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The World Bank
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IMPLEMENTATION COMPLETION AND RESULTS REPORT

ON

IDA CREDITS
IN THE AMOUNTS OF

SDR 45.2 MILLION
(US\$71 MILLION EQUIVALENT)

SDR 25.8 MILLION
(US\$40 MILLION EQUIVALENT)

SDR 43.5 MILLION
(US\$59 MILLION EQUIVALENT)

AND

AN IDA GRANT
IN THE AMOUNT OF

SDR 36.0 MILLION
(US\$50 MILLION EQUIVALENT)

AND

GLOBAL PARTNERSHIP FOR EDUCATION GRANTS
IN THE AMOUNTS OF

US\$90 MILLION AND US\$57.9 MILLION

TO THE

REPUBLIC OF MOZAMBIQUE

FOR THE

MOZAMBIQUE EDUCATION SECTOR SUPPORT PROJECT

June 26, 2020

Education Global Practice
Africa Region

CURRENCY EQUIVALENTS

Exchange Rate Effective March 20, 2020

Currency Unit = Metical (PI Meticais)
Mt 66.36 = US\$1
US\$ 1.39 = SDR 1

FISCAL YEAR
January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

| | |
|------------|--|
| ADE | Grants to Schools (<i>Apoio Directo as Escolas</i>) |
| AF | Additional Financing |
| BSP | Basic Services Package |
| CALE | Commission for the Evaluation of Textbooks (<i>Comissão para a Avaliação do Livro Escolar</i>) |
| CCC | Community Coordination Committee |
| CP | Cooperating Partners (Education Sector) |
| CPF | Country Partnership Framework |
| CPS | Country Partnership Strategy |
| DA | Designated Account |
| DAF | Directorate of Administration and Finance |
| DANIDA | Netherlands and Danish International Development Agency |
| DFID | Department of International Development |
| DICIPE | National Strategy for Early Childhood Development Project |
| DIPE | Directorate of Special Programs |
| DIPLAC | Directorate of Planning and Cooperation |
| DLI | Disbursement Linked Indicators |
| DPEC | Provincial Directorate of Education and Culture |
| DRH | Directorate of Human Resources |
| EA | Environmental Assessment |
| ECD | Early Childhood Development |
| ECERS | Early Childhood Environment Rating Scale |
| EFA-FTI CF | Education for All – Fast Track Initiative Catalytic Fund |
| EMIS | Education Management Information System |
| ESSP | Education Sector Support Program |
| EP2 | First Year of Secondary School |
| E-PAF | Education Performance Assessment Framework |
| FASE | Education Sector Support Fund (<i>Fundo de Apoio ao Sector de Educacao</i>) |
| FM | Financial Management |
| GBV | Gender Based Violence |
| GDP | Gross Domestic Product |
| GoM | Government of Mozambique |
| GPE | Global Partnership for Education |
| GPI | Gender Parity Index |
| GRM | Grievance Redress Mechanism |
| HIV/AIDs | Acquired Immunodeficiency Syndrome/Human Immunodeficiency Virus |
| IDA | International Development Association |
| HCI | Human Capital Index |
| HDI | Human Development Index |
| ICR | Implementation Completion Results Report |
| IFP | Teacher Training Institute (in Portuguese) |
| IFR | Interim Financing Report |
| INDE | National Institute for Development of Education (in Portuguese) |

| | |
|----------|--|
| IPF | Investment Project Financing |
| IRI | Intermediate Results Indicator |
| IRR | Internal Rate of Return |
| ISR | Implementation Status Report |
| IVA | Independent Verification Agency |
| LEG | Local Education Group |
| M&E | Monitoring and Evaluation |
| MDG | Millennium Development Goals |
| MELE | Measure of Early Learning Environment |
| MGCAS | Ministry of Gender, Children and Social Action |
| MINEDH | Ministry of Education and Human Development |
| MOE | Ministry of Education |
| MOU | Memorandum of Understanding |
| MTR | Mid-term Review |
| NPV | Net Present Value |
| OECD | Organization for Economic Cooperation and Development |
| ORAF | Operational Risk Assessment Framework |
| PAD | Project Appraisal Document |
| PARPA II | Poverty Reduction Support Strategy |
| PdA | Annual Activity Plan |
| PDO | Project Development Objective |
| PEE | Strategic Plan for Education and Culture (in Portuguese) |
| PQG | Five-Year Plan (<i>Programa Quinquenal do Governo</i>) |
| PSB | ECD Basic Service Package (in Portuguese) |
| PTR | Pupil-to-Teacher Ratio |
| RBDF | Results Based Disbursement Framework |
| RF | Results Framework |
| SABER | System Assessment and Benchmarking for Education Results |
| SBM | School-Based Management |
| SICOLE | System of Inventory and Conservation of School Books |
| SDEJTs | Secretaries for Education, Youth and Technology |
| SDI | Service Delivery Indicators |
| STEP | Systematic Tracking of Exchanges Procurement |
| SWAp | Sector-wide Approach |
| TEE | Total Education Expenditure |
| TF | Trust Fund |
| TGE | Total Government Expenditure |
| TTPs | Third Party Providers |
| TVET | Technical and Vocational Education Training |
| UNICEF | United National Children's Fund |
| VA | Verification Agent |
| WB | World Bank |
| WFP | World Food Program |

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DATA SHEET

BASIC INFORMATION

Product Information

| | |
|------------------------|-------------------------------------|
| Project ID | Project Name |
| P125127 | MZ-Education Sector Support Program |
| Country | Financing Instrument |
| Mozambique | Investment Project Financing |
| Original EA Category | Revised EA Category |
| Partial Assessment (B) | Partial Assessment (B) |

Organizations

| | |
|---------------------------------|---|
| Borrower | Implementing Agency |
| Ministry of Economy and Finance | Ministry of Education and Human Development (MINEDH), Ministry of Education and Development |

Project Development Objective (PDO)

Original PDO

The original PDO is to improve access to and, quality and equity of education. No changes to the PDO are proposed in the restructuring.



FINANCING

| | Original Amount (US\$) | Revised Amount (US\$) | Actual Disbursed (US\$) |
|---------------------------------|------------------------|-----------------------|-------------------------|
| World Bank Financing | | | |
| IDA-49300 | 71,000,000 | 70,999,041 | 68,947,829 |
| TF-99811 | 90,000,000 | 90,000,000 | 90,000,000 |
| IDA-51000 | 40,000,000 | 40,000,000 | 37,816,058 |
| IDA-D0840 | 50,000,000 | 49,984,072 | 50,237,858 |
| TF-A0429 | 57,900,000 | 55,870,000 | 55,870,000 |
| IDA-60750 | 59,000,000 | 59,000,000 | 60,268,107 |
| Total | 367,900,000 | 365,853,113 | 363,139,852 |
| Non-World Bank Financing | | | |
| Borrower/Recipient | 0 | 0 | 0 |
| Total | 0 | 0 | 0 |
| Total Project Cost | 367,900,000 | 365,853,113 | 363,139,851 |

KEY DATES

| Approval | Effectiveness | MTR Review | Original Closing | Actual Closing |
|-------------|---------------|-------------|------------------|----------------|
| 28-Apr-2011 | 06-Feb-2012 | 30-Sep-2013 | 31-Jul-2015 | 31-Dec-2019 |

RESTRUCTURING AND/OR ADDITIONAL FINANCING

| Date(s) | Amount Disbursed (US\$M) | Key Revisions |
|-------------|--------------------------|---|
| 20-Jan-2014 | 85.15 | Change in Results Framework Change in Loan Closing Date(s) |
| 28-Jun-2019 | 332.75 | Change in Loan Closing Date(s) |

**KEY RATINGS**

| | | |
|----------------|-------------------------|------------------------|
| Outcome | Bank Performance | M&E Quality |
| Satisfactory | Satisfactory | Substantial |

RATINGS OF PROJECT PERFORMANCE IN ISRs

| No. | Date ISR Archived | DO Rating | IP Rating | Actual Disbursements (US\$M) |
|------------|--------------------------|-------------------------|-------------------------|-------------------------------------|
| 01 | 21-Sep-2011 | Satisfactory | Satisfactory | 0 |
| 02 | 05-Jun-2012 | Satisfactory | Satisfactory | 0 |
| 03 | 22-Dec-2012 | Moderately Satisfactory | Satisfactory | 31.66 |
| 04 | 22-Jun-2013 | Moderately Satisfactory | Moderately Satisfactory | 85.15 |
| 05 | 23-Dec-2013 | Moderately Satisfactory | Moderately Satisfactory | 85.15 |
| 06 | 10-Jun-2014 | Moderately Satisfactory | Moderately Satisfactory | 172.61 |
| 07 | 30-Nov-2014 | Moderately Satisfactory | Moderately Satisfactory | 172.61 |
| 08 | 14-Mar-2015 | Moderately Satisfactory | Moderately Satisfactory | 194.01 |
| 09 | 22-Oct-2015 | Moderately Satisfactory | Moderately Satisfactory | 194.01 |
| 10 | 31-Mar-2016 | Moderately Satisfactory | Moderately Satisfactory | 232.01 |
| 11 | 29-Jul-2016 | Moderately Satisfactory | Moderately Satisfactory | 232.01 |
| 12 | 12-Feb-2017 | Moderately Satisfactory | Moderately Satisfactory | 234.01 |
| 13 | 21-Mar-2017 | Moderately Satisfactory | Moderately Satisfactory | 244.01 |
| 14 | 21-Sep-2017 | Moderately Satisfactory | Moderately Satisfactory | 263.01 |
| 15 | 27-Mar-2018 | Moderately Satisfactory | Moderately Satisfactory | 263.01 |
| 16 | 03-Oct-2018 | Satisfactory | Satisfactory | 314.02 |
| 17 | 12-Apr-2019 | Moderately Satisfactory | Moderately Satisfactory | 323.83 |
| 18 | 17-Sep-2019 | Moderately Satisfactory | Moderately Satisfactory | 346.58 |
| 19 | 30-Dec-2019 | Moderately Satisfactory | Moderately Satisfactory | 363.14 |



SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education 100

| | |
|--|----|
| Early Childhood Education | 5 |
| Public Administration - Education | 16 |
| Primary Education | 34 |
| Secondary Education | 25 |
| Workforce Development and Vocational Education | 20 |

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3) (%)

Human Development and Gender 100

| | |
|---------------------|-----|
| Education | 100 |
| Access to Education | 50 |
| Education Financing | 50 |

ADM STAFF

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. **Country context at the time of appraisal in 2011.** Mozambique had emerged from a set of complex emergencies, brought about by war and natural disasters, to become a country with impressive annual economic growth. Between 1996 and 2006, following the devastating civil war that ended in 1992, the economy had grown at a rate of about 6-7 percent annually. The poverty headcount index fell by 15 percentage points between 1996-97 and 2002-03, and by another 12 percentage points by 2014-15. Economic expansion had been underpinned by overall macroeconomic stability, sound policy reforms, growth in agriculture, post-war reconstruction, mega-projects, and strong support from development partners.

2. Despite strong growth and development, Mozambique remained one of the poorest countries in the world. It ranked 165th of 169 countries on the 2010 Human Development Index (HDI). It was a country vulnerable to exogenous shocks (such as recurrent natural disasters). In 2009, the per capita income was US\$454 (compared to the Sub-Saharan Africa average of US\$500), 55 percent of the population lived below the poverty line, and 63 percent of rural children lived in absolute poverty. Although progress had been made in achieving the Millennium Development Goals (MDGs), more was needed in increasing access to and improving the quality of basic public services such as education, health, and water and sanitation, particularly in rural areas. Progress had been made towards reducing child mortality, and good progress had been made in increasing immunization rates (MDG Goal 4). Under-5 mortality rate had decreased from 178 per thousand in 2000 to 138 per thousand in 2008. Yet, Mozambique was very unlikely to meet the MDG goal by 2015. Good progress had been made in improving maternal health (Goal 5), but Mozambique was unlikely to meet the MDG goal by 2015. Maternal mortality had decreased from an estimated 1,000 per 100,000 live births in the early 1990s to 408 per 100,000 live births in 2003 and further to 340 in 2007. The number of attended births had increased slightly; however, Mozambique continued to have one of the worst performances in the region for these targets. There had been little progress in combating HIV/AIDS, malaria and other diseases (Goal 6). A 2010 report suggested that the HIV/AIDS prevalence rates remained high, even though there had been a reduction in the prevalence rate from 16 percent in 2007 to 11.5 percent in 2009. The prevalence rate among women was particularly high at 13.1 percent.

3. **Country context at the time of the 2015 and 2017 additional financings (AFs).** Over half of Mozambique's population was still living in poverty and was highly vulnerable.¹ Inequality continued to be high, with the geographical distribution of poverty concentrated in the rural areas, and in the Center and Northern parts of the country. In 2016, Mozambique's economic performance decelerated to its slowest pace since 2009 and the country was facing a major economic and financial crisis. The decline in commodity prices for key Mozambican exports, rising debt levels, damaged investor confidence, and the devaluation of the Mozambican metical had contributed to the slower pace of growth, and were having a direct impact on poverty and the vulnerability of its population. In addition, the El Nino / La Nina phenomenon had caused the worst drought in the country in 35 years and was severely affecting food security, nutrition, and overall human development, particularly for the

¹ World Bank. Social Protection Project Appraisal Document. 2013.



most vulnerable. In addition, in 2016 large amounts of previously hidden external borrowing was revealed, causing the suspension of budget support by external partners and resulting in a significant increase in general government gross debt. The tight fiscal and budgetary constraints resulted in cuts in domestic funding for education, reducing the availability of core inputs to the system including teacher hires. Rising poverty levels reduced the demand for education especially for the poorest families in rural areas who faced higher opportunity costs, leading to higher dropout rates and delayed enrollments.

4. **Sector context at the time of appraisal.** The Mozambique Education Strategic Plan (PEE) 2012-2016 was intended to operationalize the Government's new Five-Year Plan (2010-2014). The PEE was initially approved in 2012 by the Ministry Council and endorsed by the Local Education Group (LEG), which included Education Sector Cooperating Partners (CPs) and representatives of Civil Society Organizations. The overall objective of the PEE was to improve learning outcomes through strengthening the quality of education by improving school management, developing pre- and in-service teacher training, expanding bilingual education, supporting teacher motivation, and allocating sufficient resources and materials for primary education.

5. **The FASE pooled fund.** The implementation of the PEE was supported by both internal and external funds. External funds were channeled mostly through the pool of funds known as the Education Sector Support Fund – (FASE) in Portuguese. FASE supports the Government's overall PEE through a Sector Wide Approach (SWAp) involving annual joint government/donor reviews and on-going dialogue on strategic issues. Besides the World Bank and Global Partnership for Education (GPE) (formerly known as EFA-FTI CF), there were 12 donors² that pooled their funds through FASE to support the PEE.³ All FASE expenditures are agreed upon on an annual basis as part of the Annual Activity Plan ("PdA" in Portuguese). The channeling and use of FASE funds has been regulated through a Memorandum of Understanding (MoU) between the Government of Mozambique (GoM), represented by Ministries of Finance and Education, development partners and the World Bank, while the Terms of Reference for dialogue define the relationship between the partners (including non-FASE donors and civil society) and MINEDH, with a focus on monitoring the implementation of the PEE. Mozambique has an integrated planning and budget system, and contributions to FASE are not earmarked, which implies that all contributions are considered complementary towards the financing of PEE. Since joining FASE in 2008, the World Bank has been acting as the fiduciary supervisory agency of FASE funds, overseeing procurement, safeguards and financial management issues of all activities funded under FASE irrespective of the source of funding. FASE has been identified by MINEDH, as the preferred mechanism for channeling external support to the sector and has been in operation since 2003. FASE has helped reduce the transaction costs involved when managing a variety of parallel bilateral projects. In 2011, FASE represented 59 percent of external funding in the education sector. By 2019, FASE represented around 90 percent of external funding. In addition, between 2012 and 2019, FASE disbursed approximately US\$100 million each year.

6. As indicated in the Project Appraisal Document (PAD), between 2003 and 2010, the number of children in primary schools had increased from 3.3 million to 5.3 million at an average growth rate of 8 percent per year, bringing the net enrollment rate to 95.5 percent in 2010. The gender gap was steadily closing. In 2004, 22 districts

² In addition to the World Bank and GPE, the other FASE donors included Ireland, Finland, German, DFID (UK Department for International Development), Portugal, Spain, UNICEF (The United Nations Children's Fund), CIDA (Canadian International Development Agency), the Netherlands, DINIDA (Danish International Development Agency), Italy, and Flanders Cooperation.

³ Currently, FASE has nine donors - the World Bank, Germany (KfW), Finland, Canada, Ireland, Italy, Portugal, UNICEF and GPE.



had pupil populations where less than 40 percent of the children were girls, while this was only the case for one district in 2010. Net enrollment of 6-year-old children had increased from 62 percent in 2007 to 70 percent in 2010. Retention of children in school had improved from 30 percent in 2006 to 41 percent in 2010. While repetition rates had decreased considerably (from 20 percent in 2004 to 7 percent in 2009) with the introduction of a new curriculum that supported semi-automatic promotion, the primary dropout rate had remained stable at around 7-8 percent. The number of children attending secondary education had almost quadrupled in the period 2003–2010, from around 270,000 to 900,000 students. Consequently, the completion rate in primary had improved considerably from 34 percent in 2004 (26 percent for girls) to 50.8 percent in 2010. These positive results had been supported by priority actions such as the hiring of more teachers in order to bring down the pupil teacher ratio; the reform of the teacher training program that ensured that all newly hired teachers had pedagogical training; and the provision of books and basic learning materials to all schools.

7. **Sector context at the time of the 2015 and 2017 additional financings (AF).** At the time of the 2015 AF, the PEE 2012-2016 was being extended until 2019. In 2015, the Ministry of Education and Human Development (MINEDH)⁴ and its partners decided to extend the PEE until 2019 to allow more time to focus on implementation issues, while at the same time ensuring a stronger alignment with the Government's Five-Year Plan for 2015-2019. Through a consultative process with partners and civil society, MINEDH revised its primary education program for 2015-2018, focusing on the acquisition of basic learning skills in the first cycle of primary education. The revised program was aligned with the primary focus and strategic objectives of the PEE 2012-2016 which was extended until 2019. In order to support these goals, the Government focused on: (i) improving school readiness; (ii) strengthening local governance; (iii) ensuring classroom dynamics that focus on learning outcomes; and (iv) enhancing the utilization of existing financial and human resources. Operational Plans of other subsectors (e.g. Secondary Education, Literacy and Adult Education, and Administration and Institutional Development) had been updated to reflect the extension of the PEE until 2019.

8. Mozambique had made significant progress in improving equitable access to primary education. As indicated in the 2015 and 2017 AF project papers, between 2010 and 2015, net enrollment in Grade 1 of six-year-old children increased from 70 percent to 83.9 percent and every year more children were in the education system overall. Gender parity was improving, with 47.8 percent of all students being female and a gender parity index upon Grade 1 entry that has stabilized at a relatively high level of 0.94 in general and 0.97 for the six-year olds. Socio-economic equity in education had also been improving, with a progressive reduction in the gap between the richest provinces of the South and the poorest provinces of the North in terms of schooling access, particularly in primary education.

9. The education sector still faced challenges in terms of low retention and learning outcomes. In addition to some children entering school late, progress through the system was slow and characterized by high numbers of dropouts, resulting in low completion rates. Only 70 percent of all students who attended 1st grade in 2012 entered 3rd grade in 2014. Furthermore, learning outcomes were weak, evidenced by results from the 2013 national learning assessment (NLA), which showed that less than 7 percent of third grade students demonstrated basic literacy skills. MINEDH had emphasized the need for rapid changes in areas that currently hampered improvement in learning outcomes and placed a strong focus on activities aimed at further improving education

⁴ When the project was designed in 2011 the MINEDH was known as the Ministry of Education (MOE). In 2014, the MOE became the Ministry of Education and Human Development.



quality, especially during the first few years of primary. It was expected that results from these efforts would enhance the overall quality of education.

10. Income level and geographic location were two of the main factors associated with access to primary education. A 2008 Household Survey showed that primary attendance for the poorest households on a national level was 64 percent (compared to 91 percent for the wealthiest households). The gap between urban and rural areas was 12 percent (and as high as 17 percent in more rural provinces). Similar disparity could be found in the results of the 2013 NLA, which showed the Northern and more rural regions lagging seriously behind urban areas.

11. The 2015-6 financial crisis had set off a series of consequences that threatened to reverse the years of progress made in improving access to education. Budgetary pressures were acute and as a result, the Government reduced domestic investment spending by 30 percent in 2016. In the State Budget for 2017, the Government committed 23 percent of its annual budget to the education sector (compared to 21.7 percent of the original allocation in 2016). This increase in the share of the budget allocated to education did not translate into larger net amounts of public funds to the sector, as overall public spending was diminishing. Finally, with the significant inflation and weakening metical, it was expected that the overall cost of providing education (such as teachers' salaries, construction of schools, purchasing of textbooks and other supplies, etc.) would significantly increase, putting more pressure on the already stretched education system. Given the financial and environmental crises that faced Mozambique, it was expected that inequality would be further exacerbated. The most vulnerable families, those who were the poorest and living in rural areas (where the drought was the worst) would be severely affected. For these families, it was expected that entering and completing primary school would become increasingly challenging.

12. **Project Context.** The Education Sector Support Project (ESSP) was financed by IDA and the Global Partnership for Education (GPE), with an original financing amount of IDA US\$161 million equivalent. During the nine years of the project, there were three AFs (2012, 2015, 2017). The April 5, 2012 AF added IDA US\$40 million equivalent focusing on early childhood development. The July 2, 2015 AF added IDA US\$50 million equivalent and GPE US\$57.9 million of which 30 percent ("variable part") was allocated to disbursement linked indicators (DLIs). The May 11, 2017 AF added IDA US\$59 million equivalent. At the time of the AFs, modifications were made to the results framework and components as described below in more detail.



