point b) and the digital payments processed under point a) to promote digital financial inclusion.⁹⁰

d. *Self Help Groups (SHG)*. The program may facilitate the establishment of SHG as a delivery method to promote shared use of assets and services, and as an opportunity for women to strengthening networks with their peers. SHG may be used, for example, to deliver information on SRH and GBV services in a setting that respect their privacy vis-à-vis the community. Similarly, women may be encouraged to set up cooperative childcare services as part of the SHG, with women providing childcare services for children of women in the group on a rotating basis; and to establish savings groups.

⁸⁷ Further financial assistance could also be provided to more seasoned entrepreneurs through other World Bank operations such as the Mozambique: Access to Finance and Economic Opportunities project.

⁸⁸ Contrary to the current economic inclusion model implemented by INAS, where beneficiaries of social safety nets are provided ad employability services based on ad hoc opportunities provided by other public institutions, the proposed model will provide beneficiaries with a pre-designed and comprehensive package of interventions, and service providers will be competitively selected.

⁸⁹ This activity will be carried out in coordination with the Mozambique Financial Inclusion and Stability (P166107) project.

⁹⁰ This activity will be carried out in coordination with the Mozambique Financial Inclusion and Stability (P166107) project.

d. *Financial inclusion.* Women will be provided with financial literacy training. Where applicable, savings groups can be established in the context of SHG. The program will leverage the distribution of mobile phones under point b) and the digital payments processed under point a) to promote digital financial inclusion.

10. **Component 3. Building the Enabling Environment (US\$32 million).** Through this component, the program will support the ratification and implementation of gender-responsive policies, and the development of harmonized and integrated systems and processes to prevent and respond to GBV in a coordinated way across government agencies and other service providers. Through these interventions, the program aims to increase the share of GBV survivors who seek help to stop the violence and receive adequate GBV services.

11. **Subcomponent 3.1. Policies and markets (US\$ 4 million).** This Subcomponent aims at financing legal TA to identify bottlenecks to gender equality in the regulatory framework; advancing the implementation of existing laws that promote girls' and women's empowerment in Mozambique; and empowering the private sector as an agent of change. The main activities to be financed are:

a. *Legal TA and awareness-raising.* The program will finance TA to implementing existing legal instruments such as the Law No. 19/2019 for the Prevention of Child Marriage, and the Law No. 29/2009 on domestic violence against women, among others. The program will finance training of local administrators, community leaders and public service providers at community level to ensure the content of the laws is understood and enforced. The program will also finance contracting of specialized legal services for a review of the national regulatory framework with a gender lens, and the identification of key policy actions/reforms that could unleash girls' and women's potential.

b. *Gender-friendly market enablers.* The program will finance technical support (in licensing, management, and training) to women's associations and cooperatives, and social entrepreneurs developing solutions for women's and girls' empowerment. The program may finance advocacy for the implementation of quota systems or affirmative action in the recruitment and hiring of women by public and private institutions; and in consultation with relevant stakeholders, can support the Government to improve the national model contracts and code of conducts to include appropriate language regarding zero tolerance for any form of SEA/SA.

12. **Subcomponent 3.2. Strengthening GBV service provision (US\$26 million).** This component aims to strengthen GBV services, especially at the local level, including GBV prevention, response to GBV, and socio-economic reintegration of GBV survivors. The main activities to be financed are:

a. *GBV services.* The program will strengthen the provision of integrated GBV services at the local level, including by (i) providing training to at least 24,000 local service providers on the standardized protocol for provision of GBV care to survivors, including referrals, services and monitoring; (ii) strengthening the provision of psycho-social services at local level, in coordination with the Safe Spaces program under Component 1; (iii) rehabilitating and equipping at least four Integrated Care Centers (*Centros de Atendimento Integrado, CAIs*);⁹¹

⁹¹ In coordination with the new phase of the *Spotlight* program being financed by the European Union in Mozambique. The

(iv) establishing a digital case management system (ensuring interoperability with MIS from key relevant ministries) for recording data related to GBV, and the type of aggressors, by region, age group, schooling, etc. (v) operationalize a free 24-hour hotline, dedicated exclusively to GBV cases.

b. *Socio-economic reintegration of GBV survivors.* The focus of this activity will be (i) the provision of an emergency subsidy for GBV survivors (to be operationalized through INAS' existing *Direct Social Action Program*), to prevent the financial necessity to return to the place where the violence has been perpetrated; and (ii) referrals to education and employment services provided under Component 1 and 2.

