Summative GPE country program evaluation

Batch 4, Country 11: Mozambique

FINAL EVALUATION REPORT | JULY 2019









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Acronyms

ADE	Direct School Support
ANCEFA	Africa Network Campaign on Education for All
CA	Contribution Analysis
CEQ	Country Evaluation Question
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Status Report
DAF	Directorate of Administration and Finance
DCP	Developing Country Partner
DFID	Department for International Development (United Kingdom)
DGLEMD	Directorate of School and Teaching Material Management
DINEP	Directorate of Primary Education
DIPLAC	Directorate for Planning and Cooperation
ECD	Early Childhood Development
ECE	Early Child Education
EDP	Education Development Partner
EFA	Education for All
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
EP1	First cycle of primary education (grades 1 to 5)
EP2	Second cycle of primary education (grades 6 and 7)
ES1	First cycle of secondary education (grades 8 to 10)
ES2	Second cycle of secondary education (grades 11 and 12)

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ESA	Education Sector Analysis
ESP	Education Sector Plan
ESSP	Education Sector Strategic Plan
ESPDG	Education Sector Plan Development Grant
ESPIG	Education Sector Plan Implementation Grant
EU	European Union
FASE	Education Sector Support Fund
FTI	Fast Track Initiative
GA	Grant Agent
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GNI	Gross National Income
GoM	Government of Mozambique
GPE	Global Partnership for Education
GRA	Global and Regional Activities
HDI	Human Development Index
HEC	Higher Education Council
HR	Human Resource
IBRD	International Bank for Reconstruction and Development
ICT	Information Communication Technology
IFP	Teacher Training Institute
IIEP	International Institute for Educational Planning
INDE	National Institute for the Development of Education
JICA	Japan International Cooperation Agency
JRES	Joint Review of the Education Sector
JSR	Joint Education Sector Review
KPI	Key Performance Indicator

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KQ	Key Question
LAS	Learning Assessment System
LEG	Local Education Group
M&E	Monitoring and Evaluation
MCTESTP	Ministry of Science, Technology, Higher Education, and Professional Education
MEPT	Education for All Movement
MGCAS	Ministry of Gender, Children, and Social Action
MINEDH	Ministry of Education and Human Development
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organisation for Economic Co-Operation and Development
PEE	Education Strategic Plan
PCR	Primary Completion Ratio
PdA	Activity Plan
PDG	Program Development Grant
PQTR	Pupil Qualified Teacher Ratio
PTR	Pupil Teacher Ratio
RAR	Annual Review Meeting
SDG	Sustainable Development Goal
SDEJT	District Education, Youth, and Technology Service
SMC	School Management Committee
ToC	Theory of change
TVET	Technical and Vocational Examination and Training
UIS	UNESCO Institute for Statistics
UMG	Universalia Management Group
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

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UNICEF	United Nations Children's Fund
USD	United States Dollar
WB	World Bank

Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures.[1]
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of *motivation* (political will, social norms, habitual processes), *opportunity* (factors outside of individuals e.g. resources, enabling environment) and capabilities (knowledge, skills).[2]
Education Management and Information System (EMIS)	A system for the collection, integration, processing, maintenance and dissemination of data and information to support decision-making, policy-analysis and formulation, planning, monitoring and management at all levels of an education system. It is a system of people, technology, models, methods, processes, procedures, rules and regulations that function together to provide education leaders, decision-makers and managers at all levels with a comprehensive and integrated set of relevant, reliable, unambiguous and timely data and information to support them in fulfilling their responsibilities.[3]
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run.[4] Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system.[5]
Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. [6]

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

[2] Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

[3] GPE 2020 Results Framework Indicator 20 Methodology Sheet.

[4] Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

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

[6] Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3.

Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs.[7]
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions.[8]
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education.[9]

[7] GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf

[8] Adapted from OECD, Glossary of Aid Effectiveness Terms http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

[9] GPE 2010, p.3.

Contents

EXECUTIVE SUMMARY XV

1 INTRODUCTION 1

1.1 Background and purpose of this summative country level evaluation 1
1.2 Methodology overview 2
1.3 Structure of the report 3

2 CONTEXT 4

2.1 Overview of Mozambique 4
2.2 Education sector in Mozambique 5
2.3 GPE in Mozambique 8

3 GPE CONTRIBUTIONS TO SECTOR PLANNING, DIALOGUE/MONITORING, FINANCING, AND IMPLEMENTATION 9

3.1 Introduction 9
3.2 GPE contributions to education sector planning 9
3.3 GPE contributions to mutual accountability through sector dialogue and monitoring 23
3.4 GPE contributions to sector financing 36
3.5 GPE contributions to sector plan implementation 54

4 PROGRESS TOWARDS A STRONGER EDUCATION SYSTEM 68

5 PROGRESS TOWARDS STRONGER LEARNING OUTCOMES AND EQUITY 87

6 CONCLUSIONS AND STRATEGIC QUESTIONS/ISSUES 97

6.1 Conclusions 97
6.2 Good practices arising from Mozambique for other countries 99
6.3 Strategic questions arising from this CLE for GPE 99

Figures

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims 3
Figure 3.1 Domestic education expenditures, constant US $ millions, 2016 39
Figure 3.2 Domestic education expenditures by level as a percentage of total domestic education expenditures, 2009 - 2014 43

Tables

Table 2.1 Official school age, by level 6
Table 2.2 Timeline of key policy documents in the Mozambican education sector, 2012-2019 7
Table 2.3 GPE grants to Mozambique 8
Table 3.1 Overview: CLE findings on sector planning and related GPE contributions in 2012-2019 ..... **Error! Bookmark not defined.**
Table 3.2 Key plan priorities during the 2012-2019 review period ..... **Error! Bookmark not defined.**
Table 3.3 GPE ratings of plan quality, and evaluator assessment of difference between plans 14
Table 3.4 GPE contributions to sector planning during the 2012-2019 review period 18
Table 3.5 Overview: CLE findings on sector dialogue and monitoring, and related GPE contributions 23
Table 3.6 Overview of coordination bodies in Mozambique 24
Table 3.7 JSRs in Mozambique have shown improvement over the review period 31
Table 3.8 GPE contributions to mutual accountability during the 2012-2019 review period 33
Table 3.9 Overview: CLE findings on sector financing and related likelihood of GPE contributions 36
Table 3.10 Domestic sector financing as a share of total government expenditure and GDP has remained relatively stable from 2009 to 2015 38
Table 3.11 Education sector plan costs, funding, and funding gap (in US$ millions) 40
Table 3.12 Overseas Development Assistance Flows, all sectors vs. education, US$ millions 44
Table 3.13 External financing to education in Mozambique (in US$ millions) 45
Table 3.14 Disbursements to FASE by donor and year, US$ millions, 2002 - 2015 46
Table 3.15 GPE contributions to sector financing during the 2011 - 2019 review period 49
Table 3.16 Overview: CLE findings on sector plan implementation and related GPE contributions 55
Table 3.17 Review period achievements against PEE 2012-2016/19 activity-level targets 57
Table 3.18 GPE contributed to plan implementation through financial support and incentives ..... **Error! Bookmark not defined.**
Table 4.1 Overview: CLE findings on contribution of plan implementation to systems change 69
Table 4.2 Percent of trained teachers for primary and secondary education 78
Table 4.3 List of system-level improvements in the review period, against PEE 2012-2016/19 84
Table 5.1 Overview: CLE findings on contribution of system-level changes to impact-level changes .. 87
Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education 89
Table 5.3 Share of third grade students with competencies in Portuguese 92
Table 5.4 Share of third grade students with competencies in Mathematics 93
Table 5.5 Contributions of system-level improvements to identified impact-level improvements 94

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Appendices

Appendix I Revised Evaluation Matrix 101
Appendix II GPE country-level theory of change for Mozambique 118
Appendix III Evaluation methodology 120
Appendix IV Stakeholder mapping 122
Appendix V List of consulted individuals 124
Appendix VI List of Reviewed Documents 127
Appendix VII Progress on 2012-2016/19 PEE implementation 132
Appendix VIII Mozambique sector financing data 141
Appendix IX Selected system-level country data 142
Appendix X Selected impact-level country data 146

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Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted between January 2019 and April 2019 and covered GPE support from 2012 to 2019. It draws on document, database and literature review, as well as on consultations with a total of 48 governmental, multilateral, bilateral, and non-governmental stakeholders in Mozambique.

Education in Mozambique

The Republic of Mozambique is a country located in Southeast Africa, which obtained statehood in 1975 after a protracted war over independence with Portugal. As of 2017, it had an estimated population of 27.9 million inhabitants, and an annual estimated population growth rate of 2.8 percent. Mozambique is classified as a low-income country, with 62.9 percent of its population living under US$1.90 (2011 PPP US$) a day in 2015. Between 2000 to 2016, Mozambique enjoyed one of the highest annual GDP growth rates in the world, at 7.1 percent per year. Over this period, per-capita GDP grew from US$ 561 to US $1,128.

Mozambique's Ministry of Education and Human Development (MINEDH) plans, regulates, and oversees general education at the national level, while higher and technical education is governed by the Ministry of Science and Technology, Professional, and Higher Education (MINCTETP). Sector planning documents are developed jointly by the two ministries.

The education system is composed of six sub-systems, namely pre-school education, general education (covering primary and secondary), education of adults, professional education, teacher training, and higher education. In 2019, there were a total of 12.4 million school-aged children from pre-primary through to upper secondary school age, and 7.5 million children were enrolled in schools from pre-primary to upper secondary levels.

Since 1999, Mozambique's education sector has been guided by three Education Sector Strategic Plans (ESSPs), covering the periods 1999-2005, 2006-2010/11, and 2012 – 2016/19. Each plan was accompanied by three-year operational plans. **This evaluation focuses on the period covered by the 2012-2016/19 Education Strategic Plan (PEE), which includes the process of developing the 2020-2029 PEE through March of 2019. It also coincides with the period covered by the most recent, completed GPE ESPIG (2015-2019).**

GPE in Mozambique

Mozambique joined GPE in 2003 and is represented on the Board through the Africa 1 constituency. Since joining, Mozambique has received five grants from GPE: one Education Sector Plan Development Grant (ESPDG), one Program Development Grant (PDG), and three Education Sector Plan Implementation Grants (ESPIG), one of which was through FTI. This evaluation focuses on the latter two ESPIGs – the 2011 – 2015 ESPIG, which was provided as sector support funding to the government of US$ 90 million, and the 2015-2019 ESPIG, which was

provided as sector support funding of US$ 57.9 million to the government.

GPE contributions to sector planning

State of sector planning in Mozambique, 2012-2019

The 2012-2016/19 PEE and its accompanying 2015 – 2018 Operational Plan are of good quality as per the GPE quality standards for Education Sector Plans, with the Operational Plan showing some improvement over the PEE in terms of prioritization, achievability, and a stronger focus on student learning.

Participatory processes involving consultations with donor partners, various government ministries, CSOs, provincial actors, and parents, teachers, and students, were used to develop the PEE, while the Operational Plan was developed in a more top-down fashion. In the Operational Plan, priorities set at the central level were not consistently translated into geographically tailored policies, targets, and action at the local level. MINEDH stakeholders expressed that sector planning has strong government ownership, while donor views on government ownership were mixed.

The 2012 – 2016/19 PEE centered on three priorities of ensuring inclusion and equity in access and retention, improving student learning, and promoting good governance of the education system. In 2015, MINEDH and donor partners decided to extend the 2012 – 2016 plan to 2019, because plan goals had not been fully realized but the activities and objectives were still relevant, and MINEDH hoped to align education sector planning cycles to government plans and terms, including the Government's 2015 – 2019 five-year plan. The 2015 – 2018 Operational Plan was developed to accompany the 2016 - 2019 extension of the PEE. It prioritized direct school support grants and support to school-based management in an effort to improve learning outcomes.

Despite the strengths noted above, education sector planning in Mozambique faces several challenges going into the 2020 – 2029 PEE development process, which include weaker central strategic planning capacity than during the previous planning cycle due to key MINEDH departures; a rushed timeline for PEE development; and inadequate input from implementers, beneficiaries, and stakeholders at provincial and district levels. These challenges may negatively affect government ownership (due to greater reliance on partners and consultants for planning), the extent to which evidence and lessons from past plan implementation are incorporated, and the breadth and depth of stakeholder participation and buy-in in the planning process.

GPE contributions

During the 2012-2019 period, **GPE guidelines for ESP development** helped orient MINEDH through the process of developing a 2015 - 2018 Operational Plan aligned to the PEE. **GPE's Quality Assurance Review (QAR)** of the Operational Plan contributed to enhancing the quality of the OP, in line with GPE expectations. **GPE's variable tranche** under the 2015 – 2018 ESPIG also introduced disbursement-linked indicators to the OP results framework, bringing attention to school manager performance and in-service teacher training. **GPE's ESPIG funding requirement 1** (credible, endorsed plan) provided an incentive to add greater detail to the OP and to prioritize primary education in the plan.

Implications for GPE

While Mozambique already possessed relatively strong national political will, resources and capabilities for sector planning, GPE support was still relevant in helping to further improve the

quality of planning processes and products. Nevertheless, the push to concurrently complete the 2020-2029 PEE and an ESPIG application is straining local systems and adversely affecting planning quality.

GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Mozambique

Mozambique has active and inclusive education sector dialogue mechanisms, centered around the Joint Coordinating Group, Local Education Group, and GCC-Alargado, which meet regularly at varying frequencies. These groups include the MINEDH permanent secretary, MINEDH departmental leads, donors, and CSO representatives.

Existing sector dialogue facilitates the exchange of information between development partners and alignment of their programming with the PEE. Stakeholders noted shortcomings, however, in relation to the heavy burden of dialogue and coordination mechanisms, inadequate involvement of provincial and local-level actors, resource limitations constraining CSO participation, too much focus on monitoring performance and not enough on learning and strategizing to solve problems, and uneven resourcing across working groups.

Mozambique has institutionalized mechanisms for sector monitoring, with a revised Joint Sector Review model (RAR) regularly reporting on progress toward PEE implementation. Overall, RARs are comprehensive and anchored in an effective policy cycle. However, until a new model was adopted in 2017, PEE monitoring overly emphasized the achievement of output indicators, and did not connect plan implementation to outcome-level indicators or reflect prioritization of strategic issues. The new RAR approach tracks subsectoral indicators and targets using a stoplight system and includes analysis of underlying factors contributing to sub-sector performance. However, there are few instances where RAR discussions or recommendations have led to concrete changes in plan implementation.

During the review period, Mozambique experienced major improvements in the availability of data collected through country-level systems. The introduction of a national student learning assessment in 2013, with a second round in 2016, represented a landmark improvement in the availability and quality of student learning data in the sector. Data is also collected on an annual basis through the March 3 school survey. However, the sector still faces challenges in processing, analyzing, and feeding data back into the system to inform planning and implementation.

GPE contributions

During the 2012-2019 period, GPE has integrated smoothly into Mozambique's pre-existing sector dialogue mechanisms without noticeably altering them. **GPE's variable tranche of the 2015 – 2019 ESPIG provided a major contribution to sector monitoring** through the introduction of Disbursement-Linked Indicators in 2015, which have been tracked through subsequent RARs. **GPE guidelines for PEE development have also contributed modestly** to improved donor coordination and greater attention to equity and inclusion issues.

Implications for GPE

Overall, Mozambique's institutionally embedded system for robust sector dialogue and monitoring ensures a considerable degree of accountability independently of GPE's support. However, stakeholders noted the disparity between the strength of dialogue and monitoring at central levels, and their weakness

at provincial and district levels, which points to areas where GPE could provide a more tangible contribution.

GPE contributions to sector financing

State of sector financing in Mozambique, 2012-2019

Domestic financing for education in Mozambique has remained at around twenty percent of total government expenditure for over a decade, with a drop in real terms in 2016 due to a national debt scandal. Government education expenditures remain high due to demographic and political pressure to support teacher salaries. From 2016 to 2019, domestic financing covered approximately 90 percent of the costs of PEE implementation, mainly supporting the recurrent cost of teacher salaries. In 2013, recurrent expenditures on teacher salaries constituted 93 percent of domestic education expenditure, with only 7 percent dedicated to capital expenditures.

Government education expenditures have prioritized the primary level, exceeding GPE's recommended allocation of 45 percent of total government education expenditure from 2009 to 2013. In 2014, 44.1 percent of the total public budget for education was spent on the primary level, while secondary and higher education received 23 percent and 18.4 percent, respectively.

Mozambique's domestic education financing is generally well-managed, with high execution rates of 99 percent for the recurrent education budget, and 95 percent of the capital budget.

Although the overall volume of donor funding to Mozambique's education sector decreased during the review period, **external financing supports key capital and non-personnel expenditures, providing 7 percent of sector plan funding from 2016 to 2019.** During the review period, between 74 and 84 percent of all external financing was provided through a sector pooled fund, known as FASE, which is closely aligned to the PEE and remains the preferred financing mechanism of government and donors. Nine donors contribute through FASE to support the costs of infrastructure, learning materials, teacher training, school grants, and more. Conditional and results-based funding via FASE, including virtual earmarking and GPE's variable tranche, have the potential to strengthen accountability for inputs, processes, and outputs for the sector, but may also reduce predictability and add complexity to planning, monitoring, and evaluation.

GPE contributions

GPE financial support has significantly contributed to the amount of available education financing in Mozambique. The 2011 to 2015 ESPIG funding of US $90 million constituted 2.5 percent of funding to the sector and roughly 12 percent of international funding. Although GPE provides a comparatively small volume of funds, ESPIG funding is perceived by government and donors as important and substantial.

GPE's advocacy and funding requirements have had no observable influence on the volume of domestic resources dedicated to education. Given Mozambique's historically high government budget allocation to education, there was no evidence that GPE's advocacy or requirements had influenced the Government's budget allocation decisions.

GPE had moderate influence on the quality of international financing. Both ESPIGs were provided through FASE, which was perceived to further reinforce the mechanism's existing strengths of plan alignment and donor harmonization. Stakeholders held mixed views on whether GPE's presence helped catalyze or attract additional donors to enter FASE.

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Implications for GPE

GPE's ESPIG requirements do not address the ratio of recurrent versus capital expenditures of internal financing, an important issue for sector financing sustainability. GPE's theory of change suggests that in situations of strong pre-existing mechanisms for donor coordination and alignment of international financing, as is the case in Mozambique, GPE focuses attention on other issues and its model does not provide guidance on what role, if any, it should have in the engagement of new potential entrants to a pooled fund such as FASE.

GPE contributions to sector plan implementation

State of sector plan implementation in Mozambique, 2012-2019

The monitoring arrangements of the 2012 – 2016/19 PEE included annual joint sector reviews, which comprehensively tracked the achievement of activity-level targets against the previous year's action plan. However, RARs did not systematically link the completion of activities with the achievement of outcome-level indicators. Triangulating RAR data with other sources indicates that most priority actions in the 2012-2016/19 PEE were delivered or partially delivered during the review period. However, school and classroom construction faced delays due to the small scale of implementation and construction management issues. More broadly, factors limiting plan implementation include lower-than-predicted levels of domestic resources, inadequate motivation and capacity among provincial and district-level stakeholders, the breadth of the PEE and lack of clear prioritization, turnover of ministry staff at the central level, and delayed disbursement of funds in 2015 due to a change in government.

Available data on 47 priority actions suggests that 15 were accomplished, 18 were partially accomplished, and 2 were not accomplished. Data was inadequate to determine progress for 12 actions.

Examples of planned PEE activities that were largely achieved between 2012-2019 include school director and manager training, district-level school supervision, in-service teacher training, direct school support grants, and management and procurement of teaching and learning materials.

GPE contributions

During the period under review, the funds provided by GPE via the 2011 – 2015 US$ 90 million ESPIG and the 2015 – 2019 US$ 57.9 million ESPIG supported PEE implementation. The 2011-2015 ESPIG provided 2.5 percent of all funding to the sector over the same time period, representing 12 percent of all international financing for the period.

As a contribution to the FASE sector pooled fund, GPE's contribution was blended with others and thus specific results cannot be traced back to GPE. However, stakeholder interviews affirmed the value of GPE's contributions in supporting textbook provision, direct support to schools, and teacher training from 2016 to 2018, which were also the three largest line items in GPE's 2015 – 2019 ESPIG.

The ESPIG also (indirectly) contributed to sector implementation by prioritizing actions related to the achievement of the four DLIs on in-service teacher training, pupil teacher ratios, and school directors' training.

Implications for GPE

The financing modality of GPE's 2015-2019 ESPIG in Mozambique included the use of a

variable tranche and DLIs. The introduction of DLIs highlights the need to balance the potential benefits of increased accountability for results against increased unpredictability in funding and additional planning and monitoring complexities.

- Some stakeholders viewed the DLIs as helpful in introducing process-level changes in implementation that will contribute to better education delivery in the future. Others thought that the DLIs, which focused on the number of teacher and school director trainings conducted, could be structured differently to focus less heavily on output-level indicators.
- While DLIs make it easier for GPE to account for direct results, they also introduce some unpredictability around the total amount of funding that will be made available from GPE, given the variable tranche's contingency upon the achievement of targets.
- DLIs also require additional effort in terms of planning, monitoring, and implementation to track achievement of results.

Some stakeholders perceived that GPE did not contribute much to implementation, and suggested that greater clarity is needed around roles, responsibilities and accountabilities related to GPE's representation in-country, especially in the context of a pooled sector fund where donor partners play multiple roles.

Factors other than GPE contributions affecting change

Factors that positively influenced change in the above described areas included major PEE-aligned initiatives from development partners, such as: USAID's work on bilingual education; UNICEF's work on early learning and school readiness, teacher motivation and training, equitable access, and capacity-building at sub-national levels; the World Bank's public financial management work; and the Government's POEMA programme to build public sector capacity.

Factors that negatively influenced change included (i) a lack of accountability and incentives for implementation at lower levels, specifically a lack of provincial- and district-level targets within the PEE and Operational Plan; and (ii) capacity limits of construction companies to deliver and MINEDH to manage school and classroom construction commitments.

System level change

System level change

During the 2012-2019 period, the education system improved in terms of curricula, teaching and learning materials, and learning assessment. Changes include:

Access and equity

- **Increase in primary school enrollment** from 3.7 million in 2004 to over 6 million by 2016
- **Construction of 1,000 latrines and 1,600 classroms**, 78 percent of which were for primary schools. Decline in share of "precarious" primary classrooms from 47 percent in 2011 to 43 percent in 2017
- **Decrease in share of third grade students sitting on the ground at school** from 76 percent in 2014 to 64 percent in 2016
- **Expansion of distance learning at the secondary level**, with 34,019 learners enrolled as of 2016
- The establishment of an **ECD Secretariat** and **pre-primary education pilots**
- **Adaptation of Grade 3 Portuguese and math curriculum and distribution of TLM** for special needs education

Quality

- **Decrease in average pupil/teacher ratio** at primary level from 69/1 in 2009 to 64.2/1 in 2019
- Adoption of **zero-tolerance policy and nation-wide campaign against teacher absenteeism**
- **Increased share of trained lower primary teachers from 78.8 percent in 2013 to 96.5 percent in 2016**
- **New primary curriculum introduced in 2017,** which reduced total disciplines and **condensed school materials from 40 to 24 schoolbooks for a student passing from first to seventh grade**
- **Reduced unit costs of textbook provision from US $1.40 to US$ 0.47**

Sector Management

- **4,754 school directors trained** between 2013 and 2017
- **District supervision manual developed**
- **48 percent of schools performed favorably** in district supervisor visits
- Introduction of a **national learning assessment** of Grade 3 students in 2013 and 2016

Likely links between sector plan implementation and system level change

Sector plan implementation likely contributed to most of the noted system-level improvements in Mozambique. Development partners supported key areas of improvement, which were implemented in partnership with MINEDH.

Implications for GPE

The linkages between PEE implementation and observed system-level changes in Mozambique support a key element of the GPE country-level Theory of Change.

However, the experience of Mozambique suggests that even though the PEE was of good quality and was effectively implemented, it only led to some, and in several cases, fragmented, system-level changes.

Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

From 2012-2019, Mozambique made modest improvements to equity, gender equality, and inclusion in basic education, but learning outcomes stagnated between 2013 and 2016 and overall system-level efficiency remains poor.

- **Primary education is still highly inefficient**. The share of students transitioning from primary to lower secondary school increased from 60.5 percent in 2012 to 73.9 percent in 2015. However, the Grade 5 repetition rate increased from 10 percent in 2015 to 12.5 percent in 2017, and primary completion rates have remained below 50 percent during the evaluation period, indicating inefficiency.
- **Inefficiencies in education and high growth in the school age population may threaten Mozambique's progress toward universal primary education**. The absolute number of primary-age out-of-school children increased from 697k to 728k from 2012 to 2017, even though the share of OOSC decreased from 13.7 to 12.5 percent. The primary Net Enrollment Rate increased slightly from 86.1 percent to 87.5 percent over the same period.
- **Education efficiency improved slightly at the secondary level**, with lower

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secondary dropout rates decreasing from 12 to 6.5 percent from 2012 to 2017, and repetition decreasing from 37 to 22.6 percent over the same period.

- **Gender equality has almost been achieved** (and remains stable) in primary enrollment.
- **Major regional disparities persisted** along average age and gender ratio indicators, with provinces toward the north (further away from Maputo) performing worse than southern provinces.
- **Available data suggests that a large number of the poorest children and those with disabilities remain out of school**, with lower enrollment rates for the bottom income quintile and a large share of children with disabilities remaining out of school.

The findings of the 2013 and 2016 National Learning Assessments suggest that learning outcomes stagnated, and that learning disparities based on socioeconomic status and geography remain large. Available data indicate significant disparities in learning outcomes between southern and northern children.

- Measures of Grade 3 literacy range from 17.3 percent of children in Maputo (south) able to read and comprehend text, while only 1.7 percent of children in Cabo Delgado (north) could do so. In addition, most southern provinces saw an increase in Portuguese competencies from 2013 to 2016, while most Northern provinces saw a decrease or stagnation over the same time period.
- In 2014/15, illiteracy rates for the bottom income quintile were 59.4 percent, compared to 14.9 percent for the top income quintile.

Likely links to observed system level changes

Decreases in primary school dropout and growth in lower and upper secondary enrollment and transition rates are likely linked to decreases in the pupil/teacher ratio, higher levels of teacher training, improved school infrastructure, curriculum changes, and improved access to distance learning opportunities that were put in place or expanded during the review period.

There is **less evidence** that identified system-level changes contributed to the noted improvements in primary out of school rates, lower secondary dropout rates, and decreased geographic disparities. For most system-level improvements related to quality and sector management, it is too soon to determine whether they have or will influence impact-level improvements.

Implications for GPE

GPE's theory of change implies that sector plan implementation and subsequent system-level changes will lead to improvements in equity, access and learning. However, the experience of Mozambique illustrates the lag between system-level and impact-level change, and the difficulties and tradeoffs inherent in improving all three areas (equity, access, and learning) at once.

Conclusions/ Overall observations

GPE contributions

During the 2012-2019 review period, GPE contributed to progress in Mozambican education sector reform primarily by enhancing the quality of the PEE and incentivizing the GoM to achieve implementation targets in key areas.

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GPE's ESPIG funding requirements helped catalyze a focused, credible primary sector operational plan. The ESPIG application process (2014 – 2015) also contributed to MINEDH and partners incorporating learning assessment and service delivery results into the extension of the PEE, thereby placing greater emphasis on education quality.

GPE's variable tranche funding provided incentives to achieve implementation targets related to pupil/teacher ratios, school management, and teacher training.

GPE contributions to sector financing, plan implementation, and sector dialogue and monitoring were less tangible. Domestic education financing has historically been high, and there is mixed evidence on whether GPE helped attract additional international funding. While GPE financing may have closed some gaps in implementation, there is little evidence to point directly to GPE's ESPIGs or FASE in strengthening MINEDH implementation capacity. Finally, Mozambique already possessed robust and inclusive dialogue structures prior to GPE involvement.

Emerging good practice

Mozambique's robust coordination and dialogue mechanisms are generally fit for purpose and government-owned and led.

The sector pooled fund, FASE, is an effective mechanism for coordinating international financing and facilitating collaboration between MINEDH and donors, with safeguards boosting donor confidence to invest in the sector.

The alternation of donor coordination responsibilities on an annual basis help to distribute the burden of the non-compensated coordinating agency role of GPE's model, making it less daunting and allowing for a fair distribution of labor.

Strong domestic commitment to funding education is a necessary, but insufficient, condition for accelerating sector progress.

MINEDH's decision to extend the 2012 PEE through 2019 was a wise and contextually well-grounded one, informed by the continued relevance of the existing plan, the substantial time and effort to develop a new plan, and the desire to align education sector plans with government terms.

Strategic Questions for GPE

1) Should GPE place **greater emphasis on supporting countries, including sub-national actors, to leverage data for strategic decision-making?**
2) **Do favorable impacts of results-based financing, such as GPE's variable tranche, hold in other countries with pooled funds?** Or are concerns about predictability and fungibility of funds present?
3) **How can GPE support capacity development around sector planning, mutual accountability, and financing** for more than a few key individuals at central levels in-country? In light of departures from ministries, **what constitutes effective capacity development in these areas for GPE?**
4) Given capacity gaps and political factors limiting sector plan implementation in Mozambique, **should GPE consider spending more Secretariat time in countries with similar constraints to provide technical assistance in the implementation phase?**

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1 Introduction

1.1 Background and purpose of this summative country level evaluation

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

2. This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Mozambique, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.[11] Mozambique was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.[12] As per the inception report and the study's Terms of Reference (TOR), the objective of summative CLEs is:

- to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence,
- to assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.[13]

3. The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the GPE Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

[10] Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. https://www.globalpartnership.org/content/gpe-2020-strategic-plan.

[11] In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sectoral learning, equity, gender equality, and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

[12] See final Inception Report, 2018, https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report, and subsequent update, the Modified Approach to CLEs, 2018. www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020

[13] For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. https://www.globalpartnership.org/content/how-gpe-works-partner-countries

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Box 1.1. Scope of this summative country level evaluation

This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does *not* set out to evaluate the performance of the Government of Mozambique (GoM), of other in-country partners and stakeholders, or of specific GPE grants.

The core review period for this CLE runs from the start of the 2012-2016/19 Education Strategic Plan (PEE), which was developed in 2011, to the present development of the 2020-2029 PEE, as of March 2019. The CLE therefore includes two ESPIGs, both of which fell under the 2012-2016/19 PEE, one PDG, and one ESPDG.

1.2 Methodology overview

4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for the Republic of Mozambique (Appendix II).[14] A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

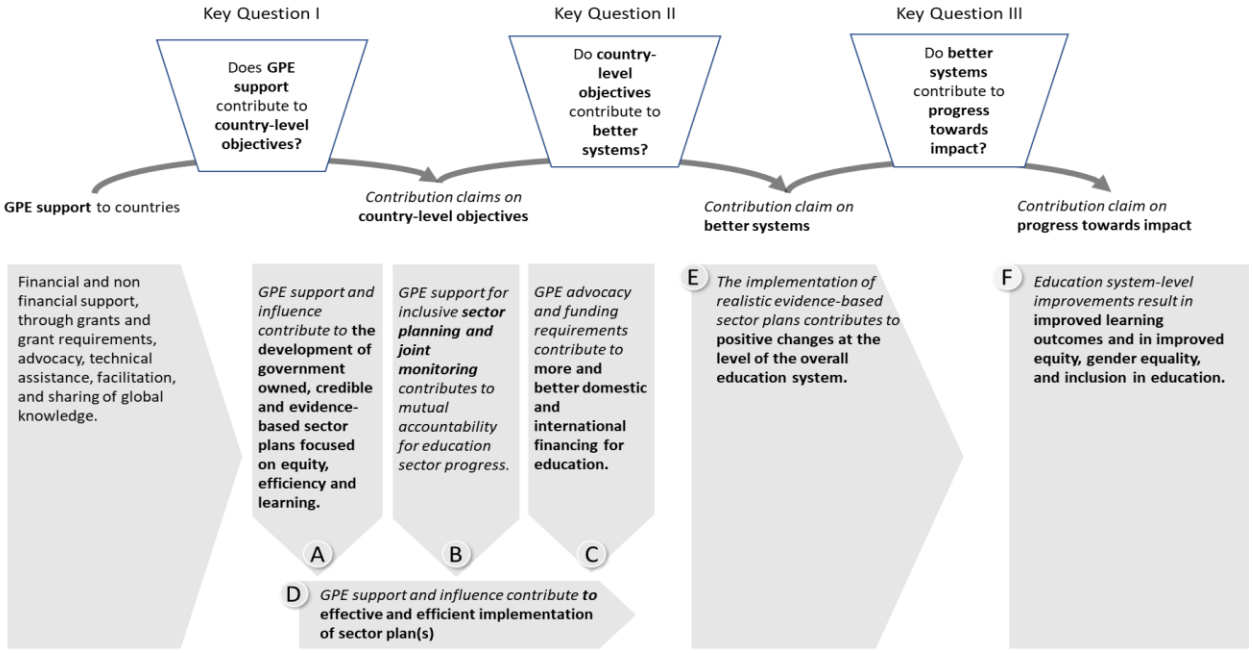
5. For the Mozambique CLE, the evaluation team consulted a total of 48 stakeholders from the Ministry of Education and Human Development (MINEDH) and its agencies, from bilateral and multilateral donor agencies, from civil society coalitions and teacher training institutions, from non-governmental organizations, from the GPE Secretariat, and from other backgrounds (see Appendix V for a list of consulted stakeholders). Most of these stakeholders were consulted in Maputo, Mozambique between February 18 and March 1, 2019, while the remainder were consulted by phone/Skype shortly before or after the country visit. The evaluation team also reviewed a wide range of relevant documents, databases, websites as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented under three sections that each corresponds to one of the KQs. In turn, each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1.

[14] This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.

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Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims



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

1.3 Structure of the report

8. Following this introduction, **Section 2** gives an overview of the national context of Mozambique, with a focus on the education sector (section 2.2), and on the history of the country's involvement with GPE (section 2.3).

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

10. **Section 4** discusses education system-level changes in Mozambique during the period under review (2012-2018), as well as any likely links between these changes and the four areas of changes discussed in section 3 (sectoral planning, mutual accountability, plan implementation, and financing).

11. **Section 5** presents an overview of the impact-level changes in terms of learning, equity, gender equality and inclusion observable in Mozambique over the course of the review period.

12. **Section 6**, finally, presents overall conclusions of the evaluation and outlines several strategic questions to GPE, with regards to the relevance, efficiency and effectiveness of GPE's country level theory of change (ToC) and of its country-level operational model.

2 Context

2.1 Overview of Mozambique

13. The Republic of Mozambique, a country located in Southeast Africa, obtained statehood in 1975, following a protracted war over independence with Portugal. Following independence, Mozambique was beset by 16 years of civil war that led to significant economic decline and a destruction of a large share of the country's infrastructure. After the restoration of peace in the early 1990's, Mozambique held its first democratic elections since the conflict began in 1994. Between 2000 and 2016 Mozambique enjoyed one of the highest annual GDP growth rates in the world, at 7.1 percent per year. Over this period, per-capita GDP grew from US$561 to US$1,128, while the share of the population living below the global poverty line of US$1.90 per day fell from 78.5 percent in 2003 to 62.9 percent in 2015.[15] However, an undisclosed debt scandal in 2016 led to rising debt levels, damaged investor confidence, and the devaluation of the Mozambican metical, slowing the economic growth rate.