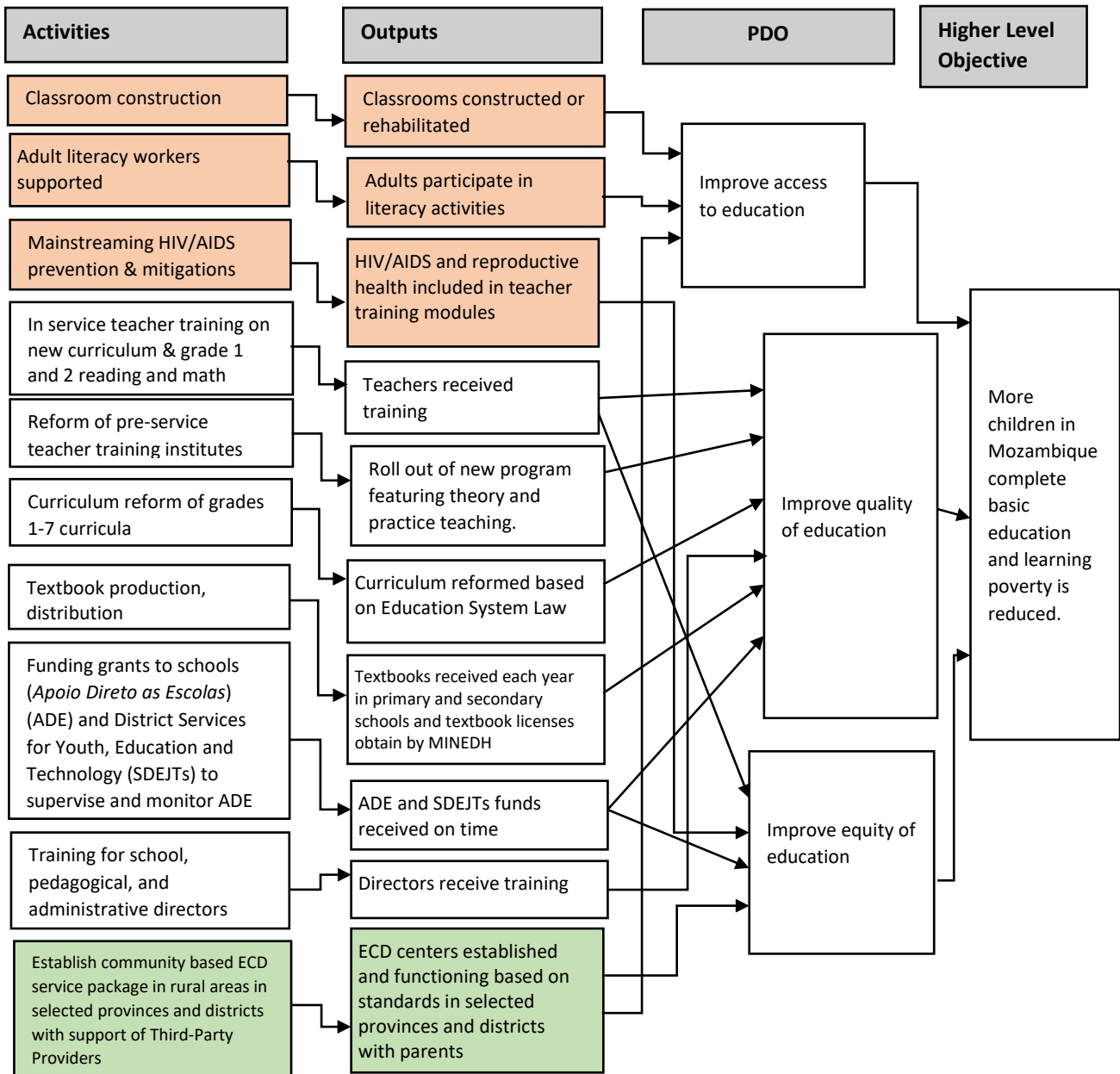
Theory of Change (Results Chain)

13. The project theory of change (presented in Figure 1) illustrates the key inputs, activities, outputs and outcomes of the project. The project development objective (PDO) and supporting project activities are based on internationally recognized research which identify the following key ingredients to improve learning: (i) prepared learners; (ii) effective teaching; (iii) learning-focused inputs at the school level; and (iv) skilled management and governance.⁵ The ESSP was anchored on access, quality and equity through different activities and interventions. Contribution to access was mainly addressed through expanding school infrastructure, supporting pre-service teacher training, and increasing school readiness through greater access to ECD opportunities. Quality was mostly addressed through improved teacher training, provision of resources and learning materials at the school level, improved curriculum and strengthened monitoring and assessment. Equity was addressed mainly through expanding ECD services in disadvantaged rural areas and providing support to vulnerable population groups (through HIV/AIDS activities and school grants). The project activities were selected with an overall coherence of the theory of change.

⁵ 2018 World Development Report (WDR)



Figure 1: Results Chain



Note: The green boxes represent activities added at the time of the 2012 AF
 The red boxes represent the activities that were dropped at the time of the 2015 AF

Project Development Objectives (PDOs)

14. The project PDO was “to improve access to and, quality and equity of education”. The ESSP project development objective was the same as the Strategic Plan for Education and Culture (PEE) strategic objective, as the project was designed to support the Government’s PEE and was agreed with development partners



associated with FASE. The monitoring and evaluation (M&E) design of the project also included joint monitoring by FASE partners of FASE as established in the FASE MoU. With the exception of the ECD indicators, the ESSP indicators were a sub-set of the agreed Education Performance Assessment Framework (E-PAF)⁶ used to monitor the progress in the implementation of the PEE activities (and FASE's overall performance).

Key Expected Outcomes and Outcome Indicators

15. The final set of PDO level results indicators was: (i) net enrollment rate of 6-year-olds in grade 1 (access); (ii) retention rate until 3rd grade (access and quality); (iii) number of additional qualified primary teachers results from project interventions (quality); (iv) percentage of grades 1 and 2 students with Portuguese and mathematics textbooks (quality); (v) proportion of complete primary schools that comply with standards for transparency and accountability (quality); (vi) parity index of the retention rate until grade 3 between the highest and lowest provinces (equity); and (vii) direct project beneficiaries (number), of which female (%). The seven PDO-level indicators were directly linked to the three overarching objectives of the project (access, quality and equity). and were supplemented by 16 intermediate results indicators (IRIs).

16. As previously indicated, a set of DLIs were introduced at the time of the 2015 AF for the GPE portion (US\$57.9 million, of which US\$17.4 million of the GPE funds were allocated to DLIs). DLIs included a balanced mix of activities, outputs, and outcomes (see Annex 9—Table 2 for full details on DLI achievement measures and DLI verification process.) The DLIs were:

- **RESULTS AREA 1: Improvement in Learning (quality)**—promoting new classroom dynamics that focus on acquiring basic learning skills in the areas of reading, writing, and speaking Portuguese. **DLI 1** [US\$8.37m]: increase in the number of teachers (Grade 1 and 2) with in-service training.
- **RESULTS AREA 2: Equity in Learning**—allocation of existing resources more equitably and efficiently. **DLI2** [US\$4 m]—decrease in the number of districts with a pupil teacher ratio over 80.
- **RESULTS AREA 3: Efficiency in Learning—improving local governance of schools. DLI3** [US\$2.0m]—increase in the number of primary school directors having participated in directors training. **DLI4** [US\$3.0m]—percentage of the trained school directors having their performance evaluated.

Components

17. **Component 1: Improving Access to Education (FASE total-US\$166.72 million, of which US\$29.31 million financed by GPE/EFA-FTI CF and US\$23.12 million financed by IDA).** This component contributed to the Government's 2005 accelerated classroom construction program which aimed at expanding access to primary education for all school-aged children and improving teaching conditions. The accelerated classroom construction program was based on strong community involvement through local construction. The program also included the provision of furniture and housing for teachers. The project aimed at building approximately 800 new primary education classrooms and 200 rural secondary classrooms annually, and to provide the required furniture. Over the four-year period of the project it was anticipated that approximately 3,200 new classrooms would be built expanding existing primary schools, and 800 new secondary school classrooms

⁶ E-PAF indicators are a mixture of impact, outcome, output and input indicators and targets. Examples of the education indicators are primary completion rate (% girls), net in-take rate – 6-year olds (% girls), pupil/teacher ratio.



would be built on the government owned land. (Note: As indicated below, this component was dropped at the time of the 2015 Additional Financing.)

18. **Component 2: Improving the Quality of Education (FASE total-US\$283.1 million, of which US\$49.8 million financed by GPE/EFA-FTI CF and US\$39.3 million financed by IDA).** This component supported the Government's plan to improve the quality of education through: (i) the continued implementation of the reform in teacher training, which was aimed at providing quality pre-service and in-service training and increasing the number of teachers; (ii) the provision of free primary school books; (iii) school grants (Direct Support to Schools or ADE in Portuguese); and (iv) subsidy payments for literacy trainers (trainer subsidies) involved in different literacy programs provided by government and non-government organizations.

19. **Component 3: HIV/AIDS Prevention and Mitigation (FASE total-US\$11.8 million, of which US\$2.1 million financed by GPE/EFA-FTI CF and US\$1.6 million financed by IDA).** The project focused on mainstreaming HIV/AIDS prevention and mitigation activities into existing key sector programs (i.e. school curriculum, textbooks, ADE, teacher training, etc.), as well as into on-going planning, budgeting, and monitoring processes. It also provided support to the implementation of the HIV/AIDs workplace policy that aimed to support education officials (teachers and administrators). (Note: As indicated below, this component was dropped at the time of the 2015 Additional Financing.)

20. **Component 4: Strengthening Management of the Education Sector Administrative System (FASE total-US\$50.3 million, of which US\$8.8 million financed by GPE/EFA-FTI CF and US\$7.0 million financed by IDA).** This component supported an integrated planning and monitoring system that built on the principle that decentralization required greater accountability systems to avoid inequities in the service delivery of educational services. In this context, the project supported the following activities: (i) capacity building activities aiming at increasing the knowledge of provincial and district level officials in strategic planning and budgeting of education; (ii) initiation of the process of design of procurement plans at provincial level and in selected districts where capacity had been strengthened; (iii) upgrading of the existing Education Management Information System (EMIS) by providing technical assistance to review and upgrade the existing system, supporting the design of an integrated planning and monitoring system, and conducting an impact evaluation of selected interventions which would serve to support policy and timely decision making; (iv) impact evaluation studies of selected interventions to inform policy decision-making; (v) provision of financial support to Provincial Directorates of Education and Culture (DPECs in Portuguese) and district-level Secretaries for Education, Youth and Technology (SDEJTs in Portuguese) to facilitate their functioning and responsiveness to manage the implementation of the system at decentralized levels; and (vi) provision of technical assistance in the areas of financial management, procurement, and construction.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

Revised PDOs and Outcome Targets

21. The PDO remained the same throughout the AFs of April 2012, July 2015, and May 2017.



Revised PDO Indicators

22. The PDO indicators were not modified at the time of the April 5, 2012 AF. However, some of the targets were adjusted based on new government population data and revisions to indicator definitions. The project also added six new intermediate results indicators (IRIs) to monitor progress in achievement of the new ECD component being added to the project. (see Table 1 for PDO indicator details and Annex 7 for the list of new ECD IRI indicators).

Table 1: Revision to PDO Indicators in April 2012

| Original PDO Indicators 2011 | April 2012 Revisions |
|--|--|
| Primary Completion Rate (quality) | Indicator remained the same. However, end target was reduced from 60.8 percent to 54 percent based on the new population data which showed that the number of primary school students had increased which was included in new MINEDH's projections. |
| Increased net enrollment of 6-year-old children in Grade 1 (access) | Continued with no changes. |
| Increased transition rate upper primary to next level post primary (quality) | The indicator was not revised. However, the 2015 target was increased from 90 percent to 95 percent. This was because the government changed the definition of the indicator to include all types of post-primary education (i.e. day school, night school, distance education, public, private, and community-based schools/education). |
| Gender parity index (GPI) (equity) | Continued with no change. |
| Direct project beneficiaries (number), of which female (%) | Continued with no change |

23. At the time of the July 5, 2015 AF, the PDO indicators were revised to be aligned with new project focus on the early years of primary education. As indicated above, four DLIs were also included.

Table 2: Revision to PDO Indicators in April 2015

| Original PDO Indicators 2011 | Comment | Revised/New PDO Indicators 2015 |
|--|---|---|
| Primary Completion Rate (quality) | Dropped and replaced. The retention rate until Grade 3 was more closely aligned with the new focus on the early years in primary education. | Retention rate until Grade 3 (access and quality) |
| Net enrollment of 6-year-old children in Grade 1 (access) | Target reduced from 86 percent to 83 percent | |
| Increased transition rate EP2/next level post primary (quality) | Dropped because indicator was out of the scope of the project new focus | |
| Parity in net enrollment of 6-year olds in Grade 1 between the best and least performing provinces | Wording modified | Parity index of the retention rate until Grade 3 between the highest and lowest provinces (equity) |
| Gender parity index (GPI) (equity) | Dropped because there were two parity indicators. The | |



| | | |
|--|---|---|
| | revised indicator above was more relevant to the project. | |
| Direct project beneficiaries (number), of which female (%) | No change | |
| | | Number of additional qualified primary teachers resulting from project interventions (quality) |
| | | Percentage of students (grade 1 and 2) with Portuguese and mathematics textbooks (quality) |
| | | Proportion of complete primary schools that comply with standards for transparency and accountability (quality) Note: This was a new indicator added in 2015 to measure citizen engagement. This was indicative of citizen engagement as the standards for transparency and accountability provide for involvement of parents and communities in the decision-making process over the school activity plan, part of which was being financed through the school grants provided under the ESSP. |
| | | Number of teachers (1st and 2 nd grade) with in-service training (related to improved learning) (DLI 1) |
| | | Number of districts with a pupil teacher ratio over 80 (equity in learning) (DLI 2) |
| | | Number of primary school directors having participated in directors training (efficiency in learning) (DLI 3) |
| | | Percent of the trained school directors having their performance evaluated (efficiency in learning) (DLI 4) |

24. At the time of the May 11, 2017 restructuring, the PDO indicators were not changed. However, there were modifications made to some indicator targets to reflect the extension of the project closing date from December 31, 2018 to June 30, 2019.

Table 3: Revision to PDO Indicators May 2017

| PDO Indicator Category | 2015 PDO Indicators | 2018 End Target | 2019 End target | Comment |
|------------------------|---|-----------------|-----------------|---|
| access and quality | Retention rate until Grade 3 | 75% | 75% | No change to the indicator. The target was maintained at 75 percent because the MINEDH changed the evaluation of grade 2 students to include an exam, making the transition to grade 3 more rigorous. |
| access | Net enrollment of 6-year-old children in Grade 1 | 83% | 88% | No change to indicator. Target was increased to reflect the additional implementation period. |
| equity | Parity index of the retention rate until Grade 3 between the highest and lowest provinces | 0.64 | 0.62 | The target was slightly reduced because the MINEDH changed the evaluation of grade 2 students to include an exam, making the transition to grade 3 more rigorous. This measure was expected to |



| | | | | |
|----------------------------|---|-----------|-----------|--|
| | | | | have a larger impact on low performing provinces |
| quality and core indicator | Number of additional qualified primary teachers resulting from project interventions | 40,700 | 44,000 | No change to the indicator. Target increased to reflect additional implementation period. |
| quality | Percentage of students (grade 1 and 2) with Portuguese and mathematics textbooks | 90% | 92% | No change to the indicator. Target increased to reflect the additional implementation period. |
| quality | Proportion of complete primary schools that comply with standards for transparency and accountability | 75% | 80% | No change to the indicator. Target increased to reflect the additional implementation period. |
| core indicator | Direct project beneficiaries (number), of which female (%) | 6,650,000 | 6,265,000 | No change to the indicator. The target was slightly revised because the initial targets included secondary students who were no longer under the scope of the project. |

Revised Components

25. At the time of the April 5, 2012 AF IDA US\$40 million equivalent was approved for the project to support the addition of a fifth component specifically for support of early childhood development (ECD)—**Component 5: “Scaling Up Community-Based Childhood Development IDA US\$40 million**). This new component supported ECD activities to enhance school readiness of young children and the likelihood they would enroll in grade 1 at age six (the right age). **Sub-Component 5.1: Provision of Community-Based Early Childhood Development Services in Rural Areas of Selected Provinces and Districts through the Delivery of ECD Basic Service Package (PSB)** (see Annex 8 for the PSB details)—financed the delivery of ECD services through third-party providers using a community-based delivery model that had already been tested in Mozambique. **Sub-Component 5.2: Technical and Institutional Capacity Building**—supported the strengthening of: (i) MINEDH’s capacity related to policy and monitoring functions in the area of ECD; (ii) implementation capacity to support ECD service delivery; (iii) oversight capacity over the results-based framework both they the MINEDH and the independent verification agent (IVA). **Sub-Component 5.3: Knowledge Building**—supported (i) and impact evaluation of the ECD activities; (ii) a study of the ECD model activities currently being implemented in urban areas including Maputo.

26. At the time of the July 2, 2015 AF, IDA US\$50 million equivalent and GPE US\$57.9 million was approved for the project. The project was restructured to align with the increased focus of the Government and development partners on promoting early learning. This led to two components being dropped (Component 1: Improving Access to Education and Component 3: HIV/AIDS Prevention and Mitigation) and a consolidation of the other three project components into three new component names (Improving the Quality of Education, Strengthening Local Governance and School-Based Management, and Supporting Community-based Early Childhood Development Activities (see Annex 6, Table 1 for details). Although construction activities were dropped from the project, access was still being supported through the early childhood development activities and the pre-service teacher training activities which were trying to address teacher shortages (as well as quality of training).⁷ The project still aimed at having an impact on access, quality and equity, and the PDO remained unchanged.

⁷ While the ESSP project resources did not support classroom and school construction, FASE overall, with support from other donors, did continue to support classroom construction.



27. At the time of the May 11, 2017 AF, IDA US\$59 million equivalent was approved for the project and a fourth component was added (**Component 4: Institutional Strengthening and Support of Strategic Thinking**) aimed at supporting key analytical activities and contributed to the preparation of the new Education Sector Strategy (PEE) 2020-2024 (which was approved by the Minister Council in April 2020) and implementation of the second round of the Service Delivery Indicators Survey (SDI) (see Annex 6, Table 2 for details).

Other Changes

28. **Changes made at the time of the April 2012 AF.** The April 5, 2012 AF: (i) added US\$40 million equivalent to the original parent project (US\$161 million equivalent total) for a new ECD component and activities which increased the total project costs to US\$201 million equivalent by adding a new ECD component and activities; (ii) added additional ECD specific IRI indicators; and (iii) added additional ECD specific risks to the Operational Risk Assessment Framework (ORAF). (See Annex 7 for the specific IRI indicators added during the 2012 AF.)

29. **Changes made at the time of the July 2015 AF.** The July 2, 2015 AF: (i) added US\$107.9 million equivalent (IDA US\$50 million equivalent and GPE US\$57.9 million) to the original parent project (new overall total of US\$308.9 million equivalent) to support the new sector priority for quality of education particularly in the early grades; (ii) consolidated components, eliminated some activities and introduced a few new key activities related to the refocused priorities; (iii) revised the results framework (as indicated above) to reflect the changes; (iv) introduced DLIs; and (v) extended the project closing date to December 31, 2018 (see Annex 9, Tables 1-3 for details on the allocation of project funds to components, disbursement linked indicators, and modifications to IRIs).

30. **Changes made at the time of the May 2017 AF.** The May 11, 2017 AF: (i) added IDA US\$59 million equivalent to the original parent project (new overall total of US\$367.9 million equivalent) to scale up a few key activities that were crucial to sustain during the period of financial instability; (ii) added an additional fourth component to support MINEDH's strategic thinking for the next education sector plan; (iii) extended the project closing date to June 30, 2019; and (iv) modified the results framework to reflect the changes. The PDO level modifications to the results framework are as indicated above, the modifications to the intermediate results indicators are reflected in Annex 10.

31. **Changes made at the time of the June 2019 restructuring.** The June 28, 2019 restructuring extended the project closing date for six months for the third IDA AF (IDA-60750) from June 30, 2019 to December 31, 2019 as part of the emergency response support provided by the World Bank to Mozambique following the devastating cyclones Idai and Kenneth. The extension allowed up to US\$15 million of the undisbursed funds to be used to finance eligible activities such as school grants and textbook replacement to support the more than 377,000 students and close to 9,000 teachers affected by the cyclones.

Rationale for Changes and Their Implication on the Original Theory of Change

32. The modifications did not affect the original theory of change, but rather enhanced the ability to measure progress toward achievement of the project's goals. At the time of the 2012 AF, ECD was introduced which expanded the project and FASE focus and overall beneficiaries. The 2015 AF, was important for refocusing project activities as well as the FASE toward enhancing the quality of the education system by focusing more resources on improving



school readiness and early reading, writing and mathematics. This directly supported the long-term goals of addressing the human capital needs required for Mozambique's human and economic development.

II. OUTCOME

A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

33. The **PDO was highly relevant** to the country's sectoral needs when the project was developed. The project objectives were aligned with the MINEDH (MOE) sector PEE (2006-2011), as well as the PEE 2012-2016/2019, which prioritized a seven-year system for primary education, the development of the post-primary system and reduction in adult illiteracy. The project objectives were also highly relevant to the World Bank Country Partnership Strategy (CPS) and the Government of Mozambique (GoM) Poverty Reduction Support Strategy (PARPA II), which aimed to increase the net schooling rates and the completion rate of primary education, especially for girls, and improve the quality of teaching. The 2012 AF, that included ECD into the project design, fitted well into the PEE 2012-2016 focus on increasing the likelihood that children would enroll in primary school at the right age and that children started school with the minimum set of basic cognitive, linguistic and socio-emotional skills to take advantage of future learning opportunities. Moreover, the PEE main strategic objective was the same as the ESSP PDO. Agreement on the objectives and design of the project was the result of extensive discussions between Government, donors, GPE, and the World Bank. Of the many challenges faced by the education sector in Mozambique - access, improved learning, governance and equity were the most urgent ones, and the inputs provided by the project were well targeted to address them. The 2015 and 2017 AFs also fitted into the PEE's objectives with the increased focus on improving school readiness and learning, particularly in the early grades. The interventions under project were aligned with the World Bank's twin goals of eradicating extreme poverty and increasing shared prosperity through investment in human capital. The literature on human capital has documented a positive correlation between investment in human capital and social and economic development.

34. The development objectives **continued to be highly relevant** to the GoM Five-Year Plan for 2015–2019 (Programa Quinquenal do Governo 2015–2019, PQG) that aimed to increased growth and reduce poverty. The objectives were also relevant to the 2017-2021 Country Partnership Framework (CPF) for Mozambique by investing in human capital and social development (Focus Area 2) through improved quality of education. The 2017-2021 CPF confirms that the GoM has prioritized activities aimed at increasing access to preprimary education, reducing disparities in access to basic education, improving learning outcomes, and strengthening the provision of relevant, quality training at the post-basic level. The key interventions in the CPF program aim at strengthening the ability of the system to deliver better results as measured by learning achievements. Moving forward, the World Bank will continue to support the delivery of early childhood development, allowing children to be better prepared for primary education. In basic education, the focus will be on the first cycle of primary education in which dropout rates remain high and learning outcomes low, especially in the central and northern regions of the country. The ESSP provided a strong foundation for the achievement of these goals by increasing access, focusing on teacher training, availability of books and learning materials in schools, timely distribution of schools' grants, and decentralized management.



B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

35. The analysis of the achievement of the PDO is done with respect to two phases because of the changes made to the project scope and design, including the results framework and project components, at the time of the July 2015 AF. The changes made at the time of the 2012 AF did not warrant a split because the scope of the project was increased with the addition of the ECD interventions.⁸ The changes made at the time of the July 2015 AF are considered substantial enough to view the project in two distinct phases and therefore, a split evaluation is judged to be appropriate. The 2017 AF also expanded the scope of the project and the project commitments remained the same and therefore, did not warrant a split evaluation.

36. The efficacy of the first phase (2011-2015) is rated **substantial** and includes the original project design and the April 2012 AF. The efficacy of the second phase is rated **substantial** and includes the period related to the 2015 and 2017 AF periods. The second phase (2015-2019) is judged based on modification to the project design that included dropping two components and realigning other project activities into three components to address the overall learning crisis revealed in the NLA 2013 and a 2014 SDI conducted by the World Bank. The modifications, at the time of the 2015 restructuring, realigned the results framework to accommodate the increased focus on learning in the project design. At the time of Project closing, five of the seven PDO indicators were achieved and three out of the four DLIs had been achieved. Based on the above, the ICR team rates the project based on a split evaluation. The direct project beneficiaries (for all activities excluding ECD) were 6,783,223, surpassing the target of 6,265,000. Direct project beneficiaries of ECD were 50,742 children aged 3-5, exceeding the target of 49,000.

PHASE 1-APRIL 2011-JULY 2015

37. **PDO 1: IMPROVE ACCESS TO EDUCATION.** Achievement of this objective is judged to be **substantial** and was achieved through a combination of interventions including classroom construction, expansion of ECD services and increasing the number of teachers in the system through pre-service teacher training. This objective was measured by the PDO level indicator—net enrollment of 6-year olds in Grade 1. The intermediate results indicators (IRIs) for Component 1 were: (i) number of classrooms built or rehabilitated at the primary level resulting from project interventions; (ii) number of classrooms built or rehabilitated at secondary level through the accelerated classroom construction program;⁹ (iii) net enrollment of 6 years old in Grade 1 in participating districts; (iv) number of

⁸ The Independent Evaluation Group (IEG) guidelines for reviewing World Bank Implementation Completion Results Reports (ICRs) clearly provides the following guidance: (i) if the scope of the project expanded and project commitments remained the same, a split rating is not warranted, and the project should be assessed based on the revised objectives/targets; (ii) if the original indicator was relatively weak and that the new indicator/target provides a better measure for achievement of the PDO, then this would support a decision not to apply a split rating and instead assess the entire project based on the revised indicator/target; and (iii) changes in a project's components, outputs, and output targets should not trigger a split rating, as these kinds of changes reflect a different (and presumably better) path, in the absence of a revision of PDOs or outcome targets, to achieve the same expected outcomes.