13. **Subcomponent 3.3. EAGER Knowledge Platform (US\$2 million).** This subcomponent will finance Mozambique's participation to the regional Community of Practice established by the regional WGE knowledge platform; and evaluations of interventions/design features that can inform the design of the regional program in other countries.

14. **Component 4. Project Implementation Support.** This component will support the implementing agencies of this project (MGCAS and SEJE) in the design and implementation of multisectoral activities at national level and at regional context. The project will finance the strengthening of the existing PIUs in the two institutions responsible for the daily management and implementation of the project; operating costs; equipment; and training.

15. **Institutional and implementation arrangements. In Mozambique, the program will be jointly implemented by the Ministry of Gender, Children and Social Action (MGCAS) and the Secretary of State for Youth and Employment (SEJE).** MGCAS will have a coordinating role, promoting inter-ministerial collaboration in support of program activities, and liaising with the program's regional partners. SEJE will continue to implement its current programs for adolescent girls and young women that fit under Components 1 and 2, with improvements in the design and geographical expansion. MGCAS will be responsible for implementation of GBV-related activities under Component 3. Project funds would be allocated to two separate designated accounts, one for each institution, managed by each PIU, to allow smooth, efficient, and flexible implementation. The PIUs currently in place under the two institutions will be strengthened under the program. The implementation arrangements at central, provincial and local level are summarized in the Figure below. The total budget to be implemented by SEJE (Component 1, 2 and part of Component 4) is estimated at US\$165 million equivalent, while the financing to be implemented by MGCAS (Component 3 and part of Component 4) amounts to US\$35 million.

16. **The program will be national in scope and will be implemented in all provinces in the country.** A prioritization of districts based on vulnerability has been conducted and validated with provincial authorities. The list of 75 priority districts is presented in Table 1.⁹²

selection of targeted CAIs will prioritize provinces in the Center and Southern region of the countries, as World Bank support to rehabilitation of CAIs in the Northern region is already being provided through other emergency response operations in the portfolio.

⁹² The criteria used for selecting priority districts were the following: (a) vulnerability (poverty level, number of young people, access to social services, and other indicators); (b) unavailability of similar programs to avoid duplication of efforts; and (c) availability of services for which the project aims to increase demand (in particular, schools, SRH services, GBV response services, training programs, and transport solutions).

Table 1. EAGER program districts

Province	Districts
Niassa	Mandimba, Mecanhelas, Marrupa, Muembe, Sanga, Lago, Ngauma, Cidade de Lichinga, Cuamba
Cabo Delgado	Pemba, Mecufi, Metuge, Chiure, Montepuez, Mueda
Nampula	Cidade Nampula, Larde, Liupo, Memba, Mogincual, Moma, Monapo, Murrupula, Erati, Rapale, Ribaué
Zambézia	Cidade Quelimane, Gurué, Ile, Inhassunge, Maganja da Costa, Milange, Mocubela, Molumbo, Mopeia, Mulevala, Nicoadala
Tete	Changara, Marara, Angonia, Maravia, Cahora Bassa, Tsangano, Macanga, Magoe
Manica	Barué, Chimoio, Gondola, Macate, Machaze, Macossa, Manica, Mossurize, Tambara, Vanduzi
Sofala	Buzi, Caia , Cheringoma, Chibabava; Cidade Beira, Maringué, Marromeu, Nhamatanda
Inhambane	Mabote, Govuro, Funhalouro, Inhassoro
Gaza	Chicualacuala, Mapai, Massangena, Chigubo
Maputo Província	Cidade Matola, Manhica, Matutuine
Maputo Cidade	KaMaxakeni