14. In 2017, the total population of Mozambique was 27,909,798, growing at a rate of 2.8 percent per year.[16] In 2016, 67.5 percent of the country's population lived in rural areas, and in 2009, 81 percent of the country's workforce was employed in the agricultural sector.[17] The illiteracy rate among individuals above 15 years of age is roughly 44 percent, which is 170th in the world.[18] These rates differ significantly between rural and urban areas (50.7 percent and 18.8 percent, respectively).[19] Mozambique's Human Development Index (HDI) score is also very low, at 0.437, placing it at 180 out of 189 countries with HDI ratings.[20] Mozambique is divided in 11 provinces, which in turn are divided into 154 districts. Development indicators are generally higher in the South of the country, where the capital, Maputo, is located. Portuguese is the official language of Mozambique, but over 20 Mozambican languages are spoken as a mother tongue by 85.3 percent of the population, and many individuals do not speak or understand Portuguese.[21]

15. The Government of Mozambique's vision for development is defined by their five-year plans. The 2015-2019 *Plano Quinquenal do Governo* (Government Five-Year Plan) is situated within Mozambique's *Agenda 2025*, and presents five priorities for the 2015-2019 period, including consolidating national unity and peace; developing human and social capital; promoting employment, productivity, and competitiveness; developing economic and social infrastructure; and ensuring sustainable and transparent management of natural resources. These priorities are aligned with regional and global

[15] World Bank. "Mozambique Poverty Assessment: Strong But Not Broadly Shared Growth", (n.d.).

[16] Instituto Nacional de Estatistica. 2019. Censo 2017: IV Recenseamento Geral da População e Habitação.

[17] Ministério Da Educação E Desenvolvimento Humano (MINEDH). "Análise do Sector de Educação (ESA) - Relatório Preliminar", April 2019, p. 14

[18] Porter, et al. "Prospects and Challenges: Mozambique's Growth and Human Development Outlook to 2040," June 2017, p. 23

[19] Instituto Nacional de Estatistica. 2019. Censo 2017: IV Recenseamento Geral da População e Habitação.

[20] United Nations Development Programme Human Development Indicators. "Mozambique", http://hdr.undp.org/en/countries/profiles/MOZ (accessed April 2019).

[21] Instituto Nacional de Estatistica. 2009. Censo 2007: III Recenseamento Geral da População e Habitação.

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initiatives such as the Southern African Development Community's (SADC) Regional Indicative Strategic Development Plan, the African Union's Agenda 2063, and the Sustainable Development Goals.[22]

2.2 Education sector in Mozambique

16. The constitution of Mozambique establishes education as a right, whose provision is a joint duty of families and the State, and gives the State the obligation to create a national education system.[23] In order to further realize this right, school fees for primary education were abolished in 2004, and a school grants program was established.[24] In 2018, the Law of the National Education System was revised to further expand fee-free education through 9th grade and restructure primary and secondary education, among other changes. The 2018 law additionally laid out the primary principles of the education system, which include: education as a right for all Mozambicans; education provision as a duty of the State; promotion of democratic and responsible citizenship; promotion of democracy in teaching, guaranteeing the right to equality of opportunity to succeed in schools; inclusion, equity, and equality of access; and secularism and non-partisanship.[25] MINEDH is currently developing a strategic education plan (PEE) to put into practice the changes mandated by the 2018 law.

17. Under the 2015-2019 Government Five-Year Plan, education supported Priority II: Developing Human and Social Capital. The education objective within the 2015-2019 PQG is to develop an inclusive effective, and efficient education system that guarantees the acquisition of necessary knowledge, abilities, and attitudes for human development.

18. The education sector is governed by two ministries with distinct responsibilities. General education is managed by the Ministry of Education and Human Development (MINEDH), while higher and technical education is governed by the Ministry of Science and Technology, Professional, and Higher Education (MINCTETP).[26] However, the sector is considered holistically, and the development of sector planning documents is a joint effort of the two ministries.[27] These ministries also coordinate closely with other ministries to deliver education.

19. Mozambique's education system is composed of six sub-systems, namely pre-school education, general education (covering primary and secondary education), education of adults, professional education, teacher training, and higher education. Pre-school education, covering ages 2 to 5, is provided by MGCAS, NGOs, communities, and the private sector.[28] In this evaluation's review period, primary education was organized into two cycles, with the first (EP1) covering grades 1 through 5, and the second cycle (EP2) covering grades 6 and 7. Secondary education likewise consisted of two cycles of education,

[22] Governo de Moçambique. "Proposta do Programa Quinquenal do Governo 2015 – 2019", Maputo, Moçambique, 17 de fevereiro de 2015. p. 4-6

[23] MINEDH. "Análise do Sector de Educação (ESA) - Relatório Preliminar", April 2019.

[24] UNESCO. "Mozambique Education Policy Review – Draft", January 1, 2018. p. 37

[25] National Assembly of the Republic of Mozambique. Law n. 18/2018 of December 2018 – Revision of the Law of the National Education System.

[26] Before 2015, these two ministries were housed collectively in the Ministry of Education (MINED).

[27] MINEDH. "A Escola é Nossa! Plano Operacional 2015 - 2018 do Plano Estratégico de Educação 2012 - 2019", 26 de fevereiro de 2015

[28] UNESCO. "Mozambique Education Policy Review – Draft", January 1, 2018, p. 36

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with the first (ES1) covering grades 8 through 10, and the second (ES2) covering grades 11 and 12.[29,30] The 2018 National Education Law included a mandated reform of the structure of primary and secondary education, such that EP1, EP2, ES1, and ES2 would each cover three years of schooling. This structural reform is being introduced gradually, such that students in several grades have already been adopted into the new system. These reforms will continue to be operationalized through the 2020-2029 Education Strategic Plan (PEE), which is currently in development.

Table 2.1 Official school age, by level[31]

LEVEL AND GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE	STUDENTS IN SCHOOL
Pre-primary	2-5	2,869,927	101,295
Primary (EP1 & EP2)	6-12	5,993,906	6,138,518
Lower Secondary (ES1)	13-15	2,227,057	811,012
Upper Secondary (ES2)	16-18	1,366,277	405,202
Total:	-	**12,457,167**	**7,456,027**

20. Based on data from the UNESCO Institute of Statistics (UIS) and MINEDH's March 3 annual school survey, the Mozambican education system includes the following:

- **Children of school age**: A total of 12,457,167 children and youth in the age range covered by pre-primary, primary, and secondary education. This accounts for roughly 41 percent of the population of Mozambique.
- **Students in school**: In 2017, the total number of students enrolled in primary and secondary education was 7,354,732. Private schools accounted for just 2.8 percent of enrollment across the primary and secondary education systems, which is primarily concentrated in the secondary cycles. Private schools account for just 1.8 and 2.6 percent of enrollment in EP1 and EP2, respectively, but 10.9 percent and 16.5 percent of enrollment in ES1 and ES2.[32] This share is much greater at pre-primary levels, as private and non-state providers collectively account for 71 percent of preschools and ECE centers.[33]
- **Schools**: As of 2017, there were 12,983 schools in EP1, 8,121 schools in EP2, 748 schools in ES1, and 429 schools in ES2. In 2017, 43 percent of primary classrooms were rated "precarious," meaning that they were built of materials other than bricks or cement.[34] There are a total of 1,412 preschools

[29] UNESCO. "Mozambique Education Policy Review – Draft", January 1, 2018, p. 31

[30] "The MINEHD is currently experiencing a reform aimed at reducing the length of primary level from 7 to 6 grades. The benefits of the reform will appear in 2023 when the lastcohort under the old curriculum will have completed grade 7 and proceeded to secondary, together with the first cohort under the new curriculum." Source: UNESCO. "Mozambique Education Policy Review – Draft", January 1, 2018, p. 31.

[31] Source: MINEDH. "Análise do Sector de Educação (ESA) - Relatório Preliminar", April 2019; UNESCO Institute of Statistics (UIS) database, data.uis.unesco.org.

[32] MINEDH. "Plano Estratégico Educação 17ª Reunião Annual de Revisão, 2016", 2016, pg. 10

[33] MINEDH. "Análise do Sector de Educação (ESA) - Relatório Preliminar", April 2019, p. 63-64

[34] MINEDH. "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018", 2018, pg. 9.

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or ECE centers in operation. Of these, 608 are privately operated and 397 are operated by non-governmental organizations.[35]

- **Teachers**: A total of 117,065 teachers were employed in the primary sector 2017, and a total of 33,281 teachers in the secondary cycles. As of 2016, 96.5 percent of teachers across primary and secondary were trained.[36]

21. Since 1999, Mozambique's education sector has been guided by sector-wide strategic plans. These plans have covered the periods 1999-2005 (ESSP I), 2006-2010/11 (ESSP II), and 2012-2016/19. MINEDH operationalizes its sector plans through three-year operational plans, which are updated annually on a rolling basis and describe the medium-term activities that will be carried out to execute the sector plan. As of March 2019, MINEDH is in the process of developing a fourth ESSP covering the years 2020 to 2029, with an anticipated completion date of July 2019. This evaluation focuses on the period covered by the 2012-2016/19 Education Strategic Plan (PEE), which includes the process of developing the 2020-2029 PEE, up through March of 2019. Table 2.2 provides an overview of the review period and the main policies, plans, and GPE grants in Mozambique between 2010 and 2020.

Table 2.2 Timeline of key policy documents in the Mozambican education sector, 2012-2019

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	POST 2020
Review Period				Review period for this CLE: 2012-2019									
National & sector policies		2010-2014 Government Five-Year Plan					2015-2019 Government Five-Year Plan						
										2018 National Education Law			
Sector Plans	ESSP II (2006-2010/11)												
				2012-2016/19 PEE									
	Annually-updated three-year operational plans						2015-2018 Operational Plan						
												2020-2029 PEE	
Joint Sector Reviews	•	•	•	•	•	•	•	•	•	•			
GPE Grants	FTI 2008-10, 79m												
			ESPIG 2011-2015, 90m										
						PDG 2014-16, 200k							
							ESPIG 2015-2019, 57.9m						
											ESPDG, 260k		

[35] MINEDH. "Análise do Sector de Educação (ESA) - Relatório Preliminar", April 2019, p. 63-64
[36] MINEDH. "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018", 2018, pg. 13

2.3 GPE in Mozambique

22. Mozambique joined GPE in 2003 and is represented on the Board through the Africa 1 constituency. Since joining GPE, Mozambique has received five grants from GPE: one Education Sector Plan Development Grant (ESPDG), one Program Development Grant (PDG), and three Education Sector Plan Implementation Grants (ESPIG), one of which was through FTI. Mozambique is currently in the process of preparing an application for an ESPIG, with the support of an ESPDG, whose grant agent is UNESCO. This application is scheduled to be completed by January 2020. This evaluation includes a review of the two latter ESPIGs, the PDG, and the ESPDG. Dates and values for all grants are shown in Table 2.3.

Table 2.3 GPE grants to Mozambique[37]

GRANT TYPE	YEARS	ALLOCATIONS (US$)	DISBURSEMENTS(US$)	GRANT AGENT
Program Implementation Grant (ESPIG)	2015-2019	57,900,000 of which 17,370,000 is variable tranche	50,000,000	IBRD
	2011-2015	90,000,000	90,000,000	IBRD
	2008-2010	79,000,000	79,000,000	IBRD
Program Development Grant (PDG)	2014-2016	200,000	199,155	IBRD
Plan Development Grant (ESPDG)[38]	2019	260,853	n/a	UNESCO

23. Mozambique received grants through CSEF II and III, which were directed through the Africa Network Campaign on Education for All (ANCEFA) to the Education for All Movement (MEPT), a coalition of non-governmental organizations composing the Mozambican Education for All Movement. Finally, Mozambique was included in three GPE Global and Regional Activities (GRA) grants.[39]

[37] Source: "Mozambique", GPE website, https://www.globalpartnership.org/country/mozambique. All links in this document are as of April 2019. All figures in the table are in current US$ (as of year of grant approval).

[38] Global Partnership for Education (GPE). "Global Partnership for Education grants US$ 2.4 million to support education planning", April 15, 2019. https://www.globalpartnership.org/news-and-media/news/global-partnership-education-grants-us24-million-support-education-planning

[39] These include Grant 1 - Development of methodologies to link reading assessments across regions and draw lessons regarding best early assessment practices; Grant 6 - Out-of-School Children: Closing the data gap; and Grant 7 - Significant reduction in Out-of-school children.

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

3.1 Introduction

24. This section summarizes findings related to Key Question I of the evaluation matrix: "Has GPE-support to Mozambique contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?"[40]

25. The GPE country-level theory of change, developed in the inception report and adapted to the Mozambique context (Appendix II), outlines four contribution claims related to GPE's influence on progress towards achieving country-level objectives (one claim per objective).

26. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Mozambique, what characterized sector planning, mutual accountability, sector financing or ESP implementation respectively during the period under review? And second, has GPE's support contributed to observed changes in (and across) these dimensions and, if so, how?

3.2 GPE contributions to education sector planning[41]

Overview

27. This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the core 2012-2019 period under review? (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) education sector plans? (Key Question V)[42] During the 2012-2019 period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)

[40] Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE's 2016-2020 Strategic Plan.

[41] This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d, as well as to (cross-cutting) CEQs 3.1 and 3.2.

[42] In particular: To what extent has the revised Quality Assurance and Review (QAR) process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the GPE New Funding Model launched in 2015) contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 10); To what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).

- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are implications of evaluation findings for GPE support to Mozambique? (Key Question IV)

28. A high-level overview of evaluation findings on sector planning is provided in table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.1 Overview: CLE findings on sector planning and related GPE contributions in 2012-2019[43]

DEGREE OF PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP[44]	DEGREE OF GPE CONTRIBUTION[45]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[46]				
Achieved: MINEDH led a participatory, evidence-based process to develop the 2015-2018 operational plan, which corrected for some of the weaknesses in the 2012-2016 PEE in terms of prioritization and achievability.[47]	**Strong**: There is evidence that GPE financial and non-financial support contributed to a more relevant and evidence-driven plan and planning process.	1	2	3	4	5

[43] Colors stand for 'strong' (green) 'modest' (amber), 'minimal to not detectable' (red), or 'insufficient data' (grey)".

[44] In this case, the objective is considered 'achieved' if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

[45] The assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress. The same assessment criteria are used for rating GPE contributions in all following chapters.

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

[47] The scope of this evaluation covers 2012 to March 2019, which includes the implementation of the 2012-2016 PEE, the extension of the 2012-2016 PEE to 2019, the development and implementation of the 2015-2018 Operational Plan (which served as the basis for the 2015-2018 ESPIG), and the ongoing development of the 2020-2029 PEE. It does not include the planning process for the 2012-2016 PEE (which took place over 2010-2011), or the 2020-2029 PEE itself, which is not yet complete. With this scope, the evaluation team uses the 2012-2016 PEE and 2015-2018 OP to examine changes in the quality of sector planning documents; the 2015-2018 OP and 2020-2029 PEE development processes to assess changes in sector planning processes (including in some instances observations from the 2012-2016 PEE planning process for context); and the 2015-2018 OP and 2020-2029 PEE cycles to understand GPE contributions to sector planning.

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Characteristics of sector planning during the 2012-2019 review period[48]

Finding 1: Mozambique has a history of strong, government-led, and participatory education sector planning. The quality of sector planning processes and resulting planning documents has seen further improvement over the review period.

29. Sector planning in Mozambique is guided by four classes of documents, each with distinct periods, purposes, and levels of specificity. First, government five-year plans, or *Planos Quinquenais do Governo* (PQG) present the economic and social priorities of the Government of Mozambique. Second, education sector strategic plans outline key priorities for the sector over their implementation period, in line with the priorities expressed by the PQG. Third, education sector plans are operationalized by three-year operational plans (OP), which are updated annually on a rolling basis and describe the medium-term activities that will be carried out to execute the sector plan. Finally, annual activity plans, or *Planos de Actividades* (PdA), fund and operationalize the Education Sector Strategic Plan (ESSP) on a yearly basis, including determining Education Sector Support Fund (FASE) allocations.

30. Since 1999, Mozambique's education sector has been guided by sector-wide strategic plans. The first Education Sector Strategic Plan (ESSP I) ran from 1999-2005. ESSP II covered the period 2006-2010/11.[49] The third strategic plan, or *Plano Estratégico da Educação* (PEE) 2012-2016 was approved by the Council of Ministers on June 12, 2012.[50] The 2012-2016 PEE was centered around three high-level priorities: (i) ensuring inclusion and equity in access to and retention in school, (ii) improving student learning, and (iii) promoting good governance of the national education system.[51] The PEE also establishes 13 priority actions for its implementation period, which fall under the three high-level priorities, and which are presented in Table 3.2.

31. In 2015, MINEDH, together with donor partners,[52] decided to extend the 2012-2016 PEE to 2019 rather than develop a new sector plan. This decision was made because (i) the goals of the 2012-2016 plan had not been reached, but the activities and objectives were still relevant[53]; (ii) the sector planning process is extensive and time-intensive, and a comprehensive sector planning process had recently been conducted in 2011; and (iii) MINEDH wished to align education sector plans with government terms, align the sector plan with the 2015-2019 PQG,[54] and extend sector plan length to 10 rather than 5 years.[55] The

[48] The review period of the evaluation covers from 2012 to March 2019. This period includes the development of the 2012-2016 PEE, the extension of the 2012-2016 PEE to 2019, and the ongoing development of the 2020-2029 PEE.

[49] MINEDH. Strategic Plan for Education and Culture 2006-2010/11.

[50] 2014 Program Implementation Grant Application, p. 1. It was endorsed by the LEG on September 17, 2012.

[51] Note that the previous plan (PEEC 2006-2010/11) had three similar objectives: (i) increase access and reducing geographic and gender disparities; (ii) improving the quality of education; and (iii) strengthening the education administrative system at all levels. (MINEDH. PEE 2012-2016, pg. 22)

[52] Extending the PEE to 2019 also involved adjusting the FASE Memorandum of Understanding (the guiding document between the group of FASE donors and MINEDH), as FASE works to support the sector plan. Discussions around extending the PEE were carried out through the Local Education Group and working groups, which also involved non-FASE donors and civil society organizations.

[53] MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 5

[54] World Bank. "International Development Association Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector Support Project", Report No: PAD2135, May 11, 2017.

[55] GPE Funding Model Requirements Matrix – ESPIG application 2014, p.3

strategic emphasis and objectives of the 2012-2016 PEE were not changed with its extension to 2019 and the priorities of the plan were still considered relevant.

32. A detailed, comprehensive operational plan was developed for the 2015-2018 period to accompany the extension of the 2012-2016 PEE to 2019.[56] In order to reflect the growing focus of MINEDH on improving learning outcomes,[57] the 2015-2018 OP deprioritized components of the 2012-2016 PEE such as support to HIV/AIDS in order to dedicate more resources to PEE components such as direct school support and support to school-based management. The OP prioritizes four areas of intervention (see Table 3.2), which all fall under the 2012-2016 PEE's high-level priority II of increasing student learning, representing a refining and focusing of the 2012-2016 PEE's priority actions. The 2015-2018 OP also served as the basis for Mozambique's application for 2015-2017 ESPIG funding.

Table 3.2 Key plan priorities during the 2012-2019 review period

2012-2016 PEE	2015-2018 OP
The 2012-2016 PEE identifies 13 priority actions: [58] *Access* • Improvement of the physical school infrastructure • Advocacy and communication on the importance of education, avoiding exclusion • Diversification & flexibility of supply • Social support and protection, targeting the most vulnerable • Provision of text books and teaching materials *Student Learning* • Curriculum update and revision • Training, capacity building and monitoring of teachers • Strengthening of school management • Compliance with quality standards in education *Governance* • Development and professional management of resources • Improvement of planning, budgeting, execution, monitoring and evaluation systems • Integration of cross-cutting issues in the sector programs	The 2015-2018 OP identified four areas of intervention: • Improving school readiness • Ensuring classroom dynamics that focus on key learning outcomes (basic literacy and numeracy) • Strengthening local governance and responsibility for student learning • Enhancing equitable, effective and efficient utilization of existing financial and human resources, prioritizing first grade[59]

[56] While operational plans cover three-year periods, their core activities and implementation costs are updated annually on a rolling basis to guide implementation for subsequent years. As such, the 2015-2018 OP was updated to inform the 2012-2016/19 PEE through 2019. UNESCO Education Policy Review. 2018.

[57] The 2013 National Learning Assessment and the World Bank's 2015 Service Delivery Indicator (SDI) study revealed concerningly low levels of student achievement and teacher quality, which catalyzed a greater focus in MINEDH on improving learning outcomes.

[58] MINEDH. The PEE 2012-2016 (pg. 40) develops a three-dimensional framework that demonstrates the intersection of the three strategic objectives (access, learning, and good governance) with the strategic objective of each of the six sector programs (ranging from pre-primary/primary to administrative and institutional development), and the 13 priority actions.

[59] MINEDH. "A Escola é Nossa! Plano Operacional 2015 - 2018 do Plano Estratégico de Educação 2012 - 2019", February 2015, p. 24

- Dissemination of information and internal and external communication

33. As of March 2019, MINEDH is in the process of developing a fourth ESSP covering the years 2020 to 2029 (2020-2029 PEE), with an anticipated completion date of July 2019.[60] As the 2020-2029 PEE is currently in the early stages of its development, its objectives and priorities have not yet been finalized.[61] Nevertheless, several MINEDH and donors indicated that the main pillars of the 2020-2029 PEE are being informed by previous sector plans and predicted that the priorities of the 2020-2029 PEE would not change dramatically from those of the 2012-2019 PEE. The 2020-2029 PEE will also serve to operationalize the 2018 National Education Law, including measures to decentralize the management of educational resources and curriculum.[62]

34. Table 3.3 below presents the GPE assessments of the quality of the 2012-2016 PEE and the 2015-2018 OP.[63] The table indicates that the 2012-2016 PEE and the 2015-2018 Operational Plan meet the minimum number of standards to be considered 'credible' plans by GPE standards. The appraisal of the 2012-2016 PEE noted that a high level of capacity for planning already existed in the system, as demonstrated by MINEDH's ability to quickly revise elements of the plan's text in response to appraiser and working group comments. It also notes that the 2012-2016 PEE stands out "as one of the exemplary documents in international comparison with similar plans of other FTI countries."[64] GPE's 2014 QAR1 of the 2015-2018 OP expands upon this assessment, stating that Mozambique's education sector "counts with an efficient and routine planning system at central and decentralized levels," which is informed by reliable and up-to-date data from an EMIS and a national assessment of student learning.[65] Donor and MINEDH stakeholders alike saw the 2012-2016/19 PEE as the guiding document for the sector. These stakeholders described a high level of awareness of and commitment to the PEE at the central level,

[60] The 2020-2029 PEE development process is in an early phase. An ESPDG application package was prepared and submitted in November 2018. An Education Sector Analysis is being performed between November 2018 and March 2019. The PEE will be developed from March to June 2019, led by IIEP/UNESCO. The application for ESPIG financing is being developed from October 2018 to January 2020, led by World Bank. As such, this evaluation will make observations about the 2020-2029 PEE planning process through March 2019 but is unable to comment on the finished plan.

[61] Similarly, as the Education Sector Analysis and endline evaluation of the 2012-2019 PEE have not yet been completed, priority challenges have not yet been identified.

[62] *Lei 18/2018* was signed into law on December 18, 2018 and mandated a number of significant changes to the Mozambican education system, including expanding free, mandatory basic education from seven to nine years, restructuring basic and secondary grades, and adding ECE as a subsector. One stakeholder predicted that the government would struggle to account for the changes in decentralization, structure of the education system, and curriculum called for by the National Education Law through a 10-year, rather than a 5-year PEE. They argued that a 10-year plan requires different principles and processes than a 5-year plan – greater flexibility, more results- and principles-based – but did not know whether the government would produce such a plan.

[63] Although these documents serve somewhat different purposes and overlap in time (as the 2015-2018 OP serves to operationalize the extension of the 2012-2016 PEE to 2019) it is still possible to observe some changes in document quality, to the extent that the purpose and content of the two documents overlaps. In some instances, the 2015-2018 OP seeks to correct for weaknesses in the 2012-2016 PEE. Additionally, because the 2015-2018 OP served as the basis for an ESPIG application, it has many of the characteristics of a traditional ESP and followed some of the same planning processes. The comparison of these two documents therefore can indicate changes in the quality of sector planning documents during the 2012-2019 review period.

[64] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011.

[65] GPE. "Mozambique QAR Phase 1: Initial Program Consultation", November 2014, p. 7

although several donor and MoGE representatives expressed that the same level of commitment to the plan was not as visible at decentralized levels.

Table 3.3 GPE ratings of plan quality, and evaluator assessment of difference between plans[66]

ESP STANDARDS	GPE RESULTS FRAMEWORK (RF) RATINGS		CHANGE/IMPROVEMENT OVER PERIOD OF REVIEW (EVALUATOR ASSESSMENT BASED ON INTERVIEWS AND DOCUMENTS, E.G. PLAN APPRAISALS)
	2012-2016 PEE	2015-2018 OP	
Overall vision	2/2	2/2	**No change:** Both the 2012-2016 PEE and 2015-2018 OP clearly and concisely articulate priorities and communicate planned activities for the sector, in alignment with national priorities.
Strategic	10/14	14/14	**Some improvement:** While the 2012-2016 PEE identified quality as its main priority,[67] this focus was significantly strengthened with the development of the 2015-2018 OP. The OP acknowledged the continuing validity of the original objectives of the PEE, but emphasized the need for greater attention to student learning and introduced an updated results framework in response. [68]
Holistic	6/6	5/6	**No change:** The 2012-2016 PEE encompassed the entire education sector, including an analysis of intra-sectoral linkages.[69] While the 2015-2018 OP placed greater emphasis on the primary education sector, the 2020-2029 PEE is intended to cover all subsectors, and the 2019 ESA covered all subsectors as well.
Evidence-based	1/2	2/2	**Some improvement:** The 2012-2016 PEE built on an evaluation of the previous sector plan but did not appreciably incorporate findings from regional or global literature. The 2015-2018 OP was informed by MINEDH's 2014 internal sector assessment (*Balanço*), covering the 2010-2014 period, an exercise that fulfills many of the functions of an ESA.[70] The first draft of the 2019 ESA was completed in April 2019, although the degree to which it will inform the 2020-2029 PEE remains to be seen.

[66] GPE ratings are taken directly from GPE's results framework data, indicator 16a, 2016 The numbers inside the second and third column cells indicate the number of points awarded to a given plan under GPE's indicator 16a, relative to the maximum possible number of points that could have been awarded. Most items being rated by GPE can be rated zero (not addressed), one (partially addressed), or two (fully addressed), though detailed rating guidelines vary.

[67] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011, p.17

[68] World Bank ESPIG Project Paper, 2015, p. 10

[69] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011, p.17

[70] MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 10

ESP STANDARDS	GPE RESULTS FRAMEWORK (RF) RATINGS		CHANGE/IMPROVEMENT OVER PERIOD OF REVIEW (EVALUATOR ASSESSMENT BASED ON INTERVIEWS AND DOCUMENTS, E.G. PLAN APPRAISALS)
	2012-2016 PEE	2015-2018 OP	
Achievable (ESP)	10/19	15/19	**Some improvement:** The 2011 ESP appraisal characterized the 2012-2016 PEE as "ambitious but realistic," yet failed to reach its development objectives by 2015.[71] Donors also characterized the plan as too ambitious. The 2015-2018 OP acknowledged many of the weaknesses of the 2012-2016 PEE and developed action plans that were more realistic and achievable. Nevertheless, it relied on overly-optimistic financial projections, which have not been realized.[72]
Sensitive to context	1/2	1/2	**No change**: While both reports identify risks to implementation, neither presents solutions or mitigating measures.
Attentive to disparities	4/6	4/6	**No change**: The appraisal of the 2012-2016 PEE notes that the plan seems to have sidelined inclusive education.[73] The 2015-2018 OP goes into slightly greater detail. Neither plan systematically proposes solutions based on geographic disparities.
Overall, at least 5/7 met?	Yes (6/7)	Yes (7/7)	**Some improvement**: The 2015-2018 OP addresses some of the weaknesses of the 2012-2016 PEE by presenting more realistic, prioritized, and achievable plans and more closely incorporating evidence (especially on student achievement). However, the 2015-2018 OP did not address other areas of weakness in the 2012-2016 PEE, such as a lack of sensitivity to geographic disparities and a failure to account for implementation risks.

35. Over the 2012-2019 review period of the evaluation, one significant **improvement** in sector plans was evident:

    a. **Improved prioritization**: The priorities of the 2012-2016 PEE[74] (access, quality, and institutional capacity building) were overly broad. One donor characterized them more as themes than priorities. Driven by findings from the 2013 learning assessment, the 2015 service delivery indicators study, and GPE funding requirements, additional quality indicators were incorporated to the 2015-2018 Operational Plan, strengthening its focus on learning and quality. The process of choosing learning- and quality-oriented indicators extended to Sector and Thematic Working Groups, [75] indicating a broader internalization of the necessity for a reorientation toward learning.

[71] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011, p.17

[72] The 2015-2018 Operational Plan assumed economic growth rates averaging over seven percent and inflation rates below seven percent during its implementation period, yet growth fell to four percent in 2017, and inflation rose to 27 percent in 2016. World Bank ESPIG Project Paper, 2015, p. 26

[73] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011, p. 24

[74] One donor noted that these priorities were largely consistent with those from the 2006-2010/11 ESSP.

[75] For more information on Sector and Thematic Working Groups, see Chapter 3.3.

36. Over the same period, the evaluation noted several areas of **mixed progress** in the sector planning process and/or the resulting sector plan:

    a. **Government ownership:** MINEDH's historically high levels of ownership of sector planning have continued throughout the 2012-2019 review period, but available evidence does not demonstrate notable improvement over time. The Government of Mozambique's recent passage of the 2018 National Education Law through an entirely government-driven process, which will be operationalized by the 2020-2029 PEE, demonstrates the continued nature of government ownership of sector planning. MINEDH stakeholders expressed that sector planning has strong government ownership, with active participation and support from donors and civil society. The view of donors was more mixed. Three donors stated that government ownership of planning processes is strong, with one stating that there is "no doubt" that planning processes since before 2012 have been government-owned. Another noted that the push to complete the 2020-2029 PEE by July 2019 was government-driven. Three other donors did not state outright that government ownership of sector planning was weak, but raised questions regarding how factors such as the departure of key MINEDH personnel, the rushed 2020-2029 PEE planning process, and the increased reliance on partner support and consultants[76] would affect levels of government ownership of sector planning.

    b. **Participatory plan development:** The process of developing the 2012-2016 PEE involved consultations with donor partners, various government ministries, CSOs, provincial actors, parents, teachers, and students. [77] Since 2012, the PEE development process has become more inclusive of civil society organizations, although CSOs without a presence in Maputo are still infrequently included. CSO stakeholders expressed that the role of MEPT in PEE development is now clearer, and their involvement is more organized. Nevertheless, weaknesses remain. The 2015-2018 operational plan and PEE extension were developed in a top-down fashion and did not rely on provinces and districts for its elaboration, nor did it provide distinct policy prescriptions for different parts of the country. Two donors noted that the process of developing the 2020-2029 PEE is likewise top-down and has not incorporated the voices of implementers (teachers, school administrators) or beneficiaries (students, parents).[78] Provincial-level consultations are planned but have not yet taken place.

    c. **Evidence-based:** The development of the 2012-2016 PEE was guided by findings from a comprehensive ESA conducted in 2010[79] and an external evaluation of the previous sector plan.[80] Similarly, the 2015-2018 Operational Plan was informed by an ESA (*Balanço*) covering

[76] The 2012-2016 PEE and 2015-2018 OP planning processes did not rely on external consultants for plan development, but did receive technical assistance. The 2020-2029 PEE is being coordinated by a team of consultants, under the leadership of MINEDH.

[77] MINEDH. "A Escola é Nossa! Plano Operacional 2015 - 2018 do Plano Estratégico de Educação 2012 - 2019", February 2015.

[78] While the Terms of Reference for the consultants developing the 2020-2029 PEE do mention consultations with provincial and district actors, they do not specify the inclusion of teachers, school administrators, parents, or students.

[79] Global Partnership for Education (GPE). "Mozambique QAR Phase 1: Initial Program Consultation", November 2014, p.3

[80] Takala, T. & Ahmed, Z. "Appraisal of Mozambique's Education Sector Strategic Plan III (2012 – 2016) (Final report)", October 31, 2011

the 2010-2014 implementation period,[81] as well as the 2013 national assessment of student learning and the World Bank's 2015 Service Delivery Indicator (SDI) study.[82] An ESA, whose first draft was completed in April 2019, is being developed to inform the 2020-2029 PEE. However, the limited timeline for conducting the ESA has restricted the scope of the study, as well as the effort and resources that can be dedicated to the assessment.[83] Additionally, because the ESA and new PEE are being developed concurrently, it is unclear to what degree the ESA will inform the PEE (see the section on *unintended positive and negative consequences of GPE support* for a discussion of the implications of expediting the development of the 2020-2029 PEE). Finally, an evaluation of the 2012-2019 PEE has also not yet been completed, diminishing the likelihood that lessons from implementing the 2012-2019 PEE will feed into the development of the 2020-2029 PEE.[84]

37. Finally, the evaluation noted one area where the most recent sector planning process was **weaker** than previous processes:

    a. **Capacity for sector planning:** Additionally, all donors and a number of MINEDH stakeholders stated that capacity for sector planning is lower now than it was during the last planning cycle (2015-2018) because of the departure of a few key individuals from MINEDH. The capacity for strategic planning that these individuals held was not effectively transferred to the MINEDH upon their departure. One donor expressed that a few individuals within MINEDH were beginning to engage more with strategic planning – largely because of GPE requirements around planning – but that this shift in priorities and perspectives has not been systematic.

GPE contributions to sector planning[85]

Finding 2: GPE financial and non-financial support likely contributed to improved quality in already-robust processes of sector plan development. ESPDG funding, GPE guidelines, and ESPIG funding requirements have encouraged and enabled comprehensive sector planning, while the Secretariat has helped MINEDH and donors navigate the ESPDG grant application process.

38. GPE offers a series of financial and non-financial mechanisms to support sector planning. Table 3.4 provides an overview of these mechanisms, grouped by whether they are likely to have made a

[81] Global Partnership for Education (GPE). "Mozambique QAR Phase 1: Initial Program Consultation", November 2014, p.3. The *Balanço* was largely based on the outcomes of the March 2014 RAR, which partners considered a reliable basis for updating the 2012-2016 PEE and drafting the 2015-2018 Operational Plan.

[82] One donor characterized the development of the extension as evidence-based, in that it involved technical discussions on how to incorporate findings of the SDI study and national learning assessment. The same donor attributed these discussions to GPE funding requirements.

[83] The ESA does not involve the collection of original data at local levels. It primarily consists of interviews at the central level, document review, and collection of data that exists in the system but has not yet been documented. Part of the ESA development process is validation workshops with provincial-level actors. Because ESA and PEE development are occurring simultaneously, it is unclear to what degree these provincial workshops will feed into the 2020-2029 PEE.

[84] Several donor and civil society representatives expressed doubt that lessons learned from previous planning cycles were being applied to the process of developing the 2020-2029 PEE, citing a failure to build off previous planning documents, including a lack of references to lessons learned from previous planning cycles.

[85] Because the process of developing the 2012-2016 PEE falls outside of the study's scope, report's assessment of GPE support to sector planning during the 2012-2019 evaluation period is based on the 2015-2018 OP and the 2020-

significant,[86] moderately significant, or limited/no contribution to planning in Mozambique. This grouping does not constitute a formal score.