⁹ The accelerated construction program was introduced with a pilot in 2010 by MINEDH to improve the quality and implementation of school construction. The program was organized in two phases: the first phase was to supply the main structure of the buildings, roofing and molding, as the responsibility of large contractors and in large volumes, and the second phase was for assembling and completing those components, as the responsibility of local or national contractors, in volumes to be decided upon depending on the circumstances and needs for rationalization and cost control. The pilot proved to be successful in producing quality construction.



parent/caregivers enrolled in the parenting information sessions (% male) (IRI); and (v) percentage of operating ECD centers/preschools that are rated of satisfactory quality or above (as measured through an adapted version of the ECERS (IRI).

38. Net enrollment of 6-year olds in Grade 1 increased from the 2011 baseline of 70 percent to 93 in 2019, thereby surpassing the 2019 end target of 88 percent. This indicator was continued through the life of the project.

39. The original IRIs that supported achievement of Objective 1 were making important progress, with construction progressing as expected overall and ECD activities starting with delays but initiating. Details of the progress in these activities are as follows:

40. **Classroom construction.** The number of classrooms built or rehabilitated at primary level resulting from project interventions increased from the 2011 baseline of 0 to 2,906 in July 2015 exceeding the revised July 2015 target of 2,800¹⁰. In addition, the number of classrooms built or rehabilitated at secondary level through the accelerated classroom construction program increased from the 2011 baseline of 0 to 400 in July 2015 missing the revised 2015 target of 565 by 165 classrooms. These activities were not continued within the project after the 2015 AF, however, FASE continued to support school construction. By the time the project closed in December 2019, MINEDH, with FASE funds, had constructed a total of 5,462 classrooms—4,603 primary classrooms and 859 secondary classrooms. Moreover, the fact that the World Bank team was responsible for the procurement and safeguards activities within FASE allowed the World Bank to oversee the quality of the construction. This information led to support of school construction activities in two multi-sectorial additional World Bank-supported projects: (i) the 2015 Emergency Resilient Recovery Project (P156559), which contributed with technical assistance and transfer of knowledge on the standards required to build schools for “resilient recovery and vulnerability reduction focusing on enhancing the capacity to manage risks associated with natural hazards”, and (ii) the Mozambique Disaster Risk Management and Resilience Program - (P166437), approved in 2019, which, among other areas, is supporting the increase in the number of resilient classrooms in cyclone-prone areas that are retrofitted or constructed to the revised building standards.

41. **Early Childhood Education.** The ECD programs were making progress, albeit at a slower pace than originally anticipated, largely because this was the first government support ECD program to be implemented by MINEDH and the communities selected for implementation were in more remote areas. However, the IRI—net intake of 6 years-old in 1st grade in ECD participating districts had increased from the April 2011 baseline of 71 percent to 81 percent in November 2014 surpassing the 2015 target of 80.0 percent¹¹

42. The IRI—number of parents/caregivers enrolled in parenting information sessions (% male) increased from the 2011 baseline of 0 to 49,551 in 2019 largely surpassing the 2019 target of 24,500 (102 percent increase over the target). At the time of the 2015 AF the needed activities related to achievement of this indicator were moving forward—in particular, the Third-Party Providers (TTPs) which would construct and administer the ECD centers, and

¹⁰ As indicated above, the target was revised from 3,200 to 2,800 classrooms because: (i) one FASE donor withheld their contributions to the FASE fund while issues of fraud within Mozambique, unrelated to FASE and the project were resolved which had serious implications for the 2013 financing of education and caused a considerable delay in construction; and (ii) procurement processes were slow.

¹¹ It should be noted that this indicator was dropped at the time of the 2015 AF because there was a PDO level indicator “net enrollment of 6-year olds in Grade 1” that had a national level focus.



the Verification Agents (VA) which would verify TPPs' achievement of results had been contracted. However, activities were delayed, and parenting information sessions had not started. This indicator was continued throughout the project period and ultimately exceeded the target of 42,000 (see below for details.)

43. *The IRI—percentage of operating ECD centers/preschools that are rated of satisfactory quality or above (as measured through an adapted version of the Early Childhood Environment Rating Scale (ECERS)¹². This IRI could not be measured at the time of the 2015 AF because it was too early in implementation to measure, but the activities were moving forward. In addition, at the time of the 2015 AF, the wording for this indicator was modified to “percentage of ECD centers that are completely functional.”^{13 14} This indicator was eventually achieved. (See below for details.)*

44. **PDO 2: IMPROVE QUALITY OF EDUCATION.** Achievement of this objective is judged to be **substantial** for the first phase. Progress was achieved through a strategic combination of actions aimed at improving the quality of teaching, increasing access of financial resources (school grants) and learning materials in schools, and strengthening curriculum. In teacher training, key interventions were implemented which led to critical policy reforms for improving training for incoming teachers. Improvement of the allocation of school grants ensured timely resources for schools to access to essential materials to support the learning process and the retention of vulnerable students. Curricular reforms and improvement of procurement processes which led to a substantial reduction in the unit cost of textbooks helped improving learning content and access of learning materials to students. Finally, starting to develop a learning assessment system allowed to measure students' academic performance, raising awareness of the urgency to concentrate efforts on improving learning outcomes. All these actions contributed to improving quality of education and retention of students in schools, as described in further detail below.

45. This objective was measured by two PDO indicators (primary completion rate and transition rate upper primary (EP2) to next level post primary) and a number of IRI described in detail below.

46. The PDO indicator **primary completion rate** target decreased from a 2011 baseline of 47 percent to 45 percent in 201 and then increased to 48 percent in 2018. The 2014 data presented a troubling trajectory given that the original 2015 target was 49 percent. This decrease was explained, in large part, by the fact that primary enrollments surpassed the Government's expectations.¹⁵ The increased enrollments contributed to challenges in improving

¹² Early Childhood Environment Rating Scale is a widely used international tool to monitor quality in preschool setting. The Scale contains 35 items organized into subscales including: (i) space and furnishing; (ii) personal care routines; (iii) language and literacy; (iv) learning activities; (v) interaction; and (vi) program structure.

¹³ Criteria and conditions for communities to participate in the ECD program were: (i) establishment of a Community Coordination Committee; (ii) signing of an Agreement of Understanding between the president of the CC, the DPI Focal Point of the district and the representative of the TTP, (iii) construction of classroom(s) and other support infrastructures (such as latrines, community running water, etc.) according to PSB specifications; (iv) selection of facilitators; (v) training of facilitators prior to opening; and (vi) students enrolled, from 3 to 5 years of age, meet the minimum number/level defined in the PSB.

¹⁴ Criteria for completely functional ECD centers is defined as: (i) ECD centers offer classroom instruction regularly and in accordance with basic service package (PSB) standards for daily and weekly instruction time for at least four; (ii) classroom(s) and the support infrastructure are clean and properly maintained; (iii) learning materials for students (books, games, toys, etc.) are available in each school according to the list in the PSB; (iv) the number of facilitators corresponds to the ratio between teachers and students defined in the PSB; (v) facilitators received continuous training in the form defined in the PSB; (vi) actual attendance is at least 80 percent of the students enrolled; and (vii) holding parent meetings (with theme, presenter, number of participants, duration and date specified) in accordance with the PSB.

¹⁵ Primary gross enrollment rates increased from 114.4 percent in 2011 to 135 percent in 2014.



completion rates because overaged children entered the system leading to higher repetition and dropout that impacted the completion rate. A lower completion rate in primary contributed to the Government's decision to re-focus the project and FASE primarily on early learning. At the time of the 2015 AF, this indicator was replaced with retention until grade 3 specifically to refocus on the early grades during which most of the dropout in primary school was observed. The **transition rate EP2/next level post primary** increased from the 2011 baseline of 79 percent to 92 percent in November 2014 against the 2015 target of 95 percent. This indicator was dropped at the time of the July 2015 AF because the project was no longer focusing on secondary education. It should be noted however, that FASE continued to support secondary education, but even within FASE more resources were directed to primary education, particularly the early grades. As a result of the continued focus, net enrollment rate in lower secondary increased from 15 percent in 2011 to 20 percent in 2018 during the life of the project.

47. **Teacher Training.** During this period, the IRI—*number of additional qualified teachers resulting from project* reached 44,734 (51 percent female) in 2019, exceeding the target of 44,000 teachers. This indicator was continued through the full life of the project and was elevated to a PDO level indicator. Moreover, six teacher training institutes (IFPs) were piloting a new pre-service teacher training program with a new curriculum which included a stronger practice component, indicated as a good practice by effective international experiences. The program increased from one to three years of pre-service training, featuring two years of theoretical content and one full year of teaching practice (referred to as the 10+3¹⁶ program). These activities were continued throughout the life of the project and were an important step forward leading to the new program of 12+3¹⁷ which is currently being rolled out in Mozambique.

48. **Grants to Schools (*Apoio Directo as Escolas—ADE*¹⁸).** The IRI—*percent of ADE funds disbursed according to school improvement plan* increased from the 2011 baseline of 95 percent to 100 percent in 2019 against the 2015 target of 99 percent. This indicator was continued after the 2015 AF, although it was restated as “*percentage of complete primary schools with ADE funds available before February 28 of each year*.” The new indicator would begin to measure how efficiently the ADE grants were disbursed so as to reach schools at the beginning of the school year.¹⁹ This measure was important because ADE represents the main source of funding per student managed at school level and is used to purchase basic materials within a list of eligible items recognized as essential to support the learning process and students attendance to school. (See below for more information.)

49. **Assessment.** The IRI—*system for learning assessment at the primary level*²⁰ increased from the 2011 baseline of no basic elements of a learning assessment system at the primary level to a level 2, which is an indication of the system having learning assessments being conducted but not yet reaching the 2015 target level 4 (level 4 being

¹⁶ The 10+3 program is 10 years of schooling plus three years of training in an IFP.

¹⁷ The 12+3 program is 12 years of schooling plus three years of training in an IFP.

¹⁸ ADE was originally based on student enrollment. In 2011, an index for social protection was added to increase the prioritization of funding for vulnerable students and for school located in areas of high incidences of HIV/AIDs and/or food insecurities. In 2017, the ADE allocation was 120 MZN (approximately US\$2) per student and 200 MZN (approximately US\$3.3) per class including the amount for vulnerable children with a minimum value of 24,000 MZN (US\$400) per school. SDEJTs also receive 200 MZN (approximately US\$3.3) per school at the district level to cover grant management supervision costs.

¹⁹ The new newly stated indicator was to contribute to the horizontal and vertical accountability frameworks for more transparent and accountable school-based management in complete primary schools. The procedures for the ADE were prepared with the support of the ESSP and defined the responsibilities for various functions for the management of school funds.

²⁰ This indicator measures whether the basic elements of a learning assessment system exist at the primary level, and the degree to which that assessment is able to provide useful information for education policy and practice.



defined as a system that can provide useful information for education policy and practice). However, by 2013, the National Institute for the Development of Education (INDE) had conducted a National Learning Assessment of grade 3, which aimed at: (i) assessing the performance of students after the first cycle of learning of basic education; (ii) analyzing the academic and professional characteristics of teachers and their views on conditions of the learning environment; and (iii) assessing the conditions of available infrastructure and equipment in schools for teaching and learning. The results showed that only 1 in 16 students were able to read simple phrases and infer information in the text. There was a high level of correlation (0.47) between student performance and the characteristics of teachers, principals and school conditions. As indicated previously, the results led to refocusing both the project and FASE on improving the quality education, particularly early learning. In addition, with the support from the World Bank, MINEDH conducted the first SDI survey in 2014. The results of the SDI study confirmed the low levels of learning and were also used to support the refocus on quality. (See Table 4 below for SDI 2014 and SDI 2018 comparative findings.) This indicator was continued under the 2015 AF and was fully achieved as indicated below.

50. **Dropout rate in primary education.** The IRI *dropout rate in primary education* decreased from the 2011 baseline of 7.8 percent to 7.4 percent in November 2014 against the 2012 revised target of 6.0 percent. By project closing, the available data on primary dropout rate was 5.2 percent in 2018 or a 2.6 percent decrease over the life of the project. It should also be noted that in 2011 the dropout rate for girls was 8.1 percent and it decrease to 5.6 in 2018 for a 2.5 percent decrease and a substantial improvement. As indicated, this indicator was dropped at the time of the 2015 AF and replaced by a PDO level indicator that measured retention rate of up to grade 3.

51. **Textbooks.** The project provided support for purchase and distribution of primary school books (approximately 12 to 14 million books (40 titles) Although there was not an intermediate indicator related to textbooks, a textbook strategy for provision of textbooks to primary school was developed with an implementation plan that included: (i) writing and printing of textbooks; (ii) ownership of the copyright of workbooks for grades 1 and 2, which were printed yearly; and (iii) transitioning from negotiated purchase to competitive procurement of textbooks and teachers guides for grades 3-7. These activities related to the strategy continued throughout the life of the project and were successful in substantially reducing the unit price of textbooks in Mozambique. (See below for additional details.)

52. **Adult Literacy.** The project's support for adults' literacy workers was discontinued after 2015 due to the refocus of the project. However, FASE continued to support the adult literacy program given the Government's strong commitment to reducing illiteracy rates among adults in the country. The IRI that was used to measure the outputs related to the support for adult literacy workers was *number of people who complete the alphabetization cycle*, which reached 1,307,000 beneficiaries in November 2014 against the 2015 target of 2,400,000 beneficiaries. This indicator was dropped from the project results framework at the time of the 2015 AF. However, because the FASE continued to support the Government's literacy campaign, the illiteracy rate reduced considerably from 50.4 (2007) to 39 (2017).

53. **HIV/AIDs.** During this overall period, the HIV/AIDs activities were designed to have an impact on both access and quality and overall achievement is judged to be **substantial**. This was the case because at the time of preparation, the education sector had been hit particularly hard with a high prevalence rate of HIV/AIDs among teachers and administrative staff. Teachers' rotation illness-related absenteeism increased. By 2015, the activities under this component had been completely mainstreamed and therefore, it was judged that the component did not need to be continued. The project was able to integrate HIV/AIDs and reproductive health into the modules for pre-service



teacher training as well as a social action plan to retain and/or reintegrate civil servants where were affected by HIV/AIDS. An additional accomplishment for this component was the implementation of a social assistance program that included: (i) the creation of HIV/AIDS committees in all districts; (ii) the creation of a new social assistance function; (iii) training for civil servants on HIV/AIDS prevention; and (iv) production of sensitization materials. The result of these actions was that approximately 7,815 teachers suffering from chronic illness received assistance including antiretroviral treatment and nutrition to the extent that approximately 900 teachers were able to return to work. Moreover, students were being given a “basic kit” that included education materials related to ‘skills for life’ to increase HIV/AIDS awareness, radio programs were broadcasted once a week throughout the country for primary and students and their families to build HIV/AIDS awareness, programs related to sexual and reproductive health for adolescents and young people were being provided, and ADE funds were being used to support additional learning materials for schools with a prevalence of orphans among the student population. All considerable accomplishments.

54. **PDO 3: IMPROVE EQUITY OF EDUCATION.** Achievement of this PDO is judged to be **modest** and was measured by: (i) gender parity index (PDO level indicator) and (ii) gender parity Index upon grade 1 entry in participating districts (IRI specific to ECD added in 2012). The PDO level indicator—*gender parity index*—increased from the 2011 baseline of 0.90 to 0.95 in November 2014 surpassing the 2015 target of 0.94. Between 2014 and 2019 the gender parity index remained relatively consistent with the 2019 index being approximately 94 percent. This indicator was not continued as the project added a regional parity indicator to also monitor regional disparities. The IRI—*gender parity Index upon grade 1 entry in participating districts*—increased from the 2011 baseline of 0.92 to 0.95 in 2018, slightly missing the 2019 target of 0.96.

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55. **PDO 1: IMPROVE ACCESS TO EDUCATION.** Achievement of this objective for Phase 2 is judged to be **high**. With the realignment of the project, improved access was related to improving the school readiness of 3-5-year-old children thereby contributing to increasing net enrollment of grade 1. This was to be achieved through the construction and operationalization of 350 ECD centers in rural communities in five provinces of Mozambique.²¹ This pilot program (called Development of Children in Preschool Age – DICIPE in Portuguese) was implemented through three experienced third-party providers (TTPs)²², under the supervision of MINEDH, helping MINEDH to develop and consolidate internal capacity in a subsector that was new to education. The TPPs were responsible for delivering an agreed ECD basic services package (BSP)²³ in the ECD centers and helping develop capacity in MINEDH to eventually transfer the administration of the ECD centers to the Government. The pilot was designed using a results-based disbursement framework (RBDF) which meant that payments to TTPs were tied to the delivery of specific results, outputs or outcomes (e.g. number of participating communities, number of functioning ECD centers etc.).

²¹ The provinces selected were: Gaza, Tete, Cabo Delgado, Maputo Province, and Nampula.

²² Third Party Providers were competitively contracted by the MINEDH to implement and provide basic ECD services throughout the five provinces under its supervision and management. TPPs were responsible for providing all services at the community level including mobilization of communities, construction of the preschool facilities (*escolinhas*), training of teachers (facilitators), and providing ECD services to children ages 3-5 in the *escolinhas*.

²³ The Basic Services Package was successfully tested in rural committees in Mozambique. The key features of the package include: (i) strong community involvement; (ii) ECD teachers (or “*facilitadoras*”) recruited at the community level; (iii) low-cost technological solutions; (iv) well-defined protocols; (v) ongoing monitoring and training by the third-party providers; (vi) regular communication with parents and parenting classes) including information on early nutrition, hygiene, and early stimulation); (vii) linkage with primary schools; and (viii) partnership with district and provincial authorities.



Independent Verification Agents (IVAs)²⁴ were contracted by MINEDH to use the RBDF for the external verification of the outputs delivered by the TTPs. Despite initial delays, DICIPE managed to build and operationalize the new ECD centers through a model that was welcomed by families and rural communities. DICIPE centers currently represent 46 percent of the community preschools of the country (and near one fourth of all available preschool programs). DICIPE also developed internal capacity at MINEDH, both at the central and the local levels, to oversee preschool education. Finally, DICIPE established the foundation of the preschool education subsystem, which was formally recognized by the new National Education Law approved by the National Congress in December 2018.

56. The 2015-2019 process evaluation of DICIPE²⁵ highlighted notable outputs and outcomes of the program—50,742²⁶ children (ages 3-5) benefitted from the program at the *escolinha* over the course of 5 and half years. Preschool facilities (*escolinhas*) were well attended, with an average of 74 children per *escolinha* (close to the envisioned ratio of 70 children per *escolinha*). The data collected showed that 90 percent of the *escolinha* operated between 2015 and 2018 with student attendance above 80 percent. In addition, the ratio of children per facilitator was 15.5:1 (1 facilitator per 15.5 children) which was very close to the envisioned ratio of 15:1 per program design. Student and facilitator participation and attendance were strong, with average dropout rates for both being 5 percent throughout the duration of the project. The evaluation of the program also showed that there was a positive correlation between facilitators training and the pedagogical approaches used. Facilitators that received pre-service and in-service training scored better during their classroom observations on quality aspects such as pedagogy, materials and overall health and safety. (Lima & Barros Martins, 2019 for more detail). The DICIPE program also showed considerable success in terms of community perception and mobilization, the establishment of a Community Coordination Committee (CCC)²⁷ and hiring of local facilitators. The data also shows that 75 percent of the CCCs interacted either daily or weekly with the *escolinha*, in activities that include maintenance, cleaning and overall management. The instrument used for the 2015-2019 process evaluation of the DICIPE program was the Measure of Early Learning Environments (MELE), which assess the quality of the learning environment.²⁸

57. Objective 1 was measured by the PDO level indicator (i) net enrollment of 6-year olds in Grade 1 (PDO level indicator which was continued from Phase 1). The intermediate results indicators (IRIs) were: (i) number of parents/caregivers enrolled in the parenting information sessions (% male) and (ii) percentage of operating ECD centers that are completely functional.

²⁴ The IVAs that were selected based on a competitive process were as follows: (i) Ernst & Young for Maputo Province and Nampula; and (ii) COWI for Cabo Delgado, Gaza and Tete

²⁵ Lima, Jem Heinz-Nelson Alvarenga, Barros Martins, Sandra Helena. 2019. A Process Evaluation of the Mozambique Early Childhood Development Project (DICIPE) 2015-2019. World Bank

²⁶ This is the number of individuals (children) that benefitted from at least one year of the ECD program by attending the *escolinha*. If a child attended the *escolinha* for 2 or more years s/he is counted as one beneficiary. The calculation takes into account the number of children concluding (graduating) and the total enrolled.

²⁷ The CCCs consisted of an average of 10.35 members with an average of 5 members being female and 5.35 male. The CCC members received training on the importance of ECD and the operation of the ECD center in their communities on a regular basis. The CCCs also had a representative from the primary school. The CCC members were also responsible for educating parents and community on the importance of preprimary school.

²⁸ The MELE is a set of constructs that are important for quality of pre-primary settings. The module is intended to serve as a starting point for national adaptation, to develop measurement tools that are locally relevant and useful for improving policies and practices in early childhood education. The MELE has four approaches to measuring the quality of early learning environments: (i) a classroom observation tool, (ii) teacher interviews; (iii) CCC interviews, and (iv) parent or caregiver survey.



58. The results of the PDO indicator net enrollment of 6-year olds in Grade 1 increased from the 2011 baseline of 70 percent to 93 percent in 2019 thereby surpassing the 2019 end target of 88 percent by 5 percent. Additional contributing factors to the achievement of this PDO are provided below.

59. **Early Childhood Education.** As indicated above, the IRI—*number of parents/caregivers enrolled in parenting information sessions (% male)* reached 49,551 in 2019 surpassing the 2019 target of 24,500 (102 percent increase over the target). It should be noted that the target for this indicator was reduced at the time of the 2017 AF from 42,000 (original target) to 24,500 due to delays in the overall implementation of the ECD activities. However, in the end, the project also surpassed the original target by 7,551. The percent male met the target of 30 percent. This accomplishment was related to strong supervision by the TTPs responsible for implementing the ECD activities as well as the CCC who were the primary party responsible for education parents and community on the importance of preprimary school. The CCCs trained female and male parents and caregivers on the importance and benefits of ECD and as indicated, 30 percent of those trained were male participants. The IRI—*percentage of operating ECD centers that are completed functional* increased from the 2012 baseline of 0 to 100 percent thereby meeting the 2019 target of 100 percent.

60. **PDO 2: IMPROVE QUALITY OF EDUCATION.** Achievement of this objective is judged to be **substantial** and was achieved through a combination of interventions aimed at addressing critical challenges related to (i) improving pre-service and in-service primary education teacher training; (ii) school directors training; (iii) production and distribution of free primary school books; (iv) curriculum reform for primary education; and (v) direct support to schools (school grants).

61. The second objective was measured by four PDO indicators: (i) number of additional qualified primary teachers as a result of project interventions; (ii) percentage of Grades 1 and 2 students with Portuguese and mathematics textbooks; (iii) percentage of complete primary schools that comply with standards for transparency; and (iv) retention rate until grade 3. In addition, there were three DLIs added to the project at the time of the 2015 AF that were aimed at improving the quality of education which were: (i) number of teachers (1st and 2nd grade) with in-service training (DLI indicator); (ii) number of primary school directors having participated in directors training (DLI indicator); and (iii) percent of the trained school directors having their performance evaluated (DLI indicator). Results contributing to the achievement of improving the quality of education are indicated below.

62. **Teacher training.** As indicated above, the results of the PDO indicator *improving number of additional qualified primary teachers as a result of project interventions* reached 44,734 (51 percent female) in 2019, exceeding the target of 44,000 teachers. In addition, the new 12+3 teacher training model aimed at improving quality is being rolled out in 19 of the 38 IFPs. This is a critical reform in the education sector and a substantial achievement of the project. The IRI indicator—*number of teachers (1st cycle-grades 1 and 2) with in-service training* reached 55,085 in 2019, surpassing the end target of 27,500 by a 100 percent. This training strengthened the teaching capacity for language, reading, writing and mathematics. Also, the project supported the development of a new in-service teacher strategy, which pillars are based on taking training to the classroom, mostly practice-based with classroom observation and feedback, rather than purely theoretical training. A manual to guide implementation at the school level was developed and is being distributed to primary schools. The new World Bank-supported education project “Improving Learning and Empowering Girls in Mozambique” (P172657) will continue supporting the implementation and strengthening of this strategy.