17. **Financial Management.** The Project Support Team at MGCAS and the PIU at SEJE (PIU/SEJE) will be responsible for fiduciary aspects of the project. The Project Support Team has been strengthened by recent recruitment of a project FM Specialist. The PIU/SEJE FM capacity comprises a project FM Specialist and one project accountant. The staffing arrangements are adequate. The PIUs in MGCAS and SEJE will work in coordination for preparation of the annual work plans and budgets and ensure that project budget monitoring system is in place. The detailed FM assessment and specific suggested arrangements are filed and available upon request. To ensure adequate project FM arrangement throughout the proposed project implementation the following measures should be taken: (i) develop and adopt Project Implementation Manual including the section of the FM procedures; (ii) prepare and adopt a guidance manual for project interventions that includes cash or in kind transfers, provision of bicycles, menstrual hygiene kits, skills training and school-to work transaction; and (iii) customize the acceptable accounting software to maintain separate records and ledge accounts for the proposed project. The FM residual risk rating was assessed as substantial due to the nature of the project that will finance interventions such cash or in-kind transfers, provision of bicycles, menstrual hygiene kits, skills training and school-to work transaction, the MGCAS limited experience in handling Bank-financed operations.

18. **Procurement.** Procurement risk is assessed as substantial. While the project will leverage the capacity of the implementation structure under the ongoing Projects in SEJE and MGCAS, risks are assessed as substantial due to the additional workload that the activities of the project will create at SEJE and the currently limited implementation capacity of MGCAS under the Social Protection and Economic Resilience Project (P173640). The procurement teams will be strengthened with additional resources to support the implementation and once the project is fully operational, the risk rating will be reassessed. The detailed Procurement assessment and specific suggested arrangements are filed and available upon request.

19. **Environmental and Social Aspects.** The program's E&S risk rating is expected to be moderate. The proposed activities might lead to potential adverse risks and impacts, broadly consistent across the components. To address the risks mentioned above and their impacts, the following instruments have been prepared: (i) an ESCP for Mozambique; (ii) a SEF for the overall MPA; and (iii) an associated country-specific AP for Mozambique, including a GBV/SEA/SH sensitive GRM. The ESCP, SEF and AP have been disclosed in-country and on the World Bank website on April 12, 2023. An ESMF which will include a GBV/SEA/SH risk assessment and its related AP, a Gender Sensitive Assessment, and LMP, will be finalized, consulted upon, and disclosed no later than 30 days after effectiveness date. During project implementation, site-specific ESIA's and ESMPs will be prepared for potential adverse risks and impacts related to project activities.

Adverse risks and impacts are expected to be temporary, site-specific, reversible, and mitigated by applying mitigation measures proposed in E&S instruments. An accessible Project-level grievance mechanism will be designed, established, maintained, and operated to timely gather all Project-related grievances, suggestions and information requests. A separate Project workers-specific grievance mechanism will be also established, operated and maintained to collect Project workers-related grievances.

20. Regarding the E&S institutional configuration, a central E&S unit will be set up at SEJE to coordinate and supervise overall E&S aspects. The E&S unit will be comprised by the existing Social Development Specialist and by one Environmental Specialist and one GBV Specialist who will be hired under the program. The E&S and GBV specialists will liaise with the PIU coordinator to ensure coordinated monitoring and evaluation of E&S aspects in the program's activities. At the provincial level, the program will identify two environmental, social and GBV focal points, one under the Provincial Services for Justice and Labor (Youth Department), and another under the Provincial Services for Social Action. At district level, two environmental, social and GBV focal points will also be identified, one under the District Services for Education, Youth and Technology and the other under the District Services for Health, Women and Social Action.