Table 3.4 GPE contributions to sector planning during the 2012-2019 review period

2015-2018 OP EXTENSION PLANNING CYCLE	2020-2029 PEE PLANNING CYCLE
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING	
• **GPE guidelines for ESP development:** Guidelines helped orient MINEDH through the process of developing the OP, including determining annual activities and eliminating actions that did not feed into the strategy.[87] • **Quality Assurance Review of Operational Plan:** The primary sector operational plan was finalized iteratively with the preparation of the ESPIG application. The GPE Secretariat provided comments on successive drafts of the PO, which were incorporated into the plan.[88] • **Variable tranche:** The 2015-2018 ESPIG introduced disbursement-linked indicators (DLIs) to the operational plan's results framework, increasing attention to issues such as school manager performance and training and in-service teacher training. Nevertheless, these indicators were largely focused on outputs rather than results.	• **Secretariat guidance in preparing the ESPDG application:** 2018 was the first time MINEDH had prepared an ESPDG application, and Secretariat review of the application was deemed helpful in developing the road map and budget. • **ESPDG funding**: The ESPDG is funding consultants who are coordinating the process of PEE development and conducting the ESA.[89] • **GPE guidelines for ESP development**: The 2020-2029 PEE is being developed following GPE guidelines, without which the PEE would be less likely to be comprehensive. GPE guidelines and requirements give greater emphasis around such cross-cutting issues, [90] although several donors also independently advocate for increased focus on gender with regard to PEE development. • **Visits by Secretariat country lead:** Two visits from the GPE Secretariat country lead in 2018 provided guidance to ESPDG and ESPIG application processes and improved transparency around GPE processes. • **ESPDG GA:** The ESPDG's grant agent is coordinating the work of consultants who are shepherding the process of developing the PEE, including conducting the ESA.
MODERATE CONTRIBUTION TO SECTOR PLANNING	

2029 PEE development processes. While the 2020-2029 PEE is not yet complete, it is in a sufficiently advanced state to make observations on its development and GPE's support.

[86] In this section and all sections that follow, a GPE contribution is rated 'significant' if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be 'improved planning overall', but could be a noticeable improvement in sub-components of this desirable outcome, such as 'improved government ownership', 'improved participation', 'improved results framework', etc. Assessments are based on evaluator judgement based on interviews and documents consulted for this CLE.

[87] The 2015-2018 OP deprioritized components of the 2012-2016 PEE such as school construction and support to HIV/AIDS in order to dedicate more resources to key PEE priorities such as direct school support and support to school-based management

[88] Global Partnership for Education (GPE). "Mozambique QAR Phase 1: Initial Program Consultation", November 2014, p.3

[89] One donor representative indicated that without the ESPDG, alternate sources of funding would have to be identified to support PEE development. ESPDG resources did not cover the full cost of the ESA, and alternative sources of funding had to be located.

[90] MINEDH. "Terms of Reference: Development of 10 Year Education Sector Plan [2020-2029]", (no date).

2015-2018 OP EXTENSION PLANNING CYCLE	2020-2029 PEE PLANNING CYCLE
• **ESPIG funding requirement 1 (a credible, endorsed plan)**: The funding requirement provided an incentive to add greater detail to the process of updating the 2015-2018 OP, including prioritizing the primary sector OP (which was used for the ESPIG application). Other subsectoral OPs received similar in-depth review, even though they were not used as a basis for the ESPIG application.[91] However, updating 3-year OPs is a regular process that occurs annually.	• **ESPIG funding requirement 1 (a credible, endorsed plan):** MINEDH and donor stakeholders asserted that the MINEDH would still be developing the 2020-2029 PEE in the absence of GPE funding. However, GPE requirements contribute to improved detail, comprehensiveness, and credibility, for example through incorporating findings from an ESA and requiring the inclusion of topics that might otherwise not be covered in as great of detail, such as children with special needs and school management. • **CA:** The CA's role in coordinating discussions around PEE development is significant, resulting in broad participation from donor, CSO, and MINEDH representatives. Two stakeholders (one donor, one MINEDH) expressed that the CA's efforts to make the process participatory by ensuring all partners have opportunities to provide feedback are resulting in delays, limited time for document revision, and the need for rapid turnaround. Stakeholders did not explicitly describe marginal benefits from increased participation. • **GPE guidelines on ESA:** GPE guidelines are being used to inform ESA development, but are of limited utility given the time constraints for conducting the ESA.
LIMITED/NO CONTRIBUTION TO SECTOR PLANNING	
• **CSEF grants**: MEPT was the recipient of CSEF II grants during the 2015-2018 OP development process. MEPT contributed significantly to the development of the content of the OP through advocacy and working group participation, but it is unclear whether and to what degree this was enabled by CSEF II.[92]	n/a

[91] Global Partnership for Education (GPE). "Mozambique QAR Phase 1: Initial Program Consultation", November 2014, p.3. Interviewed stakeholders expressed divergent views on the degree to which the updating of the 2015-2018 OP was driven by GPE's funding requirement. For example, one high-level MINEDH stakeholder and two donor stakeholders asserted that the OP for the primary sector was developed explicitly to qualify for GPE funding, but another donor stakeholder asserted that the extension was not developed to obtain funding.

[92] In fact, MEPT respondents suggest that CSEF's contribution to MEPT activities is quite small, given that the grants are small, spread across various actors, and must pass through various intermediaries before reaching MEPT (one MEPT representative expressed that "Everywhere the [CSEF] financing passes through, it leaves a little bit behind" before reaching MEPT).

39. GPE/FTI did not provide direct financial or technical support for the development of the 2012-2016 PEE.[93] However, the 2012-2016 PEE was closely based on the application MINEDH submitted to FTI in 2010 for funding over the 2011-2014 period, which simplified the PEE development process.

40. MINEDH and donor stakeholders alike recognized that GPE guidelines on sector plan development are very helpful, yet can also be complicated and challenging to navigate. MINEDH and partners face serious challenges in fully following GPE's guidelines in the limited time available because the process of developing the 2020-2029 PEE has started so late. Following GPE guidelines is especially difficult for actors who are unfamiliar with GPE processes, such as preparing the ESPDG application or developing sector plans that meet all GPE requirements.[94] There is a consensus among MINEDH, CSO, and donor stakeholders that the GPE Secretariat's two visits to Mozambique in 2018 gave greater direction and transparency to GPE operations and application processes. Stakeholders felt that the visits provided helpful guidance on the GPE application process, including timelines, emphasizing MINEDH's role in leading the process. This was especially helpful for informing new actors that had not been involved in previous ESPIG applications. The GPE country lead also helped explore options for preparing the ESPIG application in light of the push to finish the 2020-2029 PEE by July, 2019, which resulted in extending the deadline for submitting the ESPIG application from November 2019 to January 2020.

41. There was also wide acceptance among MINEDH and donor stakeholders that GPE support helped improve the quality of the 2015-2018 operational plan. While MINEDH has a history of annually updating three-year operational plans to inform PEE implementation, ESPIG funding requirements provided a clear incentive to develop a comprehensive primary sector operational plan, going beyond standard OP content. One donor expressed that the application process for the 2015 ESPIG forced MINEDH and cooperating partners alike to take a deeper look at findings from the 2013 national learning assessment and 2015 service delivery indicator study and incorporate those findings into the sector plan extension. This contributed to a shift in the PEE's emphasis from access to quality.

Unintended positive and negative consequences of GPE support

42. One unexpected positive consequence of GPE support was a spillover from the development of the 2015-2018 primary sector operational plan to other sub-sectoral operational plans. There was a consensus among donors and MINEDH stakeholders alike that the subsectoral operational plan was high quality, and that much of this could be attributed to the additional effort that was dedicated to ensure that the operational plan met GPE funding requirements. Donors suggested that detailed operational plans for other education subsectors be developed to fully operationalize the extension of the 2012-2016 PEE to 2019, even though the primary sector OP was sufficient to qualify for GPE funding. In response, additional sub-sectoral operational plans were developed through technical and sectoral working groups.

43. One unexpected negative stems from the interaction between a rush to complete the 2020-2029 PEE before national elections in October 2019 and

[93] The 2012-2016 PEE was subject to an external appraisal, which evaluated the quality, credibility, and feasibility as satisfactory, leading to the endorsement of the plan by cooperating partners and CSOs. This was funded by donor partners, not by FTI/GPE. QAR1 Report and Matrix – December 2014, p.3.

[94] One donor representative noted that GPE guidelines on ESP development had evolved since the last time MINEDH embarked on the ESP development process. According to this stakeholder, the updated requirements are demanding additional detail and rigor in planning documents, which has come as a surprise to some MINEDH stakeholders.

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44. The pressure to develop the 2020-2029 PEE by July 2019, before national elections in October,[95] has led to one unintended negative consequence related to GPE support. The compressed timeline for developing the 2020-2029 PEE has meant that PEE development and application for GPE funding are happening concurrently, and that many processes feeding into plan development are very rushed. As a result, many activities that should be carefully sequenced with sector plan development are instead also occurring concurrently (such as conducting the ESA and evaluating the 2012-2019 PEE) and may not be completed until late in the PEE development process. Most donor and MINEDH stakeholders expressed fear that the tightness of the deadline may prevent planning activities from being conducted with the ideal level of care and deliberation, and the quality of the resulting sector plan will be negatively affected. While GPE processes did not directly cause delays in sector plan development, GPE's funding requirements associated with plan development, combined with the simultaneous effort required to develop the ESPIG application, have added significant additional strain to MINEDH, which threatens the quality of plan development.

45. The current arrangement arrived at between MINEDH and donors is to expedite the completion of a PEE by July, but to develop an operational plan by January 2020 that meets GPE requirements in order to qualify for ESPIG funding. However, this arrangement is not without risks. One donor expressed concern that if the PEE developed for the July deadline has weaknesses emerging from its condensed timeline, these weaknesses may translate into the operational plan submitted to GPE. Alternatively, developing the operational plan separately from the PEE could result in two plans operating in parallel.

46. Another donor expressed that processes contributing to preparing the ESPIG application (e.g. hiring consultants and identifying grant agents) have been confusing and have represented a distraction from PEE development. A third donor stakeholder felt that the process of applying for the ESPIG grant overshadowed and warped the PEE development process, arguing that the "tail was wagging the dog," in effect making the process of developing the PEE "sloppy."

47. Finally, a fourth donor stakeholder recognized strengths and weaknesses of conducting the two processes concurrently. They expressed that the ESPIG application puts greater pressure on moving the process forward, but that the application process should not eclipse the end goal of developing a high-quality, inclusive, gender-sensitive, and realistic plan. The same stakeholder argued that there is confusion whether the purpose of plan development is to apply for the grant or to serve the sector.

Additional factors beyond GPE support

48. Additional **positive** factors beyond GPE support that likely contributed to sector planning during the 2012-2019 review period include: (i) financial and technical support from other partners. For example, the external assessment of the 2012-2016 PEE was contracted by other donors, rather than GPE/FTI. Additionally, although a final draft of the ESA has not yet been completed, UNESCO conducted a policy review in 2017 that is helping to inform PEE development. (ii) MINEDH and donor partners have a strong working relationship, absent significant amounts of tension. This helps mitigate challenges associated with working on tight deadlines.

[95] The completion date for the 2020-2029 PEE was set for July 2019 for a number of reasons. First, plans must be approved by the Council of Ministers, which will disband prior to the October elections. Second, a completed plan may help the administration's political campaign prior to the election. Finally, the plan is necessary for the operationalization of the National Education Law. This was not the first time that government transitions have complicated the PEE development process. During the process of preparing the 2012-2016 PEE, stakeholders were rushing to reach MINEDH approval before a shift in government in 2011, but in the end had to obtain the new government's approval once the transition had been completed. While the process was time-intensive and difficult, it helped foster buy-in from the new government.

49. The evaluation noted one factor that **negatively** affected sector planning during the review period, beyond the previously-discussed deadline to complete the 2020-2029 PEE by July 2019. Namely, all MINEDH and donor stakeholders agreed that the departure of key individuals from MINEDH in recent years had constrained the sector's capacity for planning. These individuals were instrumental in leading planning activities, conducting strategic planning, and building confidence and a smooth working relationship with donor partners. With their departure, the planning capabilities of the MINEDH diminished, indicating a weakness in MINEDH's leadership pipeline. One MINEDH stakeholder also noted that donor capacity to support sector planning had also diminished over the last 10 years, as the number of education specialists on staff had decreased while the number of generalists had increased.

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

Finding 3: Mozambique has strong historical patterns of sector planning, demonstrating high levels of motivation and capability of producing planning documents. GPE support has integrated into these existing patterns to improve the quality of sector plans.

50. Mozambique has a long history of developing strong, evidence-based, and consultative education sector plans. Domestic political pressure ensures the regular development of education sector plans, which are developed through working groups consisting of MINEDH, donor, and CSO representatives. GPE processes have integrated into this already- strong sector planning landscape with the effect of improving the quality of education sector plans through the introduction of additional financing, quality assurance mechanisms, provision of planning guidelines that promote additional rigor and comprehensiveness, and improved use of data by supporting Education Sector Analyses.

51. Available evidence indicates that two of the five assumptions about sector planning underlying the GPE country-level of change **held true** in the context of Mozambique during the 2012-2019 period. The evaluation found that country-level stakeholders have the (i) capabilities and (iii) motivation to jointly improve sector analysis and planning. While MINEDH and donor representatives have noted a decrease in the capability for sector planning over the evaluation period, there is still sufficient capacity among MINEDH stakeholders to conduct consultative, evidence-based, and credible sector plans. Existing patterns of sector planning that precede GPE involvement demonstrate a precedent of motivation for developing education sector plans.

52. Three country-level theory of change assumptions were found to hold **partially true**: (i) stakeholders have the *opportunities* (resources, time, conducive environment) to improve sector analysis and planning, (ii) GPE has sufficient leverage within the country to influence sector planning, and (v) EMIS and LAS produce relevant and reliable data to inform sector planning. The push to complete the 2020-2029 PEE by July 2019 is severely hampering the ability of stakeholders to dedicate adequate time to all of the activities that should feed into the development of a quality PEE. Mozambique's long history of long, medium, and short-term sector planning indicates that GPE's funding requirements were not likely responsible for the development of sector plans. However, they did provide a valuable incentive to improve sector plan quality. While EMIS and LAS quality showed improvement over the review period, there are still some significant gaps that adversely affect the ability to conduct strategic sector planning. GPE ESPIG application requirements around having a credible sector plan have incentivized increased quality and use of data in sector plan development. EMIS data and nation-wide learning assessments, which were introduced in 2013, have been integrated into Mozambique's sector planning processes. In particular, disappointing learning assessment results have helped reorient sector plans toward quality. However, significant data gaps remain, for example around pre-school enrollment. While a large amount of data is regularly collected, much of it is not analyzed and some is considered unreliable. EMIS data is not effectively used to guide strategic decision-making or resource management.

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3.3 GPE contributions to mutual accountability through sector dialogue and monitoring

Overview

53. This section addresses the following evaluation questions:

- Have sector dialogue and monitoring changed during the 2012-2019 review period? If so, then how and why? If not, why not? (CEQ 2.1 and 2.2)
- Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector dialogue and monitoring? (CEQ 3.1)
- What are implications of evaluation findings for GPE support to Mozambique? (Key Question IV)

54. A high-level overview of evaluation findings on sector planning is provided in Table 3.5. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.5 Overview: CLE findings on sector dialogue and monitoring, and related GPE contributions

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING TOC ASSUMPTIONS LIKELY HELD TRUE[96]			
Sector Dialogue: Stable – Dialogue processes are strong but did not show marked change over evaluation period, apart from small improvements in CSO inclusion. However, there remains considerable room for improvement in dialogue effectiveness and efficiency.	**Low:** GPE activities and administration have integrated smoothly into Mozambique's already-strong sector dialogue mechanisms. GPE has not altered or strengthened these structures.	1	2	3	4
Sector Monitoring: Improved – the introduction of a learning assessment system has led to an improved understanding of education system status, also helping to motivate improvements in Annual Review Meeting (RAR)[97] processes and monitoring frameworks	**Modest:** The addition of DLIs based on GPE funding requirements contributed to a strengthened RAR monitoring framework. GPE guidelines on conducting JSRs also supported RAR process improvements.				

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

[97] *Reunão Anual de Revisão* (RAR), or Annual Review Meeting. This meeting serves the purpose of a Joint Sector Review (JSR).

Characteristics of sector dialogue during the 2012-2019 review period

Finding 4: Mozambique's education sector dialogue mechanisms are active and inclusive of donors and civil society. In practice, however, dialogue is overly centralized, provincial-level actors rarely participate, and dialogue is frequently more procedural than strategic.

55. The Mozambican education sector is coordinated by a large number of dialogue mechanisms that are active at various levels, which are summarized in Table 3.6. The organization of sector dialogue mechanisms has not seen significant change over the 2012-2019 review period.

56. Sectoral dialogue is centered around several major bodies. The *Grupo Conjunto de Coordenação* (GCC), or Joint Coordinating Group, consists of the MINEDH permanent secretary, key MINEDH departmental leads, the three members of the Donor Coordination Team (the troika), and three civil society representatives, and meets on a monthly basis to discuss sector progress, financing, key issues raised by working groups, and other significant issues. While regular GCC meetings serve as high-level discussions of sector management and progress, Local Education Group (LEG) [98] meetings, which include all donor partners, CSO representatives, and MINEDH department-level leadership, serve operational and knowledge-sharing functions. In these meetings, all stakeholders working in the education sector receive relevant updates and discuss opportunities for coordination. Three times a year, LEG meetings take the form of the GCC-*Alargado* to review sector progress, determine sector goals, and develop an annual plan of activities (PdA). Donor coordination in the GCC, LEG, and other fora is led though a "troika" system, whereby various donor organizations rotate annually[99] through the positions of current chair, incoming chair, and outgoing chair. The troika chair is also the GPE Coordinating Agency, which therefore rotates annually.

Table 3.6 Overview of coordination bodies and meetings in Mozambique

BODIES	MANDATE	MEMBERSHIP	ACTIVITY
***Grupo Conjunto de Coordenação* (GCC)**	An operational meeting that raises and discusses issues surfaced in working group meetings. Discusses sector progress. Receives updates on key studies, the FASE financial status, and sector planning.	Chaired by the MINEDH permanent secretary[100]; includes troika members, Directorate of Administration and Finance (DAF), Directorate for Planning and Coordination (DIPLAC), and three seats	Meets on a monthly basis. The RAR and two annual GCC-Alargado meetings take the place of the GCC in March, October, and December, respectively.

[98] With its establishment in the 1990s, the Local Education Group (LEG) predates FTI and GPE membership. MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014., p. 34

[99] The annual rotation follows the *Reunão Anual de Revisão* (RAR) in March. Troika members pass sequentially through the incoming, current, and outgoing roles in order to preserve institutional memory and experience, while gradually onboard the incoming troika member.

[100] Global Partnership for Education (GPE). "Mozambique QAR Phase 1: Initial Program Consultation", November 2014.

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BODIES	MANDATE	MEMBERSHIP	ACTIVITY
		for civil society, represented by MEPT.[101]	
Local Education Group (LEG)	LEG meetings serve knowledge-sharing and operational purposes. Important sectoral updates, including results from important studies, are shared. The LEG also supports the development the ESP and holds discussions on other key tasks.	Chaired by the MINEDH Permanent Secretary. Composition: MINEDH, donors, and civil society organizations[102]	Supposed to meet on a bi-monthly basis, although meetings are sometimes irregular. Additional LEG meetings are called as needed, for example around ESP development. The RAR and two annual GCC-Alargado meetings serve as the LEG meetings in March, October, and December.[103]
GCC-Alargado	GCC-Alargado meetings serve to review sector progress; review targets with donor partners; and bring stakeholders to agreement on the following year's Action Plan (PdA) and FASE expenditures.[104]	All LEG members.[105] Eighty stakeholders were slated to attend the December 2018 GCC-A. 15 seats were allocated to MEPT (civil society).	Meets twice a year to review targets with partners (September / October) and to present the next year's plan and budget, and three-year operational plan (December) [106]
Donor Coordination Team	Coordinate the work of donor partner organizations with MINEDH.	Composed of three donor partners that contribute to FASE. Form a "troika", with a current chair, incoming chair, and outgoing chair rotating annually following the RAR in March.[107]	Meets informally on a weekly basis.

[101] Global Partnership for Education (GPE). "Republic of Mozambique: Quality Assurance Review – Phase III – Final Readiness Review", March 27, 2015.; Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016., p.48

[102] Global Partnership for Education (GPE). "Republic of Mozambique: Quality Assurance Review – Phase III – Final Readiness Review", March 27, 2015.

[103] Note that there are disagreements between actors regarding the relationship between the LEG and other meetings and bodies. For example, there is some disagreement around whether GCC-Alargado should be seen as a meeting or a body, and whether it is a meeting that includes all LEG members, or is indeed a meeting of the LEG.

[104] MINEDH. Draft Terms of Reference, GCC-Alargado, December 2018.

[105] This includes members from the MINEDH Consultative Council (Conselho Consultivo), working group technical leads, representatives from bi- and multilateral donors, 10 spaces for MEPT members, and members of other government ministries. MINEDH, Draft Terms of Reference, GCC-Alargado, December 2018.

[106] Global Partnership for Education (GPE). "Republic of Mozambique: Quality Assurance Review – Phase III – Final Readiness Review", March 27, 2015.

[107] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016., p.50

BODIES	MANDATE	MEMBERSHIP	ACTIVITY
Local Partners Group	Coordinate the support of international partners and local CSOs	Includes development partners and civil society representatives	Meets on a bi-monthly basis. Chaired by the Coordinating Agency (head of the Troika) [108]
Sector and Thematic Working Groups	Stakeholders participate in four sector working groups[109], as well as five thematic working groups[110] that cover cross-cutting issues. WGs monitor progress and compliance with targets, support sector plan implementation by providing experience and technical inputs,[111]discuss sub-strategies and approaches, and support sector plan development.[112]	Chaired by director of most relevant MINEDH directorate, who also serves as government focal point. Donors appoint a second focal point.[113] Membership consists of ministry staff and education specialists from donor and civil society organizations.[114]	Working groups meet on a monthly basis

57. There is a broad consensus that education sector dialogue mechanisms are strong,[115] particularly compared to dialogue mechanisms for other sectors in the country, and are appropriate for the context. An assessment of the functionality of sector dialogue mechanisms (2016) concluded that they were essentially sound and that institutional forms did not need to be adjusted, although some of the workings of the mechanisms in practice need improvement.[116]

58. Sector dialogue mechanisms show the following areas of **strength**:

a. **International partners**, as well as the FASE financing mechanism, **are fully integrated into sector dialogue mechanisms**, and non-FASE donors and civil society organizations are included as well.

[108] Global Partnership for Education (GPE). "Republic of Mozambique: Quality Assurance Review – Phase III – Final Readiness Review", March 27, 2015.

[109] Primary Education; Secondary Education; Literacy and Adult Education; and Administrative and Institutional Development

[110] Planning and Financial Management; Human Resource Development; Teacher Training; School Construction; and Crosscutting Issues (gender equality, climate impacts, school feeding, health/HIV)

[111] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016., p.12

[112] Ibid, p.48

[113] Ibid, p.49

[114] MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 26

[115] The 2016 FASE Review Report calls the sector dialogue mechanisms "exemplary" (Source: Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 14).

[116] Ibid, p.14. For example, One donor representative characterized the 2018 GCC-Alargado as particularly challenging, yet conceded that they could not think of a better way of organizing the event.

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b. There is a consensus among donors and MINEDH stakeholders that **the relationship between donor partners and MINEDH is strong**,[117] which allows for conversations around difficult issues. FASE donors are not accorded additional privileges but generally occupy leadership roles in dialogue mechanisms because of their larger average size. [118]

c. MINEDH and donor stakeholders widely agreed that **the government is the primary driver of sector dialogue**, albeit with some limitations. As a symbol of this, working groups and other dialogue bodies are led by high-level MINEDH officials.[119] Moreover, MINEDH actors expressed that donors consistently seek to understand MINEDH priorities. Nevertheless, donors also bring their priorities to working groups, which can have the effect of redirecting government priorities and activities. Several donors also expressed a desire to see greater government leadership in identifying sector priorities.

59. While there is wide recognition that the institutional form of dialogue mechanisms follows best practices, stakeholders identified a number of **weaknesses** that prevent dialogue mechanisms from functioning as effective mechanisms for accountability and decision-making:

a. While many stakeholders see the general quality of discussions in dialogue meetings as good, the **meetings are also seen as time- and personnel-intensive**, placing a heavy burden on staff that are assigned to attend.[120] Because of the many layers of dialogue mechanisms, discussions can, at times, be redundant.[121] Often, the same individuals are responsible for participating in working groups and other meetings. Conversely, sometimes different organizational representatives attend working group meetings, limiting continuity. One donor representative asserted that because of the high workload, it is sometimes difficult to find donor partners that are willing to take on leadership positions in working groups. Furthermore, the heavy time commitment required means that smaller organizations, particularly from civil society, are frequently unable to dedicate staff to attend, meaning that their voices are less represented than those of larger organizations.

b. **Sector dialogue and monitoring activities are overly centralized** and do not adequately involve provincial and local actors. Provincial-level actors are largely not included in sector dialogue outside of the RAR. CSOs that do not have a strong presence in Maputo are also generally excluded from sector dialogue.[122]

[117] However, there is also a recognition that the donor-MINEDH relationship had weakened after the departure of several highly-trusted MINEDH staff in 2017.

[118] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p.12

[119] Several donors pointed out, however, that director-level actors are frequently involved in technical discussions that should be taking place at the level of specialists and data analysts. Policy discussions are overly centralized at both national and ministerial levels.

[120] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p.53-54

[121] However, stakeholders did not express that the dialogue mechanisms themselves were duplicative.

[122] Two donor stakeholders characterized sector dialogue as being disconnected from local realities and overly centralized. Several donor stakeholders also indicated that sector dialogue mechanisms at the provincial level and between central, provincial, and local levels are also weak, and that top-down and bottom-up feedback loops are not effectively connected.

c. Although dialogue mechanisms are inclusive in principle, **some civil society organizations are not able to participate fully or feel they are not full partners**.[123] In some instances, they are specifically invited to attend certain meetings, rather than being automatically included. Additionally, resource constraints limit their full participation in monitoring and dialogue. CSOs are invited to participate in joint monitoring visits to the provinces, but few have the resources to participate. They are also invited to participate in sectoral and thematic working groups, but because of their small size, few have staff with the capacity to regularly participate in frequent meetings. One CSO stakeholder expressed that only organizations with money are able to participate in practice because of these constraints.[124] In spite of their attendance not being restricted, other important stakeholders such as teachers' unions and private sector representatives likewise do not participate in regular meetings.

d. **Working group meetings focus too much on monitoring sector performance and not enough on discussing options, suggestions, and applicable lessons from international experience**.[125] One donor asserted that working groups often fail to offer practical, technical solutions to challenges facing the sector. Working group discussions also tend to be operational (i.e. focused on budget line items) rather than strategic (connecting implementation to learning outcomes). Another donor stakeholder argued that there are too many indicators being monitored by different donors, which places a high administrative burden on MINEDH, reduces prioritization on the most important issues, and complicates dialogue. This stakeholder felt that donors need to improve their prioritization among themselves, rather than each presenting a "shopping list" of priorities.

e. Although working groups play an active and vital role in sector dialogue, planning, and monitoring, **some working groups receive more support and attention than others**. As most donors are focused on primary education, the primary education working group may be attended by as many as 20 or 30 individuals. Conversely, topics such as adult education receive much less attention. The level of efficacy and functionality also varies between working groups. Additionally, many donor representatives who attend working groups are generalists rather than education specialists, limiting the specific contributions they are able to make in policy discussions.[126] Language limitations on the part of some donor representatives also constrain working group functionality.

[123] Additionally, partnerships with research institutions and universities are minimal, and teachers unions do not participate in working groups. Source: Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p.52

[124] During the review period, MEPT requested greater representation in dialogue mechanisms. As a result, MINEDH granted a greater number of seats on the GCC and GCC-Alargado to civil society organizations. The number of seats granted to MEPT on the GCC grew from one to three, while the number of seats on the GCC-Alargado grew to 15. Even so, some representatives from civil society organizations feel that they are not equal members of dialogue bodies.

[125] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p.53-54

[126] Ibid, p.53-54

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Strengths and weaknesses of sector monitoring

Finding 5: The revised Joint Sector Review (RAR) reporting model[127] introduced in 2017 has resulted in an increase in the amount of education data available in the system. However, this data is not yet being used systematically to make strategic decisions or understand reasons for system- or outcome-level change.

60. The Mozambican education sector includes several mechanisms for conducting joint sector monitoring and evaluation. On an annual basis, the LEG conducts an appraisal of progress toward PEE implementation for the previous year through the *Reunão Anual de Revisão* (RAR), or Annual Review Meeting. This meeting fills the function of the Joint Sector Review (JSR), and has taken place in March or April of each year since 2000.[128] Joint supervision missions to the provinces are conducted annually in October, and act as inputs into RAR discussions.[129] On an ongoing basis, technical working groups meet regularly to monitor and support interventions in specific thematic and sub-sectoral areas. Working group observations feed up to the GCC, whose mandate includes ensuring a regular flow of information between partners and MINEDH and following up on agreements and commitments. Finally, the World Bank conducts additional monitoring through their role as the GPE grant agent and supervising entity for FASE funds.[130]

61. The introduction of a national student learning assessment in 2013,[131] which had its second round in 2016,[132] represents a landmark improvement in the availability and quality of student learning data in the sector. Prior to 2013, nation-wide data on levels of student learning was unavailable. Education quality was assessed using output- and outcome-level indicators such as pupil-teacher ratio or student access to textbooks, while the national census collected data on literacy rates.[133] The 2013 learning assessment was the first measurement of student competency in Portuguese and showed astonishingly low levels of learning, including that only 6.3 percent of students could read and comprehend text.[134] Furthermore, while there was anecdotal evidence that teacher absenteeism was a serious problem, these suspicions were not confirmed until INDE's 2013 National Learning Assessment and the World Bank's 2015 SDI

[127] The first RAR was conducted in 2000.

[128] Ministry of Education. "Education Strategic Plan 2012 – 2016: 'Let's Learn!' Building competencies for a Mozambique in constant development", June 2012, pg. 116

[129] One donor stakeholder reported that the sequencing of annual monitoring activities, including the RAR and joint monitoring visits, are built around general budget support approval processes, but result in inefficiencies, such as data being lost between the October monitoring visits and the March/April RAR. As Mozambique no longer receives General Budget Support, another donor stakeholder suggested streamlining annual monitoring activities by, for example, condensing GCC-Alargado meetings or holding joint monitoring visits shortly before the RAR.

[130] MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 26

[131] The evaluation did not encounter evidence that GPE directly supported the introduction of the national learning assessment (NLA). The establishment of an NLA was called for in the 2012-2016 PEE (INDE, Avaliaçao Nacional da 3ª Classe, 2014). The World Bank's Project Appraisal Document that included FTI's 2011-2015 ESPIG did not mention support to learning assessments, but subsequent Implementation Status & Results Reports include the development of a LAS as an Intermediate Results Indicator.

[132] The assessment occurs every three years. A third round is anticipated in 2019.

[133] Ministry of Education. "Education Strategic Plan 2012 – 2016: 'Let's Learn!' Building competencies for a Mozambique in constant development", June 2012, pg. 70

[134] Instituto Nacional de Desenvolvimento da Educaçao (INDE)." Avaliaçao Nacional da 3ª Classe." 2014.

survey. These results were eye-opening to MINEDH and donor stakeholders alike and galvanized a reorientation of the system toward learning and school quality.[135]

62. Education data is collected on an annual basis in what is termed the March 3 school survey. This survey covers all public and private schools in the country, including teacher training institutes. Consequently, there is a significant amount of data available in the education system, but several donors expressed that much of it is not processed, analyzed, or fed back into the system to inform sector planning or plan implementation. Additionally, the 2018 UNESCO policy review asserts that this data is not sufficiently used to guide resource management decisions, and a culture around the strategic use of statistical data has not yet been developed.[136] While GPE's 2014 QAR1 report described the national EMIS as producing reliable and timely data, it also indicated the need to strengthen the EMIS over the medium and long term by improving its collection of disaggregated data on PEE implementation.[137]

63. Since it adopted a new approach for reporting on sector performance in RARs in 2017, Mozambique has seen some improvement in the quality of its annual sector reviews. Prior to that year, sector performance was measured based on the proportion of planned activities completed in a given year, and the national and subsectoral programs were rated as "satisfactory" or "not satisfactory" based on level of effort.[138] This measurement reflected favorably on sector performance, given its emphasis on output indicators, but was subjective (based on the judgment of each working group), overly generic, did not connect plan implementation to outcome-level indicators, and did not reflect prioritization of strategic issues. However, the 2013 Learning Assessment and 2015 Service Delivery Indicator studies revealed the alarming extent of challenges faced by the sector and the lack of learning taking place. The new round of GPE/World Bank funding in 2016 also included additional indicators and targets,[139] leading to an updating of the strategic matrix and reporting structure. These two factors led to an evaluation of the RAR approach in 2016 by MINEDH and donor partners, which also included an evaluation of the functioning of working groups. These processes led to the adoption of a new approach to conducting RARs that began in 2017 and is showing initial signs of increasing their quality.

[135] One MINEDH stakeholder asserted that because the results of the learning assessment were disseminated at the beginning of a new government's term, the government was receptive and responsive, which would not have been the case with a more established government.

[136] UNESCO. "Mozambique Education Policy Review – Draft", January 1, 2018, p. 81-82.

[137] Presentation at the April 11, 2017 RAR: "Avaliação Anual do Desempenho do Sector na Implementação do Plano Estratégico da Educação."

[138] Ibid.

[139] The updated strategic matrix for the primary sector included a sector-wide impact-level indicator, four results indicators for strategic objectives, and 17 activity- and output-level results indicators, including the 2015 ESPIG's four disbursement-linked indicators. Source: MINEDH. "A Escola é Nossa! Plano Operacional 2015 - 2018 do Plano Estratégico de Educação 2012 - 2019", February 2015. p. 77-78.

Table 3.7 JSRs in Mozambique have shown improvement over the review period

JSR QUALITY STANDARDS[140]	GPE RF SCORE[141]		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JSR AIDE-MEMOIRES, ETC.) AND CONSULTED STAKEHOLDERS[142]
	2016	2017	
Participatory and inclusive	Yes	No	• Includes representation from provincial-level officials, all MINEDH departments and other relevant line ministries, international partners, universities, and CSOs. • However, RARs include a limited number of seats for CSOs and do not always include representation from parent associations or the private sector.[143]
Evidence-based	No	No	• Although earlier RARs did not include all of this information, the 2018 RAR includes a situation analysis, a review of sector progress and achievement of PEE targets, domestic and international program expenditures, but is missing follow-up on previous RAR recommendations.
Comprehensive	Yes	Yes	• All RARs in the review period cover all education subsectors. 2017 and 2018 RARs report on relevant subsectoral indicators in greater detail than in previous years. They also comprehensively list sectoral activities by funding source (internal and external by funder).
A monitoring instrument	Yes	No	• The 2018 RAR includes descriptions of progress and areas of weakness in PEE implementation. It outlines budgetary execution and donor commitments, as well as broader sector trends for each subsector, focusing on sector priorities. It also monitors progress in meeting DLI targets. This represents an improvement over previous years, which omitted detailed descriptions of implementation problem areas and their connections to outcome-level indicators, but which nevertheless reported high levels of financial and outcome-level data.
Anchored in an effective policy cycle	N/A	Yes	• The 2018 RAR gives recommendations for reaching each of the priority targets identified by the 2015-2018 OP for each subsector, designates a responsible actor for each, and specifies a timeline. This is an improvement on RARs from earlier in the evaluation period, whose recommendations were less connected to PEE targets and did not elaborate plans for carrying out recommendations. Nevertheless, several donors expressed skepticism toward the idea that recommendations would actually be carried out.

[140] JSR quality criteria scored by GPE's Results Framework (RF) indicator 18. GPE, Results Framework Indicators, Methodological Guidelines, version 8, June 2017, p.47).

[141] Years listed in the table header are years of results framework data-collection, which scored the Mozambique RAR from the previous year (i.e., GPE RF 2016 scored the 2015 RAR. Note that each RAR reviews Mozambique's education sector performance for the previous year, such that the 2015 RAR evaluated sector performance in 2014). Only two years of GPE RF scores were available at the time of this review.