63. **Textbooks.** The results of the PDO indicator—*percentage of Grades 1 and 2 students with Portuguese and mathematics textbooks* decrease from the 2014 baseline of 86.2 percent to 79.7 percent in 2019 missing the target of 92 percent. Between 2014 and 2018, the indicator target was being met. However, in 2018, the number of students entering grades 1 and 2 exceed the expected enrollment. Consequently, the estimated textbooks (printed in 2017) were not enough to increase (or even maintain) the ratio of textbooks per student. The 2019 estimation of the number of textbooks need for grades 1 and 2 enrollment were adequate to maintain a 1:1 textbook ratio in the textbooks for Portuguese and mathematics. However, in 2019, cyclones Idai and Kenneth hit Mozambique which impacted the distribution of textbooks in the affected areas. Consequently, the target for this PDO indicator was not met. It should be noted that the project supported the provision of approximately 40 million textbooks over 8 years mostly to primary schools and some for secondary school libraries. Licenses for the Grade 1 and 2 books are now owned by the Ministry, which had a major impact on the reduction of the unit cost of textbook. These books are being printed on a competitive basis. MINEDH is in the process of obtaining licenses for Grade 5 and 6 textbooks. The next group of licenses to obtain will be Grades 3 and 4 as well as bilingual education textbooks. Moreover, to improve the estimation and distribution of textbooks, MINEDH has begun a gradual expansion of a system for the tracking and inventory of textbooks using the System of Inventory and Conservation of the School Book - SICOLE. This system will help improve the planning of new textbooks acquisitions and, at the same time, improve tracking and accountability at the school level for distribution of textbooks.

64. **Curriculum development.** In addition to the support for textbooks and teacher training, the project also supported curriculum development. The revised primary education curriculum for Grade 1 was introduced in schools in 2017. Curriculum for Grades 2 and 3 was revised and introduced in 2018 and 2019, respectively. MINEDH is currently working on the revision of Grade 4 curriculum, which will be introduced in schools in 2020, as planned. The review of Grades 5 to 6 curriculum was finalized in November 2019. The new curriculum are being developed consistent with the changes introduced by the Education System Law. In this context, the project also trained 19,325 primary school teachers from the 2nd and 3rd cycle on the new curriculum.

65. All of these factors also support the achievement of the PDO level indicator—*increase retention rate until grade 3* which did increase from the 2014 baseline of 69.8 to 77 percent surpassing the 2019 target of 75 percent.

66. **Grants to Schools (*Apoio Directo as Escolas—ADE*).** The results of the PDO indicator *percentage of complete primary schools that comply with standards of transparency* (as it relates to ADE) increased from the 2015 baseline of 0 to 80 in 2019 thereby meeting the 2019 target of 80. This means that 80 percent of the complete primary schools have functioning school councils that comply with the transparency and accountability standards²⁹ at the school level. The IRI that contributed to achievement of this PDO was—*percentage of complete primary schools with ADE funds available before February 28th of each year* which increased from the 2014 baseline of 0 percent to 97 percent in 2019 thereby exceeding the 2019 target of 95 percent. In conjunction with the on-time provision of the ADE funds, the Bank-supported Mozambique Public Financial Management for Results Program (P124615) provided training to school councils and school directors on the management of ADE resources as well as to district and provincial officials on supervision and reporting tools. In 2018, lessons from these complimentary projects led the MINEDH to designed three performance-based grant models that were tested. Lesson learned from these pilots are guiding the

²⁹ The standards for transparency and accountability are: (i) school councils are elected according to the school council manual; (ii) there is an approved school development plan; and (iii) information is displayed on resources allocated, planned, and applied.



preparation of a performance-based component in the new World Bank-supported project “Improving Learning and Empowering Girls in Mozambique” (P172657).

67. **School Management.** The IRI—*percentage of complete primary schools supervised by the education district authorities (District Services for Education and Youth – SDEJTs in Portuguese)* reached 85.1 percent in 2019 exceeding the target of 80 percent. District supervisors were trained on the use of the school supervision manual. All districts were provided tablets on which to collect school data and up-load the data to the web-based school monitoring system that the project support. As a result, in 2018, 85 percent of schools received a first visit and of those, 67 percent received a second visit. The project contributed to the systematization of district school supervision, which represents a substantial achievement. Moreover, the SDI 2018 found that the district supervision is correlated with lower teachers’ absenteeism. Teachers’ absenteeism was identified as a major challenge by the SDI 2014, which showed that 45 percent of teachers were absent from school during the visit and more than half of the teachers were not in the classroom when they were supposed to be teaching. (See Table 4 for teacher absenteeism.) The stronger school supervision performed by the districts showed to be associated with the notable reduction in teachers’ absenteeism detected by the second SDI round in 2018. Also, reduced teachers and students’ absenteeism (combined with improved teachers content knowledge) were associated with improved student test scores, according to the SDI 2018. **Number of primary school directors having participated in management training increase** from the 2015 baseline of 0 to 6,153 in 2019 surpassing the 2019 target of 3,500 by 2,653 approximately 76 percent increase of the target. Again, based on the findings of the SDI 2018, the training led to improved school management particularly related to teacher attendance. **Percentage of the newly trained school directors having their performance evaluated the following year** increase from the 2014 baseline of 0 to 49.5 percent in 2019 exceeding the 2019 target of 35.0 percent by 14.5 percent.

68. **Assessment.** As indicated above, the IRI—*system of learning assessment³⁰ at the primary level and the utility of the learning assessment system* were met. In 2016, MINED, through INDE, a second National Learning Assessment of grade 3 to monitor the teaching and learning process of reading and writing was conducted. This was a continuation of the activities under Phase 1. As indicated, the project financed the second Service Delivery Indicators survey.³¹ The project had an IRI indicator to measure this activity—*implementation of service delivery indicators survey*—which was fully achieved. The survey was conducted in 2018 on a sample basis and designed to ensure national representativeness and comparability with the 2014 SDI.³² The results of the SDI have been used to inform the direction of FASE support (maintaining the focus on early grades) and will be used to inform the preparation of the new Bank-support project activities P172657. The SDI 2018 was also helpful to confirm the progress on students’ learning, students school attendance, teachers’ absenteeism, and others, which can be associated to actions implemented by MINEDH over this period. A summary of results is provided in Table 4.

³⁰ This indicator measures whether the basic elements of a learning assessment system exist at the primary level, and the degree to which that assessment is able to provide useful information for education policy and practice.

³¹ Bassi, M., Medina, O. & Nhampossa, L. Education Service Delivery in Mozambique: A Second Round of the Service Delivery Indicators Survey 2018. World Bank

³² The sample included 337 public schools (166 of which were also included in 2014. As in 2014, the sample was stratified, with strata constructed according to school location (urban/rural) and size (small/large). Private schools represent less than 5 percent of total schools in primary education and were excluded from the sample design (the same approach as 2014). Instruments remained unchanged except the *Teach* classroom observation tool was added. *Teach* was developed by the World Bank and measures time spent on learning and the quality of teaching practices that help develop students learning and socioemotional skills.



Table 4. Summary of SDI Survey Results

| Indicator | Results | Results |
|--|---------|---------|
| | 2014 | 2018 |
| What providers know (ability) | | |
| Math Score (out of 100) | 30.4 | 43.1 |
| Language Score (out of 100) | 32.3 | 40.9 |
| What providers do (effort) | | |
| Teacher absenteeism% | 45.0 | 29.8 |
| What providers have to work with (availability of inputs) | | |
| Fraction of Students with Textbooks | 68.0 | 70.4 |
| Minimum Equipment Index | 77.0 | 68.0 |
| Minimum Infrastructure Index | 29.0 | 27.6 |
| Observed Student Teacher Ratio | 21.0 | 23.1 |
| What students know (learning) | | |
| Language Score (out of 100) | 19.0 | 31.2 |
| Math Score (out of 100) | 25.0 | 31.4 |
| Total (out of 100) | 21.0 | 31.3 |

Source: SDI 2018

69. All three DLIs that were focused on quality of education were met.
- the *number of teachers (1st and 2nd grade) with in-service training* increased overtime from 0 to 8,250 meeting the target for full disbursement. The DLI supported the elaboration, testing and validation of a new in-service program for all grade 1 and 2 teachers, which was completed and used for the training of the 8,250 teachers. This activity will be continued in the new Bank-support project Improving Learning and Empowering Girls in Mozambique (P172657), consolidating the model with trained coaches and scripted lesson plans to support teachers).
 - the *number of primary school directors having participated in directors training* increased from 0 to 1,800 meeting the target for full disbursement.
 - the *percent of the trained school directors having their performance evaluated* increased from 0 to 20 percent meeting the final target required for full disbursement.

70. **PDO 3: IMPROVE EQUITY OF EDUCATION.** Achievement of this PDO is judged to be **modest** as measured by: (i) *parity index of the retention rate until Grade 3 between the highest and lowest province* (PDO level indicator) and (ii) *gender parity Index upon 1st grade entry in participating districts (IRI specific to ECD added in 2012)*. The PDO level indicator— *parity index of the retention rate until grade 3 between the highest and lowest province gender parity index*—decreased from the 2014 baseline of 0.61 percent to 0.51 missing the target of 0.62. It is important to note that all provinces improved the retention rate until grade 3. However, the Southern provinces (with higher retention rates) showed a larger increase than then North and Center (with lower retention rates), thus worsening the parity index. The Southern provinces have more female teachers in early grades which is associated with better students’ outcome and higher retention (SDI 2018). In addition, in 2017 MINEDH decided to abolish the Grade 2 examination, which had an impact on retention until Grade 3. This measure may have been better communicated and implemented in the Southern provinces, thus showing higher improvement in retention than the North. On the other hand, the ECD was implemented in five provinces, with greater presentation in provinces with relatively poor performance (Nampula, Tete and Cabo Delgado), possibly compensating even larger regional differences. The ADE allocations also provided additional resources for vulnerable districts to help retain the most disadvantaged students



since the ADE covers the costs of items such as school uniforms and learning materials in addition to the free textbooks already provided (see footnote 20 for allocation amounts).

71. The SDI 2018 showed that girls’ (and boy’s) academic performance improves with female teachers. The SDI indicated that students of female teachers performed better than students of male teachers, and the difference was larger for girls. The gap between boys and girls in students test scores almost disappeared with female teachers, with both girls and boys performing better. This result is consistent with similar evidence for other countries.³³ Over the last years, the Government put effort to increase the number of women teachers. Women are 51 percent of teachers in early primary, but the share decreases sharply to 29 percent in upper primary and 23 percent in secondary education.

72. The DLI that focused on equity—*number of districts with a pupil teacher ratio over 80* was included to focus on the inequalities in learning conditions and was partially achieved. This largely due to the fact that the administrative division (or district lines) were re-drawn which resulted in an increase of the baseline number of districts with high pupil/teacher ratio from the original baseline of 12 to 17. The original disbursement for DLI 2.1 was to be achieved when the number of districts decreased from 12 to 8 or a 33.3 percent decrease. By 2017, the actual achievement of DLI 2.1 (after the baseline changed from 12 to 17) was a decrease from 17 to 10 or a 41.1 percent—essentially exceeding the target. This achievement triggered the first disbursement of US\$2 million. For DLI 2.2, the original number was to further decrease from 8 to 2 districts or an additional 75 percent. At the time of project closing the districts (based on the new baseline of 17) had decreased from 10 to 9 missing the target. As a result, the Government did not receive the final DLI disbursement for DLR 2.2. (See Table 5 for DLR 2 target and disbursement details.) Although the DLI was not fully achieved, the indicator highlighted the need for tackling inequalities in teachers’ deployment which is an important policy agenda that will be continued to be continued under the new Bank operation P172657.

Table 5: DLR 2 Details

| EQUITY IN LEARNING: Allocation of existing resources more equitably and efficiently | | | | | |
|---|-----------------------------|----------|---|-------|--------------------------------------|
| Category | Disbursement Linked Results | Baseline | Sub-targets to determine annual disbursements | Floor | Amount of Financing |
| DLR 2: Number of districts with a pupil teacher ratio over 80 | Decreased number to 2 | 12 | DLR 2.1: Decreased number of districts from 12 to 8 | 8 | DLR 2.1: 2,000,000 (January 1, 2017) |
| | | | DLR 2.2: Decreased number of districts from 8 to 2 | 5 | DLR 2.2: 2,000,000 (January 1, 2018) |

Justification of Overall Efficacy Rating

73. The overall efficacy rating is **substantial**. For Phase 1 (2011-2015), the rating is **substantial** and is justified because: (i) the original PDO indicators were making substantial progress³⁴ ; (ii) transition rate to EP/2 was making considerable

³³ D. Evans and A. Le Nestour, Center for Global Development, 2019 - <https://www.cgdev.org/blog/are-female-teachers-better-girls-education>.

³⁴ This includes the PDO indicator related to beneficiaries.



progress toward achieving the target prior to being dropped as the project refocused on the early grades in response to the low levels of learning identified by the NLA; and (iii) declines in completion rate and learning achievement scores were used to appropriately re-focus the project activities on quality of education in the early years. In addition, the foundations were being laid for the continuation of the delivery of the ECD activities that continued throughout the life of the project. This phase also saw the: (i) mainstreaming of HIV/AIDs throughout the education system; (ii) development of a textbook strategy for provision of textbooks to primary school that continued through the entire project period; (iii) implementation of the first National Learning Assessment of Grade 3 which was used to support a refocus of the project; (iv) implementation of the first SDI survey in 2014 which was also used to refocus the project; and (v) piloting of a new pre-service teacher training program. All-important achievements of the ESSP.

74. For the Phase 2 (2016-2019), the efficacy is judged to be **substantial**. This is justified by the analysis presented above. Five of the seven PDO indicators were either met or exceeded and three of the four DLIs were met. The Project played a significant role in laying a sound foundation for increased access with the institutionalization of ECD. The achievements within the ECD activities can be directly attributed to the ESSP since the project resources were the only resources supporting the ECD programs in Mozambique. The project improved quality through the increased numbers of teachers trained as well as through the key reforms in the pre-service and in-service teacher training models. The new pre-service training gives teachers more support through a reformed curriculum and the inclusion of a larger practice component. The in-service teacher training model was strengthened by increasing training at the school (rather than purely theoretical) through classroom observation and peers' feedback, as indicated by good international practices. The institutionalization of districts supervision to support teachers and collect school data to inform decision making was also an important component for improving quality, contributing to reducing teachers' absenteeism (as indicated by the SDI 2018). The provision of millions of textbooks to students at a significantly lower unit cost and curriculum reform efforts for improvement in quality were also important contributions. Moreover, this phase continued focus of the overall system on gender equity, increasing the shares of female teachers which has a positive impact on girls' education.



C. EFFICIENCY

Assessment of Efficiency and Rating

75. The overall efficiency under the project is rated as **substantial**. The project demonstrated strong economic efficiency, with the Net Present Value (NPV) of the quantifiable benefits greater than the NPV of the costs. Even though there were delays in project implementation related to the funding structure and procurement challenges, the additional time and additional financing allowed the project to overcome these and achieve more than what was originally planned. Unit costs related to textbooks, classroom construction and teacher training resulted as estimated at appraisal or lower. Additionally, transaction costs were reduced over the nine years of project implementation, which justified the use of AFs and restructurings.

76. A cost-benefit analysis was not conducted at appraisal. Therefore, this analysis took into consideration the steps and assumptions commonly used, from other similar projects, which main development objective was to improve education access and quality. Besides access interventions such as contributing to school construction and early childhood development (ECD) services, interventions in teachers and school directors training, curriculum reforms, and the provision of school grants and learning materials would result in increased quality and equity in the education system. Interventions would contribute to the overall system, which in 2010 included approximately 5.3 million children in primary education and 900,000 children in secondary education. The cost benefit analysis for the project used the standard methodology for computing the aggregated private returns to education for the students who benefited from project activities. It was assumed that the multi-level interventions impacted student attendance and learning, where benefits were estimated as: (i) the increased wage incomes resulting from larger numbers of students completing primary education; and (ii) the higher labor earnings derived from the higher quality of primary education service received.

77. The estimates of the cost-benefit analysis demonstrate that the project was economically viable. The NPV of the combined estimates for the costs and benefits was evaluated in US\$196 million. The Internal Rate of Return (IRR) associated with this NPV was 13 percent, and the overall cost-benefit ratio estimated that for every US\$1 invested there was a return of US\$1.54. While it is difficult to quantify all benefits resulting from the Project's activities, the NPV of the quantifiable benefits was greater than the NPV of the costs. The IRR of 13 percent is higher than the official discount rate of 11.25 percent, providing the evidence of the economic efficiency of Project's investments.

78. Efficiency of implementation was affected by the sector funding structure and procurement challenges. In Mozambique, the multi-donor FASE is the preferred way to finance education and delays or interruptions in donor funding have contributed to slower implementation of ESSP activities. In 2013, classroom construction was slowed down due to funding delays from one of the bilateral partners. In 2016, predictability of disbursements was affected by hidden external borrowing, which led to the suspension of budget support from donors. Despite these challenges, measures to mitigate risks and improve funds' management and transparency are in place. These include monthly meetings where decisions are made considering an annual work plan prepared based on annual reviews of the education sector's performance. Procurement challenges affected the ECD pilot program implementation. The first phase of the ECD program was delayed by two years due to the unforeseen length of procurement procedures for high value contracts. In its turn, the second phase was also delayed due to contract reviews related to construction quality and durability, and changes to the results-based disbursement framework. Procurements plans were updated to accommodate these delays.



79. Finally, during the process of project implementation, textbooks’ costs have decreased. The Government has reformed the procedures by which textbooks and workbooks for primary education are produced and distributed free to schools every year. The ESSP worked with the Government to obtain the licenses for printing of textbooks for grades 1 and 2, which reduced unit costs by 17 percent between 2011 and 2015. Procedures for procuring textbooks for grades 3 to 7 have also changed, by adopting a price-adjustment formula for reordering, based on overheads and independently verifiable indicators of increases in labor costs and materials. Additionally, the Government acquired a software to solve bottlenecks related to books’ distribution to schools.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

80. The overall outcome is **satisfactory** based on high relevance, substantial efficacy for both phases of the project, and substantial efficiency.

Table 6. Overall Outcome Rating

| Rating Dimension | Original Objective | Objectives after 2015 AF |
|--|---------------------------|--------------------------|
| Relevance of Objectives | High | |
| Efficacy | | |
| Objective 1: Improved access to education | Substantial | High |
| Objective 2: Improved quality of education | Substantial | Substantial |
| Objective 3: Improved equity of education | Modest | Modest |
| Overall Efficacy | Substantial | Substantial |
| Efficiency | Substantial | |
| Outcome Rating | Satisfactory | Satisfactory |
| Outcome Rating Value | 5 | 5 |
| Amount Disbursed (US\$, millions) | 159.02 | 206.85 |
| Disbursement (%) | 44% | 56% |
| Total Weights | 5.0 | |
| Overall Outcome Rating | Satisfactory (5.0) | |

E. OTHER OUTCOMES AND IMPACTS

Gender

81. As indicated above, the SDI 2018 analysis provided needed data to develop gender related activities for the new World Bank- GPE-support project (P172657). The SDI showed that girls’ (and boys’) academic performance improves with female teachers. The SDI indicated that students of female teachers performed better than students of male teachers, and the difference was larger for girls. The share of female teachers in the system increased over the duration of the project.

Institutional Strengthening

82. The MINDEH institutional strengthening has been multi-faceted:



- **Teacher training.** As previously indicated, the project helped to strengthen the system of teacher training by supporting a new pre-service model of initial training (12+3) and the introduction of a new in-service teacher training model which is based on good international practices for teachers' professional development.
- **Curriculum development.** The project supported MINEDH in strengthening its capacity to development new curricula and related learning materials. This support led to the revision of the curriculum of Grades 1-6 with the required materials. As a result of the institutional strengthening, the MINDEH is now in the process of introducing bilingual teaching which will be accompanied by the introduction of a new bilingual curriculum and new materials. This began in 2018 and is expected to be completed in 2023 for primary education through a gradual expansion.
- **Textbooks.** The project helped to strengthen the capacity within MINEDH to acquire the needed licenses to lower the costs of textbook procurement. Moreover, capacity was strengthened by developing a new tracking and inventory system—SICOLE, which will be fully functional to inform textbooks' management, conservation and accountability at school level in the near future. MINDEH, in the context of inclusion, is also able to translate textbooks into Braille and in 2019 the Grade 2 class books were translated, printed and distributed.
- **Secretaries for Education, Youth and Technology (SDEJTs).** Institutionalization of district supervision, along with the design and implementation of an online platform for reporting supervisory data, has been a substantial breakthrough in local governance, and a key factor associated with lower teachers' absenteeism.
- **Early Childhood Education.** A new law (Law No. 18/2018 of 28 December) has now established a pre-school education as a new sub-system of education thereby officially institutionalizing pre-school education. The challenge going forward will be defining distribution of responsibilities for administering and supervision of pre-school education, given that both MINEDH and Ministry of Gender, Children and Social Action (MGCAS) have a role in this subsystem. The law does not elaborate on specific roles for each, although the regulatory documents that operationalize the law indicate that MGCAS will be responsible to administer the preschool centers. MINEDH is expected to oversee the functioning of the subsystem, ensure teacher training, and develop a national curriculum. Despite these challenges, the ESSP played a central role in institutionalizing ECD in Mozambique.

83. The 2017 AF added a component to support institutional strengthening by conducting studies and evaluations of MINEDH programs to inform future policy decisions and strategies. The institutional strengthening related to this was:

- **Assessment of The Life Skills of 10th Graders.** The secondary school curriculum aims to develop academic skills in students and life skills. MINEDH needed to understand the extent to which students were able to use the technical and scientific knowledge gained through the curriculum to solve everyday life problems. In this context, a study was supported to evaluate these competencies of students in Grade 10. The results of the study will inform adjustments in the secondary education curriculum as well as teacher training for secondary school teachers.
- **Research on high failure rate in mathematics and natural sciences.** More than 70 percent of lower secondary school students fail the high-stakes exam to transition to upper secondary due to low achievement in mathematics, physics, chemistry, and biology. Research was conducted by MINEDH to identify the causes of the high failure rate in the 1st cycle of secondary education, and the Directorate of Secondary Education of MINEDH designed a teacher-training pilot program in both content and pedagogy for physics, chemistry, biology, mathematics, descriptive design and geometry, and visual education. The training program will inform the new secondary education in service teacher training program.



Mobilizing Private Sector Financing

Not Applicable

Poverty Reduction and Shared Prosperity

84. While the ESSP did not include any specific impact measurement of poverty reduction and shared prosperity, it contributed to human capital formation by supporting the primary sub-sectors. Mozambique is endowed with natural resources, but it needs strong human capacity development to fully realize its economic potential and allow the country to reduce poverty and increase shared prosperity. Mozambique ranks 148 out of 157 according to the Human Capital Index (HCI)³⁵ which measures the amount of human capital that a child born today can expect to attain by age 18 through five indicators³⁶. This means that a child born in Mozambique today is expected to be 36 percent as productive – compared to 56 percent globally – at age 18 as the child could be if the child enjoyed complete education and full health. The 2019 Global Competitiveness Report ranked Mozambique 137th out of 141 countries, with large gaps for the quality of institutions, infrastructure, health, education, and financial market development.

Other Unintended Outcomes and Impacts

Not Applicable

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

85. **Overall Project Design.** The original project design was directly related to the Governments' PEE and the FASE pooled fund programs of support for access, quality and equity. The subsequent three AFs continued supporting the PEE through FASE. FASE is the main donor mechanism for supporting education in Mozambique. The 2012 addition of ECD led to the full institutionalization of ECD by 2018. The 2015 refocus of the ESSP and FASE toward improving access, quality and equity in the early grades was highly relevant given the learning outcomes documented in SDI 2014. The 2017 AF provided needed additional resources to the education sector to maintain early achievements, particularly considering the 2016 economic downturn in Mozambique related to the deterioration of global commodity prices, depreciation of the metical against the US dollar that accentuated inflation and internal debt challenges.