ANNEX 3: Africa Union EAGER project

- 1. The EAGER MPA is well aligned with the World Bank strategy for AFE and for regional integration and cooperation assistance in Africa, FY21-23.**⁹³ Notably, Pillar 2 of the strategy seeks to promote trade and market integration, making special mention of the needs of small-scale cross border traders, especially women, and Pillar 3 seeks to support human capital development and includes a focus on building skills and women's empowerment. The proposed MPA also fully aligns with the *Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa* (Maputo Protocol), African Common Position on the Post 2015 Agenda, AUC Strategic Plan (2014–17), and Agenda 2063. In line with its regional mission and competencies, the activities implemented by AU in Phase 1 of MPA focus on Creating an Enabling Environment for Women's Empowerment (Component 3).⁹⁴
- 2. Component 3. Creating an enabling environment for women's empowerment (US\$10 million).** This component aims to engage key government and community stakeholders to address regulatory gaps and regressive gender norms the root causes of gender inequality. It also includes the operationalization of a knowledge platform to generate and exchange novel evidence and implementation science on women's and girls' empowerment programming.
- 3. Subcomponent 3.1 Policies and markets (US\$3 million).** In countries which have adopted and ratified the Maputo Protocol, financing will include TA that enables its effective implementation. This may include systematic assessment of alignment between countries' policies, laws and APs with the Protocol; support to further align policies, laws and APs with the Protocol; support to draft and implement of new policies, laws and APs that promote WGE; and design and implementation of systems to monitor progress against critical WGE dimensions such as child marriage, FGM, GBV, labor regulations and financial inclusion. In AU member states more broadly, financing will also support awareness raising and knowledge exchange around the Maputo Protocol and other initiatives which promote WGE, including publications, campaigns, policy workshops and other events convening policy makers, such as the AU Gender Pre-Summit attended by AU Heads of State.
4. Given the MPA's focus on economic empowerment, project financing in this subcomponent will focus on generating and disseminating innovations that help close the gender gap around financial and economic inclusion (FEI). These will include TA to develop regional and national surveys which monitor the gender-based financial and economic inclusion gap, including establishment of a Women and Youth FEI Scorecard for the region; development of data-driven regional and national strategies and APs to ensure FEI for girls and women; generation and dissemination of case studies of good practices that promote FEI for specific groups of girls and women; development and dissemination of an FEI toolbox focused on closing the gender gap (directed to financial authorities, financial service providers, and women), with accompanying implementation manuals, monitoring frameworks, and training programs; organization of regional workshops to report on, monitor, and discuss innovations that support girls' and women's FEI.

⁹³ Supporting Africa's Recovery and Transformation: Regional Integration and Cooperation Assistance Strategy - Update for the Period FY21-23.

⁹⁴ This project will complement other World Bank engagements with the AU, namely the Support for Capacity Development of the AUC and Other AU Organs project (P126848), the Africa Centre for Disease Control Regional Investment Financing project (P167916), and the Harmonizing and Improving Statistics in West Africa regional project (P169265). These projects all invest in developing the AU's capacity to lead, coordinate and monitor policy at regional level (including the development of regional indicators and databases), and the AU's capacity to support member states to implement activities. EAGER's support to the AUC is, therefore, well-aligned with the World Bank pre-existing support to the AU and its subsidiary bodies.

5. The program may finance the AU to develop survey modules and data collection tools on gender, especially those which permit comparison and benchmarking across countries including those which capture regular and safe cross-border movement. These will be included in a regional data repository of indicators relevant to WGE. TA that supports member states' data collection efforts and strengthens capacity to use data for decision making will also be provided.

6. The program will also finance support to regional market enablers, particularly through (i) TA and training to regional women networks, as the *African Women Leaders Network*, the *Gender is My Agenda Campaign Network* and the *Pan African Women's Organization*, and mechanisms to facilitate exchange of lessons learned and good practices; and (ii) support to social entrepreneurs interested in developing and marketing solutions on WGE.