[142] The evaluator assessment covers the full duration of the review period (2012-2019), while the 2016 and 2017 GPE RF scores only cover the 2015 and 2016 RARs, respectively.

[143] Attendance of the 2018 RAR included: Central MINEDH staff (54 individuals); provincial MINEDH directors (11); representatives of cooperating partner organizations (20-25); civil society (10); other line ministries (8); universities (3). MINEDH. "Plano Estratégico De Educação. 19ª Reunião Anual de Revisão. Terms of Reference." 2018

64. The new RAR approach is built around a smaller number of priority indicators and targets from each subsectoral program to track more closely, which are based on the key objectives of the 2012-2016/2019 PEE. Each of these indicators is now rated based on a "stoplight system," which assesses the likelihood of meeting the targets by the end of the PEE period.[144] Working groups begin discussing and analyzing the performance of each sub-sector well before the RAR is held. The 2018 report also includes provincial-level indicators for the first time.

65. The previous RAR model stopped at measuring achievement of targets along a large number of activity and output indicators[145] and did not interrogate reasons for progress or lack of progress. In contrast, the new model incorporates discussions of factors underlying sector performance and forward-looking measures to improve on the previous year's performance. These measures have met with mixed success. In particular, donors expressed inconsistent sentiments regarding the degree to which monitoring data informs strategic discussion. One donor spoke of a cultural shift that is beginning to take place in the sector as more RAR discussions are focused on the factors underlying poor sector performance. Other donors expressed that while RARs now produce more and better information, this information is not necessarily linked to an understanding of factors underlying sector performance, especially at the provincial level. The evaluation team noted that stakeholders frequently struggled to name instances where RAR discussions or recommendations led to concrete changes in plan implementation. Although RARs produce recommendations for policy implementation and adjustment, these recommendations have not historically fed directly into sector plan implementation or sector improvement. There is little to no accountability for acting on the previous year's recommendations, and no continuity in recommendations between years.

66. Several donor and MINEDH stakeholders also felt that RARs, at just two days, are too short to be effective deliberative mechanisms. Some of these stakeholders noted that the RAR is also large, public, and political, further decreasing the likelihood that important decisions would be made. Instead, these stakeholders felt that RARs were primarily used to report back on sector progress to the assembled individuals. Relatedly, insufficient time is allocated to conducting joint monitoring visits to the provinces. Provincial education directors participate in the RAR but are not involved in other discussions.[146] Nevertheless, some donors are optimistic that strategic use of data is seeing gradual improvement. Several donors expressed hope that discussions focused around a smaller set of priorities will result in more strategic planning and decision-making.

[144] This system gives three possible ratings for each target. A "red" rating indicates a high risk of not reaching the target, and corrective measures are necessary. "Yellow" means that there is a medium risk of not reaching the target, and the activities of the Operational Plan should be accelerated or adjusted. "Green" indicates that progress toward reaching targets is on track (low risk). Presentation at the April 11, 2017 RAR: "Avaliação Anual do Desempenho do Sector na Implementação do Plano Estratégico da Educação."

[145] See Appendix VII for a non-exhaustive list of indicators tracked during RARs.

[146] One donor stakeholder reported that the sequencing of annual monitoring activities, including the RAR and joint monitoring visits, are built around general budget support approval processes, but result in inefficiencies, such as data being lost between the October monitoring visits and the March/April RAR. As Mozambique no longer receives General Budget Support, another donor stakeholder suggested streamlining annual monitoring activities by, for example, condensing GCC-Alargado meetings or holding joint monitoring visits shortly before the RAR.

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GPE contributions to sector dialogue and monitoring

Finding 6: GPE has integrated smoothly into the already-existing strong sector dialogue mechanisms without noticeably influencing them. GPE's major contribution to sector monitoring is through the introduction of additional Disbursement-Linked Indicators.

67. GPE has employed several financial and non-financial mechanisms to support sector dialogue and monitoring. Table 3.8 provides an overview of these mechanisms, grouped by whether they have made a significant, moderately significant, or insignificant contribution to mutual accountability in Mozambique. This grouping is indicative and does not constitute a formal score.

Table 3.8 GPE contributions to mutual accountability during the 2012-2019 review period

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **ESPIG variable tranche:** GPE's new funding requirement stipulates the introduction of disbursement-linked indicators, which were incorporated as part of the 2015-2018 OP. These indicators have been tracked through subsequent RARs. The selected DLIs were in line with MINEDH priorities, helped attract additional attention to these topics, and functioned as effective monitoring instruments.[147] • **GPE guidelines for ESP development**: These guidelines have contributed to improved donor coordination by moving donors away from pushing individual priorities toward uniting around a common framework. One donor indicated that GPE requirements have given donors additional leverage to lobby on behalf of priority policy issues. GPE funding requirements specify attention to issues such as gender equity and sensitivity, which align with and give greater weight to priorities emphasized by donors.
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **GPE guidance on conducting JSRs:** One donor stakeholder noted that GPE guidelines on conducting JSRs have helped improve the quality of RARs. Over the review period, RARs have come into greater alignment with these guidelines. Nevertheless, additional information is unavailable regarding the degree to which GPE guidance shaped RAR processes.
LIMITED/NO CONTRIBUTION TO MUTUAL ACCOUNTABILITY
• **CSEF funding:** CSOs assert that the funds received through CSEF grants are not commensurate with CSEF objectives and indicators – funding is insufficient to have a noticeable impact. Several CSO stakeholders expressed that by the time funds reach CSOs after passing through intermediary organizations, there is little left for implementation. • **Coordinating agency:** While the CA plays an important role in guiding sector dialogue, they already perform this function as the acting head of the partner troika. It is not clear how this role would be different in the absence of GPE. • **GPE Secretariat country lead attendance of RAR**: Representative from the GPE Secretariat have attended RARs. In 2018, their participation consisted of describing GPE grants and application processes. There is no evidence that this directly contributed to strengthening sector monitoring or dialogue. • **Global GPE events**: GPE supported Mozambique's participation in a number of global learning events and exchanges, including visits of DIPLAC members to other GPE-supported countries, and attendance of representatives from ministries of education from other GPE-supported countries at RARs. However, there is no evidence that these events strengthened sector dialogue or monitoring.

[147] GPEs variable tranche was not Mozambique's first experience with DLIs, as donors such as Germany and the World Bank had employed them as early as 2013.

68. The consensus among donor and MINEDH stakeholders is that sector dialogue would not look substantially different in the absence of GPE. Because GPE does not have a direct country presence and the sector's dialogue mechanisms are already strong, GPE does not contribute to sector dialogue as a bilateral actor outside of discrete moments in the sector planning cycle. GPE (originally FTI) was integrated into an already-strong sector dialogue mechanism.

69. Similarly, sector monitoring would largely look similar without GPE, with the exception of the DLIs developed to meet GPE funding requirements under the variable tranche. The variable tranche of the 2015-2018 ESPIG was tied to performance against the following indicators, with targets to be met by 2017:[148]

a. Number of districts with a pupil teacher ratio over 80 reduced to 2 (from a baseline of 12 in 2014);
b. 1,000 primary school managers participating in management training (from a baseline of 517 in 2014);
c. 20 percent of trained school managers evaluated based on performance (from a baseline of 0 percent in 2014); and
d. 6,600 teachers (1st and 2nd grade) participating in the new in-service teacher training program (from a baseline of 0 in 2014).

70. There is a consensus among donors and MINEDH representatives that the DLIs introduced through the 2015 ESPIG helped direct additional attention to issues such as pupil-teacher ratio and school manager training and evaluation. However, several donors also expressed skepticism about the quality of training and evaluation, adding that DLIs only measure whether trainings and evaluations were completed, not whether they had any effect. For example, while targets around training of school principals were met, the effectiveness of trainings was eroded by high turnover around principals. An evaluation of the effects of trainings was inconclusive because baseline data was not collected and because of high turnover,[149] but revealed weaknesses around trainers' use of didactics and course modules, a lack of collaboration among key stakeholders, and an absence of formative assessment.[150]

Additional factors beyond GPE support

71. Additional **positive** factors beyond GPE support that likely contributed to strengthening processes and mechanisms for mutual accountability include (a) the existence of the FASE funding mechanism (operational since 2003), which provides a basis of trust and collaboration between donors and MINEDH, fortifies donor confidence, and streamlines donor monitoring, which includes ESPIG monitoring; (b) the World Bank's Public Financial Management for Results (PFM4R) project, which also introduced DLIs around on-time disbursement of school grants; and (c) the introduction of national student learning assessments in 2013 and 2016, and the 2015 Service Delivery Indicator study, which motivated an evolution in the RAR's monitoring framework and prompted a greater sector-wide orientation toward learning.

72. Additional **negative** factors which limited the basis for *mutual accountability* between key sector stakeholders include: (a) a high level of staff turnover in both MINEDH and donor organizations, as it takes

[148] MINEDH, "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 29

[149] World Bank, "Implementation Status & Results Report 16, MZ- Education Sector Support Program (P125127)." October 2018.

[150] World Bank, "Implementation Status & Results Report 15, MZ- Education Sector Support Program (P125127)." March 2018.

a considerable amount of time to update new staff on sector context and procedures, making dialogue mechanisms less effective in the interim.

73. The evaluation did not surface any unintended negative or unplanned positive effects of GPE support to sector dialogue or sector monitoring during the period of the evaluation.

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

Finding 7: Mozambique's existing sector dialogue and monitoring mechanisms create a strong foundation for mutual accountability independent of GPE activities. Dialogue and monitoring mechanisms are much weaker at decentralized levels, indicating a potential direction for future GPE support.

74. Available evidence suggests that three out of the four assumptions about sector dialogue and sector monitoring underlying the GPE country-level theory of change (Appendix II) fully held in Mozambique during the 2012-2019 review period.

75. First, the assumption that (i) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning, is **partially true**. Mozambique's Local Education Group dates back to 1998, forming part of the country's long history of robust sector dialogue mechanisms. GPE has integrated seamlessly into existing mechanisms, facilitated by established donors and structures whose activities were already filling GA and CA roles at the time of GPE's introduction to the sector. GPE's influence in areas such as sector planning demonstrate the leverage that GPE has in Mozambique, but it has not needed to exert such leverage to support the development of robust dialogue mechanisms. This should be seen as an indicator of sector strength – the institutional structure of sector dialogue mechanisms already functions well and has not needed significant GPE support.

76. Relatedly, the evaluation found that the assumptions that country-level stakeholders have the (ii) *capabilities*, (iii) *opportunities* (resources, time, conducive environment), and (iv) *motivation* (incentives) to work together to solve sector issues **hold true** in the Mozambican education sector. Mozambique's dialogue mechanisms in the education sector are examples of strength in comparison to other sectors domestically and in comparison to education sector dialogue in similar countries. FASE acts as a strong mechanism for donor coordination, and GPE's support has integrated smoothly. While national dialogue and monitoring mechanisms are not without weaknesses, internal assessments have found their structures to be fundamentally sound.

77. Donor and CSO stakeholders noted the disparity between the strength of dialogue and monitoring mechanisms at centralized levels, and their weakness at the province and district level. CSO stakeholders in particular indicated that additional financial support, including CSEF funding could be particularly impactful if directed to advocacy at a local level. Although dialogue mechanisms are largely inclusive and participatory, they are also overly centralized. Provincial and district education offices have infrequent opportunities to influence national education dialogue, and CSOs without a heavy presence in Maputo are generally excluded as well.

3.4 GPE contributions to sector financing[151]

Overview

78. This section addresses the following evaluation questions:

- How has education sector financing (domestic and international, quantity and quality) evolved during the 2012-2019 period under review? (CEQ 1.5)
- Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If so, then how? If not, then why not? (CEQ 1.6) Have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)
- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector financing? (CEQ 3.1)
- What are implications of evaluation findings for GPE support to Mozambique? (Key Question IV)

79. A high-level overview of evaluation findings on sector financing is provided in Table 3.9. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.9 Overview: CLE findings on sector financing and related likelihood of GPE contributions

PROGRESS MADE TOWARDS MORE/BETTER EDCUATION SECTOR FINANCING					LIKELIHOOD[152] OF GPE CONTRIBUTIONS TO[153]:			UNDERLYING ASSUMPTIONS APPLIED?[154]	
Total domestic education expenditure	Education share of domestic budget	Met 20% Goal?[155]	Total intl. education financing to country	Quality of intl. financing	Share of domestic financing	Amount of intl. financing	Quality of intl. sector financing	GPE has leverage on domestic finance	Context permits domestic or ODA improvement
Increase btwn 2012 to 2015, **decrease** in 2016	**Stable** overall between 2011 and 2017	**Yes**, consistently between 18 – 22%	**Decrease** overall between 2012 - 2019	**Stable** between 2012 - 2019	**Limited**.	**Modest**.	**Modest**.	1	2

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

[152] Note that, different from similar tables in previous chapters, the summary focuses on the 'likelihood' rather than the 'degree' of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

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

[154] For sector financing, the two underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* to influence the amount and quality of domestic education sector financing, and (2) *External (contextual) factors* permit national and international stakeholders to increase/improve the quality of sector financing.

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

Characteristics of sector financing during the review period

Finding 8: Government spending on education in Mozambique has remained high, at around twenty percent of total government expenditure, for over a decade, with a drop in real terms in 2016 due to a national debt scandal. Government education expenditures are likely to remain high due to demographic and political pressure to support teacher salaries. In the last three years, internal financing covered approximately 90 percent of the costs of PEE implementation.

80. **Education spending as a share of total domestic expenditure, GDP, and per capita**: As shown in Table 3.10, the education sector has historically received a high proportion of total government budget expenditure. The country averaged 19.5 percent of the government budget to education in the period 2009 to 2013, within reach of GPE's 20 percent requirement, and high relative to Sub-Saharan African (SSA) countries averaging 16.7 percent from 2008 to 2016.[156] Between 2009 and 2014, the growth in the volume of domestic education sector expenditure slightly outpaced growth in the country's economy, rising as a ratio of Gross Domestic Product (GDP) from 5.6 percent in 2009 to 7.1 percent in 2014.[157] Mozambique saw a higher average of 6.2 percent of GDP to devoted to education in the 2009 to 2013 period, compared to 4.2 percent of GDP for low-income countries and 4.3 percent for sub-Saharan African countries during the same time.[158] Per capita spending on education in Mozambique increased in real terms by 44 percent from US$25.8 to US$37.4 from 2009 to 2015, exceeding the average per capita cost of education of US$24 in low-income countries.[159] Annual household spending on education increased from USD$ 11 ($2.39 per child) in 2008-09 to USD$ 106 ($23 per child) in 2014-15.[160]

[156] World Bank. "Mozambique Public Expenditure Review: Education 2016", Education Global Practice, Africa Region, April 2017, p. 19 – 20; UNICEF. "Budget Brief 2017: Education. Mozambique", p. 5; MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar", República De Moçambique, Abril de 2019, p. 45.

[157] UNICEF. "Budget Brief 2017: Education. Mozambique", p. 5.

[158] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 19 – 20; MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 8.; MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar", República De Moçambique, Abril de 2019, p. 45.

[159] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 19 – 20.

[160] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar", República De Moçambique, April 2019, p. 49. Author's conversion from nominal Mt to constant 2016 USD. Household education expenditures represented 1.1% of the family budget in 2014-15 compared to 0.7% in 2008-09. As of 2014-15, average monthly spending on education was higher in urban areas compared to rural areas.

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Table 3.10 Domestic sector financing as a share of total government expenditure and GDP has remained relatively stable from 2009 to 2015[161]

CATEGORY	2009	2010	2011	2012	2013	2014	2015	TREND
Education Share of Total Government Expenditure (TGE), % (IMF definition)[162]	19.1	19.8	19.5	20.0	19.1	17.3	19.9	Stable
Education expenditure share of GDP, %[163]	5.6	6.0	6.2	6.3	6.8	7.1	7.1	Rising
Per capita education expenditure, US$[164]	25.8	25.2	33.4	37.3	40.4	44.1	37.4	Rising

81. The share of domestic expenditure in total education sector spending increased from 65% in 2009 to 86% in 2013, consistent with the overall government policy to reduce dependency on donor funding.[165] During this period, domestic resources to education benefited from increased internal revenues (primarily tax-based) and overall high economic growth figures.[166] Despite an economic slowdown beginning in 2015, the Government of Mozambique remained committed to financing education.

[161] This table draws on data from the 2016 Mozambique Public Expenditure Review and from GPE's Results Framework (Indicator 10). Other available sources include UNICEF Budget Briefs for 2017 and 2018. UIS data were available only for the year 2013, and are consistent with the 2016 Public Expenditure Review data cited in Table 3.10 for Education Share of Total Government Expenditure and Education expenditure share of GDP. In general, financing data are less readily available for the more recent years of the review period (2016 – 2019), though the draft Education Sector Analysis does report some data for 2016, 2017 and 2018. If actual costs are not available, projected or budgeted costs are reported here instead. In some instances, the evaluators also included available data for years outside of the review period (e.g. 2008 – 2011) when it helps illustrate trends.

[162] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 19 – 20.

[163] Ibid.

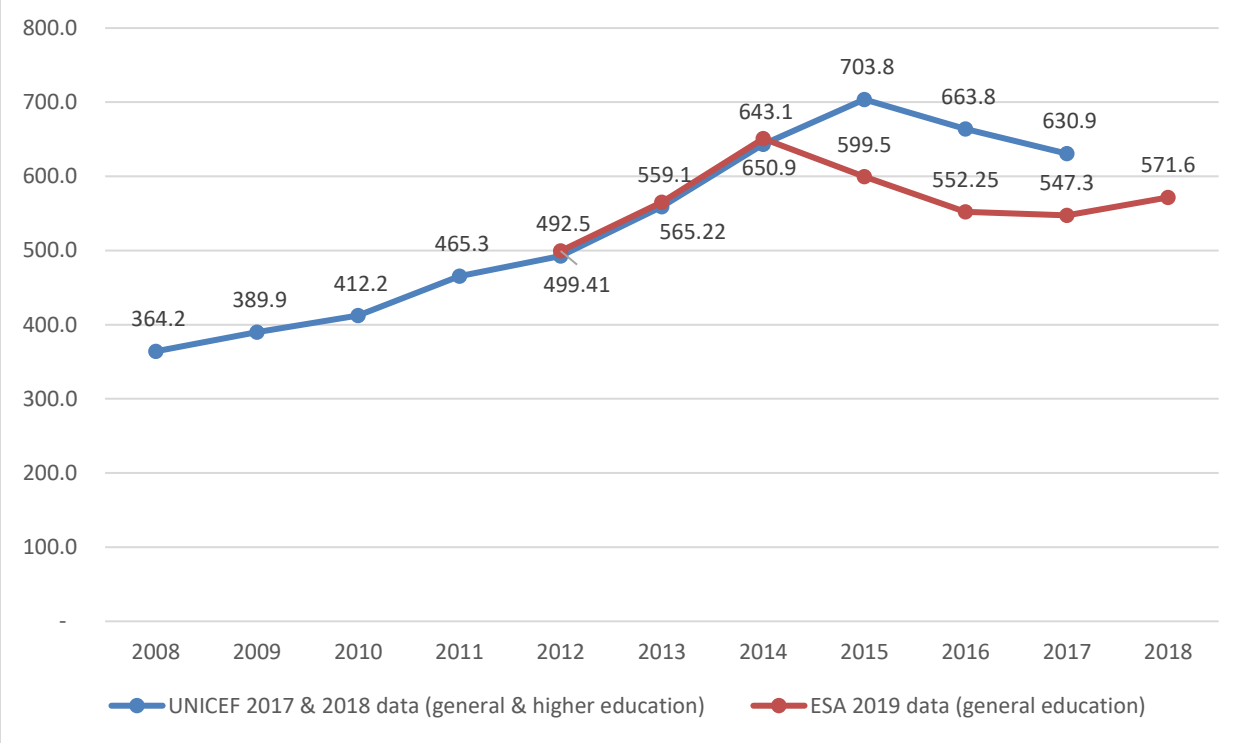
[164] Ibid; Table 1.1, data via MINEDH

[165] MINEDH). "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, p. 8

[166] Ibid; UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 5.

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Figure 3.1 Domestic education expenditures, constant US $ millions, 2016



Source: Author's own calculations. Original data in current Meticals was deflated using Mozambique's annual average CPI (IMF) and converted to U.S. dollars using December 2016 exchange rate (U.S. Treasury).[167]

82. **Effects of debt crisis and economic slowdown on domestic education expenditure:** In absolute terms, sector expenditure increased steadily in the period 2009 to 2013, in line with strong national economic growth of 8 percent.[168] However, primarily due to a debt scandal in 2016, Mozambique's economic performance decelerated to its slowest pace since 2009, causing 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 have led to a subsequently slower pace of growth during 2016.[169] This economic and fiscal crisis has resulted in acute budgetary pressures and

[167] Education expenditure data reported in UNICEF 2017 and 2018 budget briefs includes both general and higher education, and was originally sourced from the General State Account (Conta Geral do Estado, or CGE in Portuguese) for 2008 – 2016, Budget Execution Reports (abbreviated "REO" in Portuguese) for 2017, and the 2018 State Budget (abbreviated "LOE"). The 2019 ESA (p. 48, Table 6) reports on budgeted and executed education expenditures (executed are used here) for 2012 to 2018, but unlike the UNICEF data, includes only general education and excludes higher education. Puzzlingly, education expenditure data (in current Meticals) from these two sources is nearly the same for the years 2012, 2013 and 2014, but ESA data is significantly lower for 2015, 2016, and 2017, as shown in the trendlines in Figure 3.1. The reasons for this discrepancy are unclear, but trends for both data sources are consistent with the effects of Mozambique's economic deceleration leading to less absolute domestic spending on education.

[168] MINEDH. "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014.

[169] World Bank. "International Development Association Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector

Government reduction of overall domestic investment spending by 30 percent in 2016.[170] Social sectors, including education, have been relatively protected from considerable cuts, with the Government committing 23 percent of its annual budget to the education sector in the 2017 State Budget. However, this increase in the budget share allocated to education did not translate into larger net amounts of public funds to the sector because of diminished overall public spending, significant inflation, and a weakening Metical.[171] As a result, domestic education spending (in real terms) declined from 2015 to 2016, as seen in Figure 3.1 above.

83. **Sector plan funding**: The PEE receives both internal and external funding. In spite of the 2016 crisis and slowdown, the Government of Mozambique has maintained high levels of domestic funding to support the implementation of the PEE. The costs of implementing the PEE were estimated at US$ 4.5 billion for the 2016 to 2019 period, with 90 percent financed through internal budget, 7 percent through FASE, and the remainder through bilateral and multilateral projects.[172] In 2017, the sector anticipated a small financing gap for 2017 to 2019 due to several factors, including the impacts of slower economic growth on overall public spending, less World Bank IDA financing than expected, and the need to scale up school-level activities in vulnerable areas to mitigate the effects of the economic and social crisis on enrollment and retention.[173]

Table 3.11 Education sector plan costs, funding, and funding gap as of 2015 ESPIG application (in US$ millions)[174]

TYPE	ACTUAL VALUES			TARGETED VALUES					TREND
	2012	2013	2014 (BUDGETED)	2015	2016	2017	2018	2016 - 2018	
Education Sector Plan cost, US $ millions	968	1046	1188	1337	1435	1547	1676	4658	Rising
Domestic funding, US $ millions	809	882	n/a	1102	1260	1381	1516	4157	Rising
External funding (excl. funds requested in ESPIG app), US $ millions	159	164	251	150	124	124	128	375	Rising
Funding gap (exclu. funds requested in ESPIG app), US $ millions	n/a	n/a	n/a	85	51	42	32	126	Fluctuating

Support Project", Report No: PAD2135. World Bank Education Global Practice, Africa Region, Washington, DC, May 11, 2017, p.2

[170] Ibid, p.3

[171] Ibid; UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.).

[172] World Bank. "International Development Association Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector Support Project", Report No: PAD2135. World Bank Education Global Practice, Africa Region, Washington, DC, May 11, 2017, p. 59

[173] Ibid, p.9

[174] MINEDH. "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014., table p. 8

TYPE	ACTUAL VALUES			TARGETED VALUES					TREND
	2012	2013	2014 (BUDGETED)	2015	2016	2017	2018	2016 - 2018	
Projected funding gap, US $ millions[175]	n/a	n/a	n/a	85	33	33.5	8.5	75	Fluctuating
GPE support as % of external funding, US $ millions	13%	17%	16%	0%	13%	15%	11%	13%	Fluctuating

84. **Recurrent versus capital expenditures**. In Mozambique, recurrent expenditures of salaries, basic goods, and services for public schools at all levels of education are exclusively financed through domestic resources.[176] While capital expenditures are technically financed with both internal and external resources, interviewed donor and ministry stakeholders confirmed that the government has limited resources for capital expenditures, with recurrent expenditures constituting 93 percent of domestic education expenditure in 2013 and capital expenditures of only 7 percent.[177] From 2009 to 2014, the balance of education inputs in Mozambique shifted further in the direction of recurrent expenditures, due to a disproportionate increase in labor costs at the expense of goods and services, with labor's share of primary education spending reaching 82 percent in 2012.[178] In the 2017 education budget, around 80 percent of resources will be devoted to recurrent expenditures and 20 percent to capital.[179] Given that capital expenditures (predominantly school construction and physical inputs to education) can be considered investments aimed at improving the sector's long-term productivity and efficiency, low relative spending on capital expenditures poses the risk that construction and renovation of education infrastructure and the provision of learning materials fail to keep pace with growth in student enrollment and retention.[180]

85. **Allocations by sub-sector[181]**. Government education expenditures have prioritized basic education (primary and secondary education[182]), with two-thirds of public education spending absorbed by these levels. From 2009 to 2013, education expenditures to primary education as a percentage of total government education expenditures consistently exceeded the 45 percent recommended by GPE.[183] An

[175] The evaluators calculated the total projected funding gap for the years 2015 to 2018 by subtracting actual amounts of ESPIG funding disbursed by GPE in those years from the 2015 ESPIG Application's projection of the funding gap (which excluded funds requested in Mozambique's 2015 ESPIG Application).

[176] MINEDH. "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014., 8.

[177] Ibid, table on p. 7.

[178] World Bank. "Mozambique Public Expenditure Review: Education 2016", Education Global Practice, Africa Region, April 2017, p. 34 – 35.

[179] UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 8.

[180] Ibid., p. 9.

[181] Data sources differ on reported share of primary education in the total education budget. Mozambique's 2015 ESPIG Grant Application Form reports a historically higher share for primary education in the total budget (53 percent in 2012, 51 percent in 2013, 49 percent in 2014). However, this discrepancy does not change the general trend for this indicator.

[182] Because pre-primary education has not been fully integrated as a part of basic education in Mozambique, the majority of investment in basic education goes to the primary level.

[183] GPE recommends that countries with a primary completion rate below 95 percent allocate at least 45 percent of government education expenditures to primary education. World Bank. "International Development Association

increase in the absolute amount of public spending on primary education from Mt 8 billion in 2009 to Mt 13 billion in 2014 still amounted to a small decrease in the percent of the total public budget for education spent on the primary level, from 48.6 percent in 2009 to 44.1 percent in 2014 (as shown in Figure 3.2 below).[184] This translates into US$91[185] per student for primary education in 2014, which is only about 20 percent of GPE's estimate of the annual cost of educating a child for a year in a developing country.[186] During the same period, both secondary education expenditures and higher education expenditures increased, from 16.2 percent in 2009 to 23.0 percent in 2014, and 15.3 percent to 18.4 percent, respectively.[187] In 2018, general education made up 82 percent of the sector's total budget, while 18 percent was allocated to higher education.[188] Expenditure per student increased in real terms faster in secondary education than primary, doubling for secondary education while increasing one and a half times for primary.[189]

Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector Support Project", Report No: PAD2135. World Bank Education Global Practice, Africa Region, Washington, DC, May 11, 2017, p. 50.

[184] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p., 30 - 31 (Fig 2.2).

[185] The discrepancy between this figure and the US$ 44.1 cited in Table 3.10 is due to the fact that this calculation includes only primary education and uses the primary school-age population as the denominator, while the data in Table 3.10 reflects education expenditures for all levels and uses the total inhabitants of the country as the denominator.

[186] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 33. US$478 in 2016 dollars, based on a conversion of the US$457 in 2012 dollars cited in this post: https://www.globalpartnership.org/funding/education-costs-per-child, retrieved March 14, 2019.

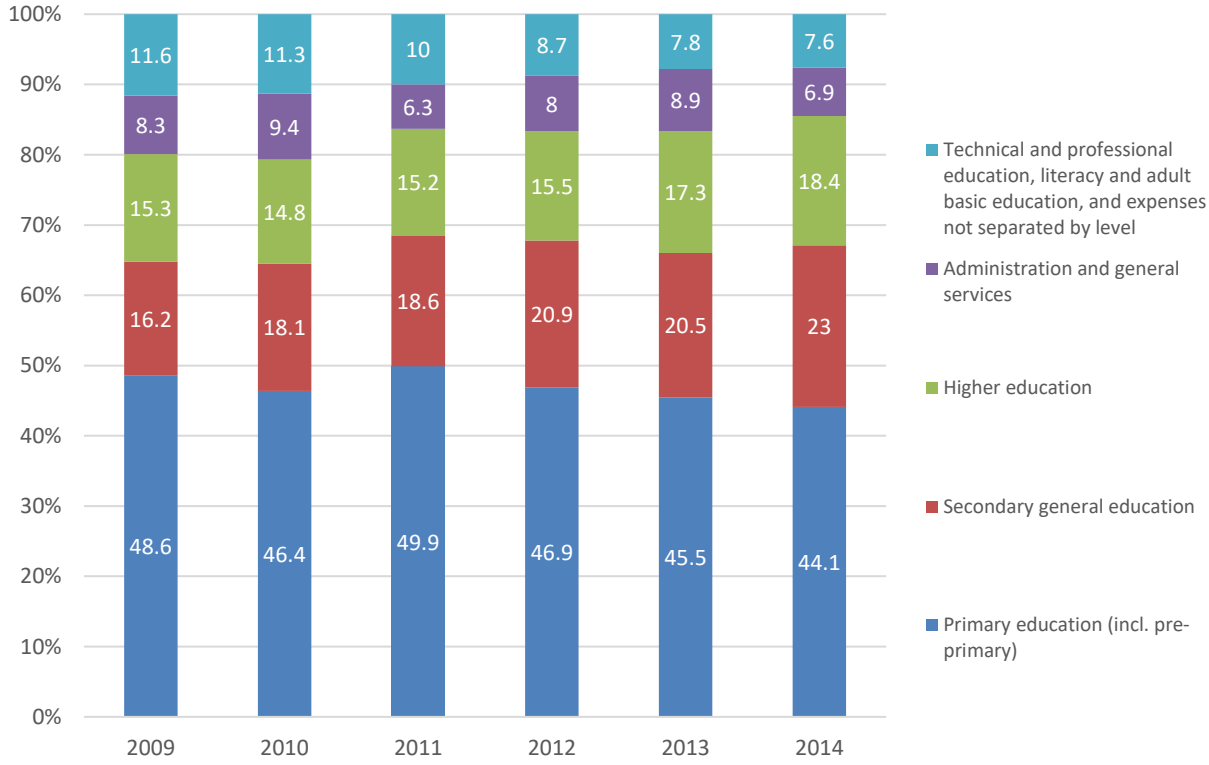
[187] Ibid, 31 (Fig 2.2 Ed expenditure by level).

[188] MINEDH. "Análise do Sector de Educação (ESA) - Relatório Preliminar", República De Moçambique, April 2019, p.45.

[189] World Bank. "Mozambique Public Expenditure Review: Education 2016", Education Global Practice, Africa Region, April 2017, p. 33.

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Figure 3.2 Domestic education expenditures by level as a percentage of total domestic education expenditures, 2009 - 2014[190]



86. **Government budget execution rates.** The education sector has executed, on average, 92 percent of its budget between 2008 and 2016, which is higher than the average State Budget execution rate of 87 percent over the same period. [191] The Government executes, on average, 99 percent of the recurrent education budget, which is predominantly composed of teacher salaries, and 95 percent of the capital budget.[192] The capital budget is divided into "internal investment" and "external investment," with only 71 percent of the latter (e.g. donor funding) executed on average.[193]

87. **Decentralization of government education spending.** Government education spending in Mozambique is highly decentralized, with the majority of education resources executed at the district

[190] World Bank. "Mozambique Public Expenditure Review: Education 2016", Education Global Practice, Africa Region, April 2017, p. 31 (Fig 2.2 Ed expenditure by level), Boost Education Module.

[191] UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p.11

[192] The State Budget divides education expenditures into two categories: recurrent and investment. "Recurrent" describes spending on salaries, remunerations, goods and services, operating costs, transfers, and financial operations. "Investment" (i.e. capital expenditure) describes spending aimed at improving the sector's long-term productivity and efficiency (such as school construction). Recurrent expenditure is exclusively financed through internal resources, whereas investment is funded both internally and externally. All external funding is recorded in the budget as "external investment," when in fact some portion of it may be dedicated to recurrent functions. For more information. Ibid, p. 8.

[193] Ibid, p. 11. The UNICEF 2017 Budget Brief cites tardy and incomplete donor disbursements, as well as incomplete donor reporting on projects, as the reasons for this lower execution rate.

level since 2011.[194] In the 2017 education budget, 57 percent was allocated to districts, 23 percent to the central level, and 21 percent to provinces. The share allocated to districts has increased from 41 percent in 2011 to 57 percent in 2017. It is important to note, however, that changes in share sizes over time for central, provincial, and district levels are also partially due to the addition of certain education institutions to the education sector composition as well as the deconcentration of other institutions from a higher to lower territorial authority.[195]

Finding 9: While the overall volume of donor funds decreased during the review period, Mozambique depends on external financing for key capital and non-personnel recurrent expenditures under the PEE, constituting 7 percent of sector plan funding in the 2016 to 2019 period. External financing is primarily provided via a donor pooled fund, FASE, which is PEE-aligned, well-coordinated and the preferred financing mechanism of government and donor partners. FASE also includes results-based financing, which has potential to strengthen accountability in Mozambique but increases complexity and threatens to undermine funding predictability.

88. Mozambique received annual ODA to all sectors within the range of US$ 1.0 – 1.7 billion between 2012 and 2017, with anywhere from 6.7 percent to 13.9 percent of that annual amount flowing to education. Among African countries, Mozambique received the eighth highest average ODA (US$ 1.8 billion) from 2014 - 2016.[196] Fluctuations in ODA to education have loosely tracked those of overall ODA flows in Mozambique. From 2012 to 2017, education attracted an average of 9.7 percent of total development financing. From 2014 to 2017, roughly 40 to 50 percent of annual education ODA went to basic education.[197]

Table 3.12 Overseas Development Assistance Flows, all sectors vs. education, US$ millions

FLOW	2012	2013	2014	2015	2016	2017	TREND
Total ODA, all sectors, million US$	1184	1476	1263	1338	1093	1379	Fluctuating
Total education ODA, million US$	97	148	84	122	152	144	Fluctuating
Education ODA as % of total ODA	8.2%	10.0%	6.7%	9.1%	13.9%	10.4%	Fluctuating

Figures in million US$, constant 2016 values (Source: OECD-CRS, 2019. All figures adjusted to include GPE ESPIG contributions).[198]

[194] UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 11

[195] Ibid.

[196] OECD. "Development Aid At A Glance. Statistics by Region. 2. Africa, 2018 Edition," 2018, p. 6. Accessed at: http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/Africa-Development-Aid-at-a-Glance-2018.pdf,

[197] OECD Creditor Reporting System (CRS) data, https://stats.oecd.org/Index.aspx?DataSetCode=CRS1 accessed March 11, 2018.

[198] OECD-CRS data for total education ODA reported here differs substantially from the external funding for the Education Sector Plan cost reported above in Table 3.11 from the 2015 ESPIG Application prepared by MINEDH. OECD data are lower than those cited in the 2015 ESPIG application for the years 2012 to 2015, but higher for 2016 to 2018. It is important to note that data for 2015 to 2018 shown in Table 3.11 are targeted values, not actuals.