86. The theory of change behind the project was sound and the selection of key targets was appropriate, for each stage of the project. The PDO was focused and highly appropriate given that the PDO was directly related to the PEE. The objective was outcome-oriented and was appropriately pitched for the government capacity and development status of basic education in Mozambique. The original results framework was developed to measure both access, quality, and equity using measurable indicators available at the time of project design. The component activities, as inputs to achieve the PDO, were comprehensive and selected in close collaboration with the Government and FASE partners. The project design included a comprehensive M&E system set-up and operated as part of the project provided

³⁵ World Bank Human Capital Index Report, October 2018.

³⁶ The five indicators are: the probability of survival to age five, a child's expected years of schooling, harmonized test scores as a measure of quality of learning, adult survival rate (fraction of 15-year old that will survive to age 60), and the proportion of children who are not stunted).



the monitoring data to guide implementation and make implementation adjust if necessary. (See additional information under M&E section.) The targeted project beneficiaries were highly appropriate for the needs of Mozambique.

87. The technical design of the project drew from globally recognized approaches for developing effective basic education interventions that are aligned with international best practice. The design and preparation activities provided a sound foundation for the project. There were considerable quality reviews for the original project as well as each AF that involved both Bank procedures and GPE procedures³⁷ when appropriate. All AFs and project restructuring were proactive responses to changes in the context and the sector's priorities, and not to challenges identified with the original design of the project. The Investment Project Financing (IPF), rather than Development Policy Lending, was the appropriate lending instrument due to the requirements of the MoU between all development partners related to the FASE. The IPF also allowed for provision of the needed technical assistance and institutional strengthening schemes necessary to build the capacity to support policy implementation.

88. **Implementation Arrangements.** The implementation arrangements remained the same through the life of the project. The MINEDH was fully responsible for project implementation with different units or departments within (or supervised by) MINEDH (at different levels) responsible for various activities within the ESSP. These included the Teacher Training Institutes—IFPs, Provincial Directorates of Education and Culture (DPECs); Commission for the Evaluation of Textbooks (CALE, *Comissão para a Avaliação do Livro Escolar*) responsible for ensuring the quality of the books; Institute of the Development of Education (INDE) responsible for curriculum reform for primary and secondary education; Directorate of Administration and Finance (DAF) responsible for ADE; DINAEA responsible for the subsidies for literacy workers; Directorate of Special Programs (DIPE) and Directorate of Human Resources (DRH) (central) responsible HIV/AIDS prevention and mitigation; and Directorate for Planning and Cooperation (DIPLAC), DPECs, and SDEJTs at district level responsible for management of the education administrative system.

89. The National Directorate of Primary Education was responsible for implementation of the ECD activities, as well as the Provincial Directorate of Education and Culture, District Services of Youth, Sports and Technology, District Services for Health and Women and Social Affairs and the Communities. At the district level it was expected that all relevant services (including health, nutrition, water and sanitation, birth registry, economic activities, and child protection) would interact and collaborate with MINEDH to promote the access of beneficiary children and families to ECD services. The TTPs were contracted to deliver services at the community level, including community mobilization, technical assistance to communities in setting up ECD centers, as well as upfront and ongoing teacher training, monitoring of the quality of ECD services, and parenting education. The TTPs were also responsible for coordinating community interventions with district and provincial representatives. The IVA was responsible for the external verification of the ECD outputs that were being delivered by the TTPs.

90. **Risks and mitigation measures.** Key risks and appropriate mitigation measures were identified during preparation for the original design and the AFs. Challenges in the form of capacity, particularly at the local level to deliver services, procurement expertise, and compliance with fiduciary and safeguards, especially given the size of the overall FASE were anticipated for both the original project design and the AFs designs. The project activities were directly related to risk mitigation through the: (i) inclusion of technical assistance and capacity development training within MINEDH and local levels; (ii) performance based incentives related to district supervision and ADE at the school level;

³⁷ The GPE procedures involved two quality enhance reviews (QERs) to ensure that the project was consistent with the overall PEE goals, as well as final approval of the project by the GPE Board of Directors prior to final approval by the World Bank



and (iii) allocation of resources to improve the working environment at the local level. The specific risks identified related to ECD were: (i) limited procurement capacity for contracting TTPs; (ii) introduction of results-based financing that included disbursement triggers; and (iii) acceptance of ECD as a sub-sector within the overall education system. The mitigation measures included were: (i) capacity development on procurement procedures; (ii) technical assistance to support communities, districts and provinces in the goals of results based financing and IVAs to validate achievement of results to trigger the disbursements; and (iii) impact assessments and evaluations to show the benefits of ECD to the MINEDH.

B. KEY FACTORS DURING IMPLEMENTATION

91. **Project implementation progress was rated satisfactory and moderately satisfactory throughout implementation.** There were various factors that played a role in the challenges and successes of the project.

92. **Education Sector Support Fund (Fundo de Apoio ao Sector de Educação - FASE).** As indicated, FASE is a pooled donors' fund that supports the majority of investment expenses in the education sector, and is the Government's preferred method for channeling external support to the sector ensuring coordination and alignment with MINEDH's PEE. Throughout the project period there were delays with donor funding for FASE. In 2013, construction was slowed due to a delay in the disbursement of one of the bilateral partners. In 2016, there were delays in the predictability of disbursements to FASE due to the 2016 revelation that there were large amounts of hidden external borrowing in Mozambique that caused the suspension of budget support by external partners and resulted in a significant increase in general government gross debts. Despite these challenges, the FASE still remains the preferred method for channeling external support. The donors are currently negotiating a new MoU for continued support to the new PEE which will guide education priorities over the next 10 years. The new FASE MoU is expected to be ready and signed in the second semester of 2020 and will include new cooperating partners. The Government and donors conduct annual reviews of the sector performance, during which decisions are made on an annual work plan for the education sector. Monthly meetings between MINEDH and the FASE rotating donors' Troika (three FASE members that coordinate the sector's dialogue), also indicate challenges and needed adjustment throughout the year. The FASE Troika also coordinates regular meetings with all education partners and civil society to discuss main issues of the sector, organizes joint biannual field-visits with MINEDH, and facilitates the functioning of the technical working groups. As indicated, under the current MoU the Bank has the responsibility for supervising all expenditures under the FASE.

93. **School Construction.** Throughout the Phase 1 period, school construction was behind schedule due to challenges with construction quality, cost performance and scheduling. There were improvements made to supervision of the construction through capacity development. However, there were still challenges related to ensuring quality and contractual compliance by contractors as well as ensuring that supervision covered all construction projects. Although the component related to school construction was dropped at the time of the 2015 AF, the World Bank remained engaged in terms of fiduciary and safeguards oversight primarily because the Bank has overall responsibility for managing the FASE under which classrooms are constructed. The Bank is also supporting MINEDH in improving resilience and quality of school infrastructure, as well as developing internal capacity in this area, through two ongoing projects (P156559 and 166437), as described above.

94. **Early Childhood Development Program.** As indicated above, the ECD pilot program proved to be successful and culminated in the enactment of a new national education law recognizing ECD as a sub-sector of education. There were however, implementation challenges. The original plan called for a phased implementation with a total of three



groups of communities receiving the intervention for a total of 120 communities per province or 600 total. The expected number of children benefiting from the program was to be 8,400. This was predicated on the first group starting in 2013. This did not occur due to delays related to procurement procedures for high value contracts for TTPs and IVAs which took longer than anticipated. The result was that TTPs were contracted in March of 2014 and the first activities began in April 2015 with the first group of communities, which was two years later than anticipated. Secondly, when it came time to begin Phase 2 of implementation, the TTPs requested revisions to their contracts related to the construction of *escolinhas* and results-based disbursement framework (RBDF). These issues were resolved in 2016 with the support of the Bank team. The TTP contracts were revised to ensure that the designs of *escolinhas* reflected structural changes to the technical specifications to improve the quality and durability of the infrastructure and the RBDF was revised to reduce, simplify and improve the indicators that triggered disbursements. This pushed the whole pilot to the extent that only two groups with a total of 70 communities per province—350 total participated in the pilot. Despite these challenges, in the end 50,742 children benefitted from the program because of such high demand. The Bank conducted a process evaluation of the ECD pilot program, documenting challenges and lessons learned, which are guiding the preparation of the ECD activities included in the new Bank project (172657). Also, MINEDH is conducting an impact evaluation with the Bank's support, which experienced delays but is expected to be completed in August 2020.

95. **Mid-term review (MTR), additional financings and restructurings.** The 2013 MTR confirmed that the PDO was relevant and likely to be achieved. However, it was also increasingly obvious that learning for Mozambican children was highly problematic and the Government wanted to make a mid-course change in the focus of FASE resources on early grade learning. By 2014, the GoM was requesting additional financing from the Bank along with a new GPE allocation which was approved in 2015. As indicated this refocused World Bank, GPE, and FASE resources on improved learning. The 2017 AF was a direct response to the need for additional resources to support education due to financing challenges within the sector that resulted from overall macroeconomic issues in the country. The 2019 restructuring extended the project closing date by six months to provide needed resources for the World Bank's emergency response to Mozambique following the devastating cyclones Idai and Kenneth. The grants were provided to schools and 978,628 grade 1 and 2 textbooks were purchased to replace lost materials in affected schools. A school feeding program was designed with the World Food Programme (WFP). However, due to delays in the process, the program was postponed and is expected to be implemented in the 2020 school year. There were also delays in the acquisition of the girls' kit for schools affected by Cyclones Idai and Kenneth.

96. **Exogenous factors.** In 2015, Mozambique was negatively affected by the deterioration of global commodity prices and economic growth was eroding. There were weaker export revenues, lower foreign direct investment, lower agricultural outputs and some political tensions that had negatively affected economic growth. There was also a depreciation of the metical against the US dollar that accentuated inflation. In addition, there was the revelation that there were large amounts of hidden external borrowing that caused the suspension of budget support by external partners and resulted in a significant increase in general government gross debt. This, compounded by a rapid depreciation of the local currency (43 percent in 2016), had a direct impact on public spending in the second half of 2016. This, in large part, led to the 2017 AF to support continuation of the education sector achievements related to curriculum reform, textbook provision, grants to schools (ADE), teacher training and ECD. In addition, between March 15, 2019 and April 26, 2019 (six weeks) Tropical Cyclones Idai and Kenneth made landfall over Mozambique affecting approximately 2.1 million people in Manica, Sofala, Tete, Zambezia, Cabo Delgado and Nampula Provinces. It was the first time in recorded history two strong tropical cyclones had hit Mozambique in the same season. The devastation caused by the cyclones brought the need for large scale humanitarian assistance. The cyclones contributed more generally to challenges in providing educational services in these communities and specifically to getting textbooks in



the affected communities to meet the project targets. The affected communities are still in need of humanitarian assistance.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

M&E Design

97. The links between the inputs, outputs, and outcomes and the PDO were sound (as shown in Figure 1). The PDO was clearly specified at appraisal and remained the same throughout the life of the project. The M&E design was developed to monitor and report on progress toward meeting the targets of the PDO and intermediate indicators in the Results Framework (RF) through regular routine monitoring and reporting by the MINEDH. However, as indicated, over time, indicators were adjusted to accommodate the project modifications but were always relevant to achievement of the PDO. The M&E design also included joint monitoring of the FASE as part of the MOU which stipulates joint monitoring of the sector performance to implement the agreed Education Performance Assessment Framework (E-PAF)³⁸ (ESSP indicators were a sub-set of this framework with the exception to the ECD indicators). As indicated previously, there were also learning assessments conducted, an impact evaluation of the ECD program, an assessment of the ECD program and two SDIs.

M&E Implementation

98. Reporting of data for the RF indicators was done throughout the life of the project. The selected performance indicators were tracked regularly, and the RF was updated on a timely basis for supervision missions, MTR, and joint review missions. There were annual joint reviews of the FASE and the E-PAF by Government and donors. SDIs were conducted in 2014 and 2018, an process evaluation of the ECD program was completed in 2019 (an impact evaluation is ongoing), the INDE conducted two National Learning Assessments of Grade 3 in 2013 and 2016 to monitor the teaching and learning process of reading and writing, and writing and there was an impact evaluation conducted of the ECD programs. These were all important achievements of the ESSP.

M&E Utilization

99. Data was made available regularly for the results framework and was used to inform the analysis of the ICR. The joint annual reviews were used to determine the needed direction of support for the education on an annual and on-going basis. As indicated above, the 2013 National Evaluation of Grade 3 and the first SDI 2014 were important for raising awareness of the low learning outcomes and encouraged the Government to shift attention to monitor results rather than focusing on inputs and used to refocus the ESSP and FASE resources on early grade learning. Also, the SDI 2014 provided evidence on the alarming levels of teachers' absenteeism, putting this issue up in the education agenda. Important changes were introduced to districts' schools' supervision, which showed positive results according to the SDI 2018 results. The results of the ECD process assessment and impact evaluation provided the need evidence to ensure ECD was

³⁸ E-PAF indicators are a mixture of impact, outcome, output and input indicators and targets. Examples of the education indicators are primary completion rate (% girls), net in-take rate – 6-year olds (% girls), pupil/teacher ratio.



established as a new sub-sector in education and highlighted key lessons learned that will inform the design of the next stage in the expansion of the preschool subsystem.

Justification of Overall Rating of Quality of M&E

100. Based on the analysis above, the overall rating for M&E is **Substantial**.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

101. **Safeguards.** The project was rated as Category ‘B’ partial assessment and triggered three safeguards policies: (i) OP/BP 4.01 “Environment Assessment” was triggered due to the construction and rehabilitation of classrooms for ECD, primary, and secondary schools; (ii) OP 4.09 Pest Management was triggered because the project might have purchased pesticides to control for termites; and (iii) OP/BP 4.12 Involuntary Resettlement was triggered because of the construction. The ESMF and RPF were disclosed in the World Bank’s InfoShop and in country December 29, 2010. The ESMF was further updated to include Pest Management Approach and re-disclosed in-country and the InfoShop on April 4, 2011. The ESMF and RPF were re-disclosed at the time of the 2015 AF because four years had passed since the originals has been disclosed. Safeguards were monitored consistently during project implementation and Implementation Status Reports (ISRs) were consistently rated moderately satisfactory and satisfactory. During Phase 1 2011-2015 of project implementation, a 2011 ISR rated safeguards as moderately unsatisfactory primarily because staff had not been hired, training had not been provided and there was limited safeguards communication with contractors. This was resolved and subsequent reviews rated safeguards as moderately satisfactory. During Phase 2, 2015-2019, the safeguards were specific to the construction of the *escolinhas*. There were 11 joint safeguards supervisions that took place with the DICIPE and DIEE to systematically review the safeguards related to the *escolinhas*. There was overall compliance with the environmental safeguards (OP 4.01 and OP 4.09—screening forms, management plans, etc.). There is also a grievance redress mechanism (GRM) in place and functional. The mechanism has been further improved to be sensitive to gender/gender-based violence/sexual exploitation and abuse (GBV)/(SEA).

102. **Financial management.** FM performance rating remained satisfactory throughout the life of the project. The project used the same designated account (DA) in the Banco de Moçambique for receiving funds from IDA and other partners. Disbursements of the IDA and GPE funds were made through interim financial reports (IFRs). Workshops were conducted by the World Bank FM specialists when the new version of the World Bank’s Client Connection was introduced. The accounting transactions were registered through the accounting software Primavera and E-SISTAFE. The E-SISTAFE was used to generate quarterly reports to the Bank. The MINEDH was in compliance with the financial covenants of the Financing Agreement. IFRs were submitted to the World Bank on time. The required audits were submitted to the World Bank in accordance with the Financing Agreement and over the project period, the auditors’ opinions were unqualified (clean). The final audit report is due on June 30, 2020. However, the novel coronavirus may affect the timing of submission of the audit report for the fiscal year ended 31 December 2019. The total project financing from 2011 to 2019 was US\$367,900,000 (original and additional funds) with a total disbursement of US\$365,870,000 million—US\$2,030,000 was returned to GPE because DLI2.2 was not achieved.

103. **Procurement.** Procurement was consistently rated moderately satisfactory in the project ISRs. During the project, World Bank procurement staff provided training to the implementing units to ensure compliance with the procurement guidelines. However, local level capacity remains a challenge with the need for ongoing support. The next



Bank-support project P172657 will continue to support procurement capacity development at the local levels. ESSP migration to the Bank's Systematic Tracking of Exchanges in Procurement (STEP) took place in 2017 with procurement activities being included in the STEP platform. Procurement plans were updated to accommodate delays in project procurement as indicated above. There were also prior and post reviews of contracts in accordance with the agreed upon criteria.

C. BANK PERFORMANCE

Quality at Entry

104. The project preparation team designed the parent project to be totally aligned with the PEE 2012-2016/2019 and that project resources were channeled through the FASE which has been the governments preferred mode of using donor funds since 2003. Each AF was also aligned with the PEE and relevant to achieving the overall project objectives. The project's PDO and key indicators were largely the same as the PEE with the exception of some of the ECD indicators since ECD was not a sub-sector of education until the end of the project. The design took into consideration the recommendations from peer reviewers and lessons learned from the other previous education projects implemented in Mozambique. In addition, the project went through two GPE QERs that ensured that the project was aligned with the PEE goals. Moreover, GPE funds were used to introduce results-based disbursements through the use of DLIs. The preparation team, for the parent project and subsequent AFs, identified the appropriate risks, incorporated design features to mitigate them, and included the relevant technical specialists to support project development. Preparation for the parent project and each AF was a consultative process with donors and Government.

Quality of Supervision

105. Supervision missions were held semi-annually, staffed with education, fiduciary and safeguards staff and consultants. Moreover, there were joint monthly and annual reviews with the Government and donors that were important to understand overall progress of the PEE progress and to determine FASE yearly work plans that specifically included the work program for the ESSP. The Bank project team was actively engaged in supporting the Government in its efforts to implement the project, as well as supervising all of FASE procurement, financial management and safeguards. Whenever implementation challenges arose, the World Bank team worked with the Government to find appropriate solutions that would not compromise the integrity of the design. This was particularly true in the case of the ECD component that experienced initial delays. This was a new area within MINEDH, and new teams were created to develop capacity both at the central and local levels. To improve implementation, the World Bank team was strengthened with the support of two ECD specialists. First, the World Bank hired a consultant to work directly with the MINEDH to build capacity and support the MINEDH team with day to day activities (i.e. drafting terms of reference, reviewing documents and information from TPPs etc.). Second, a locally based ECD Research Fellow also joined the team to support MINEDH in the implementation and monitoring of ECD activities. The supervision teams consistently reported on FM, procurement and safeguards progress during supervision missions and worked with the Ministry to build their capacity in these areas. Procurement was challenging throughout the implementation of the project, with rotation of specialized staff in MINEDH and difficult coordination between MINEDH's Procurement Department and the implementation units (Primary and Secondary Departments, Teacher Training Department, INDE, etc.). The World Bank team put special attention and effort to support MINEDH in developing capacity in procurement issues, providing constant support from the technical and procurement teams locally based and conducting training to MINEDH's staff. For textbooks procurement, being an



important area for MINEDH which requires expertise and represent a large fraction of annual education budget, the World Bank hired a consultant with specific expertise in textbook procurement. The consultant participated in several supervision missions and provided close support to MINEDH, resulting in important reforms to MINEDH's textbook procurement mechanisms which helped reduced substantially the unit cost of books. More recently, procurement specialists of the World Bank helped MINEDH in updating the textbook strategy to move forward with the acquisition of intellectual property rights for upper grades of primary education.

106. As indicated above, safeguards compliance was monitored regularly. The missions also systematically documented project progress in aide-memoires, back-to-office reports, and ISRs, all of which kept the World Bank management informed of progress and provided the foundation for the ICR analysis. Key to the project's achievements was the consistent supervision by the World Bank team in-country that had the needed technical expertise to support the various implementation units. Moreover, the World Bank's willingness to respond to all of the Government's request for project AFs led to important adjustments in the design to address the learning needs of the children of Mozambique, the completion of the project as designed and the institutionalization of many project activities. The World Bank team also provided valuable technical assistance to the Government in key aspects of the project, such as performance-based school grants and SDI.

Justification of Overall Rating of Bank Performance

107. Based on the sub-ratings of World Bank performance at entry (**S**), World Bank performance during supervision (**S**), and the overall project outcome rating (**S**), the overall World Bank performance rating is **Satisfactory**.

D. RISK TO DEVELOPMENT OUTCOME

108. The risk to sustaining the development outcome is judged to be **substantial** largely resulting from macro-economic challenges.

109. The overarching risk to development outcomes is the macro-economic and fiscal situation which is judged to be high. Mozambique is still struggling with fiscal stability after the discovery of large amount of hidden external borrowing that contributed to significant increases in general budget gross debt. This has had a direct impact on public spending. The state budget allocation for 2019 is below sector needs which will increase the likelihood of weakening the established building blocks of the system. In 2019, the country was also affected by the devastating impact of tropical cyclones Idai and Kenneth, that resulted in losses of lives and destruction for an estimated value of US\$3 billion.³⁹ Growth prospects for the next three years are modest, which is likely to come with a tight fiscal scenario. The World Bank is responding to this challenge through continued support of the project sub-sectors with the preparation of a new World Bank-supported project P172657.

110. Overlaying the fiscal stability challenges that Mozambique is having related to the hidden debt, the outbreak of COVID-19 which will likely worsen the world economy. The magnitude of current shock of COVID 19 introduces unprecedented complexity to the world economic forecasting. The OECD predicts that the pandemic could bring with it the third and greatest economic, financial, and social shock of the 21st Century⁴⁰, after the September 11 attack and

³⁹ Mozambique Post-Disaster National Assessment (PDNA), 2019

⁴⁰ OECD, Interim Economic Outlook, March 2, 2020.



the Global Financial Crisis of 2008. Large scale social distancing, travels ban, quarantine have led to a steep drop in consumption and a slowdown of investment in 2020⁴¹. All these are bringing a standstill in production in affected countries and hampering supply chains across the world. The performance of financial markets in the in the first half of 2020 reflects the uncertainty of the world economies and it looks increasingly likely that there will be declines in global GDP. The outbreak of COVID 19 will put large scale pressure on the economy caused by lost jobs because of corporate closure and debts and will hurt vulnerable groups even harder than before, households who are financially vulnerable.

111. The interventions are expected to benefit future cohorts of students and teachers. The ECD program has contributed to (i) right-aged children entering first grade; (ii) strong community involvement which has helped the cognitive and socio-emotional development of children; and (iii) the enactment of a new law establishing ECD as an education sub-sector. These have all contributed to the institutionalization of the ECD program. Teacher training programs have been improved with the strong focus on improved content, pedagogical practices, and piloting mentoring/coaching within the in-service program. The improved learning interventions are expected to continue to be impactful, given that the focus was primarily on training teachers with an emphasis on early reading, mathematics, and pedagogy. At the same time, school inspections were re-invigorated. Curriculum reform continues along with the development of textbooks and teaching materials to support the new curriculum. The MINEDH has acquired the copyright for production of textbooks thereby substantial reducing the costs of textbook production which will lead to strong sustainability. ADE grants provided support for improved community participation in school improvement which has led to improvements in learning based on the SDI reports. Equally important, perhaps more important, is the increased awareness of parents' and communities of the importance of education gained through the training and work that the ADE grants provided. In addition, capacity of MINEDH has been increased with support from technical assistance.

112. The project helped to lay a good foundation in all these areas, but continued investment will be required to sustain some of the initiatives (i.e. teacher training, expanding assessment, etc.). Since the interventions grew directly out of the Government's education sector strategy, the Government and development partners remain committed to this strategy, it is expected there will be on-going support from the Government and donor community for all the project initiatives. The World Bank is supporting Mozambique in responding to some of the ongoing education sector challenges through continued support with the preparation of the new World Bank-/GPE-support project (P172657) of approximately US\$100 million equivalent, that will build on the ESSP foundation. The new project will continue support for: (i) strengthening school readiness with the development of a preschool national curriculum, pre-service and in-service teacher training programs specifically for pre-school, nutrition component, and expansion of parental education and involvement; (ii) strengthening reading skills in primary education through the use of scripted daily lessons for teachers and ensuring needed materials for students; (iii) increasing the number of teachers in primary and lower secondary schools; and (iv) strengthening the ADE through a performance-based school-grants program that will provide additional resources to the regular schools grant program based on performance as measured by teachers' absenteeism, transparency in the school-grant management, involvement of the school council and students' reading skills.