7. **Subcomponent 3.2 Social Norms and GBV (US\$3 million).** This subcomponent will finance the development and implementation of coordinated awareness, sensitization, and behavioral change campaigns in the region. This will include strengthening and scaling up existing campaigns, such as *Africa Educates Her* and the *GIMAC* campaigns, and activities that promote positive masculinity. The subcomponent will finance the production, development, and distribution of media content in diverse formats (including infographics, animations, films, and multimedia) and games or apps challenging regressive gender norms. Where appropriate, activities will focus on "local/indigenous/traditional" knowledge and be produced in partnership with local opinion leaders and influencers who have a positive track record of promoting women and girl's empowerment, including partners such as the Council of Traditional Leaders in Africa. These activities will be implemented in coordination with the AU/CIEFFA.

8. **Subcomponent 3.3 EAGER Knowledge Platform (US\$4 million).** This subcomponent will support the creation of a dedicated evidence and data platform that supports design and implementation of MPA activities at regional level. The EAGER Knowledge Platform will be a demand-led platform providing analytics, advocacy, and advisory activities to countries in the region and particularly MPA countries, supporting the region to build evidence and share learning as countries make progress towards achieving the MPA's development objectives. In particular, the -platform will coordinate a shared evaluation plan across countries, including implementation reviews, surveys, and impact evaluations, for implementation in one country to inform the implementation in the rest of the region covered by the MPA. The platform will also finance generation of novel knowledge around innovative topics of interest defined by the MPA Learning Agenda. Finally, the platform will also act as a convening mechanism that deepens the MPA's engagement with governments, regional institutions, civil society, private sector implementers and other stakeholders. In particular, the platform will focus on building capacity and strengthening the impact of EAGER investments, specifically within the AUC and countries participating in the MPA, through a CoP of key policy makers in the region. The CoP's main activity will be convening EAGER implementation agencies to share experiences and good practices. Beyond implementation agencies and policymakers, the platform will also facilitate exchanging experiences among local organizations (NGOs and CSOs) and networks active on the gender equality agenda through crowdsourcing campaigns to gather ideas on girls' and women's empowerment issues, and South-South exchanges.

9. This subcomponent will also finance the establishment of a *Digital Transformation for Girls' Education Incubator*. The incubator will finance a platform, training, mentorship, tailored capacity-building and networking opportunities for individuals and start-ups with innovative ideas on how to scale-up girls' access to education across eastern and southern Africa, using digital tools. Early stages of the incubator will include training on digital skills, entrepreneurship, and financial literacy to support individuals and start-ups to develop their idea into a viable business plan. A jury will select candidates to pass on to the

later stages of the incubator, involving intensive virtual and in-person support to graduate from the incubator and pitch their business plan to real-world investors. Specific areas of interest include gender-friendly online training and networking platforms; coding training for girls; bridging the digital skills gap of women teachers; digital tools for civic participation. The incubator will be managed by AU/CIEFFA, and will support interventions with regional reach, complementing programs at national level that are supported by the country-specific projects.

10. Finally, this subcomponent will support the establishment of a regional fellowship program on WGE-related research or program implementation. The fellowship program will comprise fixed-term internships or apprenticeships in ministries, agencies, research institutes, enterprises or CSOs that advance WGE, with support for young women to take up fellowships in countries other than their own.

11. **Component 4. Project Implementation Support (US\$2 million).** Project financing in this subcomponent will finance the establishment of the PIU within the AUC; operating costs; and TA to strengthen AU's strategic and operational capacity to design, deliver, monitor, and evaluate WGE initiatives at regional level.

12. **Implementation arrangements.** The overall responsibility for the implementation and oversight of the AU project will lie with the WGDY. This directorate will ensure coordination with the two other departments that will be responsible for implementing AU activities, namely the Health, Humanitarian Affairs and Social Development and the AU/CIEFFA. A Project Coordination Unit including a Project Coordinator and Technical Specialists (consultants whose hiring will be financed by project resources) will be set up. The project may finance other cross-cutting profiles to support implementation, namely a Financial Management Specialist, a Procurement Specialist, and a Safeguards Specialist. In the interest of efficiency and coordination, these profiles will be co-financed and shared across World Bank-AUC projects. Fiduciary roles would be strengthening the AUC Finance Department, while the Environment and Social Specialist will be incorporated in the AUC Partnerships department.