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89. **Sector pooled fund (FASE) and other funding modalities.** In Mozambique, education ODA flows primarily through the *Fundo de Apoio ao Sector da Educação* (abbreviated FASE), a multi-donor basket fund which became operational in 2003 and was conceived as an instrument for broad support to the PEE.[199] FASE absorbed large donor support that was formerly provided in project modalities, a major achievement for donor harmonization and alignment which helped make FASE by far the most important modality for aid to the education sector.[200] From 2009 to 2015, between 74 and 84 percent of external financing to education in Mozambique was channeled through FASE.[201] In interviews, both government and donor stakeholders affirmed that FASE is their preferred financing mechanism, citing its alignment to the PEE and government priorities, fungibility of funds, and efficiencies in administration and transaction costs. FASE funding is complemented by bilateral and multilateral project funding from several donors. See Table 3.13 below for details.

Table 3.13 External financing to education in Mozambique (in US$ millions) [202]

FLOW	EXECUTED						BUDGETED	PROJECTED			TREND
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	
FASE	111	123	135	123	136	88	58	120	97	67	Decrease after 2014
Bilateral Projects	36	34	33	24	22	32	1	30	25	20	Fluctuating
Total External	147	157	168	147	158	120	59	150	122	87	Fluctuating
Percentage FASE / total	76%	78%	80%	84%	86%	74%	98%	80%	80%	77%	Fluctuating

90. **Nine donors contribute through FASE, and their contributions support essential inputs to education in alignment with the PEE, including infrastructure, learning materials, teacher training, school grants, and more.** Nine donors currently contribute to FASE (as of March 2019).[203] Table 3.14 summarizes

Possible explanations for the discrepancy include differences in the funding flows that are counted under the OECD CRS methodology versus those counted by MINEDH in preparing the 2015 ESPIG application, or differences in methods used to deflate the data. The evaluators chose to report OECD-CRS data here because it is more complete, reporting actuals for six out of eight years of the review period, in contrast to the targeted values reported in the 2015 ESPIG Application data cited in Table 3.11.

[199] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 8 and 16. Inspired by the Paris Declaration on Aid Effectiveness and the objectives of ownership, harmonization, and alignment, FASE was originally designed to provide general support to expand the education system on a country-wide basis, in view of reconstruction needs after the war ended in 1992 and in light of the call for Education for All and Universal Primary Education.

[200] Ibid., p. 21. This included the integration of Fast Track Initiative (FTI) and GPE funds in 2008.

[201] World Bank. "International Development Association Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector Support Project", Report No: PAD2135, May 11, 2017, p. 50

[202] Ibid.

[203] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 22, and interview data. The nine current FASE contributors are: Canada, the World Bank, GPE, Finland, Germany, Ireland, Portugal, UNICEF, and Italy. Portugal, Italy, and UNICEF collectively add a total of US$ 2.4 million in 2015. Other major past contributors to FASE include Denmark, Belgium, the Netherlands, DFID, and Spain. None of these donors withdrew because of fiduciary

disbursements to FASE by donor and year for the period of 2002 to 2015. As seen in Table 3.14, donors' individual contributions, as well as the total value paid into the FASE fund, have fluctuated significantly, with carry-over balances helping to smooth year-on-year fluctuations to some extent. On average, contributions to FASE amounted to $118 million over the period 2008-2015. The drastic reduction in 2015 funding is explained by a low World Bank contribution that year, a "gap year" with regard to GPE funding, and delayed disbursement of Canada's contribution.[204] FASE constitutes a basket arrangement (pooled funds from multiple donors) in support of a sector-wide approach (SWAp) rather than supporting specific budget line-items.[205] This means that all expenditures shown in the MINEDH's annual Plano de Actividades (PdA), which donors discuss and accept, are eligible to be financed by FASE.[206] External funding supports both recurrent and capital expenditures that are crucial to learning, including classroom and school construction (mainly at primary level), learning materials (including textbooks), basic school functions such as school supervision and training for administrative and pedagogical staff (not including salaries), and the Direct Support to Schools Program (*Programa Apoio Direto às Escolas*, or ADE, which provides direct grant financing for primary schools).[207] In 2017, donors were expected to provide 66 percent of the total resources for capital expenditures.[208] Reliance on donor funding for these inputs leaves the education sector in Mozambique somewhat vulnerable to the vagaries of donor funding decisions, as is the case in many other countries.[209]

Table 3.14 Disbursements to FASE by donor and year, US$ millions, 2002 - 2015[210]

DONOR	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	$M USD	TREND
Canada			11.5	2.7	8.9	7.5	4.9	18	24.1	28.3	26.1	19	5.6	8	164.6	
Denmark							4.1	4.7	1.9	16.6					27.3	
World Bank											31.7	26.7	44.2	21.4	124	
FTI / GPE							28	30	21			26.7	43.3		149	↑
Finland		0.8	2.2	1.1	5.2	5.4	6.6	6.5	8.5	10.2		18.1	9.4	10.1	84.1	

risks or issues with sector dialogue, but rather chose to leave primarily because of changes in donor strategy and their own resource limitations.

[204] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 23

[205] Sector Wide Approaches (SWAps) are generally defined as mechanisms "by which Government and donors can support the development of a sector in an integrated fashion through a single sector policy and expenditure programme, under Government leadership, using common management and reporting procedures and progressing towards the use of Government procedures to disburse and account for all funds." SWAps can include a wide range of aid instruments such as coordinated projects, sector budget support and sector basket arrangements. The defining characteristics, irrespective of how money is disbursed and accounted for, are that donors and the partner reach an agreement on sector policies and spending plans and that progress is assessed through joint reviews. Source: Bandstein, S. "What Determines the Choice of Aid Modalities? A framework for assessing incentive structures", Swedish Agency for Development Evaluation (SADEV), Karlstad, Sweden, 2007. https://www.oecd.org/derec/sweden/modalities.pdf (10).

[206] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 9 - 10

[207] Ibid., p. 10; World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 35. UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 7.

[208] UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 9.

[209] World Bank. "Mozambique Public Expenditure Review: Education 2016", April 2017, p. 35

[210] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 22 - 23

DONOR	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	$M USD	TREND
Germany		3.1	3.2		17		23.5	36.4	20.9	33.6	9.9	21.6	18.7	16.8	204.7	↓
Ireland		3.4	3.3	5.2	5.4	7.8	9.9	10.1	5.1	5.3	6.5	8.1	8.5	6.8	85.4	↓
Sweden	3.3														3.3	
EU			13.6	8.2											21.8	
DFID				3	3	8.8	9	7.4	6.6	11.5	7.1	7.1	7.1		70.6	↓
Spain						2.9	2.6		6.6	2.8					14.9	↓
Portugal							0.9	0.3	0.3	0.4	0.3	0.3	0.3	0.3	3.1	
UNICEF								1	1	1	1	1	1	1	7	
Italy										1.4	1.2	1.3	1.4	1.1	6.4	
Coop Flamenga										1.4	1.2	1.5			4.1	
Netherlands			4.5	8.4	11.5	23.4	21.9	24.3	9.1						103.1	
Total $ Million USD / Year	3.3	7.4	38.4	28.7	51.1	55.8	111.3	138.6	105.2	112.5	85	131.6	139.4	65.4	1073.8	

91. **Trends in external and FASE financing levels.** FASE has contributed to faster expansion of education services than would have been possible otherwise, with its share of total education sector spending fluctuating during the review period.[211] From 2009 to 2015, the overall contribution of external financing to the education sector decreased from 29 percent to 10 percent, a significant downward change, which indicates that it is unlikely that the availability of FASE funds might have led to a substitution of internal budget funds.[212] Delays in implementation, and the 2016 debt crisis, which led to the suspension of FASE disbursements and unexpended FASE credits of US$ 30 million, resulted in an expected US$ 121 million in FASE resources in 2017, which comprised about one-sixth of the entire education sector budget, a slightly higher share than in recent years.[213] This amount included results-based funding of approximately US$ 24 million from Germany, the Global Partnership for Education, and the World Bank.[214]

92. **Conditionalities, virtual earmarking, and variable tranches have increasingly been used in FASE, which coincides with a shift in the focus of the sector from access to learning quality.** The FASE modality has successfully supported the expansion of primary education in Mozambique, with strong results in growth of the in-school population and increased attendance rates. However, FASE is a mechanism for sector-wide support that does not tie funds to the achievement of learning outcomes. Whether such a mechanism is effective in supporting improvements in learning quality, rather than merely expansion of

[211] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 25.

[212] World Bank. "International Development Association Project Paper on a Proposed Additional Credit in the Amount of SDR 43.5 Million (US$ 59 Million Equivalent) to the Republic of Mozambique for the Education Sector Support Project", Report No: PAD2135, 2017., 50. UNICEF. Budget Briefing 2017: Education. Mozambique. 7.

[213] UNICEF. "Budget Brief 2017: Education. Mozambique", (n.d.), p. 7.

[214] Ibid.

access, remains in question.[215] While FASE was originally intended as a mechanism for sector-wide support without earmarking[216], in parallel to Mozambique's shift in focus from access to quality and greater attention to spending efficiency, virtual earmarking and conditionalities linked to performance have been introduced in FASE since 2013 and increased in use in 2016.

Conditionalities formalize a shared understanding between MINEDH and donor partners on priorities regarded as essential to the success of the aid provided.[217] They link the disbursement of aid funding to the achievement of specific targets, which can limit flexibility.[218] Virtual earmarking, an ex-post mechanism that requires government expenditure to exceed the volume of aid provided on specific inputs, is also used for some FASE funds.[219] Conditionalities and virtual earmarking are a part of the FASE contributions of the World Bank, GPE, Germany, and Finland.[220] GPE also uses variable tranches, similar to conditionalities, in its contribution to FASE, which include disbursement-linked indicators targeted at output and outcome levels.[221] US$ 17.37 million of GPE's 2015 – 2019 education sector implementation grant is a variable tranche tied to the achievement of disbursement-linked indicators.[222] Finland also virtually earmarked a small amount of US$ 2.2 million.[223] Outside of FASE, the World Bank's PFM4R project also includes conditional funding of US$ 6 million a year.[224]

93. **While conditionalities, virtual earmarking, and variable tranches, if applied well, have the potential to strengthen accountability for inputs, processes, and outputs for the sector, they may also reduce predictability and add complexity to planning, monitoring, and evaluation.** Conditionalities, virtual earmarking, and variable tranches make external funding conditional on the achievement of input-, output-, and sometimes outcome-level indicator targets.[225] These mechanisms may help protect education sector priorities against the vagaries of internal and general budget processes, but may also

[215] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 9. FASE provided general budget support.

[216] According to the 2012 FASE MoU, partners "will not earmark their contributions to the ESSF to specific sub-categories, sub-sectors, activities, institutions, administrative areas or specific territories in Mozambique" (Art. 2.11). Variable (or performance or bonus) tranches are not mentioned in the MoU at all. (Ibid, p. 41)

[217] Foster, M. & Leavy, J. "The Choice of Financial Aid Instruments", Overseas Development Institute (ODI) Centre for Aid and Public Expenditure, October 2001, 11.

[218] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 11. The FASE Review notes, "conditionalities, if they relate to targets that require substantial amounts of funds, may also limit flexibility because the funds cannot be allocated elsewhere – they would not be available for other purposes." It also suggests that conditionalities generally "projectize" funding at the output level.

[219] Virtually earmarked resources remain fungible and are managed through government systems. Ibid; and Bandstein, S. "What Determines the Choice of Aid Modalities? A framework for assessing incentive structures", Swedish Agency for Development Evaluation (SADEV), Karlstad, Sweden, 2007, p. 11.

[220] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 11

[221] Ibid., p. 68-69. The DLIs used by the GPE variable tranche are: a) number of districts with pupil teacher ratio over 80; b) number of primary school managers who participated in management training; c) percent of trained school managers evaluated based on performance; and d) number of 1st and 2nd Grade teachers who participated in new in-service teacher training program. DLI "a" is targeted at outcome level, while b, c, and d are targeted at output level.

[222] Ibid.

[223] Ibid.

[224] Ibid.

[225] Ibid., p. 11

impose costs in terms of reduced funding predictability and flexibility.[226] Conditionalities, virtual earmarking, and variable tranche mechanisms also have the potential to hinder the transition of major routine inputs from support via FASE funding to funding by Government. At a time when FASE contributions to the education sector are decreasing, with more routine, non-salary expenditures shifting to the Government, there is a question as to whether continued or increased use of conditionalities, virtual earmarking, and variable tranches would undermine predictability of funds, which could make it harder for the Government to anticipate the level of, and assume responsibility for, non-salary expenditures. [227]

GPE contributions to sector financing

Finding 10: An important GPE contribution in the 2012-2019 review period was its own ESPIG funding (2011 – 2015 and 2015 – 2019), which supported development activities aligned to the PEE and expanded the use of results-based financing through the variable tranche and disbursement-linked indicators introduced in 2015. However, the volume of GPE's ESPIG was modest relative to overall sector funding. While there is evidence that GPE played some role in contributing to the quality and quantity of international financing, its influence on domestic financing decisions was limited.

94. GPE offers a series of financial and non-financial mechanisms to support the quantity and quality of domestic and international sector financing. Table 3.15 provides an overview of these mechanisms, grouped by whether they are likely to have made a significant, moderately significant, or no/limited contribution in Mozambique. This grouping does not constitute a formal score.

Table 3.15 GPE contributions to sector financing during the 2011 - 2019 review period

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
• (none)	• **ESPIG funds**: Given data limitations, it is not possible to calculate GPE's ESPIG 2015-2019 of US$57.9m as a percent of sector funding ($50m of which has been disbursed so far, with a $17.37m variable component). However, GPE's 2011 – 2015 ESPIG of US$90m constituted around 2.5 percent of funding to the sector, roughly 12 percent of international funding, and 17 percent of FASE funding on average over the time period. Though GPE provides a comparatively small volume of funds, ESPIG funding is perceived as an important and still-substantial contribution, at times making up to one-third of available external funding. As one stakeholder put it, "if Mozambique hadn't had GPE resources, we would not have been able to provide as many of the needed inputs to education, such as textbooks, direct support to schools, and teacher capacity building."

[226] Orlowski, D. "FASE Review Part 2 – Validation Draft (Rev 1)", May 12, 2016, p. 12

[227] Ibid., p. 14

MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
• **Variable tranche / DLI influence on domestic spending:** Several stakeholders cited GPE's use of a variable tranche and disbursement-linked indicators for US$ 17.37m of its 2015 – 2019 ESPIG funds as positive influence on the spending efficiency of domestic resources.	• **ESPIG modality**: by providing funding through FASE, GPE was perceived as further reinforcing existing strengths of the FASE mechanism, including PEE alignment and donor harmonization. • **ESPIG application process**: One stakeholder cited the preparation of the ESPIG application in 2011 as a process that enabled MINEDH to demonstrate a financing gap higher than GPE's maximum country allocation of US$90m. The stakeholder noted that demonstrating this financing gap helped secure an additional $70m from the World Bank to fill the gap. • **GPE additionality:** Four stakeholders cited GPE as having catalyzed or helped attract donors to enter FASE (including one new FASE entrant), whereas two were unsure about GPE's effect and one did not think GPE had helped catalyze additional donor funding. • **GPE support for sector planning**: donors and NGO stakeholders felt that it was useful to have a sector plan and noted alignment of their own work to the PEE. A review of a sample of donor documents revealed frequent references to the PEE and its accompanying operational plans. • **PDG grant:** of $200,000 from 2014 – 2016 supported the development of a program proposal to be jointly funded by GPE and World Bank IDA in support of the ESP. The application resulted in additional $107.9m of financing (from GPE and IDA) for Mozambique.[228]
LIMITED/NO CONTRIBUTION TO DOMESTIC FINANCING	**LIMITED/NO CONTRIBUTION TO INTERNATIONAL FINANCING**
• **ESPIG funding requirement**: since 2014, under its New Funding Model, GPE requires countries to meet or move towards meeting the 20 percent target and to commit to funding their ESP. Given Mozambique's historically high government budget allocation to education, there was no evidence that GPE's requirement had influenced the Government's budget allocation decisions. One stakeholder noted that "there is no signal that the Government would reduce funding to	• **CSEF grants:** CSEF grants supported MEPT to play an advocacy role in influencing the priorities of the 2012 PEE, specifically regarding pre-primary education, which available data suggests helped Mozambique secure GPE funding of US$ 90 m.[230] MEPT also received CSEF II grants during the 2015 – 2018 OP development process and contributed significantly to the content of the OP, but stakeholders suggested that CSEF contributions were small and not a significant enabler of MEPT's role. • **GPE multiplier:** GPE's multiplier ESPIG fund only came into effect for Mozambique starting in 2017 – 18 (and

[228] World Bank. "Grant Reporting and Monitoring (GRM) Report: Preparation of the Additional Financing to the Mozambique Education Sector Support Project (ESSP)", April 11, 2016.

[230] Global Campaign for Education (GCE). "Regional and National Civil Society Education Funds (CSEF) 4th Progress Report", August 2011., p. 41.; GCE. "Regional and National Civil Society Education Funds (CSEF) 3rd Progress Report", June 2011, p. 26.

education in the absence of this requirement," while another stated, "I don't think that GPE makes a difference for government spending or allocation because all of that money goes to teacher salaries."

- **CSEF grants:** Advocacy actions carried out by MEPT in 2016 led to the signing of an agreement between MINEDH and the Mozambican Tax Authority to incorporate content on the importance of paying taxes into national school manuals. MEPT also made a submission in national parliament on double taxation treaties to mobilize domestic resources for more revenues to be made available for education.[229] While they are important accomplishments, there is no evidence as to whether these actions have resulted in additional domestic financing.
- **GPE Secretariat Advocacy**: There was limited mention in interviews, RAR reports or Back To Office Reports (BTORs) of in-country GPE Secretariat advocacy for more sector funds.

thus was not applicable during the majority of the review period).[231] Mozambique has not yet applied for or received multiplier funds, but stakeholders are aware of the mechanism. One expressed an intent to encourage new FASE entrants to use the multiplier to secure additional funds for Mozambique.

- **Variable tranche / DLI influence on donor funding:** One stakeholder noted, "if GPE were not in-country, there would be less results-based financing in Mozambique's education sector." Another claimed that GPE's use of DLIs have "acted as a catalyst" for other donors to pay attention to certain topics, but there was limited evidence that the DLIs catalyzed additional international financing or prompted existing financing to be allocated differently.

95. **Overall, GPE did not catalyze additional domestic financing**, given the Government of Mozambique's already-high domestic contributions to the education sector and its limited room to maneuver in allocating those resources to non-recurrent expenditures. It was the perception of a handful of stakeholders, however, that GPE's variable tranche and disbursement-linked indicators had the potential to positively influence government spending efficiency vis-a-vis teacher salaries. One explained, "The DLI on pupil : teacher ratio is a clear example of GPE's role in FASE. Even though GPE and FASE's money does not support salaries, the pupil : teacher ratio DLI requires Government, which is paying salaries, to make changes, in order to see movement on the indicator." However, in light of the complexity and many policy changes during the review period with respect to teacher compensation decisions, there is limited evidence available to substantiate the notion that GPE's DLI was the predominant factor in government budget allocation or spending decisions on teachers.

96. **GPE moderately influenced the quality of the overall ODA landscape in Mozambique through its direct contributions of ESPIG funds to FASE and its signaling power as a trusted actor in the sector**. By channeling its funds through FASE, GPE helped give the pooled fund its "vote of confidence." As referenced by several stakeholders, GPE's participation in FASE may have given other donors greater confidence in continuing to support, or in entering, the sector. One stakeholder noted, "GPE is helping to attract new [FASE] members[232] because the mechanisms are there, and partners are more confident to come on board." As another put it, "GPE has helped catalyze other donors' funding because it provides a guarantee of a strong partner willing to come to Mozambique. That is attractive to other donors, including us." Yet another stakeholder cited additional fiduciary safeguards, especially post-debt crisis, as a factor

[229] "Mozambique CSEF Profile One-Pager", (no author, n.d.)

[231] Mozambique is eligible to receive up to US$15 million from GPE's multiplier fund. Source: GPE. "GPE Multiplier." https://www.globalpartnership.org/funding/gpe-multiplier. (accessed March 2019).

[232] USAID, AFD, the EU, and JICA plan to join FASE in 2019.

that increases donor partners' comfort to support the sector; however, it is likely that the fiduciary controls which increase donors' comfort are ones specified in the FASE MOU, rather than those introduced by GPE's requirements. Finally, the importance of the signals that GPE sends to other donors in 2019 and beyond – whether positive or negative – was highlighted by a stakeholder who said, "if GPE funds did not come through because there was less confidence in the strategic plan, then that would be a signal to other partners that would raise huge questions as to whether to continue to support the PEE. GPE could have a big signaling effect."

97. **The evaluation registered limited evidence of negative/unintended effects of GPE's support in terms of sector financing along two dimensions**. There was little evidence that GPE support had negative or unintended effects in terms of sector financing. However, one stakeholder noted that by increasing Mozambique's maximum country allocation (MCA) from US$ 57.9 million in 2015 to US$ 100 million in 2018, GPE may be sending the wrong signal in light of the country's limited progress in improving learning outcomes.[233] As the individual put it, "with internal inefficiencies and a lack of results, more stick, less carrot, and more accountability is needed…GPE may be sending the wrong signal – even a dangerous one – by increasing the MCA." Additionally, while many stakeholders viewed GPE's use of a variable tranche of US$ 17.37 million and related DLIs under the 2015 – 2019 ESPIG as a positive development, some cautioned against increased use of these tools because they contribute to the unpredictability of the total volume of available international funding (since funds do not materialize if DLIs are not met), and because of the complexity that they add to planning and monitoring and evaluation. The 2016 FASE Review points out that this loss of predictability "can be harmful, especially in a situation where the overall FASE budget is becoming tight."[234]

98. There was mixed evidence on whether GPE funding helped catalyze additional international funding for the sector, as referenced in the table above. However, **there was no evidence of GPE funding having displaced other domestic or international financing**. The former nominally increased during the review period, and the latter, while decreasing as a percentage of the overall education budget, did so in line with MINEDH's goal to reduce the sector's reliance on external funding. Stakeholders emphasized that several donors' departure from FASE was due to changes in those donors' strategies and available resources; indeed, the timing of these departures from FASE does not align directly with GPE's grant cycle, suggesting that donors' reasons for departing were independent of GPE. As one stakeholder put it, "GPE money hasn't made a difference in how other donors are thinking about their investments. The thinking amongst donors is that there is a long way to go, tons of resources are needed, and every single cent is important; the more money, the better. No donors are thinking that if suddenly Mozambique received a lot of money from GPE, they would reduce their investments." This claim is further supported by the expected entrance of new donors (USAID, AFD, EU) into FASE in 2019, even though GPE has increased its MCA for Mozambique to US$ 100 million.

[233] GPE, "Maximum Country Allocation for Mozambique's Education Sector Program Implementation Grant", Letter to to Republic of Mozambique Minister of Economy and Finance and Minister of Education and Human Development from GPE Chief Executive Officer, February 14, 2018. A Maximum Country Allocation is an indicative allocation that determines each country's share of GPE Fund resources available for Education Sector Plan Implementation Grants (ESPIG). Final allocations are determined by the GPE Board of Directors following approval of grant applications and subject to the availability of funds. According to GPE ESPIG guidelines (https://www.globalpartnership.org/sites/default/files/2019-01-gpe-espig-guidelines.pdf), the amount of the MCA is decided by GPE's Board, guided by a needs-based allocation formula progressively applied to all developing country partners based on total funds available. In contrast to Mozambique, country-level evaluations for other developing country partners have found that shrinking the ESPIG amount is actually a disincentive to countries.

[234] Orlowski, "FASE Review Part 2 – Validation Draft (Rev 1)", 2016, 44 – 45.

Additional factors beyond GPE support

99. An additional **positive** factor that affected domestic financing beyond GPE support was an increase in the Government's nominal allocations and expenditures to the education sector. In terms of international financing, the quality of FASE funding is seen by government stakeholders as especially good compared to other modalities because of its flexible nature and alignment to government priorities. The fact that FASE functions well, is a PEE-aligned mechanism, and has helped support trust-based relationships between actors also helped insulate the education sector from larger decreases in funding due to the debt crisis, and contributes to the expected entrance of donors that have traditionally engaged through project or general budget support modalities (AFD, EU, USAID) in 2019. Several other plan-aligned donor funder initiatives (see Box 3.2 below) have also contributed in terms of international financing.

Box 3.2. Major donor-funded initiatives aligned with the 2012-2016/19 PEE

USAID Aprender a Ler (ApaL) (Learn to Read) Initiative (US$ 24 million, 2012 – 2016). ApaL aimed to improve reading outcomes for Grade 1 – 3 students in Zambezia and Nampula provinces. USAID provided training, coaching, and technical assistance to improve the quality of basic education services and early grade reading outcomes. In addition, ApaL aimed to build capacity of Local Education Institutions (LEI) to implemente and manage these activities.[235]

USAID Vamos Ler! (Let's Read!) Initiative (US$ 76 million, 2016 – 2021). In line with the PEE 2012-2016/19 commitment to bilingual education and building on ApaL, the Vamos Ler initiative (2016 – 2020) is developing maternal-tongue instruction materials and methods for early-grade reading to support bilingual education for Grades 1, 2, and 3 in 2,800 schools (reaching 800,000 students and 11,000 teachers) in Nampula and Zambezia. Vamos Ler is working with parents, communities, and civil society over the course of five years.

UNICEF Country Program (US$ 32 million, 2017 – 2020). UNICEF's country program aligns closely to the four priority areas of the 2015-2018 Operational Program. It focuses on promoting increased access to early learning and school readiness, improving the quality of primary education through teacher motivation and training, promoting access to primary education for vulnerable children and girls, and building planning, management, and monitoring capacity at national, sub-national and school levels.

100. Additional **negative** factors affecting domestic financing include the following: (a) the debt crisis resulted in less public spending on all sectors, and the weakened Metical and high inflation decreased the value of the government's contributions to the education sector;[236] and (b) a growing population and increasing school enrollment have created massive pressure on the education system, which has contributed to high levels of domestic financing dedicated to teacher salaries and other recurrent expenditures instead of capital expenditures. In terms of international financing, the debt crisis resulted in a suspension of FASE disbursements to the sector in 2016, as well as the suspension of general budget support, which led to a zeroing out of EU contributions in 2016 - 2018.[237] An increase in the use of results-based financing among non-GPE donors, including the World Bank and GIZ also reduced predictability (and has the potential to reduce the amount) of international funding during the review period.

[235] World Education, "USAID Aprender a Ler (ApaL) Final Report, Aug 2012 – Dec 2016", 31 January 2017, 5.

[236] UNICEF, "Budget Brief 2017: Education. Mozambique," 7. Mozambique's internal share of education sector financing would be higher in 2017 if not for the Metical's depreciation vis-à-vis the currencies of the country's main donors (e.g. A US$ 1 donation in January 2016 was worth MT 48, but in January 2017 was worth MT 71; thus, although donors contribute less in their own currency, it is more in MT than previous years due to exchange rate depreciation).

[237] Ibid.

Observations on GPE's ToC and country-level operational model

Finding 11: In Mozambique, high pre-existing levels of government financial commitment to education, as well as the demands imposed by labor costs, resulted in limited flexibility in the volume and allocation of domestic funds. As such, GPE mechanisms to influence the quantity of domestic financing yielded few results.

101. The first assumption of the GPE ToC with regards to sector financing – that "GPE has sufficient leverage to influence the amount and quality of domestic education sector financing" – was found to **partially hold** in Mozambique. As described in the preceding finding, GPE did not exert significant leverage over domestic financing, given that Mozambique already had near-twenty percent internal financing allocations and expenditures for education. Although CSEF funds were helpful in supporting MEPT's advocacy, these actions had limited results given the adverse effects of the debt crisis. GPE's ESPIG requirements do not address the ratio of recurrent versus capital expenditures of internal financing, a particularly important issue for the sustainability of sector financing in Mozambique. Some stakeholders argued that because GPE's variable tranche and DLIs included an indicator that primarily pertained to government spending in education (e.g. the pupil/ teacher ratio, which is linked to government spending on teacher salaries), this was a tool of influence that GPE could wield over government spending efficiency. However, there are mixed opinions among donor and government stakeholders as to the appropriateness of utilizing results-based financing tools in this way, especially in the context of a donor pooled fund designed to provide broad support to the PEE.

Finding 12: In Mozambique, which has strong pre-existing donor coordination and harmonization mechanisms, GPE's contributions to donor harmonization were relatively limited. The current country-level operational model does not provide guidance on engaging other donors in a pooled fund context.

102. Promoting donor harmonization is one part of GPE's country-level objective with regards to sector financing. One of GPE's non-financial inputs for doing so is advocacy for and the establishment of increased, harmonized, and better-aligned international financing for education. GPE's theory of change suggests that in situations of strong pre-existing mechanisms for the coordination, harmonization, and alignment of international financing, as with FASE in Mozambique, GPE focuses attention on other issues. An important finding from the above review of GPE's contributions to sector financing was that its "vote of confidence" in FASE served as a credible signal to other donors of FASE's strength in the face of a sub-optimal macroeconomic situation. Beyond this signal, GPE's model does not provide guidance on what role, if any, it should have in the promotion of donor harmonization or in the engagement of new potential entrants to a pooled fund such as FASE.

3.5 GPE contributions to sector plan implementation[238]

Overview

103. This section addresses the following evaluation questions:

- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)

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

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- Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

104. Table 3.16 provides an overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.16 Overview: CLE findings on sector plan implementation and related GPE contributions

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[239]					
Strong – Available evidence suggests that activities were fully or partially implemented for 70 percent of priority actions stated in the 2012-2016/19 PEE.	**Modest –** the 2011-2015 ESPIG (given as a contribution to the sector pooled fund) provided 2.5 percent of all funding to the sector[240], while the variable tranche provided incentives for process-level and management and coordination improvements in order to achieve targets on pupil/teacher ratios, training and disbursement of school grants.	1	2	3	4	5	6

Strengths and weaknesses of sector plan implementation

Finding 13: Overall, the 2012-2016 PEE was implemented as intended, with most activity-level targets at least partially if not fully achieved. Some planned activities were delayed or made limited progress due to lower-than-expected levels of financing and insufficient capabilities.

105. This finding addresses two questions: (a) to what extent was PEE 2012-2019 implemented as a plan, that is, did it drive sectoral activities during the 2012-2019 review period; and (b) to what extent were activities originally set out in PEE 2012-2019 delivered during the review period.

[239] For sector plan implementation, the six underlying assumptions in the country level ToC were: (1) Relevant government actors having the *motivation* to implement the sector plan; (2) government actors gave the *opportunity* (resources, time, conducive environment) to implement the plan; (3) government actors have the technical *capabilities* to do so; (4) country level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP; (5) country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation; (6) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.

[240] See Table 3.15 on GPE contributions to sector financing. Data is not available to calculate GPE's contribution as a percent of the actual costs of implementing the PEE, nor is it currently available to calculate the 2015 – 2019 ESPIG funding as a percent of overall sector funding.

106. In terms of the first question, the PEE 2012-2016/19 was generally implemented as planned. Stakeholders strongly agreed that the PEE drove sectoral activities delivered during the review period. Only one activity undertaken during the review period technically fell outside of the PEE (teacher absenteeism zero tolerance policy), but was still aligned with plan priorities (PEE7 on training, capacity building, and monitoring of teachers). In addition, this activity emerged as a priority due to data from the 2013 National Learning Assessment, which only became available after the PEE was developed.

107. Insofar as it has implications for the second question, it is important to reiterate that, as originally noted in Section 3.2, in 2015 the decision was made by MINEDH and donor partners to extend the 2012 – 2016 PEE through 2019. One of the factors contributing to this decision was that most of the goals of the 2012-2016 plan had not yet been reached, but its activities and objectives were still relevant.[241] The strategic emphasis and objectives of the 2012-2016 PEE were not changed with its extension to 2019, but a 2015 – 2018 Operational Plan was developed, which further prioritized and refined the goals of the original PEE to focus on learning and school- and district-level management.[242] This development reflects the ambition of the original plan, and also reflects on implementation, insofar as targets were not been met during the original time frame.

108. Between 2012 and 2019, MINEDH systematically monitored PEE implementation through annual joint sector reviews (known as RARs), which evaluate sector progress over the previous year.[243] While comprehensively tracking the achievement of activity-level targets against the previous year's action plan[244], the RARs did not systematically link the completion of activities with the achievement of outcome-level indicators. Triangulation of RAR data with other sources, such as World Bank PADs, the 2018 UNESCO Policy Review, and the 2019 ESA, suggests that the majority of priority actions outlined in the 2012 – 2016/19 PEE were delivered or partially delivered during the review period.

109. Given GPE's focus on basic education and a restructuring of MINEDH's responsibilities in 2014[245], the scope of this evaluation is limited primarily to the programmatic areas of (pre) primary education, general secondary education, and administrative and institutional development. The PEE specifies 18 priority actions under the (Pre) Primary Education program, 16 under the General Secondary Education program, and 20 under the Administrative and Institutional Development program. Out of these 54 priority actions, 47 were determined to be relevant[246] and included in the detailed review documented in Appendix VI. Out of a total of 47 priority actions, 15 (or 32%) were accomplished, 18 (or 38%) were

[241] MINEDH, "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, 5.

[242] See Table 3.2 under Section 3.2 for a side-by-side comparison of the goals of the PEE and the OP.

[243] The most recent available RAR is for 2018, which covers the education sector in 2017.

[244] As noted in Section 3.3, the Joint Sector Reviews became more useful starting in 2017 when their format shifted from a "satisfactory / not satisfactory" designation to a stoplight system.

[245] The restructuring resulted in MINEDH handing off responsibility for TVET and Higher Education to the newly created Ministry of Science, Technology, Higher Education and Professional and Technical Education (MCTESTP).

[246] Seven priority actions listed under the Administrative and Institutional Development program were excluded. These are: 1. Prepare and implement a competency- and performance-based human resources evaluation system; 2. Increase social support measures; 3. Train and build capacity of the sector's human capital; 4. Improve workplace conditions; 5. Introduce motivation and awards measures for better retention; 6. Integrate cross-cutting issues in the different sector programmes; and 7. Improve information communication and dissemination. The evaluators decided to exclude these actions because of their vagueness and a lack of data reported against them in RAR reports and other sources.

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partially accomplished, 2 (or 4%) were not accomplished, and there was inadequate data to determine progress for 12 (26%).

110. Outside of the activities explicitly prioritized by the original PEE, progress was also made in one area: the adoption of a zero-tolerance teacher absenteeism policy.[247]

111. Table 3.17 provides examples of activity-level targets specified in the PEE that were achieved or partially achieved in the 2012-2019 review period, in addition to activities undertaken during the review cycle that were aligned with PEE objectives but not explicitly mentioned in the plan. Some of the listed activities (e.g. teacher training, direct support to schools, etc.) were implemented in cooperation with FASE or bilaterally with international or domestic development partners. Although partner contributions were not systematically tracked, when available, they are noted in Appendix VII of priority actions and in Table 3.17 below.