⁴¹ McKensey and Company, COVID-19 Update Note, March 16, 2020



V. LESSONS AND RECOMMENDATIONS

113. **Lesson 1. Ensure implementation capacity, both at central and local levels.** MINEDH has long experience in implementing World Bank and GPE projects and has strengthened its capacity. Yet, continuous support and coaching is critical for timely and effectively implementing the project activities, especially at the local level. Complex procurement, such as construction (led at the Provincial level) or textbooks (led at the central) level benefit from technical assistance and support. Also, for activities in areas new to MINEDH, as in the case of ECD in the ESSP, it is important to consider special attention and support. In the ESSP the TPPs provided support and coaching in the ECD activities which was important for ensuring local capacity development. Yet, this type of support needs to be institutionalized through local government capacity development. **Recommendation.** Future project implementation arrangements should include support of an implementation support team within MINEDH, that could include members (“coaches”) in strategic areas at the central and provincial level to provide closer support to MINEDH’s implementing units at the central and provincial/district levels.

114. **Lesson 2. When using public private partnerships to implement specific education programs, the design should consider separating construction aspects of the design from other operational and pedagogic components.** In the case of the project ECD activities, the original design was somewhat ambitious given the fact that the communities selected were in extremely remote locations making implementation more challenging for construction, educators’ support, distribution of materials, etc. , The TPPs had the responsibility for all aspects of the delivery of the project, including construction. Some TPPs did not have the needed construction expertise in place, which delayed the construction of ECD centers leading to implementation delays and a reduction in the number of centers developed under the project.

115. **Lesson 3. Third Party Providers (including public-private partnerships) can play an important role in establishing and implementing new programs where ministries have limited capacity.** The ESSP ECD program was the first ECD program to be implemented within MINEDH. Using TPPs allowed for the implementation of learning activities within the rural communities sooner while giving MINEDH time to build capacity with ECD, design its own curriculum and establish the needed government structure for a national ECD program. Moreover, the TPPs, each with different strengths, gave the MINEDH the opportunity to learn lessons on how best to conduct community mobilization, train on pedagogy, develop strong facilitators and construct ECD centers.

116. **Lesson 4. Community-based programs with community mobilization and sensitization lead to strong community participation in the delivery of ECD services.** The ESSP ECD program focused on building a community approach to the delivery of ECD services which was very successful. Data collected through the assessment of the ECD program showed that through the community mobilization methods led by the CCCs, *escolinhas*’ seemed to have become a central part of some of the poorest and least educated communities in Mozambique where the pilot was implemented. Community ownership and active participation was key to the success of the ECD component of the ESSP.

117. **Lesson 5. Teacher allocation/deployment is as important as teacher training.** The ESSP contributed in a substantial way to the training of teachers. However, through implementation of the ESSP it was recognized that inefficient teacher allocation/deployment can contribute to large class sizes in some schools, increasing the difficulty of teachers. **Recommendation.** MINEDH, working with local governments, needs to develop a system to better identify



the staffing needs of schools and deploy/distribute teachers based on the real needs of schools in the communities. Future projects could consider establishing incentives mechanisms or RBF to improve teachers' allocation, if possible

118. **Lesson 6. Improving procurement processes and separating content development from printing (owning licenses) for textbooks can significantly lower the cost of textbook production for governments.** The ESSP worked with the Government to obtain the licenses for Grade 1 and 2 textbooks which are now owned by the MINEDH. With the knowledge gained, the MINEDH is now able to obtain licenses for other textbooks, separating the development of the textbook content from the printing process. This has had a substantial impact on reducing the costs of textbook production. **Recommendation.** Going forward, MINEDH will need to focus attention on improving the bottlenecks associated with the distribution of textbooks. MINEDH has already acquired the SICOLE system to track book distribution. However, they will need to expand the system to ensure that all children had the needed textbooks



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Improve the quality of education

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|----------------------|----------------------|-------------------------|-------------------------------|
| Net enrolment rate of 6 years olds in Grade 1 | Percentage | 70.00 28-Apr-2011 | 88.00 30-Dec-2015 | | 93.00 21-Aug-2019 |

Comments (achievements against targets):
Target exceeded.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--------------------------------|-----------------|----------------------|----------------------|-------------------------|-------------------------------|
| Retention Rate until 3rd Grade | Percentage | 69.80 31-Dec-2014 | 75.00 30-Dec-2015 | | 77.00 21-Aug-2019 |



Comments (achievements against targets):

Target exceeded.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Parity Index of the Retention Rate until Grade 3 between the highest and lowest provinces | Number | 0.61 | 0.62 | | 0.51 |
| | | 31-Dec-2014 | 30-Dec-2015 | | 28-Jun-2019 |

Comments (achievements against targets):

Target missed. Although the overall parity index of retention decreased, the Southern provinces (with higher retention rates) showed a larger increase than then North and Center (with lower retention rates). This is due in part to the fact that there are more female teachers in the Southern provinces where female teachers represented 51 percent, almost 10 percentage points higher than in the rest of the country (SDI 2018).

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|------------------------------|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Direct project beneficiaries | Number | 0.00 | 6265000.00 | | 6783223.00 |
| | | 28-Apr-2011 | 30-Dec-2015 | | 01-Aug-2019 |
| Female beneficiaries | Percentage | 47.20 | 48.02 | | 48.02 |



01-Mar-2018

Comments (achievements against targets):

Target exceeded.

Objective/Outcome: Strengthening Local Governance and School-Based Management

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Number of additional qualified primary teachers resulting from project interventions. | Number | 0.00 | 44000.00 | | 44734.00 |
| | | 28-Apr-2011 | 30-Dec-2015 | | 21-Aug-2019 |

Comments (achievements against targets):

Target exceeded.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Percentage of students (of Grade 1 and 2) with Portuguese and Mathematics | Percentage | 82.60 | 92.00 | | 79.70 |
| | | 31-Dec-2014 | 30-Dec-2015 | | 21-Aug-2019 |



textbooks

Comments (achievements against targets):

Target missed by 12.3 percent due increased enrollments 2018 that were unanticipated and exogenous factors related to cyclones Idai and Kenneth that prevented the distribution of textbooks in 2019.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|---------------------|----------------------|-------------------------|-------------------------------|
| Proportion of complete primary schools that comply with standards for transparency and accountability | Percentage | 0.00 01-Jan-2015 | 80.00 30-Dec-2015 | | 80.00 21-Aug-2019 |

Comments (achievements against targets):

Target met.

A.2 Intermediate Results Indicators

Component: Improving the quality of education

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised | Actual Achieved at |
|----------------|-----------------|----------|-----------------|------------------|--------------------|
|----------------|-----------------|----------|-----------------|------------------|--------------------|



| | | | | Target | Completion |
|--|--------|---------------------|-------------------------|--------|-------------------------|
| Numbers of teachers (1st cycle - grade 1 and 2) with in-service training | Number | 0.00 31-Dec-2014 | 27500.00 30-Dec-2015 | | 55085.00 01-Mar-2019 |

Comments (achievements against targets):
Target exceeded.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|------------------|---------------------|-------------------------|-------------------------------|
| System for learning assessment at the primary level | Yes/No | N 28-Apr-2011 | Y 30-Dec-2015 | | Y 01-Mar-2019 |
| Utility of the learning assessment system | Number | 0.00 | 4.00 30-Jun-2019 | | 4.00 |

Comments (achievements against targets):
Target met.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised | Actual Achieved at Completion |
|----------------|-----------------|----------|-----------------|------------------|-------------------------------|
|----------------|-----------------|----------|-----------------|------------------|-------------------------------|



| | | | | Target | |
|---|-----------------|---------------------|------------------------|-------------------------|-------------------------------|
| Percentage of Complete Primary Schools supervised by the SDEJTs | Percentage | 0.00 01-Jan-2015 | 80.00 30-Dec-2015 | | 85.14 21-Aug-2019 |
| Comments (achievements against targets): Target exceeded. | | | | | |
| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
| Number of primary school directors having participated in management training | Number | 0.00 01-Jan-2015 | 3500.00 30-Dec-2015 | | 6153.00 21-Aug-2019 |
| Comments (achievements against targets): Target exceeded. | | | | | |
| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
| Percentage of Complete | Percentage | 0.00 | 95.00 | | 97.00 |



| | | | | | |
|---|--|-------------|-------------|--|-------------|
| Primary Schools with ADE funds available before February 28th of each year | | 31-Dec-2014 | 30-Dec-2015 | | 01-Mar-2019 |
| <p>Comments (achievements against targets): Target exceeded.</p> | | | | | |

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| GPI upon 1st grade entry in ECD participating districts | Number | 0.92 | 0.96 | | 0.95 |
| | | 28-Apr-2011 | 30-Jun-2018 | | 30-Jun-2018 |
| <p>Comments (achievements against targets): Target slightly missed.</p> | | | | | |

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|---|-----------------|-------------|-----------------|-------------------------|-------------------------------|
| Number of direct beneficiaries of ECD program | Number | 0.00 | 49000.00 | | 50742.00 |
| | | 30-Mar-2015 | 30-Dec-2015 | | 21-Aug-2019 |



Comments (achievements against targets):

Target exceeded.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|-----------------------|-------------------------|-------------------------------|
| Percentage of ECD centers that are completely functional | Percentage | 0.00 28-Apr-2011 | 100.00 28-Jun-2019 | | 100.00 28-Jun-2019 |

Comments (achievements against targets):

Target met.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|---|-------------------------|---|
| Evaluation of the Education Sector Strategic Plan (2012-2016/19) | Text | None 30-Mar-2017 | Dissemination of results at central and provincial level 28-Dec-2017 | | Results disseminated at central and provincial level 21-Aug-2019 |

Comments (achievements against targets):



Target met.

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|-------------------------|----------------------|---|-------------------------------|
| Implementation of Service Delivery Indicators Survey (SDI) | Text | 1.00 15-Oct-2014 | N 28-Dec-2017 | Y SDI survey conducted in 2014 and 2018 | Y 21-Aug-2019 |

Comments (achievements against targets):

Target met. The results of the report were presented at the Ministry Coordinating Council in August 2019.

Component: Strengthening Local Governance and School-Based Management

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|----------|---|-------------------------|---|
| Implementation of new textbooks operational plan | Text | NA | Competitive selection of grade 4 books completed and books will be introduced in 2020 as planned. | | Competitive selection of grade 4 books completed and books will be introduced in 2020 as planned. |



| | | | | | |
|--|--|-------------|-------------|--|-------------|
| | | 28-Apr-2011 | 28-Dec-2017 | | 21-Aug-2019 |
| Comments (achievements against targets): Target met. | | | | | |

Component: Supporting community-based Early Childhood Development activities

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|----------------------|-------------------------|-------------------------------|
| Percentage of direct beneficiaries that are female | Percentage | 0.00 28-Apr-2011 | 50.00 15-Dec-2012 | | 64.70 28-Aug-2019 |

Comments (achievements against targets):
Target exceeded.

Component: Institutional Strengthening and Support of monitoring and policy development

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|----------------|-----------------|----------|-----------------|-------------------------|-------------------------------|
| Number of | Number | 0.00 | 24500.00 | | 49551.00 |



| | | | | | |
|---|------------|-------------|----------------------|--|-------------|
| parents/caregivers enrolled in the parenting information sessions | | 28-Apr-2011 | 30-Aug-2019 | | 30-Aug-2019 |
| Percentage of which male | Percentage | 0.00 | 30.00 01-Nov-2016 | | 30.00 |
| Comments (achievements against targets): Target exceeded. | | | | | |

Component: Improving Access to Education

| Indicator Name | Unit of Measure | Baseline | Original Target | Formally Revised Target | Actual Achieved at Completion |
|--|-----------------|---------------------|----------------------|-------------------------|-------------------------------|
| Percentage of the newly trained primary school directors having their performance evaluated the following year | Percentage | 0.00 31-Dec-2014 | 35.00 28-Dec-2017 | | 49.50 21-Aug-2019 |
| Comments (achievements against targets): Target exceeded. | | | | | |



B. KEY OUTPUTS BY COMPONENT

| | |
|--|---|
| Objective/Outcome 1: Improved Access to Education | |
| Outcome Indicators | 1.Net enrollment of 6-year olds in grade 1 |
| Intermediate Results Indicators | 1. Number of parents/caregivers enrolled in parenting information sessions (%male) 2. Percentage of operating ECD centers that are completely functional |
| Key Outputs by Component (linked to the achievement of the Objective/Outcome 1) | 1. 83,350 children aged 3-5 benefited (Component 3) 2. 350 centers constructed (Component 3) 3. 350 communities created ECD centers that were fully functional (Component 3) 4. 1,344 facilitators supported by ECD centers (Component 3) 5. 350 communities created CCCs (Component 3) 6. 350 ECD centers transferred to the government (Component 3) 7. 2,906 primary classrooms built or rehabilitated by 2015 (Component 1 dropped at the time of the 2015 AF) 8. 400 secondary classrooms built or rehabilitated by 2015 (Component 1 dropped at the time of the 2015 AF) 9. 1,307,000 adults participate in the adult literacy program (Component 2 under the 2011 original design—activity dropped in 2015 AF) |
| Objective/Outcome 2: Improve Quality of Education | |
| Outcome Indicators | 1. Number of additional qualified teachers as a result of project interventions |



| | |
|--|--|
| | <ul style="list-style-type: none"> 2. Percentage of Grades 1 and 2 students with Portuguese and mathematics textbooks 3. Percentage of complete primary schools that comply standards for transparency 4. Retention rate until grade 3 |
| <p>Intermediate Results Indicators</p> | <ul style="list-style-type: none"> 1. Number of teachers (1st cycle-grades 1 and 2) with in-service training 2. System of learning assessment at the primary level and the utility of the learning assessment system 3. Percentage of complete primary schools with ADE funds available before February 28th of each year 4. Percentage of complete primary schools supervised by the education district authorities -SDEJTs in Portuguese 5. Number of school directors having participated in management training 6. Percentage of the newly trained directors having their performance evaluated the following year |
| <p>Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)</p> | <ul style="list-style-type: none"> 1. 55,085 1st cycle grade 1 and 2 teachers received in-service training (Component 1) 2. 19,329 primary teachers from 2nd and 3rd cycle received training on new curriculum (Component 1) 3. 4,300 teachers and educators trained in the adult literacy program (Component 2 under the 2011 original design—activity dropped in 2015 AF) 4. 6,153 primary school directors were trained in school management (Component 1) 5. 40 million textbooks provided to primary schools and secondary school libraries |
| <p>Additional output information under Component 1: Improving the Quality of Education.</p> | |



Curriculum. The project supported the development of a new curriculum that MINEDH is introducing class by class. In 2017, the grades 1 and 2 curriculum were introduced. The introduction of the new curriculum is accompanied by the introduction of new books, both in primary and secondary education, for all modalities (monolingual, bilingual and distance). The project supported the expansion of bilingual books associated with the new curriculum. The revised primary education curriculum for Grade 1 was introduced in schools in 2017. Curriculum for Grades 2 and 3 was revised and introduced in 2018 and 2019, respectively. MINEDH is currently working on the revision of Grade 4 curriculum, which will be introduced in schools in 2020, as planned. The review of Grades 5 to 6 curriculum was finalized in November 2019. The new curriculums are being developed consistent with the changes introduced by the Education System Law. In this context, the project also trained 19,325 primary school teachers from the 2nd and 3rd cycle on the new curriculum

School grants. As the only decentralized resource for the use of schools, Direct Support for Schools (ADE) has supported the functioning of schools and is a catalyst for the involvement of school boards in school life and contributing to the transparent management of their use. On the other hand, the inclusion in the EA of a social protection component to support vulnerable children has served to reduce the spending of the poorest families with the education of their children, contributed to their access and retention at school. The ADE results-oriented approach encouraged implementers, through a simplified process, to identify and address the problems that have enabled obstacles to be eliminated and contribute to improvements in the provision of services to citizens. The project helped MINEDH ensure the availability of ADE before 28 February so as to be available early in the school year. To measure overall effectiveness of the service delivery the project supported the 2014 and 2018 SDI surveys and published the findings in report under Component 4 of the project.

Textbooks. The project supported the provision of approximately 40 million textbooks over eight years mostly to primary schools and some for secondary school libraries. Licenses for the Grade 1 and 2 books are now owned by the Ministry which had a major impact of the unit cost of textbook. These books are being printed on a competitive basis. The Ministry is in the process of obtaining licenses for Grade 5 and 6 textbooks. The next group of licenses to obtain will be Grades 3 and 4 as well as bilingual education textbooks.

Objective/Outcome 3: Improve Equity of Education

| | |
|---------------------------------|--|
| Outcome Indicators | 1. Parity index of the retention until grade 3 between the highest and lowest province |
| Intermediate Results Indicators | 1. Gender parity index upon 1 st grade entry in participating districts |



Key Outputs by Component
(linked to the achievement of the Objective/Outcome 3)

Component 4: Institutional Strengthening and Support for Monitoring and Policy Development. Component 4 support the SDI 2018 showed that girls' (and boy's) academic performance improves with female teachers and guided instruction methods. The SDI indicated that students of female teachers performed better than students of male teachers, and the difference was larger for girls. The gap between boys and girls in students test scores almost disappeared with female teachers, with both girls and boys performing better. With regard to learning, it was clear from the SDI results, that there was no gender gap in the South, but there was in the Central and Northern regions, particularly in Portuguese. In the Central region, boys scored 42 percent higher than girls in Portuguese and 18 percent higher in mathematics. In the North, the situation was similar, with boys scoring 48 percent higher in Portuguese and 24 percent higher in mathematics. The SDI, suggests that these differences in part, could be explained by the fact that the Central and Northern regions have, on average, between 68-80 percent male teachers, while in the Southern region, this percentage goes down to 54 percent.

Component 3: Support Community Based ECD Activities. Equity was measured by gender parity Index upon 1st grade entry in participating districts which increased from 0.92 to 0.95. These ECD activities related to community participation in the ECD program contributed to this increase. In addition, the percentage of males participating as caregivers in the ECD programs increased from 0 to 30 percent which is a substantial achievement for getting fathers and men in communities involved in the child development activities.



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

| Name | Role |
|---|---------------------------------|
| Preparation | |
| Supervision/ICR | |
| Marina Bassi, Ana Ruth Menezes | Task Team Leader(s) |
| Antonio Laquene Chamuco, Amos Martinho Malate | Procurement Specialist(s) |
| Joao Tinga | Financial Management Specialist |
| Maria Isabel Nhassengo-Massingue | Procurement Team |
| Mohammad Ilyas Butt | Procurement Team |
| Nilsa Ricardina Joao Come | Procurement Team |
| Elvis Teodoro Bernado Langa | Team Member |
| Celia A Dos Santos Faias | Team Member |
| Alfredo Ricardo Zunguze | Environmental Specialist |
| Jem Heinzl Nelson | Team Member |
| Bruno Azzedine Besbas | Team Member |
| Lucia Jose Nhampossa | Procurement Team |
| Maria Do Socorro Alves Da Cunha | Social Specialist |
| Gustavo de Padula Novaes | Team Member |
| Sandra Beemer | ICR Contributing Author |
| Natasha De Andrade Falcao | ICR Financial Analysis |



B. STAFF TIME AND COST

| Stage of Project Cycle | Staff Time and Cost | |
|------------------------|---------------------|--|
| | No. of staff weeks | US\$ (including travel and consultant costs) |
| Preparation | | |
| FY11 | 7.900 | 50,248.40 |
| FY12 | 0 | 0.00 |
| Total | 7.90 | 50,248.40 |
| Supervision/ICR | | |
| FY11 | 0 | 2,997.00 |
| FY12 | 19.622 | 167,682.36 |
| FY13 | 28.684 | 170,924.47 |
| FY14 | 42.883 | 372,698.59 |
| FY15 | 21.344 | 177,919.27 |
| FY16 | 63.826 | 341,374.89 |
| FY17 | 43.175 | 309,577.84 |
| FY18 | 99.013 | 497,151.03 |
| FY19 | 57.514 | 402,487.81 |
| FY20 | 36.938 | 620,007.16 |
| Total | 413.00 | 3,062,820.42 |



ANNEX 3. PROJECT COST BY COMPONENT

| Components | Amount at Approval (US\$M) | Actual at Project Closing (US\$M) | Percentage of Approval (US\$M) |
|---|----------------------------|-----------------------------------|--------------------------------|
| Improving the quality of education | 167.80 ¹ | 165.77 | 98.8 |
| Strengthening Local Governance and School-Based Management ² | 93.00 ³ | 93.00 | 100 |
| Supporting community-based Early Childhood Development activities | 47.00 ⁴ | 47.00 | 100 |
| Improving Access to Education ⁵ | 52.40 | 52.40 | 100 |
| HIV/AIDS Prevention and Mitigation ⁶ | 3.70 | 3.70 | 100 |
| Institutional Strengthening and Support of monitoring and policy development ⁷ | 4.00 | 4.00 | 100 |
| Total | 367.00 | 365.87 | 99.7 |

¹Original appraisal amount=US\$89.10 million; 2015 AF appraisal=US\$57.7 million and 2017 AF appraisal=US\$21.0 million

²Original component name was Strengthening Management of the Education Sector Administrative System

³Original appraisal amount=US\$15.8 million; 2015 AF appraisal=US\$50.2 million, and 2017 AF appraisal=US\$27.0 million

⁴Original 2012 AF appraisal amount=US\$40.0 million; 2017 AF appraisal amount=US\$7.0 million

⁵This component dropped in 2015

⁶This component dropped in 2015

⁷Component added in 2017



ANNEX 4. EFFICIENCY ANALYSIS

1. The ESSP aimed at improving access to and, quality and equity of education. In addition to interventions addressing access, such as contributing to school construction and ECD services, interventions in teachers and school directors training, curriculum reforms, and the provision of school grants and learning materials would result in increased quality and equity in the education system. Interventions would contribute to the overall system, which in 2010 included approximately 5.3 million children in primary education and 900,000 children in secondary education. This economic and financial analysis offers an evaluation of project interventions by providing: (i) the economic justification and (ii) a discussion about the fiscal impact and financial sustainability of the project.

Expected Benefits

2. Improving the quality of education represented around 46 percent of total project's disbursements. It was the major component in terms of costs and focused on improving primary education quality, through the provision of pre-service and in-service teacher training, training of school directors, provision of textbooks, and update of curriculum and learning materials. In 2006, the pupil to teacher ratio (PTR) was 76:1 due to the rapid expansion in the number of students attending primary and secondary schools. At the same time, 35 percent of the teachers did not have any pre-service teacher training. This had a detrimental impact on the quality and efficiency in the system. While the number of newly graduated teachers was expected to be sufficient to ensure a continued decrease in the PTR, the project continued to focus on increasing the capacity of the teacher training institutions to implement the integrated teacher training system: pre-service training and on-the-job job training, distance training and support to new teachers in the workplace. From 2010 to 2018, the share of trained teachers in primary education increased by 28 percent, from 76 to 97 percent.

3. Despite mixed evidence regarding the impact of teacher qualifications, teacher knowledge and practices inside the classroom can enhance student learning, as effective teaching is one of the most important factors influencing a student's ability to learn. High value-added teachers can significantly improve students' scores and provide them with the necessary support to successfully complete their studies.⁴² In developing countries, interventions that are successful in impacting students' learning include at least some teacher training effort. Evidence showed that teacher training improved test scores by 0.12 standard deviation, or a 0.59 additional year of education. The largest mean effect sizes included treatments with computers or instructional technology (0.15); teacher training (0.12); smaller classes, smaller learning groups within classes, or ability grouping (0.12); and contract or volunteer teachers (0.10).⁴³

4. Strengthening local governance and school-based management (SBM) represented 25 percent of the total Project's disbursements. While the evidence on devolving decision-making to the school level through SBM is mixed, programs with proposal-based school grants have shown positive effects on learning outcomes. Detailed analysis of the economic composition of education expenditures for the countries of Southern and East Africa shows that high shares of these countries' recurrent budgets go to teacher salaries.⁴⁴ The main idea behind school grants is that schools

⁴² Chetty, Raj, John N. Friedman, and Jonah E. Rockoff. 2014. *Measuring the Impacts of Teachers I: Evaluating Bias in Teacher Value-Added Estimates*. *American Economic Review*, 104(9): 2593-2632.