13. **Financial Management.** The detailed FM assessment and specific suggested arrangements are filed and available upon request. The overall residual risk assessment is substantial. To address the risks identified and to further strengthen the arrangements:

- budget utilization needs close monitoring;
- a Finance Officer to handle this project will be recruited;
- financial reports will continue to be prepared by maintaining project specific accounting codes;
- AUC will submit an internal audit report covering a twelve-month period not later than sixty (60) days after the end of the twelve-month period covered by the audit. Terms of reference will be prepared and agreed with the World Bank specifying the coverage, scope and timing of the audit cycle;
- AUC will prepare an Interim Financial Report quarterly and submit it to the Bank within 45 days of the quarter's end. In addition, AUC will also produce annual Project Financial Statements in accordance with acceptable accounting standards;
- the AUC will have the Project's financial statements audited in a manner acceptable to the World Bank. The financial statements will be prepared in accordance with the agreed standards. The audit will be carried out by a qualified auditor acceptable to the World Bank. The Annual Audit report (the audited financial statements, opinions including Management letter) will be submitted to the World Bank within six months of the end of each fiscal year; and
- project audit reports should be disclosed on AU's website.

14. **Procurement.** The procurement risk of AUC is rated as Substantial. The detailed procurement assessment and specific suggested arrangements are filed and available upon request. Some of the findings include the following:

- The Supply Chain Management Division (SCMD) is well staffed with the necessary procurement support personnel and handles a portfolio of around more than US\$100 million.
- Procurement processes are carried out with the principle of value for money, economy, integrity, and open competition, and this is the preferred procurement method at AUC.
- The AUC has issued revised Procurement Manual, which is applicable to the wider AU Organs.
- SCMD has experience preparing simplified PPSD and using STEP for procurement planning. However, the unit will not use the STEP for proper procurement and contract management monitoring which is a common challenge for most of the implementing agencies.
- The AU procurement manual provides for lodging complaints during any stage of the bidding process. The Complaints handling office is required to report on its findings to the Controller's Office. The procurement process of the AUC is subject to annual audits by internal and independent external auditors.

15. **Environmental and Social Aspects.** WGYD will assess and manage E&S risks, and prepare E&S instruments, as required, in accordance with the World Bank ESF and relevant country regulations. To address E&S risks and impacts, and identify related roles and responsibilities, AU prepared an ESCP, which has been finalized and disclosed in-country on April 24, 2023, and on the World Bank website on April 25, 2023. The PIM will include screening list and main procedures and measures to be followed to identify and manage E&S risks, including GBV/SEA/SH.

16. **Regarding the institutional E&S configuration to manage and supervise E&S risks,** the WGYD will also establish and maintain an organizational structure with qualified staff, including an E&S specialist, and resources to support the management of E&S risks; mobilize necessary additional staff of consultants required for short or long-term assignments in accordance with the assessment or institutional needs; design, establish, maintain, and operate an accessible Project-level grievance mechanism to timely gather all Project-related grievances, suggestions and information requests; and a separate grievance mechanism for Project workers; and, prepare and submit regular monitoring reports on the environmental, social, health and safety performance of the Project. Specifically, in the interest of efficiency and coordination, an E&S specialist will be hired, co-financed, and shared across World Bank-AU projects, such as the Building Institutions and Systems to Harness and Realize Agenda 2063 (P180117), and the Sahel Women's Empowerment and Demographic Dividend (P150080). The E&S Specialist will be responsible for identifying, managing, and supervising program-related E&S risks, and will be integrated into the AU Partnerships department.



ANNEX 4: Project Cost by Financing Window

Recipient/Borrower	National Performance Based Allocation (PBA)	Regional Integration (RI) Window	Total
Madagascar	100	80	180
Mozambique	100	100	200
Africa Union	0	12	12