Table 3.17 Review period achievements against PEE 2012-2016/19 activity-level targets[248]

ACCESS (Strategic Goal 1)	QUALITY (Strategic Goal 2)	INSTITUTIONAL DEVELOPMENT (Strategic Goal 3)
PLANNED PEE ACTIVITIES WHICH WERE LARGELY ACHIEVED 2012-2019		
• **School health**: Tetanus and cervical cancer vaccinations, deworming, and HIV/AIDS disease prevention activities undertaken (2018, 2015) • **Special educational needs**: MINEDH published Strategy for Inclusive Education and Development of Children with Disabilities in 2018. EMIS collects data on five categories of student disability. (ESA 2019). 3rd grade curriculum content in Portuguese and Math was adapted for SEN in 2015. Met 100% of 2014 targets for	• **Primary curriculum:** Updated curriculum released (2017), reducing number of disciplines and prioritizing Portuguese and Mathematics instruction (2018 RAR). • **Primary-level textbook quality and distribution:** 12.9 million free textbooks were produced and distributed in 2015 (met 100% of 2014 target) (2015 RAR); unit cost of textbooks decreased from US$1.40 to US$0.47, while physical quality improved (UNESCO)	• **School director/manager training*[250]**: Between 2013 and 2017, a total of 4,754 school managers were trained (2019 ESA). In 2017, 1,360 school directors were trained (surpassing the annual target of 1,000) (2018 RAR). • **National learning assessment:** First and second rounds of the national learning assessment were conducted in 2013 and 2016; the third round is planned for 2019. • **District-level school supervision:** 48 percent of schools performed

[247] Though data sources mentioned the adoption of this policy, there was inadequate data to establish the timeline for its adoption. However, interviewed stakeholders suggested that adoption occurred in response to the World Bank's 2015 SDI survey and INDE's 2013 NLA, which places its adoption during the review period.

[248] Sources are 2018, 2017, and 2015 RARs, 2018 UNESCO Policy Review, and 2019 ESA. Joint sector reviews report on the activities planned under the PdA for the previous year and whether or not they were undertaken. This means that activity implementation was monitored against yearly targets, rather than plan-term targets. Activities specified in the PdA and reported in RARs are generally aligned to the PEE. However, the RARs do not report on every activity in every year. It is unclear whether this reflects a lack of continuity in implementation activities undertaken year on year, a lack of consistency in reporting, or some combination of the two. In addition, progress is not always reported clearly in relation to the past year's targets. In Table 3.13, progress is compared to targets where they are available. For a more detailed review of priority PEE actions and progress, see Appendix VII.

[250] Achievements marked with an asterisk are those for which there is a related GPE disbursement-linked indicator.

acquisition of SEN-specific learning materials (wheelchairs, Sign Language dictionaries, etc.) (2015 RAR) • **Distribution of desks**: FASE, Opportunity International, Operacao Tronco, and other partners distributed 60,543 desks (2018 RAR); the share of 3rd grade students sitting on the ground fell from 76 percent in 2013 to 64 percent in 2016 (2017 INDE 2nd study of 3rd grade)	• **New primary education teachers hired*:** 6,826 teachers hired (meeting 98% of 7,000 teacher target for 2014) (2015 RAR); increase in the number of primary teachers by 27,000 from 2009 to 2015, which is a 33 percent increase in teachers, against 25 percent increase in primary enrollment during the same period (PTR decreased from 69/1 to 62/1, and was most recently reported as 64.2/1) (WB 2017 Project Paper; ESA 2018)[249] • **Teacher training:** 8,742 teachers graduated from teacher training institutes (surpassing 2017 target of 6,500) (2018 RAR) • **In-service primary teacher training***: 12,791 EP1 teachers received in-service training (surpassing 2017 target of 6,600) (2018 RAR)	favorably in district supervisor visits (just under 2017 target of 50%). Online and offline platform and district supervision manual developed (2018 RAR, 2019 ESA). • **Primary-level TLM management and procurement:** The number of required schoolbooks for 1st to 7th grade fell from 40 to 24, and number of required teacher manuals fell from 42 to 7 (2018 RAR); Textbook procurement and monitoring processes improved, resulting in better retention of existing textbooks (UNESCO). • **Direct school support (ADE)**: annual grants were disbursed to schools on time (2018 RAR)

PLANNED PEE ACTIVITIES WHICH WERE PARTIALLY OR NOT ACHIEVED 2012-2019

• **Preprimary expansion**: Institutional management of ECE has been strengthened. Pilot projects are estimated to have reached 101,259 children, but have not been scaled.[251] (UNESCO Policy Review, 2018 RAR, 2019 ESA). • **School and classroom construction:** Accelerated Construction Program supported the construction of 1600 classrooms (1248 primary) and 1,000 latrines (ESA 2019) but implementation was delayed. 66 secondary school classrooms were constructed in rural and underserved areas (2018 RAR, UNESCO Policy Review).	• **Bilingual education:** prepared "Vamos Ler" program for grades 1 to 3 for roll-out in 2018, covering 21 districts in 2 provinces. Developed TLM in three maternal languages to distribute to 109,000 students. Bilingual education strategy in final approval phase. (2018 RAR) • **National action plan for reading & writing:** Completed development of plan (known as PNALE) (2018 RAR) • **Relevant, sustainable, cross-cutting secondary curriculum:** Adopted integrated social and natural science curriculum. Did not evaluate implementation of	**Training for secondary school managers on planning, management and school administration**: Institutionalized annual training, with 237 managers trained in 2018, but no system for evaluating school directors / managers based on school functionality. Installed EMIS system for all ESG2 schools. (2018 RAR) • **Secondary school quality standards and indicators:** proposal developed but not reviewed in MINEDH as of 2017 (2017 RAR) • **Culture of research**: 2017 RAR noted a list of education studies that were carried out; ongoing

[249] While sources were not available at the time of the evaluation to substantiate this claim, several stakeholders pointed out that progress in teacher hiring slowed in 2017 and 2018.

[251] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 37. MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018", 2018. MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar", República De Moçambique, Julho de 2019.

• **Distance learning (secondary):** 34,109 students enrolled in distance learning (short of 38,290 target, but increased from 32,423 in 2016). 14 distance learning centers opened in 7 provinces (2018 RAR). Adjusted secondary modules to organize by cycle, produced distance learning materials, sensitized students to available options, trained 700 managers on distance learning (2018 RAR) • **Private secondary education:** Updated legislation and approved regulations for private education (2015 RAR)	curriculum due to lack of funds. (2018 RAR) • **In-service training for secondary school teachers:** Prepared provincial-level teacher training plans, trained 43.4% of teachers in all provinces, and developed database on ESG1 and ESG2 teacher training (2018 RAR)	POEMA capacity-building program addresses public-sector management cycle processes, including planning, budgeting, execution, monitoring, and evaluation (UNESCO 2018)
PLANNED PEE ACTIVITIES WHICH WERE NOT ACHIEVED 2012-2019		
• **Secondary school admission decisions based on inclusion, gender and performance criteria:** did not meet goals for criteria-based admissions in 8th or 11th grade (2015 RAR)		• **Human resource management**: An integrated human resource management system has not yet been developed, and human resources are managed at a decentralized level (2019 ESA). 77% of budget allocated to staff was realized in 2017 (2017 RAR), while only 46% of teachers received salaries on time (2018 RAR)
ACTIVITIES UNDERTAKEN IN THE REVIEW PERIOD WHICH WERE NOT IN THE ORIGINAL PEE[252]		
	• **Teacher absenteeism zero-tolerance policy** was adopted in response to 2015 SDI survey and INDE 2013 NLA.	

112. One high-level initiative in particular, **school and classroom construction**, faced implementation hurdles and progress has been slow. While 1600 classrooms were constructed during the review period[253], this progress was inadequate to meet existing needs and is far too slow to keep up with growth of the

[252] There is inadequate data to assess progress for a number of PEE priority activities, which include: social protection programs; the provision and quality of secondary education TLM; and development and consolidation of accreditation, qualification, and certification systems, among others. See Appendix VII on progress against PEE priority actions for full details.

[253] Note that school construction was not originally included in the strategic matrix of the PEE. While school construction technically falls outside of PEE priorities, it is still a PEE-aligned activity, and an important one in light of the pressure on the education system to keep pace with demographic growth and maintain access and enrolment gains while improving quality.

school-age population in Mozambique, which nearly doubled during the review period. Construction companies have limited technical capacity and do not align with government budget and expenditure calendars, resulting in delayed approvals and implementation of provincial construction.[254] External inspectors have also been ineffective at holding companies accountable. In addition, at provincial and central levels of MINEDH, technical and managerial capacity to manage construction is insufficient to plan, manage, and supervise construction. Financing constraints add to the burden, as there are inadequate resources to undertake large-scale construction, which could create economies of scale in management.[255]

113. One key factor limiting PEE implementation was a **lower-than-predicted level of available domestic resources** due to a slowdown in economic growth towards the end of the review period. The 2015-2018 Operational Plan was prepared under the assumptions that annual economic growth would average a rate of 7 percent during the plan period and that inflation would remain under 7 percent a year. As of 2017, the growth rate was predicted at under 4 percent, and inflation reached 27 percent in 2016, which means that financing available for education was significantly lower than expected.[256] This was exacerbated by the need to scale up key activities, such as providing grants for direct support to schools (ADE), to mitigate the impact of poor social and economic conditions on enrolments and dropouts.[257] In addition to lower-than-expected economic growth, the debt crisis also contributed to greater unpredictability of domestic financial flows in the latter half of the review period.

114. A second key factor limiting implementation was **low motivation and capacity to implement the PEE among provincial and district-level stakeholders**. Very limited dissemination of the PEE and related information, a lack of clear, customized targets for provincial and district levels, and poor accountability, limited the achievement of some of the PEE's stated targets. Multiple donor representatives characterized the achievement of targets as having been reduced to a "box-checking exercise" for MINEDH (e.g. hitting the target for number of teachers or directors trained, but not paying attention to training quality).

115. Other factors that limited PEE implementation included the following:

- **a.** The achievability of the 2012- 2016/19 PEE was limited by its **breadth and lack of clear** prioritization. As noted in Section 3.1, the 2015-2018 Operational Plan pared down the list of priorities to focus on improving school readiness, basic literacy and numeracy, and strengthening local school management and resource management.
- **b.** Before the Operational Plan was developed, a restructuring in 2014 **narrowed the scope of the PEE** and discontinued TVET and higher education, in line with a restructuring of MINEDH's responsibilities, and de-emphasized school construction and HIV/AIDS components.[258]
- **c.** **Turnover in ministry staff** resulted in a loss of central capacity in 2016.
- **d.** A **six-month delay in disbursement of funds** occurred due to a change in government in 2015, resulting in a six-month period without a budget.

[254] MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018", 2018.

[255] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 83.

[256] World Bank, "Project Paper Report No. PAD2135," 2017.

[257] Ibid.

[258] Ibid.

GPE contributions to sector plan implementation

Finding 14: GPE's financial support contributed to filling gaps in textbook provision and management, direct support to schools, and teacher training. The variable tranche incentivized process-level improvements and coordination with other ministries in order to achieve targets.

116. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. **Error! Reference source not found.** gives an overview of these mechanisms, organized by whether t hey are likely to have made a significant, moderately significant, or insignificant contribution to plan implementation in Mozambique. This classification does not constitute a formal score.

Table 3.18 GPE contributed to plan implementation through financial support and incentives

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
• **2011 and 2015 ESPIG funding support to PEE and OP and share of sector financing**: The 2011-2015 US$90 million ESPIG provided 2.5 percent of all funding to the sector over the same time period,[259] representing 12 percent of all international financing and 17 percent of FASE funding in this period.[260] Government stakeholders highlighted the value of this contribution in filling gaps related to textbooks, direct support to schools, and teacher training.
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
• **Program Development Grant 2014 – 2016:** The PDG of $200,000 supported the development of a program proposal to be jointly funded by GPE and World Bank IDA in support of the PEE. The program proposal was a key input into Mozambique's ESPIG 2015 – 2019 application package.[261] • **ESPIG variable part**: Variable tranche funding was tied to four disbursement-linked indicators (DLIs)[262], which one donor indicated would not have been prioritized to the same extent in implementation had they not been included in funding requirements for the variable part of the 2015-2019 ESPIG.[263]
LIMITED/NO CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
• **ESPIG support to strengthening plan implementation capacities:** Outside of indirect support (e.g. DLIs possibly encouraging MINEDH to hire, train, and compensate teachers) , neither the ESPIG nor other modalities of GPE

[259] See Table 3.15 on GPE contributions to sector financing. Data is not available to calculate GPE's contribution as a percent of the actual costs of implementing the PEE, nor is it currently available to calculate the 2015 – 2019 ESPIG funding as a percent of overall sector funding.

[260] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 75. Data on ESPIG contributions relative to overall ODA to basic education ODA is calculated based on UNESCO UIS data.

[261] World Bank, "Grant Reporting and Monitoring (GRM) Report: Preparation of the Additional Financing to the Mozambique Education Sector Support Project (ESSP)", 2016.

[262] The four DLIs were: 1. The number of districts with a pupil/teacher ratio over 80; 2. The number of primary school managers participating in management training; 3. Percent of trained school managers evaluated based on performance; and 4. The number of teachers (1st and 2nd grade) who participated in the new in-service teacher training program.

[263] GPE and other donor funding does not directly support teacher hiring or salaries, which are funded by domestic resources. Around 90 percent of domestic funding for education is spent on teacher salaries. Therefore, the DLI on pupil/teacher ratio constitutes an important potential channel through which donors can influence MINEDH's spending efficiency and implementation effectiveness around teacher hiring, progression, deployment and compensation policies. However, while teacher hiring increased through 2016, stakeholders suggested that it decreased in 2017 and 2018, therefore it is unclear how much MINEDH prioritized actions related to the pupil/teacher ratio DLI.

support (e.g. technical assistance through the CA, GA, or Secretariat) **directly** strengthened MINEDH plan implementation capacities.

- **ESPIG support for improving sector data:** There is no evidence of GPE contributions to implementation in terms of improving sector data.
- **Funding requirement (of LEG endorsement):** GPE's requirement that sector plans be endorsed by the LEG did not significantly affect stakeholder support for PEE 2012 – 2016/19 or OP 2015-2018. As noted in Section 3.2, donor and civil society partners contributed to plan formulation through participatory plan development processes, which pre-dated GPE's involvement in the sector. This in turn translated into strong partner support for the plans and commitment to implementation.
- **Peer exchange of experience:** While MINEDH staff expressed that seeing the experiences of other countries was informative, respondents indicated that lessons learned from peer exchange visits did not impact sector plan implementation.
- **Coordinating Agent**: The CA plays a useful role in knowledge management and coordinating between donor and MINEDH activities. However, these activities are performed in the CA's capacity as troika head. Outside of additional support that the CA provides during the planning cycle, donor stakeholders expressed doubt that the CA role would look different in the absence of GPE.
- **Grant Agent**: While there was wide agreement among stakeholders that the Grant Agent's financial and procurement oversight (on top of government processes) lent donors confidence in the management of education sector finances in Mozambique, one donor representative noted that procurement requirements used for GPE funds had, in one instance, resulted in diminished efficiency and quality of plan activities.[264]
- **LEG and sector dialogue:** The LEG plays an important role as a forum for formulating, reviewing, and monitoring implementation priorities and progress. However, the LEG, and sector dialogue more broadly, already played a strong role in implementation prior to GPE's involvement, as noted in Section 3.3. While individual members of the LEG make important contributions to sector plan implementation, these contributions cannot be attributed to GPE's involvement or requirements.

117. GPE's primary contribution to PEE implementation was through ESPIG financial support to MINEDH via FASE. More specifically, GPE's 2015-2019 ESPIG contribution was paired with World Bank IDA funding. The main objectives of GPE and World Bank support were oriented around improving the quality of education (Component 1) and strengthening governance and management at school level (Component 2).[265] Specific objectives included:

a. 1.1 Curriculum reform, research, and monitoring learning outcomes
b. 1.2 Teacher training for primary education
c. 1.3 Provision of supportive learning materials
d. 2.1 Strengthening school-based management
e. 2.2 Enhancing support and supervision at school level

[264] The stakeholder noted that procurement requirements stipulated that the party to conduct the National Learning Assessment be selected through a competitive bidding process, resulting in the selection of an organization that the actor felt was much less capable of conducting the evaluation than alternatives including *Universidad Pedagogica*, which was ineligible to bid because of its status as a government entity. This donor felt that procurement requirements were, in this case, at odds with the longer-term goal of building government capacity, and "could have jeopardized the quality of the national learning assessment."

[265] MINEDH, "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, 17.

118. Stakeholder interviews affirm the value of GPE's contributions in filling financial gaps in the above-mentioned areas, specifically textbooks, direct support to schools, and teacher training from 2016 to 2018. These three areas also constituted the largest line items in GPE's 2015 to 2019 ESPIG contribution, with US $18.1 million to textbooks (27 percent of total costs of program), US $22.3 million to direct support to schools (ADE) (39 percent of total costs), and US $10 million to teacher training respectively (56 percent of total costs).[266] In addition to these three areas, GPE funds also supported district supervision (US$ 4.97m, 41% of total costs) and monitoring, evaluation and research (US$ 2.5m, 42% of total costs).[267]

119. Since ESPIG funds are channeled through the FASE pooled fund, and because FASE funds are not earmarked[268], it is impossible to determine the degree to which GPE ESPIG funds are directly responsible for the achievement of PEE objectives. As one donor put it, "GPE's contributions to implementation are diluted in the sense that they do not just fund GPE projects but rather are part of FASE, which is providing support to the government to implement the PEE from a group of donors." In addition, as noted in Section 3.3, overall institutional monitoring of the PEE is coordinated jointly by the DIPLAC and DAF directorates within MINEDH, which means that progress against implementation priorities that GPE supports (as listed above) is reported via the overall monitoring mechanisms for the PEE and the sector, rather than specifically as a GPE project.[269]

120. However, as noted in **Error! Reference source not found.**, Mozambique saw significant a chievements in implementation of the key areas noted above that were supported by 2015 ESPIG funding. Though not directly attributable to GPE's support, implementation progress in the areas of textbook procurement and direct support to schools include:

a. **Textbooks:** GPE and World Bank support to textbook procurement and distribution helped MINEDH achieve substantial efficiency gains by reducing the costs of textbook production and distribution, resulting in one of the highest textbook to student ratios in the region at 0.9, and comparable costs of provision. [270]

b. **ADE:** Implemented in coordination with the World Bank's PFM4R program, direct support to schools had a positive impact in ensuring funding for the purchase of key materials at school level, as well as improving the functioning of school councils and local governance. A 2012 – 2014 evaluation of ADE highlighted its importance in promoting good practices such as transparent allocation of funds, community participation, and helping the most vulnerable.[271]

121. GPE's variable tranche and disbursement-linked indicators also contributed to implementation progress. As noted in Table 3.17 above, the variable tranche and DLIs contributed to implementation by prioritizing actions related to the achievement of the four DLIs. One donor indicated that teacher and director training and the pupil teacher ratio would not have been prioritized to the same extent in implementation had they not been included in funding requirements for the variable part of the 2015-

[266] Ibid., 27.

[267] MINEDH, "Education Sector Program Implementation Grant Application Form – MOZAMBIQUE", Global Partnership for Education, 2014, 27.

[268] Though they are not earmarked, some FASE funds, including those of GPE, the World Bank, Germany, and Finland are "virtually earmarked," meaning that they ex-post require government expenditures to exceed the volume of aid provided for specific inputs.

[269] World Bank, "Project Paper Report No. PAD2135," 2017.

[270] Ibid., 14.

[271] Ibid.

2019 ESPIG. Implementation progress in relation to the achievement of DLI targets is summarized in Table 3.19 below.

Table 3.19 Implementation progress related to GPE Variable Tranche Disbursement-linked Indicators[272]

DISBURSEMENT-LINKED INDICATOR	MARCH 2017 TARGET (FOR FY 2016)	IMPLEMENTATION PROGRESS DURING THE REVIEW PERIOD
DLI 1: Number of teachers (1st & 2nd grade) with in-service training	Increased number from 0 to 1,650	• **Achieved.** 12,791 EP1 teachers received in-service training (surpassing 2017 target of 6,600) (2018 RAR)
DLI 2: Number of districts with a pupil teacher ratio of over 80	Decreased number of districts from 12 to 8	• **Partially achieved.** 10 districts had a PTR over 80 as of 2016 (World Bank 2017). Number of primary teachers increased by 27,000 from 2009 to 2015, a 33 percent increase in teachers, against 25 percent increase in primary enrollment during the same period. Average PTR decreased from 69/1 to 62/1 (World Bank 2017), but then increased slightly to 64.2 in 2018 (2019 ESA).[273]
DLI 3: Number of primary school directors having participated in directors training	Increased number from 0 to 800	• **Achieved.** Between 2013 and 2017, a total of 4,754 school managers were trained (2019 ESA). In 2017, 1,360 school directors were trained (surpassing the annual target of 1,000) (2018 RAR). 1250 school directors were trained in 2016 (World Bank 2017).
DLI 4: Percent of the trained school directors having their performance evaluated	Increased percentage from 0 to 10 percent	• **Achieved**. 10 percent of newly trained school directors were evaluated in 2016 (World Bank 2017).

122. In addition, the ESPIG also (indirectly) contributed to implementation by incentivizing coordination between MINEDH and other government ministries in order to reach disbursement-linked indicator targets. For example, to ensure the timely disbursement of direct support to schools grants (ADE), which was a GPE-supported component of the 2015-18 OP and also a disbursement-linked indicator under the World Bank's PFM4R project, MINEDH had to coordinate closely with the Ministry of Economy and Finance to establish a disbursement process. Several stakeholders noted that in spite of challenges in getting the first grant disbursement out, the underlying changes -- including MINEDH negotiation with the Ministry of Economy and Finance for the on-time release of funds – that were catalyzed by GPE's focus on this programmatic aspect, and by funding tied to achievement of results via the World Bank's DLI, brought about deeper process-level changes and efficiencies in implementation that will help ensure on-time delivery of direct school support grants in the future.

[272] World Bank, "Project Paper Report No. PAD2135," 2017, 8.

[273] Some stakeholders cited a slowdown of teacher hiring in 2017 and 2018 as the reason behind the increase in PTR from 2016 to 2018, but data were not available to triangulate this at the time of the evaluation.

123. Since there was already broad buy-in and support for the PEE among development partners, there was no need for GPE to influence other actors' support for the PEE, and, accordingly, no evidence of GPE having done so.

124. One unintended negative consequence of GPE support to implementation in Mozambique is that the use of DLIs resulted in additional layers of complexity in planning, monitoring, evaluation and implementation. It is unclear whether these additional costs and complexities imposed by DLIs outweigh the potential benefits in terms of increased accountability for results.

Additional factors beyond GPE support

125. Additional factors beyond GPE support that **positively** supported the implementation of the PEE included initiatives from other development partners, as well as a public sector-wide initiative.

Box 3.4. Major initiatives aligned with the 2012-2016/19 PEE

USAID Aprender a Ler (ApaL) (Learn to Read) Initiative (US$ 24 million, 2012 – 2016). ApaL reached 1,213 schools, 320,435 students, 4,908 teachers, 1,153 school directors, 1,526 reading coaches, and distributed 4.6 million books to improve reading outcomes for Grade 1 – 3 students in Zambezia and Nampula provinces.[274]

USAID Vamos Ler! (Let's Read!) Initiative (US$ 76 million, 2016 – 2021). In line with the PEE 2012-2016/19 commitment to bilingual education, the Vamos Ler initiative (2016 – 2020) is developing maternal-tongue instruction materials and methods for early-grade reading to support bilingual education for Grades 1, 2, and 3 in 2,800 schools (reaching 800,000 students and 11,000 teachers) in Nampula and Zambezia. Vamos Ler is working with parents, communities, and civil society over the course of five years.

UNICEF Country Program (US$ 32 million, 2017 – 2020). UNICEF's country program aligns closely to the four priority areas of the 2015-2018 Operational Program. It focuses on promoting increased access to early learning and school readiness, improving the quality of primary education through teacher motivation and training, promoting access to primary education for vulnerable children and girls, and building planning, management, and monitoring capacity at national, sub-national and school levels.

World Bank Public Financial Management For Results (PFM4R) Project (2014 – 2019), US $15 million to education). The PFM4R project seeks to improve the transparency and efficiency of management of critical inputs to health and education in Mozambique. In education, it focuses on paying operational costs for the management of primary schools and includes a disbursement-linked indicator on the timely distribution of school grants (ADE).[275]

POEMA, a public-sector-wide capacity-building programme to address the main processes of public sector management in Mozambique, including planning, budgeting, execution, monitoring, and evaluation, which is helping to spread a culture of data use and analysis.[276]

126. Two additional factors **negatively** affected the implementation of the PEE. First, a lack of provincial- and district-level targets within the PEE and operational plan created limitations in accountability and incentives for implementation at lower levels of administration. Secondly, the limited capacity of construction companies to deliver on school and classroom construction commitments, especially in rural

[274] World Education, "USAID Aprender a Ler (ApaL) Final Report, Aug 2012 – Dec 2016", 31 January 2017, 8.

[275] World Bank, "Mozambique Public Financial Management for Results Program", 2018. http://www.projects.worldbank.org/P124615?lang=en.

[276] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 75.

areas, as well as MINEDH's limited capacity to manage these companies, was cited by a recent political economy study, as well as multiple stakeholders, as an implementation challenge. [277] One donor questioned whether responsibilities for infrastructure management should fall to MINEDH, suggesting that MINEDH could collaborate with other government departments to manage construction companies, contractors, and builders.

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

Finding 15: GPE's modest contributions to plan implementation can be taken as a positive indication of smooth integration into strongly PEE-aligned implementation efforts among central-level actors. Compared to motivated central actors, provincial and district level actors were less aligned and motivated, which limited plan implementation. In addition, stakeholder perceptions that GPE contributions were limited indicate a lack of visibility of and clarity on the role of GPE's in-country representation in Mozambique.

127. The evaluation found that GPE primarily contributed to sector plan implementation via sector financing and the variable tranche, which helped call attention to teacher hiring and training in the context of plan implementation. While GPE did contribute to implementation, interviews reveal that these contributions were not visible to some stakeholders, and there was confusion among stakeholders about GPE's in-country presence and role in supporting implementation.

128. The assumptions that relevant government actors have the (i) *motivation*, (ii) *opportunity*, and (iii) *capabilities* to implement the sector plan **hold true at the central level,** in spite of several key departures from MINEDH during the review period, **but do not consistently hold at the provincial and district levels**, where there has been limited sensitization to plan priorities and minimal accountability for implementation against plan targets.

129. The evaluation found that the assumptions that country-level stakeholders (iv) have the *motivation* and *opportunity* to align their own activities with the priorities of the PEE **hold true** in Mozambique, where government, donor, and civil society stakeholders work closely together in pursuit of shared goals. However, the evaluation found that the assumption that (v) country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation only **partially holds true.** While joint sector reviews are evidence-based and occur on a regular, annual schedule, recommendations from RARs have not been consistently taken up to enhance PEE implementation.

The evaluation found that the last assumption that (vi) the sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data, **holds true** for the 2012 – 16/19 PEE, which included "improvement of planning, budgeting, execution, monitoring, and evaluation systems" as one of its thirteen strategic priorities and included "conceptualization and institutionalization of national system for education quality assessment in Mozambique" as one of its priority actions.

130. Since GPE's main contributions to sector plan implementation were financial, and because of the pre-existing strength of Mozambique's sector dialogue and monitoring mechanisms, it is understandable that some stakeholders perceived that GPE did not contribute much to implementation. One donor representative expressed that GPE support helped mobilize partner collaboration around plan

[277] Centro de Aprendizagem e Capacitacao da Sociedade Civil (CESC). "Estudo sobre a economia política do sector da educação em Moçambique", (no date), 83.

development and resulted in a high-quality sector plan, but that when it came to direct support to implementation, "there was no follow-up on implementation of the plan." Confusion among donor representatives about the role of the World Bank, which wore multiple hats as grant agent for GPE, provider of fiduciary controls for FASE, and as a donor supporting the education sector in Mozambique, contributed to this perception. Several donors felt that discussions led by the World Bank about the variable tranche and GPE DLIs could have been more transparent and more actively included all LEG stakeholders. Another donor expressed confusion about accountability for GPE's ESPIG support, suggesting that because GPE's 2015 ESPIG was channeled through the World Bank as the grant agent and included in the same project proposal for Additional Funding, it was unclear whether it was a World Bank or GPE grant. While in many ways, stakeholders' perceptions that GPE did not do much to contribute to implementation can be taken as a positive sign of GPE's smooth integration into strong, locally owned mechanisms, they also indicate a lack of clarity around roles, responsibilities, and accountabilities[278] when it comes to GPE's representation in-country in the case of a pooled sector fund where donor partners play multiple roles. Although the FASE MOU clearly outlines accountabilities and division of labor among partners in a way that builds on their comparative strengths, reflections from stakeholders suggest that the lived reality of GPE's representation in-country may not be as clear cut as it is on paper.

[278] This relates back to the fifth strategic objective in GPE's theory of change, which reads: "GPE fosters clear roles, responsibilities, and accountabilities among stakeholders in policy dialogue and their collaboration in a coordinated, harmonized way to solve sector issues." Universalia. GPE Country-Level Evaluation Synthesis Report – Year 1, 94.

4 Progress towards a stronger education system

Introduction

131. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: "Has sector plan implementation contributed to making the overall education system in Mozambique more effective and efficient?". Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)
- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

132. Progress towards a stronger education system is measured by drawing on evidence of achievements in the 13 priority areas outlined in the PEE 2012-2016/19 and the four priority areas of the 2015-2018 Operational Plan. Two of these 17 priorities relate to system-level changes in **access**, three focus on **equity**, five relate to **quality**, one relates to **relevance**, and six pertain to **system management**.[279] The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, MINEDH), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.[280]

133. To be counted as a 'system-level change', an intervention needs to be planned, nationwide in scope (at least in the medium-term), and at least partly led by the ministry. Ideally, it should also be sustainable in terms of funding (e.g. government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion as policy or program design can in and of itself be a valuable first step, but timely implementation needs to at least be likely, and its likelihood is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in chapter 6.

134. Table 4.1 summarizes related CLE findings, which are further elaborated on below.

[279] Access: PEE1; PEE3. Quality: PEE5; PEE7; PEE9; OP1; OP2. System Management: PEE8; PEE10; PEE11; PEE13; OP3; OP4. Equity: PEE2; PEE4; PEE12. Relevance: PEE6.

[280] Please see definition of 'education systems' in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing); (b) equitable allocation of teachers (RF11, covered here under Access and Equity); (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance); (d) reduced student dropout and repetition rates (RF13, covered in section 5; (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

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Table 4.1 Overview: CLE findings on contribution of plan implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD?[281]	HAD ISSUE BEEN ADDRESSED IN THE 2012-2016/19 PEE?[282]	LIKELIHOOD THAT PEE IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS[283]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[284]			
Access: Modest. Increase in primary and secondary school construction, but not keeping pace with student population growth.	Yes, 8 access-related priority actions for (pre) primary and 7 for secondary. PEE strategic priorities 1 & 3.	**High** – more and better quality of infrastructure and diversity of schooling options planned for and implemented under PEE.	1	2	3	4
Quality: Modest. Some improvements in TLM quality, curriculum, teacher training, and in addressing severe teacher absenteeism.	Yes, 5 priority actions for (pre) primary and 7 for secondary. PEE strategic priorities 5, 6, 7 & 9.	**High** – TLM, curriculum, teacher training, and absenteeism improvements planned for and implemented under PEE.				
Equity: Modest. Improvements in policy and TLM for special needs education, little progress noted for gender or socio-economic equity.	Yes, 3 priority actions for (pre) primary and 3 for secondary. PEE strategic priorities 2 & 4.	**Moderate** – policy and TLM for special needs students planned and implemented in line with PEE, few data on government-led interventions for gender or North/South disparities.				

[281] Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive. Amber = modest/fragmented; Limited/in isolated areas only – red; Insufficient data – gray.

[282] Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was addressed in an ESP does guarantee that positive changes in this area were due to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

[283] Green = High. Amber = Moderate; Red = Low. Gray = Insufficient data.

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

IMPROVEMENTS MADE DURING REVIEW PERIOD?[281]	HAD ISSUE BEEN ADDRESSED IN THE 2012-2016/19 PEE?[282]	LIKELIHOOD THAT PEE IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS[283]	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[284]			
Relevance to learning/employment needs: Modest. Bilingual education programs introduced in some schools, bilingual education strategy not yet approved and delays in developing TLM. Not implemented at wide scale.	Yes, PEE included priority action to ensure expansion of quality bilingual education at primary level. PEE strategic priority 6 (curriculum update & revision).	**Moderate** – USAID funded Vamos Ler project aligned with PEE bilingual education goals. Bilingual education also supported by ADPP. but Early evidence of some other actions taken by MINEDH.				
System management: Modest. Introduced National Learning Assessment, ongoing efforts to improve school- and district-level management. Little progress to address poor local implementation capacity and data management and use.	Yes, 13 priority actions included under PEE. PEE strategic priorities 8, 10, & 11.	**High** – Planned and implemented learning assessment system and school- and district-level management efforts under PEE.				

Progress towards a stronger education system during 2012-2019 period

Finding 16: During the review period, the education system was strengthened in terms of curricula, teaching and learning materials, and learning assessment. Positive steps were taken to enhance school infrastructure, school director and teacher training, bilingual education, and ECD, but these are either too recent in time to have demonstrated changes, or not institutionalized at wide enough scale to constitute system-level changes.

135. This section reviews system-level changes in the review period, based on the 13 strategic priorities in the 2012-2016/19 PEE and four priority areas under the 2015-18 Operational Plan, which fall under the areas of access, quality, and system management, with cross-cutting issues of equity and relevance.[285] Overall, data reviewed and Table 4.1 above suggests that even though the PEE was good quality and was effectively implemented, it only led to modest system-level changes, with numerous remaining obstacles to the achievement of equitable access to quality education.

Access and Equity

136. In line with the commitment to ensure that all children in Mozambique have access to and complete a basic education of seven years, access improved considerably during the review period, with an increase

[285] See Section 3.2, Table 3.2 for the full list of PEE goals and OP focus areas.

in primary school enrollment from 3.7 million in 2004 to more than 6 million by 2016.[286] However, challenges remain.

137. Although school fees were legally abolished well before the review period in 2004, in reality, other direct and indirect costs (uniforms, transportation, school lunch, opportunity costs of labor) still limit access to schooling as of 2018, especially at the upper primary level.[287] As of 2015, 26 percent of students enrolled across all levels of education come from the richest quintile households, while just 16 percent come from the poorest quintile households.[288] In addition to the indirect costs of schooling, a considerable number of households in Mozambique still pay obligatory and voluntary fees at both lower and upper primary levels.[289] In 2015, the fact that "school is very expensive" was cited by 14.3 percent of surveyed out-of-school children and youth between the ages of 5 and 24 as the reason they were not in school.[290] Beyond legally abolishing school fees, the Government continued reforms targeted to improving equitable access under PEE 2012-16/19 and OP 2015-18, including the provision of free textbooks[291], direct support to schools (ADE), and investments in classroom construction and school infrastructure.[292]

a. With the aim of providing basic school supplies to children free of charge and moving towards universal free primary education, MINEDH and development partners introduced school grants for the primary level, known as **Direct Support to Schools** (abbreviated "ADE" in Portuguese), in 2004.[293] ADE funding is provided by FASE and allocated to schools on a per-capita basis.[294] As of 2008, school grants were also introduced for secondary and technical schools. The evaluators found inadequate evidence to determine progress or changes to ADE during the review period. While important in reducing cost barriers to access, ADE has not fully offset barriers to education.[295]

b. Between 2015 and 2018, the **Accelerated Construction Program** supported the construction of nearly 1,000 latrines, and 1,600 classrooms, 78 percent of which were for primary schools, across 168 administrative blocks.[296] The share of "precarious" primary classrooms declined between 2011 and 2017, falling from 47 to 43 percent.[297] In line with the goals of PEE 2012-2016/19, MINEDH also undertook efforts to build secondary schools and improve access in

[286] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 37.

[287] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 38.

[288] UNICEF, "Budget Brief 2017: Education. Mozambique," 19.

[289] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 38. The UNESCO Policy Review references the burden of school costs, but there was no data available on household contributions to or expenditures on education.

[290] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 104. The most common reason stated for not attending school is that it "serves no purpose/lack of interest" (31.2 percent). The second most common reason is marriage (18.4 percent). Cost is the third most common reason, followed by work (10.5 percent).