⁴³ McEwan, P. J. 2015. *Improving Learning in Primary Schools of Developing Countries: A Meta-Analysis of Randomized Experiments*. *Review of Educational Research*, 85(3), 353-394.

⁴⁴ World Bank, 2017. *Education Public Expenditure Review Guidelines*. Working paper, Report No. 116334. Washington, DC: World Bank.



would know how to and would like to improve students' learning but often lack the resources or motivation needed. For the lack the resources, school grants could help to implement improvement plans that would eventually improve learning outcomes. For those schools whose leaders lack motivation, a conditional grant program could induce them to improve their management practices by offering more resources contingent on the school's performance.⁴⁵ Indeed, in Senegal, a competitive schools' grant program was found to reduce student and teacher absenteeism and had positive effects on student learning, especially for schools that spent the funds on human resources rather than school materials.⁴⁶

5. Supporting community based ECD activities accounted for 13 percent of the project's cost. By the time of the 2012 additional financing (AF), there were 4.5 million children under the age of 5, but only four percent of them were enrolled in ECD programs. Most programs were concentrated in urban areas via private ventures, making access to pre-school education concentrated among children from wealthier households. Very few programs existed in rural areas, where poverty was more severe. Investing in ECD can lead to better school and labor market outcomes, given its impact on foundational cognitive and socioemotional skills.⁴⁷ Attending preschool for one year was shown to increase earnings later in life, by enhancing cognitive skills during early childhood, and improving academic skills during elementary school. A randomized experiment in the early 1970s, in Chapel Hill, North Carolina, which provided full-time childcare services showed positive impacts on cognitive achievement of children, with lower repetition and dropouts, as well as improved learning outcomes later in life.⁴⁸ Furthermore, strong evidence worldwide shows that ECD interventions can yield significant benefits in the short and long term, in the education sector and beyond. Quality ECD interventions can enhance school readiness and related educational outcomes, improve physical and mental health and reduce reliance on the health care system, and reduce the likelihood of high-risk behavior among youth. Additional benefits can also occur in the areas of girls' education and women's labor force participation.⁴⁹

6. Other initial project's components included classroom construction and HIV/AIDS prevention and mitigation. The Project supported education access, through FASE, building 2,906 new primary education classrooms and 400 rural secondary classrooms. Finally, as teachers and administrative staff have been hit by a high prevalence rate of HIV/AIDS, with strong impacts both in access to and quality of education. The Project's prevention and mitigation measures would support reducing illness-related absenteeism.

Cost-Benefit Analysis

7. Given that a cost-benefit analysis was not conducted at appraisal, this analysis took into consideration the steps and assumptions commonly used, from other similar projects whose main development objective was also to improve education access and quality. There has been an increase in the availability of meta-analysis covering the impact of

⁴⁵ Lee, L. J. D., and O. Medina Pedreira. 2019. *Results-Based Financing in Education: Learning from What Works*. Washington, DC: World Bank Group. <http://documents.worldbank.org/curated/en/915061548222619389/Results-Based-Financing-in-Education-Learning-from-What-Works>.

⁴⁶ Carneiro, P., O. Koussihouede, N. Lahire, C. Meghir, and C. Mommaerts. 2015. *Decentralizing Education Resources: School Grants in Senegal*. NBER Working Paper No. 21063. Cambridge, MA: National Bureau of Economic Research.

⁴⁷ Berlinski, S., and N. Schady, eds. 2015. *The Early Years: Child Well-Being and the Role of Public Policy*. Development in the Americas Series. Washington, DC: Inter-American Development Bank and New York, NY: Palgrave Macmillan.

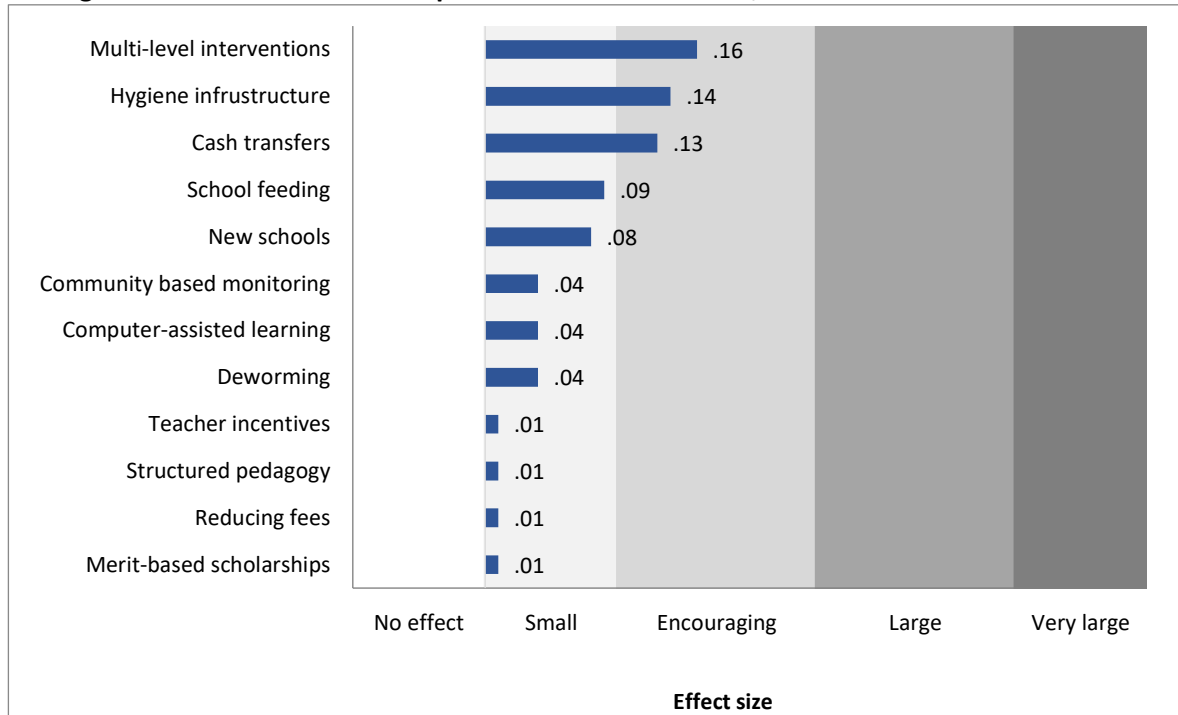
⁴⁸ Campbell, F. A., Pungello, E. P., Miller-Johnson, S., Burchinal, M., and C. T. Ramey. 2001. The Development of Cognitive and Academic Abilities: Growth Curves from an Early Childhood Educational Experiment. *Developmental Psychology*. 37(2), 231-242.

⁴⁹ World Bank, 2006. *Preventing Youth Risky Behavior through Early Child Development*. Youth Development Notes, Vol. 1, Number 3. Washington, DC: World Bank.



education interventions on access, attendance, and learning. The International Initiative for Impact Evaluation (3ie) prepared a review of studies that covered 52 low-income countries, including 21 SSA countries, from 1990 to 2015. It showed that some interventions are more effective in promoting enrollment in school while others have a higher impact on learning.⁵⁰⁵¹

Figure 1: Interventions that improve student attendance, low- and middle-income countries

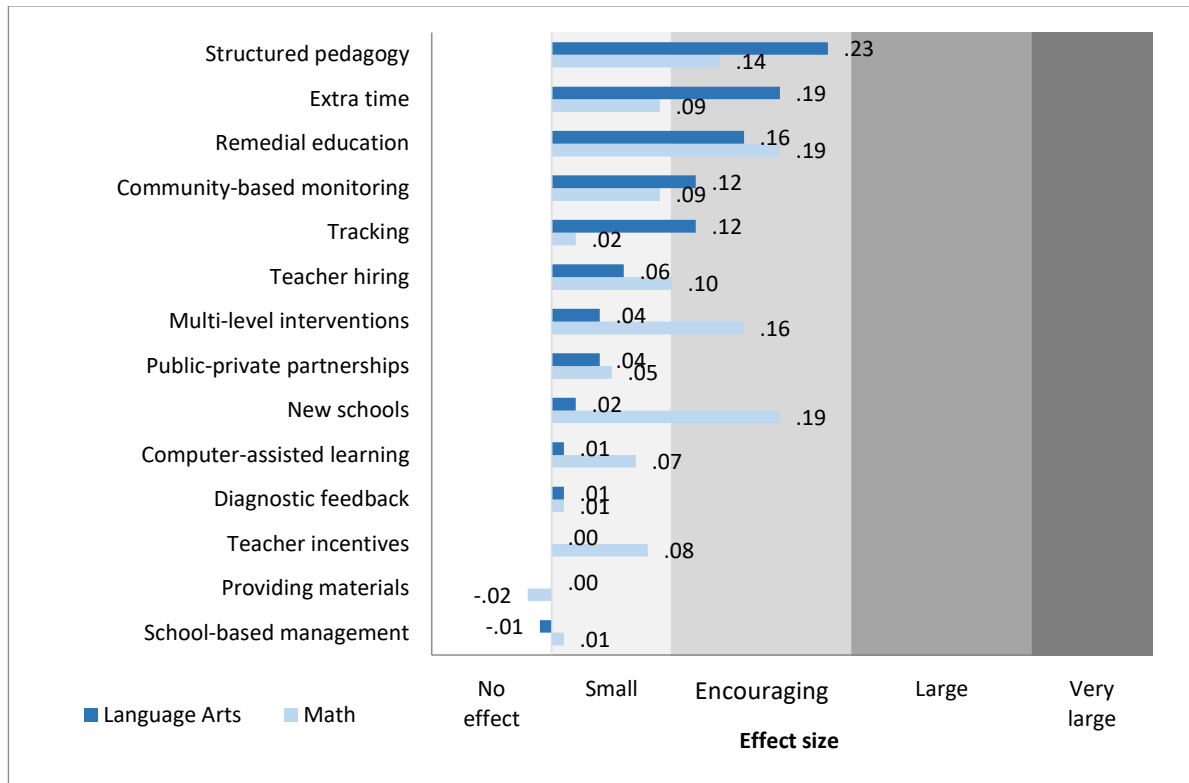


⁵⁰ Snilstveit, B., Stevenson, J., Phillips, D., Vojtkova, M., Gallagher, E., Schmidt, T., Jobse, H., Geelen, M., Pastorello, M., and J. Evers. 2015. *Interventions for improving learning outcomes and access to education in low- and middle- income countries: a systematic review*, 3ie Systematic Review 24. London: International Initiative for Impact Evaluation (3ie).

⁵¹ Bashir, S., Lockheed, M., Ninan, E., and J. P. Tan. 2018. *Facing Forward: Schooling for Learning in Africa*. Washington, DC: World Bank.



Figure 2. Interventions that boost learning, low- and middle-income countries



Source: Snilstveit et al. (2015) apud Bashir, Lockheed, Ninan and Tan (2018).

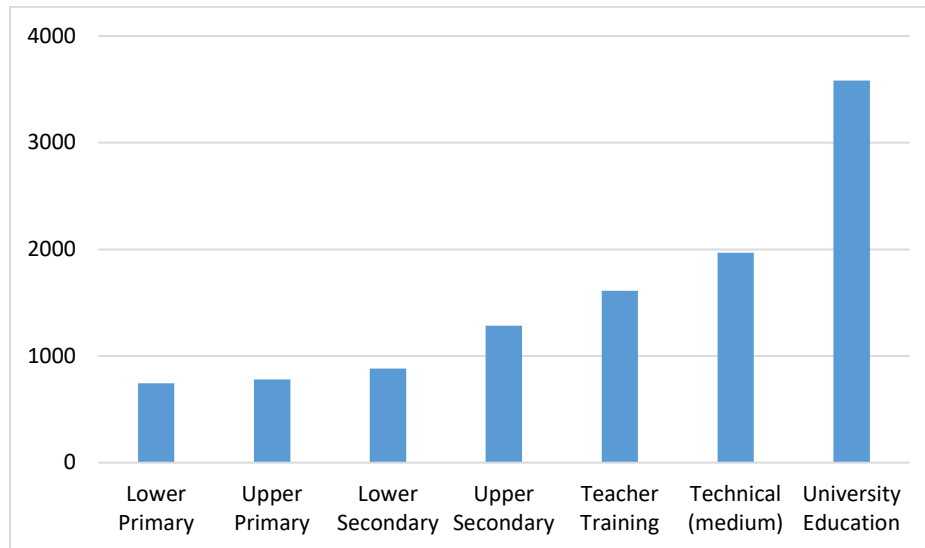
8. The cost-benefit analysis for the project used the standard methodology for computing the aggregated private returns to education for the students who benefited from project’s activities. It was assumed that the multi-level interventions impacted student attendance and learning, where benefits were estimated as: (i) the increased wage incomes resulting from larger numbers of students completing primary education; and (ii) the higher labor earnings derived from the higher quality of primary education service received.

9. Evidence shows that investments in education can increase human capital, productivity, and lead to higher economic growth. In Sub-Saharan Africa, the return to one additional year of education is 12.4 percent, higher than the global average of 9.7 percent. For higher education, the regional average is 21 percent, while the returns to primary and secondary education are 14.4 and 10.6 percent, respectively.⁵² Private and social rates of return to education in Mozambique are high in post-basic education. This may reflect the scarce supply of educated labor and the fact that post-basic education qualifications are still a rare privilege for which the labor market is prepared to pay a high premium. The following figure shows the annual salaries for different education levels in the country.

⁵² Montenegro, C. E., and H. A. Patrinos. 2014. *Comparable estimates of returns to schooling around the world*. Policy Research working paper. No. WPS 7020. Washington, DC: World Bank.



Figure 3. Average annual salaries by highest education level attended



Note: Salaries were calculated based on the IOF 2014/15, for the different levels of education and converted to annual values in US\$. The exchange rate was 1USD equivalent to 66.36 MZN.

10. The number of students impacted by the project was calculated using administrative data from 2012 to 2018, the number of teachers trained by the project and the average number of students per teacher. From 2015 to 2019, 38,748 teachers were trained. The average PTR during that same period was 63, and the total number of students benefiting from better trained teachers reached over 2.4 million. As a result of the project, almost 200,000 additional students graduated from primary education, where interventions were assumed to result in higher completion rates in primary education, which was 49 percent in 2019. Students also benefited from increased wages related to the impact of teacher training on test scores and future earnings. This number is a quite conservative estimated, as future students will also benefit from both the higher quality of the teaching workforce as well as the improved training and supervision systems developed as a result from the project’s interventions. Because the method does not consider the expected positive externalities and other potential beneficiaries, it underestimates the full NPV of the project. Finally, for this analysis, it was assumed that: students work for 40 years after graduation; the wage was constant, thus ruling out both inflation and economic growth; and the discount rate was 11.25 percent.⁵³ Project costs comprise the actual cost of the project.

11. The CBA estimates demonstrated that the project was economically viable. The NPV of the combined estimates for the costs and benefits was evaluated in US\$196 million. The IRR associated with this NPV was 13 percent, and the overall cost-benefit ratio estimated that for every US\$1 invested there was a return of US\$1.54. While it is difficult to quantify all benefits resulting from the Project’s activities, the NPV of the quantifiable benefits was greater than the NPV of the costs. The IRR of 13 percent is higher than the official discount rate of 11.25 percent, providing the evidence of the economic efficiency of project’s investments. A sensitivity analysis was performed and despite yielding smaller benefits, the project’s rate of return remained higher than the official discount rate.

⁵³ <http://www.bancomoc.mz/>.

**Table 1. Sensitivity Analysis**

| Scenarios | NPV | IRR |
|---|------------------|--------|
| Baseline | US\$ 196,043,575 | 13.14% |
| Beneficiaries work for 35 years after graduation | US\$ 188,126,770 | 13.10% |
| Project impact on completion rates is reduced in 25 percent | US\$ 92,030,016 | 12.19% |
| Project impact on quality is reduced in 25 percent | US\$ 99,033,378 | 12.25% |

Efficiency of Implementation

12. Efficiency of implementation was affected by the sector funding structure and procurement challenges. Despite resulting delays, the additional time and additional financing allowed the project to overcome challenges and achieve more than what was originally planned. In Mozambique, the multi-donor FASE is the preferred way to finance education and delays or interruptions in donor funding have contributed to slower implementation of ESSP activities. In 2013, classroom construction was slowed down due to funding delays from one of the bilateral partners. In 2016, predictability of disbursements was affected by hidden external borrowing, which led to the suspension of budget support from donors. Despite these challenges, measures to mitigate risks and improve funds' management and transparency were in place. These included monthly meetings where decisions were made considering an annual work plan prepared based on annual reviews of the education sector's performance.

13. Procurement challenges affected the ECD pilot program implementation. The first phase of the ECD program was delayed by two years due to the unforeseen length of procurement procedures for high value contracts. In its turn, the second phase was also delayed due to contract reviews related to construction quality and durability, and changes to the results-based disbursement framework. Procurements plans were updated to accommodate these delays.

14. Financial management was also satisfactory throughout the life of the project, with interim financial reports being submitted to the World Bank on time. The required financial audits were submitted to the World Bank in accordance with the Financing Agreement and results showed resources were used sensibly and for their intended purposes.

Unit Costs

15. During the process of project implementation, textbooks' costs have decreased. The Government has reformed the procedures by which textbooks and workbooks for primary education are produced and distributed free to schools every year. The procurement of textbooks became a critical issue due to the relatively high share of FASE funds covering this activity. In 2012, the ESSP worked with the Ministry to develop a textbooks' operational plan, which included measures to control prices over annual reprints, and build Ministry's capacity to develop workbooks for grades 1 and 2 of primary education. The Government obtained the licenses for printing of textbooks for grades 1 and 2, which led unit costs to reduce by 17 percent between 2011 and 2015. Procedures for procuring textbooks for grades 3 to 7 have also changed, by adopting a price-adjustment formula for reordering, based on overheads and independently verifiable indicators of increases in labor costs and materials. Additionally, the Government acquired a software to solve bottlenecks related to books' distribution to schools.

16. In 2011, the unit cost per classroom for the accelerated construction program was estimated as US\$16,000, including supervision, furniture, and some funds for teacher housing. The project built 2,906 primary classrooms and



400 rural secondary classrooms. Given the total cost of this component was US\$52.40 million, unit costs are estimated at US\$15,850, slightly lower than originally projected.

17. Finally, the annual cost per student at the teacher training institute (IFP) was MZN 96,360 in 2015 (or US\$1,452). Seventy-two percent of this value was used to cover personnel costs – teaching and non-teaching staff – and the remaining covered costs of goods and services – food and other expenses.⁵⁴ These were lower than the annual cost per tertiary education student in Mozambique, at US\$1,866 in 2015. For Sub-Saharan Africa, the annual costs per tertiary education students were even higher, at US\$2,094.⁵⁵

Transaction Costs

18. From effectiveness in 2012 to its closing in 2019, the Project benefited from three AF as well as restructurings, which aimed at reducing transaction costs and improving its impact and effectiveness, with an actual disbursement of 98.7 percent of its total allocated amount. The original Project was approved by the Board of Directors on April 28, 2011 and became effective on February 6, 2012. In 2012, the AF expanded ECD activities and supported scaling up the Project's impact and development effectiveness.

19. In 2014, a restructuring postponed the closing date for the Global Partnership for Education (GPE) grant (TF-99811) by eight months, until March 31, 2015. The GPE informed the Ministry of Education and Human Development (MINEDH) that their next application for a subsequent GPE grant could only be received and processed in early 2015 and extending the closing date for the ongoing grant would help avoid a large time gap between operations and allow for a smoother transition between the two. Furthermore, the new closing date also had the benefit of better aligning the GPE's timeline with the IDA's timeline and, given that the GPE Grant and the IDA Credit would then close within 6 months of one another, only one implementation completion report (ICR) would be needed for the Project, instead of two.

20. Finally, a six-month extension of the closing date for the third IDA AF (IDA-60750) from June 30, 2019 to December 31, 2019 was requested as part of the emergency response support provided by the World Bank following the devastating cyclones Idai and Kenneth. The extension allowed up to US\$15 million of the undisbursed funds to be used to finance activities, such as school grants and textbook replacement, to support the more than 4,200 classrooms, 377,000 students and close to 9,000 teachers affected by the cyclones.

Financial impact

21. To analyze the project's financial impact, an estimate of the impact of project costs on the public budget allocated to education was prepared. The total value for the resources allocated to education is presented in Table 2. The costs of the project considered in this analysis consist of the total US\$397.9 million disbursed between 2012 and 2019. The maximum impact of the project on the total education expenditure (TEE) budget was 16 percent in 2014. However, in terms of the nature of expenditures, it represented an average of 50 percent of government investment spending on education, and 81 percent in 2014.

⁵⁴ MINEDH, 2016. *Costing of the new models of teacher training for primary education*.

⁵⁵ UNESCO, 2017. *Global Education Monitoring Report (GEMR) 2017/18 – Accountability in education: Meeting our commitments*.



Table 2. Evolution of education expenditures

| | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 |
|---------------------|---------|---------|---------|---------|---------|---------|---------|---------|
| TGE | | | | | | | | |
| In millions of MZN | 145,245 | 182,191 | 227,049 | 200,491 | 220,627 | 247,266 | 278,396 | 310,282 |
| In millions of US\$ | 2,189 | 2,745 | 3,421 | 3,021 | 3,325 | 3,726 | 4,195 | 4,676 |
| TEE | | | | | | | | |
| In millions of MZN | 26,582 | 31,435 | 37,110 | 35,369 | 39,168 | 44,686 | 48,406 | 53,491 |
| In millions of US\$ | 401 | 474 | 559 | 533 | 590 | 673 | 729 | 806 |
| % of recurrent | 81% | 79% | 81% | 87% | 89% | 86% | 88% | 89% |
| % of investment | 19% | 21% | 19% | 13% | 11% | 14% | 12% | 11% |
| % of TGE | 18% | 17% | 16% | 18% | 18% | 18% | 17% | 17% |
| Project Impact | | | | | | | | |
| In millions of US\$ | 31.7 | 53.5 | 87.5 | 21.4 | 38.0 | 31.0 | 51.0 | 49.1 |
| As a share of TEE | 8% | 11% | 16% | 4% | 6% | 5% | 7% | 6% |

Source: Education Sector Analysis, 2019.

Notes: Values in 2019 were estimated based on trends in values from previous years;

TEE = Total Education Expenditure; TGE = Total Government Expenditure.

Efficiency rating

22. The overall efficiency under the project is rated as **substantial**. The project demonstrated strong economic efficiency, with the NPV of the quantifiable benefits greater than the costs' NPV. Even though there were delays in Project implementation related to the funding structure and procurement challenges, the additional time and additional financing allowed the Project to overcome these and achieve more than what was originally planned. Unit costs related to textbooks, classroom construction and teacher training resulted as estimated at appraisal or lower. Additionally, transaction costs were reduced over the eight years of Project implementation, which justified the use of AFs and restructurings.



ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

In a letter dated June 26, 2020, the Government confirmed its agreement to the findings of the ICR and had no additional comments. The Government provided their final completion report to the World Bank which has been filed in WBDocs for information and reference.

ANNEX 6. PROJECT COMPONENT MODIFICATIONS

Table 1. Project Components Revisions based on the April 2015 Additional Financing

| Current Project | 2015 Additional Financing Modifications |
|---|---|
| Component 1: Improving Access to Education | Discontinued |
| Component 2: Improving the Quality of Education Sub-Component 2.1: Teacher Training for Primary Education Sub-Component 2.2 Production and Distribution of Free Primary School Books Sub-Component 2.3: Curriculum Reform for Primary and Secondary Education Sub-Component 2.4: Direct support to school program (ADE) Sub-Component 2.5: Subsidies for literacy workers | Component 1: Improving the Quality of Education (additional US\$57.7 million added to component) Component 1.1: Teacher Training for Primary Education Sub-Component 1.2: Production of Revised Primary School Books and Learning Materials to Support the Curriculum Reform Sub-Component 1.3: Curriculum Reform for Primary Education and Monitoring Learning Outcomes and Promote Action-Oriented Research |
| Component 3: HIV/AIDS Prevention and Mitigation | Discontinued |
| Component 4: Strengthening Management of the Education Sector Administrative System Sub-Component 4.1: Continuing the consolidation of the reforms in the areas of financial management and procurement as well as planning, budgeting, and monitoring | Component 2: Strengthening Local Governance and School-based Management (additional US\$50.2 million) added to component Sub-component 2.1: Strengthening School-based Councils and provision of Direct Support to Schools (ADE) Sub-component 2.2: Enhancing the Support and Supervision at the District and School Level Sub-Component 2.3: Training for School Directors |
| Component 5: Scaling Up Community Based ECD Sub-Component 5.1: Provision of Community Based Early Childhood Development Services in Rural Areas of Selected Provinces and Districts through the Delivery of ECD Basic Service Package Sub-Component 5.2: Technical and Institutional Capacity Building Sub-Component 5.3: Knowledge Building | Component 3: Supporting Community-Based ECD Activities (No additional funding for this component) Sub-Component 3.1: Provision of Community-Based ECD Services in Rural Areas of Selected Provinces and Districts through the delivery of ECD Basic-Services Packages Sub-Component 3.2: Technical and Institutional Capacity Building Sub-Component 3.3: Knowledge |

Table 2. Project Components Revisions based on the April 2017 Additional Financing

| 2015 Current Project | 2017 Additional Financing Modifications |
|---|---|
| Component 1: Improving the Quality of Education Component 1.1: Teacher Training for Primary Education | No change to the component activities. An additional US\$21 million equivalent was added to the component to ensure the continued distribution of textbooks particularly in light of the government's financial crisis and budget challenges. |



| | |
|---|---|
| <p>Sub-Component 1.2: Production of Revised Primary School Books and Learning Materials to Support the Curriculum Reform</p> <p>Sub-Component 1.3: Curriculum Reform for Primary Education and Monitoring Learning Outcomes and Promote Action-Oriented Research</p> | |
| <p>Component 2: Strengthening Local Governance and School-based Management</p> <p>Sub-component 2.1: Strengthening School-based Councils and provision of Direct Support to Schools (ADE)</p> <p>Sub-component 2.2: Enhancing the Support and Supervision at the District and School Level</p> <p>Sub-Component 2.3: Training for School Directors</p> | <p>No change to the component activities. An additional US\$27 million equivalent was added to the component to ensure the continued support for the direct support to schools’ program (ADE) particularly in light of the government’s financial crisis and budget challenges.</p> |
| <p>Component 3: Supporting Community-Based ECD Activities</p> <p>Sub-Component 3.1: Provision of Community-Based ECD Services in Rural Areas of Selected Provinces and Districts through the delivery of ECD Basic-Services Packages</p> <p>Sub-Component 3.2: Technical and Institutional Capacity Building</p> <p>Sub-Component 3.3: Knowledge</p> | <p>No change to the component activities. An additional US\$7 million equivalent was added to the component to extend the provision of services until project closing.</p> |
| | <p>Component 4: Institutional Strengthening and Support of Strategic Thinking (IDA US\$4 million)—this new Component</p> <p>Sub-Component 4.1: Continuing the consolidation of the reforms in the areas of financial management and procurement as well as planning, budgeting, and monitoring</p> |



ANNEX 7. 2012 ADDITIONAL FINANCING—OTHER CHANGES

Table 1. Additional 2012 Intermediate Results Indicators related to ECD

| Intermediate Indicator | Baseline | Target |
|---|---------------|---------------------|
| Net intake of 6 years-old in 1 st grade in ECD participating districts | 71% | 80% |
| Gender Parity Index upon 1 st grade entry in participating districts | 0.90 | 0.94 |
| Direct Beneficiaries and percentage of which are female (i.e. number of 3-5-year-old children enrolled in ECD centers/preschools supported under project and percentage of which are female) | 0 | 42,000 (50% female) |
| Number of parents/caregivers enrolled in the parenting information sessions, and percentage of which are male | 0 | 42,000 (30% male) |
| Percentage of operating ECD centers/preschools that are rated of satisfactory quality or above (as measured through an adapted version of the Early Childhood Environment Rating Scale (ECERS)) | 0 | 70% |
| The additional of a budget line in the MINEDH annual budget designed for the stipend of the ECD instructors | Not Available | Yes |



ANNEX 8. ECD BASIC SERVICES PACKAGE

ECD Basic Service Package (BSP) to be implemented by Third Party Providers (TPPs) in each participating province

The following Basic Service Package (BSP) was created through a consultative 3-day workshop with MINEDH staff from the district, provincial and central levels. This Basic Service Package was to be implemented and used by all Third-Party Service Providers across the five selected provinces. The Basic Service Package outlines the minimum requirements to be included in all *escolinhas* involved in the Ministry of Education's DICIPE project. The minimum requirements are divided into the following 9 themes and further described in detail below:

- Parents and Families
- Curriculum and Program
- Teaching Methods
- Materials
- Teachers
- Escolinha Environment
- Management of Escolinha
- Coordination with local Health Services
- Local Government

Parents and Families

Involve and work with parents, families and community

- Hold community sensitization campaigns regarding the importance of ECD and escolinhas
- Carry out focus group discussions and key informant interviews with children, parents, teachers, health workers, and community leaders to understand the specific ECD needs and parents' interest in specific issues for the "parenting" meetings
- Hold "parenting" meetings once a month to share information regarding the development and education of the children
 - "Parenting" meetings are open to all community members with children 0-8, including pregnant mothers
 - Parents of eligible children must commit to attending "Parenting" meetings
 - "Parenting" meetings are led by project staff and community facilitators
 - Each "parenting" meeting has a theme based on need and requests from community
 - These themes include:
 - Engagement in the escolinha
 - Child development domains
 - Gender equality, children's rights and citizenship
 - Health hygiene and nutrition
 - Emergent literacy and math
 - Child rights and positive discipline



- Families and communities must commit to contributing to the escolinha (in kind contributions- cleaning, providing materials, etc., or monetary contributions)
- Involve parents and families in the construction and maintenance of the escolinha infrastructure
- Involve parents in maintaining the proper safety and hygiene of the escolinha
- Involve parents in the learning of the children (i.e. have them participate in escolinha activities, invite them to tell a story to the students, etc.)
- Involve parents in developing the escolinha daily schedule
- Involve parents in developing and monitoring escolinha regulations
- Allow and encourage parents to participate and attend some of the trainings for the teachers
- Measure changes in children’s skills, teacher and parent attitudes, knowledge and practices through assessments that include all community stakeholders

Curriculum and Program

Use a curriculum and program that promotes learning and development in each of the following areas: social, emotional, physical, language and cognitive

- Use the curriculum and program created by MMAS (Ministry of Women and Social Affairs)
- Have at least 15 hours of ECD services a week
- Have at least 9 months of ECD services a year
- Children eligible for program are between 36-59 months old
- Create and use a daily program that includes outdoor and indoor activities
- Create and use a daily program that includes teacher-directed learning and self-initiated learning
- Use Patriotic Education
- Focus on oral development through the use of language, songs, dances, stories, images, objects, symbols, etc.
- Use local and national languages to facilitate communication
- Use a program which reflects gender equality, children’s rights and citizenship
- Include weekly activities to develop sensory motor skills
- Create an environment of inclusive learning

Teaching Methods

Guarantee developmentally, culturally and linguistically appropriate and effective teaching methods

- Differentiate teaching methods based on the need and capabilities of each child
- Use teaching methods which reflect gender equality
- Provide regular mentoring and coaching to committees and teachers using program monitoring tools
- Provide ongoing assessment to gain information on children’s learning and development
- Use teaching methods which are appropriate given the local realities
- Develop mutual and respectful relationships between teachers

Materials

Use appropriate learning materials

- Materials must include chalkboard, writing utensils and books
- Produce majority of learning materials from local resources



- Emphasis should be placed on learning materials that reflect gender equality, children’s rights and citizenship
- Majority of books in escolinha must be child-friendly and centered around children’s stories

Teachers

In coordination with local community leaders, select and recruit teachers and provide them with the training, skills and knowledge to promote children’s development

- Teachers should come from the local community
- Teachers must be qualified, responsible, committed to ECD and not have any form of criminal background
- Teachers should be between 18 and 50 years old
- Teachers must have attended school through the 7th grade (or display the skills/knowledge equivalent to a 7th grade graduate)
- Teachers must pass a basic math and Portuguese test
- Teachers agree to work at least 3.5 hours a day/ Monday – Friday (3 hours for the classes and at least half an hour to prepare and wrap up each day.
- Teachers must sign a contract agreeing to the basic subsidy which will be provided by the Ministry of Education
- Teachers cannot be members of the ECD Community Coordination Committee (CCC)
- Teachers must be willing to participate in training and other learning opportunities
- Teachers must receive 10 days of pre-service training
- Teachers must receive 5 days of training per year (workshops, learning days, etc.)
- Teachers must receive 5 hours of training per month (individual and group coaching)
- Trainings topics include:
 - Child development domains
 - Setting up a school classroom with learning corners
 - Implementing the daily routine, including emergent math and literacy
 - Producing learning materials from local resources, reflecting gender equality, children’s rights and citizenship
 - Children’s participation
 - Classroom management
 - Health and hygiene
 - Positive discipline
 - Facilitating parenting meetings
 - Transitions to primary school

Escolinha Environment

Create a safe and healthy environment that provides appropriate indoor and outdoor physical environments

- Ensure 1 staff member for every 15 children
- Learning and play areas must have 1.5 square meters per child
- Infrastructure must accommodate people with physical disabilities
- The escolinha infrastructure must adhere to the construction standards provided by the Ministry of Education



- Indoor and outdoor infrastructure must be made from a combination of traditional and contemporary materials
- Indoor infrastructure must have appropriate light and ventilation
- Indoor infrastructure must provide a clean and dry place for children to sit
- Outdoor play equipment must be appropriately designed for small children
- Outdoor play area must have shade, and play equipment must be on soft sand or grass
- Classrooms should have the minimum requirements to accommodate all children (i.e. mats, chairs, benches, etc.) and walls should be decorated in a child-friendly manner
- Premises must have potable water, proper sanitary conditions and gender separate latrines
- Children and staff must wash hands regularly
- Escolinha must have access to garbage pits

Management of Escolinha

Escolinhas have a management structure that ensures strong administration

- Each escolinha has an ECD Community Coordination Committee (CCC) which is made up of members of the community
- CCCs have 10 members
- The members of the CCC should have an equal representation of gender and include a teacher from the closest primary school
- Positions on the CCC should include a president, vice-president, treasurer, health official, construction official and human resources official
- Positions on CCC must have clearly defined roles and responsibilities
- Teachers of the escolinha may not be part of the CCC
- CCC meetings are held at least once a month to guide the functioning of the escolinha
- The CCC must have and follow a sustainability plan for the escolinha
- The CCC should:
 - Ensure transparent management of the escolinha
 - Record the minutes of meetings and disseminate them as needed
 - Organize the files and archives of the escolinha
 - Develop and implement the Escolinha Development Plan
 - Ensure active participation of various social actors involved in escolinha
 - Encourage and ensure that parents contribute to the functioning of the school
 - Guarantee sound management of the contributions and funds of the escolinha
 - Develop tools to monitor attendance at escolinha (of both students and teachers)
 - Ensure that proper hygiene and cleanliness exist at escolinha
 - Ensure that children participate in health campaigns
- The CCC should create a strong relationship and connection between the Director of the closest primary school and the leaders of the escolinha to coordinate the transition and enrollment of children from the escolinha to the Primary School
- The CCC will receive training in the following areas:
 - Child development domains
 - Gender equality, children's rights and citizenship
 - Community mobilization to support escolinha activities
 - Planning and carrying-out activities related to functioning of escolinha
 - Links to wraparound health services and birth registration



- Reporting on activities
- Transitions to primary school

Connections to Health Services

Create connections between ECD services and health services

- The ECD project must include liaisons with local health activists
- Every escolinha must be under the supervision of a health worker
- Each escolinha must have access to a school health package
- Each escolinha must have access to a basic first aid kit
- Teachers must be trained to encourage parents to send their children to the escolinha (i.e. the benefits of ECD intervention)
- Teachers must be trained in creating parent awareness regarding their child's health (i.e. vaccinations, infectious diseases, how to fill in the national height and weight card, etc.)
- The escolinha (through "parenting" meetings or through teachers) must provide parents with information on providing children with a balanced diet
- Sensitize parents on better nutrition using local foods

Local Government

Work, involve and train members of the local government in ECD activities

- Create a Memorandum of Understanding between the community of the escolinha, the government and the 3rd Service Providers to formally define each of their roles and responsibilities for the ECD program
- Inform local government officials of ECD best practices
- Inform local government officials of any difficulties or challenges facing the escolinha
- Promote the exchange of experiences and practices with the district level government
- Hold a training for all government technicians from the provincial, district and local levels regarding the implementation of the ECD program (once a year)
- Training topics include:
 - Child development domains
 - Gender equality, children's rights and citizenship
 - Preschool learning program
 - Monitoring and coaching system
 - Transitions to primary school



ANNEX 9. 2015 ADDITIONAL FINANCING—OTHER CHANGES

Table 1. 2015 Project Cost Allocation Based on Additional Financing

| Original Component Name | Revised Component Name | Original Component Cost Allocation (US\$ Million) | 2015 Revised Component Cost Allocation (US\$ Million) | Comment |
|--|---|---|---|---|
| Improving Access to Education | Improving Access to Education | 52.40 | 52.40 | Dropped from project focus with no additional resources allocated specifically. However, the overall FASE continued to support construction of classrooms as indicated in the original project description. |
| Improving the Quality of Education | Improving the Quality of Education | 89.10 | 146.80 | Additional Resources provided |
| HIV/AIDS Prevention and Mitigation | HIV/AIDS Prevention and Mitigation | 3.70 | 3.70 | Dropped component due to the fact that HIV/AIDS activities had been mainstreamed as envisioned in the original project. |
| Strengthening Management of the Education Sector Administrative System | Strengthening Local Governance and School-Based Management | 15.80 | 66.00 | Additional Resources Provided |
| Scaling Up Community-Based Early Childhood Development | Supporting Community-Based Early Childhood Development Activities | 40.00 | 40.00 | Resource Allocation remained the same. |



Table 2. 2015 Disbursement Linked Indicators

| Category (Disbursement Linked Indicator) | Disbursement Linked Result | Baselin e | Sub-targets to Determine Annual Disbursement | Floor | Amount of the Financing Allocated (USD) (and initial date of availability for withdrawal) |
|--|----------------------------------|--------------|---|-------|--|
| IMPROVEMENT IN LEARNING: Promoting new classroom dynamics that focus on acquiring basic learning skills in the area of reading, writing and speaking Portuguese | | | | | |
| DLR1: Number of teachers (1 st and 2 nd grade) with in-service training | Increased number to 8,250 | 0 | DLR 1.1: Program elaborated, tested and adjusted | NA | DLR 1.1: 2,000,000 (January 1, 2016) |
| | | | DLR 1.2: Increased number from 0 to 1,650 | 1,000 | DLR 1.2: 3,000,000 (January 1, 2017) |
| | | | DLR 1.3: Increased number from 1,650 to 8,250 | 4,000 | DLR 1.3: 3,370,000 (January 1, 2018) |
| <p><u>Internal verification:</u> Report prepared by the Teacher Training Department, based on the individual reports from TTIs, incorporated in the annual sector performance report that is presented, discussed and validated by the Local Education Group (LEG) in the annual Joint Supervision Review (JSR) meeting.</p> <p><u>External verification:</u> Independent Verification Agent contracted to verify the DLIs on an annual basis.</p> | | | | | |
| EQUITY IN LEARNING: Allocation of existing resources more equitably and efficiently | | | | | |
| DLR 2: Number of districts with a pupil teacher ratio over 80 | Decreased number to 2 | 12 | DLR 2.1: Decreased number of districts from 12 to 8 | 8 | DLR 2.1: 2,000,000 (January 1, 2017) |
| | | | DLR 2.2: Decreased number of districts from 8 to 2 | 5 | DLR 2.2: 2,000,000 (January 1, 2018) |
| <p><u>Internal verification:</u> Data from Education Management Information System (EMIS) presented in the annual sector performance report that is presented, discussed and validated by the LEG in the annual JSR meeting</p> <p><u>External verification:</u> Independent Verification Agent contracted to verify the DLIs on an annual basis.</p> | | | | | |
| EFFICIENCY IN LEARNING: Improving local governance of schools | | | | | |
| DLR3: Number of primary school directors having participated in directors training | Increased number to 1,800 | 0 | DLR 3.1: Increased number from 0 to 800 | 400 | DLR 3.1: 1,000,000 (January 1, 2017) |
| | | | DLR 3.2: Increased number from 800 to 1,800 | 1,000 | DLR 3.2: 1,000,000 (January 1, 2018) |
| <p><u>Internal verification:</u> Report prepared by the Teacher Training Department, based on the individual reports from TTIs, incorporated in the annual sector performance report that is presented, discussed and validated by the LEG in the annual JSR meeting.</p> <p><u>External verification:</u> Independent Verification Agent contracted to verify the DLIs on an annual basis.</p> | | | | | |



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|---|------------------------------------|---|---|-----|--------------------------------------|
| DLR4: Percent of the trained school directors having their performance evaluated | Increased percentage to 20 percent | 0 | DLR 4.1: Increased percentage from 0 to 10 percent | 5% | DLR 4.1: 1,500,000 (January 1, 2017) |
| | | | DLR 4.2: Increased percentage from 10 to 20 percent | 15% | DLR 4.2: 1,500,000 (January 1, 2018) |
| <p><u>Internal verification:</u> Report prepared by the Teacher Training Department, based on the individual reports from TTIs, incorporated in the annual sector performance report that is presented, discussed and validated by the LEG in the annual JSR meeting.</p> <p><u>External verification:</u> Independent Verification Agent contracted to verify the DLIs on an annual basis.</p> | | | | | |



Table 3. Modification of Intermediate Results Indicators During 2015 Additional Financing

| Original 2011/2012 IRIs | Comments | 2015 IRI Modifications | Comments |
|--|--|--|---|
| Component 1: Improving Access to Education | | | |
| Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions | Dropped because component was dropped. However, FASE continued to construct classrooms. | | |
| Number of classrooms built or rehabilitated at secondary level through the accelerate classroom construction program | Dropped because component was dropped. However, FASE continued to construct classrooms | | |
| Component 2: Improving the Quality of Education | | Component 1: Improving the Quality of Education | |
| Number of additional qualified primary teachers resulting from project interventions | Modified to focus on in-service teacher training for grades 1 and 2 | Numbers of teachers (1st cycle – grade 1 and 2) with in-service training | 2014 Baseline = 0 2018 Target = 23,250 |
| Drop-out rate in Primary Education (medium) | Indicator dropped because the new PDO level indicator related to retention rate in grade 3 was added | Implementation of new textbooks operational plan | |
| Number of people who completed the alphabetization cycle | Indicator Dropped | System for learning assessment at the primary level (Core Indicator) | Add as a core indicator |
| Percent of ADE funds disbursed according to plan | Wording modified and moved to the new Component 2 | Utility of the learning assessment system | |
| Component 3: HIV/AIDS Prevention and Mitigation | | | |
| Ratio between orphans and non-orphans attending school in relation to ratio between orphans and non-orphans in the reference age population (i.e., primary school age children). | Dropped because component was dropped. | | |
| percentage of primary schools covered by programs using the concept of “skills for life” | Dropped because component was dropped | | |
| Component 4: Strengthening the Management of the Education Sector Administrative System | | Component 2: Strengthening Local Governance and School-based Management | |
| Execution of the approved state budget (that includes FASE) for the sector (aggregated total of recurrent | Dropped because new focus would measure local governance and school-based management. | Percentage of Complete Primary Schools supervised by the SDEJTs | |



| | | | |
|---|---|---|---|
| and investment | | | |
| Development and implementation of institutional development plan for SDEJTs | Completed. All SDEJTs have their institutional plans. New SDEJT measurement under 2015 restructuring that was more qualitative. | Number of primary school directors having participated in directors training | |
| System for learning assessment at the primary level | Modified and moved to 2015 new component 1 | Percentage of the newly trained primary school directors having their performance evaluated in the following year | |
| | | Percentage of Complete Primary Schools with ADE funds available before February 28 of each year | |
| Component 5: Scaling Up Community Based ECD Activities | | Component 3: Supporting Community-based ECD Activities | |
| Net enrollment of 6-year-olds in 1st grade in participating districts | Moved to PDO level indicators with a national focus rather than just participating districts | Moved to PDO level | |
| Gender Parity Index upon 1 st grade entry in participating districts | No Change Baseline 2011: 0.90 Target 2015: 0.94 | Gender Parity Index (GPI) upon 1 st grade entry in participating districts | Revised Target 2018: 0.96 |
| Direct Beneficiaries and percentage of which are female (i.e. number of 3-5-year-old children enrolled in ECD centers/preschools supported under project and percentage of which are female | Moved to PDO level. The ECD beneficiaries were added to the PDO indicator of direct project beneficiary | | |
| Number of parents/caregivers enrolled in the parenting information sessions, and percentage of which are male | No Change in indicator Baseline 2011: 0 Target 2015: 42,000 (30% male) | Number of parents/caregivers enrolled in the parenting information sessions, and percentage of which are male | No Change in target Target 2018: 42,000 (30% male) |
| Percentage of operating ECD centers/preschools that are rated of satisfactory quality or above (as measured through an adapted version of the ECERS | No Change Baseline 2012: 0 Target 2015: 70% | Percentage of operating ECD centers that are rated of satisfactory quality or above) | Target 2018: 70% |
| The additional of a budget line in the MINEDH annual | Dropped | | |



| | | | |
|--|--|--|--|
| budget designed for the stipend of the ECD instructors | | | |
|--|--|--|--|



ANNEX 10. 2017 ADDITIONAL FINANCING OTHER CHANGES

Table 1. Modification of Intermediate Results Indicators During 2017 Additional Financing

| 2015 IRIs | Comments | 2017 IRI Modifications | Comments |
|---|---|------------------------|--|
| Component 1: Improving the Quality of Education | | | |
| Numbers of teachers (1st cycle – grade 1 and 2) with in-service training | 2014 Baseline = 0 2018 Target = 23,250 | Same | Target Increased 2019 Target: 27,500 |
| Implementation of new textbooks operational plan | 2018 Target: New Grade 1 books printed for introduction on 2017 | Same | Target Increased New books introduced in grades 1-3 |
| System for learning assessment at the primary level (Core Indicator) | Add as a core indicator Target: yes | Same | Target: Yes |
| Utility of the learning assessment system | Target: 2 | Same | Target Increased Target: 4 scale |
| Component 2: Strengthening Local Governance and School-based Management | | | |
| Percentage of Complete Primary Schools supervised by the SDEJTs | 2018 Target: 75% | Same | Target Increased 2019 Target: 80% |
| Number of primary school directors having participated in directors training | 2018 Target: 3,000 | Same | Target Increased 2019 Target: 3,500 |
| Percentage of the newly trained primary school directors having their performance evaluated in the following year | 2018 Target: 35% | Same | No Change in Target |
| Percentage of Complete Primary Schools with ADE funds available before February 28 of each year | 2018 Target: 90% | Same | Target Increased 2019 Target: 95% |
| Component 3: Supporting Community-based ECD Activities | | | |
| Gender Parity Index upon 1 st grade entry in participating districts | Target 2018: 0.96 | Same | No change in Target |
| Number of parents/caregivers enrolled in the parenting information sessions, and percentage of which are male | Target 2018: 42,000 (30% male) | Same | Target Reduced: 2019 Target: 24,500 (30% male) |



| | | | |
|---|------------------|--|--|
| Percentage of operating ECD centers/preschools that are rated of satisfactory quality or above (as measured through an adapted version of the ECERS | Target 2018: 70% | Percentage of ECD centers that are completely functional | Target 2019: 100% |
| Number of direct beneficiaries of ECD program (% female) | New Indicator | | Target 2019: 49,000 (50% Female) |
| Component 4: Institutional Strengthening and Support of Strategic Thinking | | | |
| | | Implementation of Service Delivery Indicators Survey (SDI) | Target: Dissemination at District Level |
| | | Evaluation of the Education Sector Strategic Plan | Target: Dissemination of results at Central and Provincial level |



ANNEX 11. SUPPORTING DOCUMENTS

Project Appraisal Document, World Bank, 2011

Project Paper, World Bank, 2012

Project Paper, World Bank, 2015

Project Paper, World Bank, 2017

Project Restructuring, World Bank, 2019

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