[291] Textbook provision and management is covered subsequently under Quality and Relevance.

[292] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 37.

[293] The 2016 FASE Review notes that ADE was adopted after first being piloted and introduced by the World Bank.

[294] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 52 and 61. Allocation also takes into account specific school characteristics, such as distance from urban centers.

[295] UNICEF Mozambique Country Programme 2017 – 2020, 11.

[296] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 88.

[297] MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão," 2018, 9. Classrooms that are constructed from bricks or cement, whereas "precarious" classrooms are those that are built from other materials. The 2018 RAR report notes some weaknesses in reliability in the completion of forms used to classify schools.

previously underserved areas, though limited progress was made, with 66 secondary classrooms constructed by 2018 with the support of FASE and other partners.[298]

c. Investments in classroom and school construction have faced delays in implementation, as discussed in Section 3.5, and have not kept pace with the growth in the primary school-age population of over 800,000 children from 2012 to 2018.[299] As a result, Mozambique currently faces a shortage of classrooms. Primary schools are often run in double shifts, and some school locations are even used three times a day with a triple-shift system.[300] A 2015 benchmarking exercise conducted for MINEDH[301] found a deficit of 32,000 classrooms for the primary and secondary levels, a number that would be even higher if the number of students per class were reduced. Accommodating all students at an average class size of 40 would imply a total shortage of 64,000 classrooms for the first cycle of primary school alone.[302]

d. The 2013 and 2016 National Learning Assessments[303] paint a mixed picture in terms of changes to the **physical quality of education infrastructure** serving students in 3rd grade that took place during the review period. On the positive side, as a result of efforts to distribute school desks, the share of third grade students sitting on the ground at school fell from 76 percent in 2013 to 64 percent in 2016. [304] While the proportion of third grade students attending open-air classes remains high, there was some improvement between 2013 and 2016, with the total share of students attending outdoor classes falling from 24.5 to 22.7 percent. [305] However, the share of 3rd grade students with running water in their schools fell from 43.5 to 37.4 percent, and the share of students in schools with electricity also fell, from 27.2 to 24.1 percent.[306]

138. Other supply-side interventions at the primary and secondary levels during the review period included:

a. A National **School Feeding** Program (PRONAE), which has provided nutritional inputs to students in primary schools (including school meals, deworming, and nutrition education) since 2013.[307]

[298] Ibid.

[299] UIS, school-age population, primary education, both sexes. From 5.1 million children in 2010 to 5.9 million in 2018.

[300] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 83.

[301] Conducted by management consultant for DIEE at MINEDH in 2015.

[302] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 83.

[303] Though known as the National Learning Assessment, the survey collects data on 3rd Grade learning in math and Portuguese, but covers much more than just learning. The NLA also includes topics such as student characteristics, age, and gender distribution, classroom conditions and materials, pupil/teacher ratio, and teacher and school director data such as age and gender distribution, level of training, years of experience, perception of student abilities, views on curricula, and more. This makes it an especially useful data source on system-level changes.

[304] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 29.

[305] Ibid., 30-31. This data should be considered cautiously, however. The report lists the share of students in outdoor classes by province, which includes questionably large swings (e.g. Cabo Delgado, where the share changes from 100 percent in 2013 to 5.7 percent in 2016, or Gaza, which changes from 0.0 percent in 2013 to 53.8 percent in 2016).

[306] Ibid., 28. The reasons for these changes (methodological, policy, or otherwise) are not clear based on available data.

[307] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 89.

b. Approving and updating legislation and regulations on **private schools at the secondary level** in 2015, with the intention of diversifying the supply of schools.[308]

c. The expansion of **distance learning at the secondary level**, with 34,019 secondary school age distance learners enrolled as of 2016.[309]

139. Under PEE 2012-2016/19, Mozambique has seen some incremental changes working toward greater access to **pre-primary education**[310], including MINEDH's establishment of an ECD Secretariat under the Directorate for Primary Education and appointment of an ECD commission tasked with drafting a multi-sectoral ECD strategy for the country. A number of pre-primary education pilots have occurred but have not yet been scaled up due to a lack of full integration of the sub-sector as a priority, as well as resource limitations.[311] Unfortunately, pre-primary education in Mozambique under PEE 2012-2016/19 is still optional and will remain so under the 2018 National Education Law, which is not in compliance with SDG Target 4.2.[312] It remains to be seen whether preschool education will be prioritized under PEE 2020-2029. Only about 3.5% of children between 3 and 5 years old in Mozambique have access to early learning services, and the vast majority are still located in urban areas, catering to wealthier families and thus contributing to geographic and socio-economic disparities in learning outcomes.[313]

140. When it comes to **equity**, Mozambique faces substantial geographic and spatial disparities as well as disability inclusion and gender challenges. Major **geographic disparities** in Mozambique exist mainly between Southern and Northern provinces and districts in terms of poverty, socio-economic status, and education resources and outcomes. While primary schools are distributed relatively equitably across Mozambique's 11 provinces, secondary school distribution is inequitable, with a greater proportion concentrated in Southern provinces.[314] As of 2017, the distribution of educational resources follows a similar pattern, with the four provinces that have the highest pupil/teacher ratios (Zambezia - 73/1; Cabo Delgado - 72/1; Tete - 65/1; and Nampula - 71/1) also receiving the lowest allocations of resources per capita.[315]

141. In 2018, MINEDH published the Strategy for Inclusive Education and Development of Children with Disabilities, which defines the Ministry's objectives and areas of intervention with respect to children with **disabilities**, as well as areas of collaboration with other government ministries. The EMIS collects data on five categories of student disability (visual, auditory, motor, speech disorders and multiple disabilities). Roughly one percent of students are categorized as having a disability, while two percent of Mozambique's population is estimated to have some kind of disability, indicating that a large share of children with disabilities are out of school. [316] Under the 2012-2016/19 PEE, several measures were taken

[308] MINEDH, "Plano Estratégico Educação 16ª Reunião Annual de Revisão," 2015.

[309] MINEDH, "Plano Estratégico Educação 17ª Reunião Annual de Revisão," 2016.

[310] This progress supports improved school readiness, which is the first of four priority areas of the 2015-2018 Operational Plan.

[311] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 37.

[312] Ibid.

[313] UNICEF Mozambique, "Education in the New Country Programme 2017 – 2020: Strategy Note – final draft", March 24 (no year), 10. MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019.

[314] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 58. This also does not account for the distribution of schools within provinces.

[315] UNICEF, "Budget Brief 2017: Education. Mozambique," 17-18. Data from Figure 13. Non-central 2017 resource allocation by province.

[316] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 104.

to improve special needs education, including adapting 3rd grade curriculum content in Portuguese and mathematics for special needs, the provision and distribution of TLM for use in special needs education, including wheelchairs, sign language dictionaries, books, and more, and the training of managers and teachers on sign language (65), Braille (75), and diagnosis and guidance on special needs.[317]

142. In recent years, Mozambique has seen modest increases in girls' enrollment at the primary level, improving gender parity in the gross enrollment ratio from 0.9 in 2012 and 0.93 in 2017.[318] Improvements at the primary level are also visible in the average gender parity index of 0.9 for primary completion from 2010 to 2015. However, challenges remain at the secondary level, with an average GPI for completion of 0.66 at the lower secondary level and 0.6 for upper secondary from 2010 to 2015.[319] More generally, Mozambique still faces major **gender inequities**. With an estimated 37 percent of the female population ages 15 to 19 who are married, Mozambique has the highest rate of early marriage among sixteen regional peers.[320] It also has a severe gap between male and female educational attainment, at levels of 3.2 years for males and only 1.9 years for females by age 15.[321] Gender inequities also intersect with geographic disparities, with higher rates of female literacy in Southern provinces compared to their central and Northern counterparts.[322] Girls in rural areas, particularly those from low-income households, are at a comparatively higher risk for underperforming, failing, or dropping out of school entirely.[323] Studies conducted by MINEDH and partners between 2007 and 2015 show that sexual abuse, violence, and sexual harrassment in schools remain major barriers to girls' participation.[324]

143. The 2012-2016/19 PEE treats gender as a cross-cutting issue to be integrated into sector programming. In practice, gender considerations have not been fully mainstreamed in the education sector. The ESA reports that 85 percent of district-level annual action plans (PdA) integrate activities focused on gender, although they are generally limited and unfunded.[325] Three donor representatives also noted the existence of a separate national gender strategy[326] outside of the PEE, OP, and annual activity plans, and suggested that this could be better integrated into the sector's main strategic documents.

[317] MINEDH, "Plano Estratégico Educação 16ª Reunião Annual de Revisão," 2015. MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 104. In addition, in 2017/18, orphans represented 12 percent of students enrolled in primary education, but in spite of their vulnerable status, MINEDH does not have specific policies directed toward their protection.

[318] UIS data, gross enrollment ratio, gender parity index. The 2018 UNESCO Policy Review (p. 53) notes an increase in the gender parity index from 0.4 in 2000 to 0.7 in 2014, but does not cite an original source for the data.

[319] UNESCO, "Global Education Monitoring Report 2017/18: Accountability in education," Paris, France, 2017, 350. Data is sourced from the UIS database, and gender parity indices are the ratio of female to male rates for completion.

[320] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 63. These are the countries of the Southern African Development Community (SADC).

[321] Porter et. al., "Prospects and Challenges: Mozambique's Growth and Human Development Outlook to 2040," Embassy of Ireland in Mozambique and Institute for Security Studies, 2017, 24.

[322] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 63.

[323] Ibid., 62.

[324] UNICEF Mozambique, "Education in the New Country Programme 2017 – 2020: Strategy Note – final draft", March 24 (no year). In a 2007 MINEDH study, 70 percent of respondents (parents and children) identified sexual abuse against girls and early pregnancy as constraints in providing an enabling learning environment. 70 percent of girls interviewed in the same study stated that some teachers use sexual favors for promotion to the next class. A 2011 study conducted by ActionAid reported that 66 percent of girls in the study sample had reported experiencing some type of violence in the preceding 12 months.

[325] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 124.

[326] UNICEF supported the Government of Mozambique to develop this strategy.

MINEDH also adopted a zero tolerance policy on violence and abuse in schools, but there is little evidence that it has been enforced.[327] The share of female teachers in the workforce[328] for the first cycle of primary school averaged 51 percent across the country in 2018[329] and are even lower for the lower secondary level, though they did increase from 19.3 percent (2012) to 23.4 percent (2017) during the review period.[330]

Quality and Relevance[331]

144. Insufficient quality in terms of learning and instruction is one of the biggest and most pressing challenges facing Mozambique's education system. The 2019 ESA describes a vicious cycle at the primary level between low school quality and low internal efficiency: low instructional quality leads to low levels of student learning and high levels of repetition, which in turn increases the number of students in class and lowers the quality of instruction.[332] Recent data demonstrates that only around 70 percent of all students who attended 1st grade in 2012 entered 3rd grade in 2014.[333] Results from the 2013 national learning assessment show that fewer than 7 percent of 3rd grade students demonstrated basic literacy skills.[334] The results of the same assessment in 2016 showed a decline in performance, with only 4.9 percent of 3rd grade students demonstrating basic literacy skills, and only 7.7 percent demonstrating basic math skills.[335]

145. During the review period, Mozambique made some system-level improvements in education quality by increasing the number of primary education teachers, creating a zero-tolerance policy on teacher absenteeism, increasing the share of trained teachers, provision of in-service training, and of teachers with higher qualifications, streamlining the primary curriculum, and reducing unit costs and improving quality of teaching and learning materials.

146. Under PEE 2012-2016/19, the Government of Mozambique and donor and civil society partners have made efforts to **recruit and deploy more teachers**. As a result, the average **pupil/teacher ratio improved from 2009 to 2015[336]**, even with high growth in the student population. While data are not aligned to the years of the review period, between 2009 and 2015, the number of primary teachers increased by 27,000, a 33 percent increase in teachers compared to the 25 percent increase in primary school enrollment during the same period.[337] From 2009 to 2015, the pupil/teacher ratio for the primary level decreased from 69/1 to 62/1. The 2019 Education Sector Analysis reported a pupil-teacher ratio of

[327] Available data did not indicate the timeline for adoption of this policy.

[328] Increasing the share of female teachers and administrators in the workforce holds potential to help reduce sexual abuse, harassment, and violence in schools.

[329] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 95.

[330] Ibid., 76.

[331] Given that TVET and higher education no longer fall under MINEDH's mandate and progress against them is not tracked under the PEE as of 2014, available data on the relevance of education for employment is limited. The section that follows addresses two other aspects of relevance: multilingual education and ICT in education.

[332] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 85.

[333] World Bank, "Project Paper Report No. PAD2135," 2017, 11.

[334] INDE, "Relatório do 1º Estudo da Avaliação Nacional da 3ª Classe," 2014.

[335] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017.

[336] As discussed in Section 3.2, a pupil/teacher ratio disbursement-linked indicator is also included in GPE's variable part financing to Mozambique. According to the 2014 Program Implementation Grant Application, the DLI is the number of districts with a pupil/teacher ratio over 80.

[337] World Bank, "Project Paper Report No. PAD2135," 2017, 39.

64.2[338] in 2018 for the first cycle of primary education across Mozambique, which stakeholders suggested was caused by a slowdown in teacher hiring in 2017 and 2018 related to MINEDH budget constraints. As of 2019, there was still considerable variation in PTR across the country, with lower ratios in Southern provinces (Maputo City: 58.8; Maputo Province: 57.7; Gaza: 49.9; Inhambane: 46.3) and the highest ratios in the North (Cabo Delgado: 71.6; Niassa: 65.2; Nampula: 74.1; Zambezia: 72.6).[339]

147. From 2010 to 2016, **class sizes** averaged 50 to 51 students per class for the first cycle of primary education.[340] INDE's 2016 NLA found that the number of 3rd grade students per class grew from 41.4 in 2013 to 51.0 in 2016.[341] In upper primary, the pupil/teacher ratio dropped slightly from 33 to 32 over the same period, and class sizes dropped from 52 to 43 students per class.[342] While progress on class sizes has been mixed, evidence suggests that teachers are increasingly overburdened, with the share of teachers covering two shifts of classes increasing from 30.6 percent in 2013 to 35.6 percent in 2016.[343]

148. Another major issue affecting instructional and learning quality is **teacher and school director absenteeism**, which also reflects systemic school management challenges. As reported in the World Bank's 2015 Service Delivery Indicator study, 45 percent of primary school teachers were not at school during an unannounced visit, and another 11 percent were present but were outside of classrooms. As a result, primary students only receive, on average, 1 hour and 41 minutes of instruction per school day (out of a nominal 4 hours and 17 minutes). Over the school year, this translates to students receiving approximately 74 days of instruction over the course of a 190-day school year.[344] A USAID study on school effectiveness concluded that, due to teacher absenteeism, limited instructional time, and other factors negatively affecting educational quality, Mozambican schools were limited to, on average, 30 days of actual instructional time per 193-day school year in 2010.[345] While a new requirement included under the revised national curriculum ostensibly increases instructional time from three to four hours for grades 1 to 4, limited classroom space and the use of double- and triple-shifting makes this challenging to implement.[346] Causes of teacher dissatisfaction and absenteeism include poor salary, poor working conditions, low incentives, delays in the processing of overtime hours, lack of promotion based on length of service, and lack of prestige of the profession.[347]

149. In response to the SDI findings as well as findings from the 2013 National Learning Assessment conducted by INDE, MINEDH undertook a nation-wide campaign against teacher (and student)

[338] The 2018 RAR published by MINEDH (p. 14) reports that the PTR in the first cycle of primary education fell from 62.9 in 2011 to 59.9 in 2017. It reinforces the 2019 ESA finding of uneven progress across provinces, noting that the PTR in 4 out of 11 provinces saw slight increases, while the remaining provinces saw significant decreases. It also notes even more variation at the district level, but emphasizes progress in reducing the number of districts with a PTR above 80 from 17 in 2016 to 9 in 2017.

[339] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 95.

[340] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 50.

[341] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 47-48.

[342] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 50.

[343] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 47-48. UNESCO's 2018 Policy Review notes that around 23 percent of lower primary teachers cover two shifts of classes (p. 50).

[344] Molina and Martin, "Education Service Delivery in Mozambique," October 2015.

[345] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 50.

[346] Ibid.

[347] UNICEF Mozambique, "Education in the New Country Programme 2017 – 2020: Strategy Note – final draft", March 24 (no year), 9. UNESCO, "Mozambique Education Policy Review – Draft," 2018, 105.

absenteeism[348] and adopted a zero tolerance policy on teacher absenteeism[349] during the review period, with school supervision and management efforts under PEE 2012-2016/19 intended to address the issue.[350] More specifically, these efforts included monitoring 4,258 teachers (3,087 primary teachers and 1,747 non-teaching staff), supervising 348 primary and secondary schools, producing and distributing over 18,000 posters, using TV spots about absenteeism, and undertaking a pilot project to prevent and combat absenteeism in 22 districts (2 in each province).[351] With regard to other measures to directly address teacher absenteeism, such as positive or negative incentives (e.g. pay or disciplinary measures), stakeholders cited the use of salary cuts as a disciplinary measure in some provinces in 2017 and 2018. Preliminary results from the World Bank's 2018 SDI survey show that teacher absenteeism rates fell from 34.4 percent to 22.9 percent between 2014 and 2018, which suggests that measures undertaken under PEE 2012 – 2016/19 have helped improve the situation.[352]

150. Another input to improving students' basic competencies is **teacher training** on basic education. The education system faces tensions between training teachers quickly, and ensuring teacher competency, in light of growth in the school-age population as well as and the need for competent, well-trained teachers as an input to improving the quality of learning in the country.[353] In addition, teacher compensation is tied to training and qualification levels, sensitive and controversial issues linked to multiple iterations and models of the teacher training system. The result is that teachers currently in the school system possess a wide variety of qualifications.[354]

151. While there is still no holistic plan for teacher training, qualification, and compensation, MINEDH and donor partners prioritized primary teacher training under PEE 2012-2016/19, continuing to implement a one-year pre-service training program (under the 10+1 model), as well as pilot two years of content learning and one full year of school experience (teaching practice) (under the 10+3 model) since 2012.[355] These efforts helped decrease the share of untrained primary teachers from 29 percent in 2009

[348] World Bank, "Mozambique Education Survey Findings Spark Debate, Instill Sense of Urgency for Change", April 30, 2015, http://www.worldbank.org/en/news/feature/2015/04/30/mozambique-education-survey-findings-spark-debate-instill-sense-of-urgency-for-change.

[349] Multiple data sources mention the zero-tolerance policy on absenteeism, but do not note the date of adoption.

[350] As discussed subsequently under "System Management."

[351] MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018," 2018, 146.

[352] World Bank, "SDI 2018 Mocambique: Indicadores de Prestação de Serviços", Abril de 2019.

[353] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 115. This point was also raised by a donor representative.

[354] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 41-42. In 2007, the institutions that were previously charged with providing training for primary education teachers, primary teacher training centers (known as CFPPs) and primary teacher institutes (known as IMAPs) were abolished and replaced with Teacher Training Institutes (IFPs), which provide a single course for basic education teachers. It requires entrants to have a 10th grade level of education, which is then supplemented with one year of pedagogical training (known as the 10+1 model). [354] While decreasing the length of training for primary and secondary teachers under the 10+1 model was intended to speed up the training and address the shortage of qualified teachers, government stakeholders did not unanimously support the reforms, which were also heavily contested by civil society organisations, including the Teachers' Union, whose concern was a further decline in the quality of education. In 2011, aiming to stabilize the quality of teacher training, MINEDH added a new "10+3" model (which currently coexists with the 10+1 model), which was piloted in several provinces. However, this model will be replaced by the "12 + 3" model, which was originally scheduled to start in 2018 bu has been delayed.

[355] World Bank, "Project Paper Report No. PAD2135," 2017, 36.

to 10 percent in 2014. [356] However, the contents of pre-service training give inadequate attention to practical skill-building.[357] In addition to pre-service training, in 2016, in-service training for primary grade teachers was successfully launched.[358] Data reported in the 2018 RAR shows that the share of trained teachers across primary and secondary levels grew between 2011 and 2017, as reported in Table 4.2 below. The results of the 2016 national learning assessment for third grade show an improvement in average teaching qualification levels across the third grade workforce from 2013 to 2016. [359] While the qualification levels of teachers and the overall number of trained teachers have increased, the proportion of third grade teachers receiving in-service training fell from 72.1 percent in 2013 to 67.1 percent in 2016.[360] In 2019, MINEDH will introduce yet another change, with the "12+3" (12th grade plus three years of teacher training) program for training primary teachers.[361] One donor representative cited frequent changes in teacher training, qualification and compensation policies as a factor weakening implementation, noting that, "we move on to the next policy without assessing what has worked or failed and why."[362]

Table 4.2 Percent of trained teachers for primary and secondary education[363]

RESOURCE	2013	2016
Lower primary (EP1)	78.8	96.5
Upper primary (EP2)	83.2	96.5
Lower secondary (ESG1)	78.8	95.2
Upper secondary (ESG2)	92.2	97.8

152. Training completion rates do not offer a full picture of teacher capabilities and competencies. In spite of efforts around teacher training, **inadequate teacher competencies,** especially in language, remain

[356] World Bank, "Project Paper Report No. PAD2135," 2017, 39.

[357] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 4.

[358] World Bank, "Project Paper Report No. PAD2135," 2017, 36. GPE's 2015-2018 ESPIG included a disbursement-linked indicator for the number of Grade 1 and 2 teachers receiving in-service training.

[359] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 41-42. UNESCO, "Mozambique Education Policy Review – Draft," 2018, 59. The most common qualification at the lower primary (EP1) level is 10+1 (10th grade plus one year of teacher training), which is held by 45 percent of teachers. Eight other qualifications account for at least one percent of teachers, while seven percent of teachers do not possess formal teacher training. The share of teachers with an 8th to 10th grade qualification falling from 39.3 percent to 18.2 percent, and the share of teachers with an 11th to 12th grade qualification rising from 53.1 percent to 71.7 percent.

[360] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 46.

[361] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 91. The ESA notes that teachers trained under this program will not enter the teaching workforce until 2023, and they will constitute a small minority of the total teaching workforce, which includes over 100,000 teachers.

[362] This stakeholder also noted Mozambique's lack of a teacher progression policy as an issue, and held the perception that well-trained teachers often do not work in government schools because of comparatively low compensation.

[363] MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018," 2018, 13. This includes both pre-service and in-service training.

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a major factor contributing to poor quality learning and low literacy skill levels in Mozambique.[364] One study found that only 40 percent of primary teachers were capable of teaching in Bantu languages as a first language of instruction and in Portuguese as a second language of instruction.[365] Additionally, over a third of fourth grade teachers across the country use local languages when instructing mathematics and language courses (36 percent in the South, 44 percent in central provinces, and 38 percent in the North).[366] Even more troubling is that only 1 percent of Grade 4 teachers had mastered 80 percent of the Grade 4 curriculum they taught, and only 65 percent of mathematics teachers were able to successfully complete double-digit subtraction problems. [367] These results raise serious concerns about basic teacher competencies.

153. Mozambique's multilingual context contributes to the challenges of establishing basic competencies in the early grades. While Portuguese is the official language of instruction, the country has 16 ethnic groups and 24 languages, which has translated into lasting difficulties in learning Portuguese in school. Children use national languages at home and in their daily lives, but are expected to speak mainly Portuguese in school classrooms and with teachers. PEE 2012-2016/19 recognized this challenge by including the expansion of quality **bilingual education** as one of its priority actions. Progress made against this priority in terms of relevance to learning includes preparation for the rollout of the "Vamos Ler" program in partnership with USAID from 2017 to 2021, which will cover all 21 districts of Nampula and Zambezia provinces and will serve as the main approach for teaching literacy to children in grades 1 to 3 in these districts.[368] The 2019 ESA also reports that teaching and learning materials were also developed for three maternal languages, which will be distributed to 109,000 students. It is unclear to what extent teacher training institutes include Mozambican national languages in their programs.[369]

154. Other **curricular changes** were undertaken during the review period in an effort to focus on basic competencies and improve education quality. First, a new primary curriculum was introduced in 2017, which reduced the total number of disciplines covered by primary education and condensed school materials, resulting in a curriculum that is more relevant for learning, in a context of historically low mastery of basic competencies in the early grades.[370] New Portuguese and mathematics books and teacher manuals were introduced to accompany the curricular change.[371] The number of schoolbooks required for a student passing from first to seventh grade fell from 40 to 24, and the number of teacher manuals required fell from 42 to 7 (now at one manual per class).[372] The new curriculum also places

[364] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 115.

[365] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 87.

[366] Molina and Martin, "Education Service Delivery in Mozambique," October 2015, 53.

[367] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 136. Even more alarming was that only 39 percent could successfully complete subtraction with decimals.

[368] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019.

[369] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 114-15. According to one donor, teachers are also moved between regions of the country in an effort to promote national unity, but this often means that teachers cannot speak the mother tongue of children they are teaching. Another donor suggested that Teacher Training Institutes (IFPs) do employ trainers in Mozambican languages, but it is unclear to what extent language training is fully integrated across teacher training programs.

[370] MINEDH, "A Escola é Nossa! Plano Operacional 2015 - 2018 do Plano Estratégico de Educação 2012 – 2019," 2015, 24. This also marks a step towards the 2015-2018 Operational Plan's second priority to improve classroom dynamics to focus on key learning outcomes (basic literacy).

[371] MINEDH, "Plano Estratégico Educação 19ª Reunião Annual de Revisão, 2018," 2018, 15-16.

[372] Ibid.

emphasis on Portuguese and mathematics by expanding the time dedicated to their instruction relative to other classes.

155. In 2011, recognizing the potential of **ICT** to promote quality education for all by preparing learners for the 21st century, MINEDH developed an Education Technology Plan (PTE) defining the country's strategic and integrated vision for ICT to help address the main challenges of the education sector, including access, quality, effectiveness, and efficiency.[373] The PTE focuses on the use of ICT in three domains: (1) teachers and the use of ICT for pedagogical management; (2) ICT for school management; and (3) ICT as teaching and learning tools for both teachers and students.[374] The PEE 2012-2016/19 also recognizes the potential of ICT and focuses on using it to improve the quality of education and institutional development of the sector. Under MINEDH, the Department of Information and Communication Technologies (DTIC) is the entity in charge of implementing ICT policy. Some progress has been made in using ICT as a management tool at the national, provincial and (some) district levels with existing electricity infrastructure. However, little progress has been made in expanding ICT for teaching for basic education given a lack of infrastructure and financing.[375]

156. Another factor affecting learning quality that demonstrated system-level improvement during the review period is the **availability, management, and quality of teaching and learning materials.** [376] Data on the availability of learning materials from National Learning Assessments shows deterioration from 2013 to 2016, with the share of third grade students with access to student workbooks falling from 79.7 percent to 64.2 percent, and the availability of teacher manuals for third grade teachers declining from 71.3 percent to 62.8 percent.[377]

157. In 2015, MINEDH made a number of improvements to textbook quality and procurement, the results of which are as yet unknown at the national level. First, INDE assumed responsibility for developing textbook content in-house starting in 2015, giving MINEDH, instead of publishers, textbook copyrights. Additionally, the Department of Management of School and Teaching Materials (DGLEMD) used a competitive bidding process to select a publisher. Together, these changes have reduced the unit cost of textbook provision from US$ 1.40 to US$ 0.47. DGLEMD also improved the physical quality of textbooks, thereby reducing the number of books needed to replenish classroom textbook supplies year-to-year and introduced a new process for monitoring textbook use and distribution, significantly improving the retention of textbooks. Finally, improvements in the textbook procurement process, which is fully funded by FASE, will help ensure that textbooks arrive before the first day of school each year. While these changes represent significant improvements towards better quality, lower-cost TLM at the primary level, there is no evidence available on the effectiveness of these measures in improving access to TLM. The same attention has not yet been directed at secondary teaching and learning materials, and some weaknesses in access and quality remain.[378]

Management

[373] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 55.

[374] Ibid.

[375] Ibid., 57.

[376] This also affects access and equity but is addressed under this section as textbook availability and quality is a key input into learning quality.

[377] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 33-35. This data covers a period that falls before the 2017 curricular change, and more recent data on textbook and TLM access is not available. Therefore, it is unclear whether access to the new materials (textbooks, teacher manuals) aligned to the 2017 primary curriculum, which were referenced in paragraph 153, has improved.

[378] Source: interview data.

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158. Both donor and government stakeholders observed that planning, dialogue, and management capabilities of **central-level actors** such as MINEDH and its departments are generally strong, but that MINEDH faces limitations in capacity for strategic thinking and systematic implementation. As one stakeholder put it when asked about the strengths and weaknesses of PEE implementation, "the system and mindset of stakeholders within MINEDH is generally oriented around processes, rather than results. Some changes, including national learning assessments, have brought a greater results orientation, but the system is not fundamentally structured this way." Another noted the tendency of central-level stakeholders to focus on indicators and implementing according to the plan, to the exclusion of other aspects related to education quality, citing the example of training as one for which MINEDH manages against completion, rather than contributions to quality.

159. This challenge is likely to grow as key personnel retire from MINEDH in the coming years. Five stakeholders independently raised the point that departures from MINEDH had reduced its strategic and planning capacity, which was not effectively transferred internally, during the review period. Others raised concerns about the lack of proactive nurturing and training for the next generation of education sector leadership in Mozambique and the challenges that MINEDH's comparatively low salaries pose for attracting to and retaining the most qualified and skilled people within the Ministry.

160. Several stakeholders also noted a weakening of donor partner technical capacity over the review period, citing a rise in the number of generalists who cover multiple sectors instead of education specialists with deep technical capacity. One donor cited how the 2016 FASE Review reinforced this perception by noting the report's suggestion, based on government stakeholder input, that partners could do better to offer practical, technical solutions to issues raised in working groups.

161. Stakeholders pointed out that among **provincial- and district-level actors**, management and implementation capacity was substantially weaker than at the central level. More specifically, multiple stakeholders cited weaknesses in collecting and analyzing data and using it to inform decision-making at local levels. According to the 2018 UNESCO Policy Review, "the culture of the use of data and calculating and analyzing indicators is mainly concentrated at the Directorate for Planning (Direcção de Planificação e Cooperação, known as DIPLAC) at the central level, and needs to be spread to other departments within the central Ministry, to district and provincial offices."[379] Stakeholders also mentioned a disconnect between central and local levels in terms of information-sharing and communication, citing one-way directionality of communication from the central government to communities, and insufficient efforts on the part of the central government to better understand and address the realities of education in local communities.[380]

162. During the review period, MINEDH undertook several measures under PEE 2012-2016/19 and OP 2015-2018[381], including trainings and system-strengthening efforts, to address these challenges. Mixed evidence on the results of these measures suggests that only two deserve the designation of system-level

[379] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 75.

[380] One donor used the example of newly included provincial data and stakeholders in the annual joint sector review (RAR), citing frustration on both sides – at the central level about the lateness and incompleteness of data submitted for the RAR, and among local actors, about the lack of support for conducting proper reporting. The donor noted that promoting an understanding at the local level of the importance of data and how it could be used to inform changes in districts and provinces will be an important step in "growing other nodes of policy analysis and dialogue, as well as absorptive capacity for using data" at the school, provincial, and district levels.

[381] One of four priority areas under the 2015-18 Operational Plan is "strengthening local governance and responsibility for student learning."

improvements: the institutionalization of district-level supervision, and the introduction of the National Learning Assessment.

- **POEMA:** One measure was MINEDH's participation in POEMA, a public sector-wide capacity-building program in Mozambique which addressed key public sector management processes, including planning, budgeting, execution, monitoring and evaluation.[382] Available data does not indicate how well POEMA was implemented or give an indication of resulting changes that took place in the education sector.
- **SCHOOL AND DISTRICT DIRECTOR TRAINING AND SCHOOL SUPERVISION:**
    - Over the 2012-2019 review period, MINEDH carried out a number of activities to improve school management. Various operational guides were developed, including the Primary School Management Support Manual (2017) and the Primary School Council Support Manual (2015). Additionally, 4,754 school managers received school management training between 2013 and 2017, which were funded by FASE.[383] However, a 2017 study evaluating school directors did not find evidence of significant improvements in schools where directors had received training over those that did not receive additional training.[384]
    - At the district level, three district supervisors for every district in the country received training, and a district supervision manual was developed.[385] The 2017 RAR report describes resulting improvements in district-level supervision, noting that 48 percent of schools performed favorably in district supervisor visits (which narrowly missed the 2016 PdA target of 50 percent).[386] While the institutionalization of school supervision mechanisms was a positive development, one donor felt that progress has not come far enough: "the idea is not just for district supervisors to see what is going wrong, but to actually help prepare teachers and students to attend classes, improve the activities happening in the classroom, etc. In reality, district supervisors just submit reports on what is not working, which indicates that they do not feel equipped to help make the needed changes. We need to improve this."
- **HUMAN RESOURCE MANAGEMENT SYSTEM:** As noted under the review of teacher absenteeism, training, qualifications, compensation, and competencies, Mozambique does not yet have an integrated human resource management system that addresses these dimensions. Notably, the country also lacks a nationally standardized teacher competency framework. Human resources are currently managed at a decentralized level, a negative consequence of which is significant and unexplained disparities in per-student and -school financial allocations and staff placements across districts, as noted by one donor.[387]
- **EMIS, SECTOR MONITORING, AND DATA MANAGEMENT:**

[382] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 75.

[383] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 123. The ESA notes that a 2017 evaluation of the school manager trainings found their content to be relevant, but too theoretical and not sufficiently practical for the needs of school managers.

[384] Ibid., 118.

[385] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 119.

[386] MINEDH, "Plano Estratégico Educação 18ª Reunião Annual de Revisão (RAR), 2017", 2017.

[387] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 119.

- The EMIS in Mozambique consistently collects data from schools at the beginning (enrollment, teachers) and end (student pass, fail, and dropout rates) of each year and the Ministry analyzes relevant indicators.[388]
- However, the EMIS has a number of areas that could be further strengthened. Education indicators are not monitored with the same level of rigor at the provincial level as at central level. Though established at national level and tracked via annual joint sector review meetings, indicators and targets are not set specifically for provincial, district, or school levels.[389] Currently, the annual joint sector review (known as the RAR) does not report on data at the district or school levels, however it does report some data by province. Provincial-level stakeholders are also included in the annual RAR (joint sector review) meeting that takes place in March, but beyond their participation in this meeting, there is little evidence of additional activities to disseminate findings, determine targets at the local level, or adjust course for implementation. Data is not used sufficiently at provincial, district, and school levels for planning and management purposes, and education indicators are not monitored or tracked with the same level of rigor as at the central level.
- Mozambique's EMIS system's coverage of access and provision statistics for primary and secondary levels is near complete, but other areas are not sufficiently covered by current indicators. Gaps include: (a) school-level funding; (b) financial statistics on government, donor, and household expenditures and unit costs (per-student spending); (c) information on dropouts, out-of-school children, non-formal and second-chance education; (d) data on teacher and director absenteeism and its causes; and (e) the omission of pre-school education as a subsystem. [390] Overall, data on implementation is weaker. One donor stakeholder stated that actors at the central level have little awareness of whether activities are being implemented as designed, or where bottlenecks might be.
- During the review period, and as noted in Section 3.3, Mozambique introduced a national learning assessment that was conducted for 3rd grade in 2013 and 2016 (and will be implemented again in 2019), which gives a much clearer picture of student learning outcomes than previously available. INDE is responsible for managing the administration of the NLA. One donor stakeholder noted that the NLA also provided better data than that previously available on teacher absenteeism, teacher competencies, and other issues, which MINEDH used to inform the design of in-service teacher training programs and policies.

[388] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 81. 2017 data from the GPE Results Framework on Indicator #14 (data reported to UIS by countries) shows that in 2015 Mozambique only reported to UIS on 7 out of 10 indicators, failing to meet GPE's criteria for reporting on 10 out of 12 key indicators. The 7 indicators reported by Mozambique included 4 out of 5 outcome indicators (did not report on pre-primary gross enrollment ratio) and 3 out of 4 service delivery indicators (did not report on pupil/teacher ratio for lower secondary education), with no data reported for any of the three key indicators for financing.

[389] Ibid.

[390] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 81.

Did ESP implementation contribute to system-level changes?

Finding 17: In the review period, the 2012-2016/19 PEE guided the achievement of most identified system-level changes. Development partners supported key areas of improvement, which were implemented in partnership with MINEDH.

163. **Error! Reference source not found.** provides an overview of the 10 most significant system-level c hanges identified in the previous finding, whether they were planned under the 2012-2016/19 PEE, and whether their achievement was likely linked to PEE implementation.

Table 4.3 List of system-level improvements in the review period, against PEE 2012-2016/19

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO PEE IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE		
More primary education teachers: hired 27,000 teachers and decreased PTR from 69/1 to 64.2/1	**Partially:** Teacher hiring targets were not included in 2012-2016/19 PEE, but were included in annual action plans (PdA) and tracked in RARs. New hiring managed by MINEDH. In 2017 and 2018 budget limitations led to decreased teacher hiring, indicating that improvements may not be sustained.	**Partially:** GPE DLI on pupil/teacher ratio supported tracking teacher hiring, though salaries are directly funded through domestic contributions to education sector.
Streamlined primary curriculum: reduced disciplines and required materials.	**Yes:** Included under PEE as priority action. Reduced number of disciplines appropriately increases focus on basic competencies.	Unclear due to limited data.
Primary TLM provision and quality: reduced unit costs, improved quality and management. Textbook copyrights brought in-house.	**Yes:** PEE priority action to produce and distribute free textbooks. MINEDH now owns textbook copyrights and textbooks produced in-country.	**Yes:** supported by FASE donors, particularly the World Bank and GPE.
National Learning Assessment: conducted in 2013 and 2016 in 3rd grade. Scheduled for 2019.	**Yes:** priority action (for institutional development) under PEE.	**Yes:** Funded by FASE and donors provide technical support.
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER		
Primary school & classroom construction: 1600 classrooms constructed, 1248 of which were primary.	**Yes:** Included as priority action under PEE. Further improvements needed in management, timeliness, and efficiency, of construction implementation to be sustainable.	**Yes:** funded by FASE and other partners.
ECD: Established ECD Secretariat and commission to draft strategy.	**Yes:** Expansion of pre-primary included in first PEE strategic objective for access under primary.	**Yes:** supported by FASE donors.

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SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO PEE IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
Teacher absenteeism: zero tolerance policy put in place; unclear enforcement and accountability mechanisms.	**No:** Not originally included under PEE. Put in place in response to findings of 2015 World Bank SDI study and 2013 NLA.	No
Bilingual education: Vamos Ler program Gr. 1 – 3 pilot prepared for rollout to districts in 2 provinces in 2018, bilingual education strategy in final approval stage.	**Yes:** included as a priority action under PEE. Strategy for expansion of bilingual education was presented to technical council in 2017. Has not yet been implemented on a wide scale.	**Yes:** the Vamos Ler program is implemented in partnership between MINEDH and USAID. Bilingual education is also supported by FASE.
School director training: 3 directors in each district nationwide were trained.	**Yes:** Included under priority actions of improving school management in PEE. To be sustainable, quality of training and school performance must increase.	**Yes:** funded by FASE donors. GPE DLI on % of school directors trained.

164. The above table suggests that PEE implementation brought about most identified system-level changes, with seven out of nine changes likely to have been principally driven by plan implementation. The two system-level improvements not originally included as priority actions under the PEE demonstrate responsiveness to new evidence about the status of education (e.g. high levels of teacher absenteeism, as indicated by the NLA and SDI) and were still included under PEE-aligned planning documents such as the 2015-18 OP and PdA. Development partners have provided some level of support (technical or financial) to at least six out of nine interventions. Consistent with evidence from Section 3.4 which notes limited domestic financing available for non-salary priorities, six of these interventions have relied heavily on partner financial support.[391] Available evidence suggests that most system-level improvements were implemented under the leadership of the GoM, although government officials noted support from donors in many areas.

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

Finding 18: In Mozambique, linkages between PEE implementation and observed system-level changes in Mozambique support a key element of the GPE TOC. However, the case of Mozambique also demonstrates that even a well-crafted plan that is diligently implemented may only lead to some system-level changes, with numerous remaining obstacles to the achievement of equitable access to quality education.

165. The case of Mozambique suggests that overall, the PEE was credible, evidence-based, and country-owned (see Section 3.2) and was implemented mainly as intended, with a majority of activity-level targets achieved or partially achieved (see Section 3.4). As observed in this section, sector plan implementation was likely the dominant factor in bringing about most of the identified system-level changes. However, data reviewed in this section also suggests that even if the PEE was good quality and was effectively

[391] One limitation of the data reported in annual RARs is that it does not distinguish between government- versus donor-funded initiatives in results reporting. Especially because the majority of donor partner funding flows through FASE, tying results to a specific donor's funds is near impossible.

implemented, it only led to some -- and in several cases, fragmented -- system-level changes, with numerous remaining obstacles to the achievement of equitable access to quality education.

166. The evaluation found that out of four underlying assumptions guiding the link between sector plan implementation and strengthened education systems, the likelihood of these assumptions holding true was **moderate** for one and **limited** for three. First, (1) sector plan implementation was found to **moderately** lead to improvements of previous shortcomings in relation to sector management. However, this evaluation finds that three out of four of the underlying assumptions are **limited** in the extent to which they hold true for Mozambique. These are that (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LAS; that (3) ESP implementation leads to improvements of previous shortcomings in relation to learning and (4) that it leads to improvements in relation to equity. The evaluators give this rating in light of evidence of insufficient capacity for data processing and use at local levels and broken feedback loops, poor learning levels, and limited improvements in equity. As noted, available evidence indicates that many efforts to improve equitable access, learning quality, and system management overall do not yet constitute system-level improvements due limited effectiveness or lack of data on effectiveness, or not (yet) having been fully implemented.

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5 Progress towards stronger learning outcomes and equity

Introduction

167. This section summarizes evaluation findings related to Key Question III from the evaluation matrix: "Have improvements at education system level contributed to progress towards impact?"[392] Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

168. The section offers a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Mozambique up to and during the review period. The evaluation is not attempting to establish verifiable links between specific system level changes that occurred during the review period and impact-level these trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact level trends. However, where links are plausible, those are discussed. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

Table 5.1 Overview: CLE findings on contribution of system-level changes to impact-level changes

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[393]	
Equity, Gender Equality and Inclusion: Moderate. Access to primary and secondary school increased as the share of out of school children fell, while gender equity stagnated and primary completion rates were reduced.	**Strong**: Classroom construction and expansion of the teacher workforce likely contributed to improvements in inclusion and equity.	1	2

[392] Key sub-questions are: CEQ 6: (i) During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education; (ii) Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?; (iii) What other factors can explain changes in learning outcomes, equity, etc. CEQ 7 (iv) Going forward, what are implications of findings for the GPE ToC/operational model?

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

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE[393]	
Learning: Weak. Learning outcomes stagnated between the 2013 and 2016 National Learning Assessments, and more recent data is unavailable. Some evidence that student comprehension of Portuguese in classrooms has increased, especially in the North.	**Weak:** Stagnant learning outcomes suggest that changes made early in the evaluation cycle did not directly impact learning, although a lack of recent data and lags in effects of reforms may obscure the impacts of revisions in teacher training and curricula.		

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Mozambique from 2012 to 2019

Finding 19: During the review period, Mozambique saw modest improvements in access to basic education. Despite progress in primary dropout and secondary transition rates, overall system-level efficiency remains poor, especially at the primary level.

Equity, Gender Equality and Inclusion in Basic Education

169. Prior to and during the review period, the education system in Mozambique made modest improvements in terms of basic education access and equity, which was largely linked to rapid development in the aftermath of the civil war ending in 1992. The number of students enrolled in primary education roughly doubled between 2004 and 2018, to 6.5 million students. Growth was largely driven by efforts to improve the accessibility and affordability of education, including removing enrollment fees (2004), providing free textbooks, and introducing direct funding to primary schools (direct school support, or ADE).[394] Table 5.2 provides an overview of trends in the key impact-level indicators listed in the evaluation matrix, grouped by whether they showed improvement, stability, deterioration, during the review period, or whether available data is inconclusive. Main takeaways from Table 5.2 include:

a. *Overall, Mozambique saw some improvements to access in education*, with a decrease in the share of primary-age out of school children and higher lower and upper secondary enrollment levels.

b. *Overall, primary education is still highly inefficient.* Higher shares of students are transitioning from primary to lower secondary school, but primary repetition is increasing and completion remains low. Over-age enrollments in primary also increased, suggesting high levels of inefficiency at the primary level.

c. *Education efficiency improved slightly at the secondary level*. While the primary repetition rate increased slightly, primary and lower secondary dropout rates decreased significantly, as did the repetition rate at the lower secondary level.

d. *Inefficiencies in education and high growth in the school-age population may threaten Mozambique's progress toward achieving universal primary education.* Primary enrollment rates stagnated, and the total number of out-of-school children at primary level increased, even though the share of OOSC decreased. The number of children of lower secondary school

[394] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 69-70.

age who are out of school also increased, and most children of pre-primary school age are also out of school.

e. *Major regional disparities persisted.* Although gaps in access to primary education have decreased between low-income Northern provinces and higher-income Southern provinces, disparities remain along other indicators, including average age and gender ratio.

f. *Data on equitable access for the hardest-to-reach children, including the poorest and those with special needs, is inconclusive* but suggests that a large number of the poorest children and those with disabilities remain out of school. Trends on most indicators in Table 5.2 below were similar for girls as boys, with no substantive deterioration or improvements in gender equality.

170. With the exception of the pre-school sub-level, data is widely available for most access, enrollment, and teacher indicators, which is collected through MINEDH's annual March 3 school survey. This data is also available for most years on the UNESCO UIS database. Access and enrollment data are universally disaggregated by gender. However, information on marginalized groups is limited, as is data disaggregated by socioeconomic status.

171. Finally, out of 11 outcome-level indicators in the 2012 – 2016/19 PEE strategic matrix[395], progress deteriorated for 4 indicators (2. retention rate in grade 3; 3. percent of grade 3 students who attained math and literacy competencies; 5. gross admission rate for secondary education; 6. pass rate in grades 10 and 12), fell short of targets but improved overall for 3 indicators (4. student / teacher ratio for first cycle of primary; 8. Number of staff employed; 11. Budget execution – operation and investment) , and met the targets for 2 indicators (1. Net enrolment rate at age 6 in grade 1; 7. Number of secondary school directors trained). The determination for two targets (9. percent compliance with audit recommendations; 10. Percent of POEMA goals achieved) was inconclusive due to data limitations (see section 3.5 and Appendix VII - progress on implementation for further details). Since the PEE outcome-level indicators provide only a selective picture of progress in the sector, data presented in Table 5.2. below were drawn from UIS, the 2019 ESA, National Learning Assessments, World Bank project papers, and the 2018 UNESCO Policy Review.

Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education

INDICATORS THAT IMPROVED DURING THE REVIEW PERIOD VALUES
• **Primary out of school rate**: Between 2012 and 2017, the number of out of school children of primary school age grew from 697k to 728k. Over this period, the share of out of school children of primary school age fell from 13.7 to 12.5 percent. Among girls, the share fell from 15.9 in 2012 to 13.8 in 2017, and among boys it fell from 11.5 to 11.2 (UIS data).[396]
• **Primary dropout rate**: Between 2012 and 2017 the 5th grade dropout rate fell from 14 to 8.9 percent. The 7th grade dropout rate also fell over this period, from 12 to 7.4 percent (2019 ESA).

[395] This total includes indicators for (pre) primary education, general secondary education, and administrative and institutional development. They do not include outcome-level indicators for adult basic education, TVET, or higher education.

[396] Data on number and rates of out of school children should be viewed with some caution. Out of school rates are calculated based on population projections from the 2007 census. One informant stated that current population estimates based on the census may be underestimating Mozambique's population by as much as 3 million, leading to an underestimation of the number and rate of out of school children.

- **Primary to lower secondary transition rates**: The effective transition rate from primary to lower secondary increased from 60.5 percent in 2012 to 73.9 percent in 2015. Among girls, the transition rate increased from 63.3 percent to 75.5 percent, and among boys it grew from 58.1 percent to 72.4 percent (UIS data).
- **Lower secondary enrollment**: The number of children enrolled in lower secondary education increased from 596k in 2012 to 811k in 2017. **Lower secondary GER** grew from 32.6 in 2012 to 37.5 in 2017, with the **gender parity index** increasing significantly, from 0.89 to 0.95. The **lower secondary NER** improved slightly from 14.5 in 2012 to 16.7 in 2017.[397]
- **Lower secondary repetition rate:** Between 2012 and 2017, the 10th grade repetition rate decreased sharply, from 37.0 to 22.6 percent (2019 ESA).
- **Lower secondary dropout rate**: The 10th grade dropout rate fell by nearly half between 2012 and 2017, dropping from 12 to 6.5 percent (2019 ESA).
- **Secondary completion rate**: While secondary completion rates improved over the evaluation period, they remain very low. The gross completion rate for ES1 grew from 19.8 percent in 2012 to 28.8 percent in 2017, while the gross completion rate for ES2 grew from 9.5 to 13.1 percent over the same period (2019 ESA).
- **Upper secondary enrollment**: The number of youth enrolled in ES2 increased rapidly from 46k in 2004 to 191k in 2011 and 307k in 2017, with a GER of 23 percent in 2016 (UNESCO Policy Review 2018, 39).

INDICATORS THAT STAGNATED DURING THE REVIEW PERIOD

- **Primary enrollment**: Between 2012 and 2017, the number of students enrolled in primary education grew from 536k to 614k. Over this period, the **primary GER** remained constant, moving from 104.95 to 105.01, with the **gender parity index** improving moderately, from 0.91 to 0.93. The **primary NER** also underwent a small improvement, growing from 86.1 to 87.5 between 2012 and 2017, with the **gender parity index** increasing from 0.95 to 0.97 (UIS data).
- **Gender equality in primary and secondary for enrollment**: Between 2011 and 2017, the share of female enrollment in primary and secondary schools has increased slightly, from 47.7 percent to 48.2 percent. At EP1, it grew from 47.7 percent to 48.3 percent. At EP2 it grew from 46.3 percent to 46.9 percent. At ES1 it grew from 47.3 percent to 48.9 percent, and at ES2 it grew most significantly, from 45.7 percent to 49.3 percent (2018 RAR). The gender parity index of enrollment in grade 1 reached 0.94 in 2015, and reached 0.97 for six year olds (World Bank Project Paper, 2017).
- **School life expectancy**: The primary and secondary school life expectancy for girls grew marginally from 8.2 years in 2012 to 8.4 years in 2017, while the primary and secondary school life expectancy for boys fell from 9.17 years in 2012 to 9.10 years in 2017 (UIS data)

INDICATORS THAT DETERIORATED DURING THE REVIEW PERIOD

- **Primary completion ratio**: The primary gross completion rate has remained below 50 percent over the entire evaluation period (2012-2019), falling from 47 percent in 2011 to 37 percent in 2015, and recovering to 45 percent in 2016 for boys (2018 RAR, 2019 ESA) and 43 percent for girls (2018 RAR). In this measurement, Mozambique compares very unfavorably with the rest of sub-Saharan Africa, which had an average primary gross completion rate of 59 percent in 2015.
- **Primary repetition rate:** Between 2012 and 2017 the 5th grade repetition rate increased from 10 percent to 12.5 percent. The 7th grade repetition rate also increased slightly, from 13.0 to 13.7 percent (2019 ESA). The average age of 3rd grade students rose from 9.8 in 2013 to 10.0 in 2016, against a nominal entry age of 8, pointing to increasing repetition rates and/or rates of overage entry to the education system (2017 National Learning Assessment report).

[397] Information on the gender parity index for the lower secondary NER is not available. However, the gender parity index for the *adjusted* net enrolment rate increased from 1.06 in 2012 to 1.14 in 2015 (UIS data).

- **Regional differences**: Consistently across a variety of indicators, provinces that are located toward the north of Mozambique (and further away from Maputo) perform worse than those toward the south of the country. Schools in southern provinces have a much more equitable gender ratio for grade 3 enrollment than those in the North.[398] Similarly, the average age of students in southern provinces is much lower (and much closer to the nominal entry age for each grade) than those in the North. Furthermore, average student age is trending up in Northern provinces while it is trending down in Southern provinces. [399] Girls accounted for less than 50 percent of enrollment in 7 out of 11 provinces in the country, with girls making up a higher share of enrolled students in the South than the North (2017 National Learning Assessment report). However, gaps in access to primary education have decreased between low-income Northern provinces and higher-income Southern provinces (World Bank Project Paper, 2017). 46 percent of newly constructed classrooms (out of 1248 newly constructed primary schools in total) were located in Northern provinces (2017 National Learning Assessment report).
- **Lower secondary out of school rate**: Between 2012 and 2015, the number of out of school children in the lower secondary school age range rose from 752k to 894k. The share of out of school children rose from 41.1 to 44.1. Among girls, the share of out of school children rose from 46.2 percent in 2012 to 47.6 percent in 2015 and 36.0 to 40.5 among boys (UIS data).

INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

- **Access for children with special needs**: Roughly one percent of students are categorized as having a disability, while two percent of Mozambique's population is estimated to have some kind of disability, indicating that a large share of children with disabilities are out of school (2019 ESA). Data on how these figures have changed over the evaluation period is unavailable.
- **Access for the poorest children**: The net enrollment rate in 2014/15 among EP1 and EP2 students in the bottom income quintile was 45.1 percent, compared to 77.7 percent in the top income quintile. In ESG1 and ESG2, the net enrollment rate in the bottom income quintile was 4.9 percent, compared to 40.7 percent in the top income quintile (2019 ESA). However, data on how these trends have changed over time is not available.
- **Pre-primary enrollment**: In 2019, the pre-primary GER was estimated at 3.5 percent for children ages 3 to 5 years (ESA 2019).[400] While there were several efforts during the review period that expanded the supply of pre-primary education, preschool data are not tracked through the EMIS and data is unavailable on how pre-primary enrollment rates changed between 2012 and 2019.

[398] In 2016, the share of girls in 3rd grade classes was much higher for southern provinces (Maputo City: 55.0; Maputo Province: 50.2; Gaza: 50.7; Inhambane: 49.3) than for northern provinces (Niassa: 44.3; Cabo Delgado: 45.7; Nampula: 44.6; Zambezia: 45.1). INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 26.

[399] In 2016, the average age of students in 3rd grade was much lower in southern provinces (Maputo City: 8.3; Maputo Province: 8.8; Gaza: 9.3; Inhambane: 9.5) than for northern provinces (Niassa: 10.2; Cabo Delgado: 11.0; Nampula: 10.8; Zambezia: 10.5). Three southern provinces saw a decrease in average age from 2013 to 2016 (with one showing a non-statistically-significant difference), while two northern provinces show an increase in average age from 2013 to 2016 (with two showing a non-statistically-significant difference). INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 27.

[400] The 2018 UNESCO Policy Review (p. 36) cited preschool enrollment of 29 percent, but does not report actual enrollment numbers. It is unclear why the percentage cited by UNESCO is so much higher than that cited in the ESA.

Learning Outcomes in Basic Education

Finding 20: While data is insufficient to compare changes in learning outcomes year-on-year during the review period, the findings of the 2013 and 2016 National Learning Assessment suggest that learning outcomes remained stagnant over these three years, while learning disparities based on socioeconomic status and geography remain large.

172. The primary source on student learning outcomes is the National Learning Assessment, which was introduced in 2013. A second round was conducted in 2016, and a third round is planned for 2019. The Assessment is offered to a sample of 10,000 grade 3 students in 400 schools, distributed among Mozambique's 11 provinces, forming a nationally representative sample. The 2013 assessment covered Portuguese literacy, and the 2016 assessment covered Portuguese literacy and competencies in mathematics. Available data on learning outcomes from the NLA only covers 2013 and 2016, which constitutes a three-year period within the 7-year review period of this evaluation. This three-year window is insufficient to see changes that would have resulted from sector plan implementation, and no baseline learning outcome data is available. There is currently no national learning assessment at the secondary level.

173. The Portuguese assessment measures student performance along three metrics, namely recognition of the alphabet, mastery of alphabet, and reading and comprehension. The share of third grade students possessing these competencies in 2013 and 2016 is presented in Table 5.3.[401] Learning outcomes remained largely stagnant between 2013 and 2016, although reading comprehension suffered a decrease.

Table 5.3 Share of third grade students with competencies in Portuguese[402]

	2013	2016	
	TOTAL	BOYS	GIRLS
Recognition of alphabet	82.8	84.5	83.2
Mastery of alphabet	43.6	44.1	43.4
Reading and comprehension	6.3	4.9	4.9

174. The assessment also measured students' competencies in mathematics on three levels, namely (I) ability to count and recognize geometric shapes, (II) reading numbers and basic calculations, and (III) problem solving. The share of students possessing these competencies is presented in Table 5.4.[403] Because the mathematics assessment was not offered in 2013, an evaluation of changes in mathematics competencies over time is not possible.

[401] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 74.

[402] Ibid.

[403] Ibid., 78.

Table 5.4 Share of third grade students with competencies in Mathematics[404]

	2016	
	BOYS	GIRLS
Counting and recognizing geometric shapes	90.6	88.1
Reading numbers and basic calculations	51.9	48.5
Problem solving	8.4	7.0

175. The results of the Assessment offer insight to a number of additional factors:

a. **Geography**: The 2016 assessment revealed stark geographic disparities. Students in southern provinces performed much better in Portuguese and mathematics than students in Northern provinces, with the share of 3rd graders able to read and comprehend text ranging from 17.3 percent in Maputo (south) to 1.7 percent in Cabo Delgado (north). Additionally, most southern provinces saw an increase in Portuguese competencies between 2013 and 2016, while most Northern provinces saw a decrease or stagnation in competencies over the same period. [405] The World Bank's 2015 Service Delivery Indicator study included an assessment of 4th grade student performance in Portuguese and mathematics, which did not show performance differences between urban and rural public schools. Consistent with the 2013 and 2016 National Learning Assessments, the 2015 and 2018 SDI results found that pupils in southern schools performed significantly better than those in the North, especially in higher-order skills.[406]

b. **Gender**: The 2016 National Learning Assessment did not find statistically significant disparities in literacy or numeracy by gender, although boys performed slightly better than girls in 2013.[407] The World Bank's 2015 SDI study, however, showed performance differences based on gender. Fourth grade girls in the South outperformed boys in the literacy assessment, but boys outperformed girls in the North in literacy and mathematics.[408]

c. **Maternal language:** One major factor contributing to low literacy rates is the lack of effective bilingual education. Many primary school teachers, particularly in rural areas, do not have adequate command over Portuguese, while many students do not encounter Portuguese outside of the classroom.[409] The 2013 and 2016 Assessments measured the share of third grade students in classrooms where more than half of the students have difficulty expressing themselves in Portuguese (based on the teacher's assessment). Across Mozambique, this metric decreased significantly between 2013 and 2016, falling from 70 percent to 58 percent.

[404] Ibid.

[405] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 72.

[406] Molina and Martin, "Education Service Delivery in Mozambique," October 2015, 22. Notably, the share of 4th grade students in the South who were able to read a paragraph was 18.1 percent, compared to 2.1 percent in the north.

[407] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 99. INDE's 2013 NLA report did not list a disaggregation of student performance by gender, but other reports (2016 NLA and 2019 ESA) indicate superior performance of boys, although they likewise did not list a breakdown of performance by gender.

[408] Molina and Martin, "Education Service Delivery in Mozambique," October 2015, 25.

[409] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 73.

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Northern provinces generally have a higher share of students with difficulty speaking Portuguese. However, the greatest progress over the 2013-2016 period was seen in Northern provinces, while the proportion stagnated or increased in several southern provinces. [410]

d. **Socioeconomic status**: Literacy and learning are closely related to income. In 2014/15, the illiteracy rate in the bottom income quintile was 59.4 percent, compared to 14.9 percent in the top income quintile. [411] In addition, students who had breakfast before school scored 10 percent higher on the World Bank's 2015 SDI assessment compared to students who did not.[412]

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

Finding 21: Modest progress in basic education access and (to some extent) dropout and reduced geographic disparities are likely linked to school infrastructure, teacher hiring and training efforts put in place during the review period.

176. Table 5.5 provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these. As the table shows, there is evidence that **school construction, improvements in the teacher supply, and increases in the share of trained teachers** likely supported improvements in rates of primary dropout, transition rates from primary to secondary, and secondary school enrollment. There is **less evidence** that these changes contributed to improved primary school access, secondary school dropout, and decreased regional disparities in access to primary education.

Table 5.5 Contributions of system-level improvements to identified impact-level improvements

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Decrease in primary out of school rate	**Modest:** The slight drop in the share of primary-age out of school children (though increase in absolute terms) may be partially due to MINEDH-initiated supply-side reforms to address barriers to access, including the construction of 1248 primary school classrooms and provision of nutritional inputs.
Decrease in primary dropout rate	**Strong:** The modest improvements in primary dropout rates are likely due to a combination of factors affecting quality: a 33 percent increase in primary teachers and resulting drop in PTR from 69/1 (2009) to 64/1 (2018), higher levels of teacher training (96.5 percent for primary), distribution of desks leading to 12% reduction in the number of third graders sitting on the ground, and changes to streamline the primary curriculum to focus on Portuguese and math.
Growth in lower and upper secondary enrollment and higher transition rates from primary to lower secondary	**Strong:** A modest increase in infrastructure (66 secondary classrooms built) and enrollment of over 27,000 students in secondary distance learning, as well as higher levels of teacher training (95.2% for ESG1, 97.8% for ESG2) likely contributed to higher transition rates from primary to secondary and higher enrollment for secondary education overall.

[410] INDE, "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe," 2017, 48.

[411] MINEDH, "Análise do Sector de Educação (ESA) - Relatório Preliminar," 2019, 101-2.

[412] UNESCO, "Mozambique Education Policy Review – Draft," 2018, 136-37.

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Decrease in lower secondary dropout rate	**Moderate:** Increases in the number of trained teachers at secondary level and a decrease in secondary school class sizes from 52 to 43 pupils per class are factors that may have contributed to reducing dropout rates.
Decreased disparities in primary access in south vs. North	**Moderate:** The construction of 1248 primary schools (with 46 percent of total classrooms going to Zambezia, Nampula, and Cabo Delgado) and efforts to recruit and deploy more teachers, resulting in a drop of the PTR from 80/1 in 2009 to 72/1 in 2015 in two Northern provinces, may have contributed to decreased regional disparities in primary access. However, stakeholders note that most recently the PTR has increased in all provinces, which suggest that the initial improvement may not be sustained.[413]

177. Three observations can be derived from this table. First, the identified system-level changes that most likely have contributed to impact-level changes (teacher training, curricular changes, school infrastructure, and distance learning) were interventions planned and implemented within the framework of the 2012-2016/19 PEE. Secondly, as noted in Chapter 4, most system-level improvements were implemented under the leadership of the GoM, with substantial financial (and in some cases, technical) support from development partners.

178. Third, most system-level improvements related to quality and sector management listed in Chapter 4 appear to have not yet influenced impact-level improvements. This is likely due to a combination of factors: first, as noted in Chapter 4, several system-level changes have not been fully implemented or institutionalized (e.g. teacher absenteeism, bilingual education, preschool education), and second, they may take a longer period of time for effects to become apparent at the outcome and impact levels (e.g. school and district director training, streamlining of primary curriculum). However, evidence from the World Bank's 2015 SDI study and the 2019 ESA identified three areas where current progress at the system-level has the potential to lead to improved learning in the future:

a. **Lower teacher absenteeism and increased teacher presence:** The 2015 SDI survey found evidence that students in schools with lower levels of teacher absenteeism performed better on student assessments.[414]

b. **Teacher competency:** Evidence from the 2015 SDI survey suggests that students who had teachers with greater mastery of course material performed better on assessments.[415]

c. **School director presence:** Teachers were twice as likely to miss class if the school director was also absent,[416] indicating that school management has a significant influence over school performance.

[413] Data to triangulate stakeholders' assertions were not available at the time of the evaluation.

[414] Molina and Martin, "Education Service Delivery in Mozambique," October 2015.

[415] Ibid.

[416] Ibid.

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

Finding 22: System improvements over the evaluation period likely contributed to moderate improvements in equity, yet learning outcomes have stagnated. GPE's theory of change implies that sector plan implementation and subsequent system-level changes will lead to improvements in equity, access and learning, but the experience of Mozambique illustrates the lag between system level changes and impacts, the difficulty in simultaneously improving all three areas, and finally the tradeoffs inherent in decision-making on education sector priorities.

179. Because learning outcome data is available only for 2013 and 2016, it is difficult to observe whether system changes have in any way affected learning outcomes, especially for system changes taking place after 2016. Additionally, many system changes oriented at improving quality (e.g. changes in school management training and evaluation) have a significant time lag between their adoption and changes in learning outcomes. Nevertheless, results from the 2016 National Learning Assessment did not show improvement over 2013. Initial results from the 2018 SDI survey suggest that math and Portuguese scores improved from 2014 to 2018 (from 25.1 to 31.3 percent and from 18.7 to 31.1 percent respectively), but this has not yet been confirmed using measures comparable to the 2013 and 2016 NLA results.[417]

180. Mozambique's EMIS data is better able to track equity and efficiency than it is learning, as it monitors gender-disaggregated enrollment, dropout, and repetition rates at all levels year to year. There is greater evidence, therefore, that system changes, including the hiring of teachers and construction of schools, have likely contributed to modest improvements in equity, including the reduction in the share of out-of-school children and access to secondary education.

181. The GPE theory of change implies that sector plan implementation and subsequent system level changes will lead to change in equity, access, and learning. However, the case of Mozambique illustrates the difficulty in simultaneously improving all three of these areas, as increased enrollment (and access and equity improvement) has placed greater strain on teachers and schools, negatively affecting quality.

182. Indeed, making progress on access, quality, and equity at once is not always possible and implies tradeoffs. For Mozambique, expanding access also limited the ability of the Government to invest in system improvements targeted at quality, as teacher salaries account for the vast majority of domestic education expenditure, and any increases in domestic spending are allocated to expanding the teacher workforce. Using domestic financing to hire new teachers meant that the Government had fewer resources to devote, for example, to bilingual education.

183. Available evidence therefore only provides **limited** support to the first contribution claim, that (1) changes in the education system positively affect learning outcomes and equity, but provides **moderate** support to the second contribution claim, that (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

[417] World Bank, "SDI 2018 Mocambique: Indicadores de Prestação de Serviços", Abril de 2019.

6 Conclusions and strategic questions/issues

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

185. This section answers CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Mozambique should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)
- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

6.1 Conclusions

As a whole, GPE has contributed to progress in education sector reform by enhancing the quality of the PEE and operational plans, providing financial support for their implementation, and helping to prioritize certain interventions. In keeping with its approach of using funding modalities aligned to country systems, GPE channeled its funds through FASE, the pooled sectoral fund leveraged by other donors in country. GPE's influence did not appear to lead to additional domestic education financing and there is mixed evidence about whether it affected the volume or quality of international education financing.

186. GPE's country-level ToC outlines four country-level objectives for GPE's support. Table 6.1 summarizes this evaluation's assessment of the degree of GPE contribution to each of these in Mozambique.

Table 6.1 Overview of GPE contribution to country-level objectives of the GPE ToC

COUNTRY-LEVEL OBJECTIVES	RATING OF DEGREE/LIKELIHOOD OF GPE CONTRIBUTION
Sector Planning	**Strong**
Sector Dialogue	**Low**
Sector Monitoring	**Modest**
Sector financing	**Modest**
Sector Plan Implementation	**Modest**

187. Evidence emerging from stakeholder consultations and reviewed documents highlight how GPE support in Mozambique contributed to improved sector planning through the following:

- **Enhancing the overall quality of the 2015-18 operational plan:** ESPIG funding requirements helped catalyze the development a focused, credible primary sector operational plan. The application process in turn contributed to MINEDH and cooperating partners incorporating the 2013 national

learning assessment and World Bank Service Delivery Indicators into the sector plan extension, thereby placing a greater emphasis on quality.

- The **variable tranche** introduced under the 2015 – 2018 ESPIG provided incentives to track implementation targets related to pupil/teacher ratios, school management and teacher training under the operational plan's results framework. This likely contributed to increased attention to issues such as school manager performance and training and in-service teacher training. Nevertheless, the variable tranche indicators were largely focused on outputs rather than results.

188. Three areas of lesser GPE contribution during the review period were sector financing, plan implementation, and sector dialogue and monitoring.

- With regard to **domestic education financing**, there is little evidence that GPE has influenced the amount of national funding directed towards basic education. GPE has, since 2014, set a target of 20 percent of total government expenditure to be directed towards education. Commendably, Mozambique has historically allocated close to the 20 percent target, including before GPE involvement, suggesting that GPE has had little influence on domestic funding. With respect to **international funding,** there was mixed evidence about whether GPE had attracted additional funding.
- With respect to **implementation,** while GPE financing may have closed gaps around teacher hiring and delivery of training), there is no evidence to point towards the ESPIG or FASE directly strengthening MINEDH implementation capacity, with outcomes such as primary completion, repetition, and enrollment, gender equality, school life expectancy, and lower secondary out-of-school rates all either stagnating or deteriorating.
- With regard to **mutual accountability** (**sector dialogue and monitoring)**, Mozambique already possessed a robust set of inclusive dialogue structures before GPE involvement. As a result, while GPE has integrated smoothly into such structures, there was a consensus that they would largely look and function the same without GPE support. Similarly, while one stakeholder noted that GPE guidelines around JSRs shaped the quality of RARs, this was not a widely held view, nor was there evidence that RARs were being used to inform sector planning.

GPE's ToC assumes that sector plan implementation is the main factor for system-level changes. Mozambique's experience lends credibility to this assumption: most of the system level changes that have been achieved were likely influenced by or derived from sector plan implementation. However, overall, system level improvements during the review period have been modest.

189. In Mozambique, 6 out of 23 assumptions of GPE's country-level ToC held (26 percent). Another 10/23 (43 percent) partly held, and the remaining 7 were found to not hold. The assumptions that do hold tend to reflect areas such as sector planning, while assumptions regarding GPE's leverage largely did not hold, owing to pre-existing strengths in areas such as national dialogue bodies and the quality and amount (relative to available resources) of financing.

190. Among the key lessons from the Mozambique experience, as relates to implementation capacity, are that there needs to be adequate attention given to ensuring capacity for data use at sub-national levels and that there needs to be adequate feedback loops between local and national levels.

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6.2 Good practices arising from Mozambique for other countries

191. The following 'good practices' were noted by the evaluation team that may be of interest to other DCPs:

- **Robust coordination and dialogue mechanisms**. While a few stakeholders asserted that there is scope to streamline the number of bodies that engage in sector dialogue, most believed that the architecture for dialogue in Mozambique is fit for purpose. There are separate, smaller groups for decision-making and larger bodies for solicitation of input and discussion, which feed into decision-making. And although there is scope for greater national decision-making and priority setting, dialogue structures are considered by most to be owned and led by the government.
- **An effective pooled fund**: FASE is generally seen as an effective mechanism for coordinating financing in the sector. It has has helped facilitate collaboration between MINEDH and donors, while its safeguards have boosted donor confidence and streamlined donor and ESPIG monitoring.
- **Rotating chairperson ship of the troika.** Donor coordination responsibilities alternate each year, with one international organization serving as troika chair and others as incoming and outgoing chair. The chair of the troika also functions as the CA for that year. Making the CA commitment only one year makes the non-compensated CA role less daunting and allows for a fair distribution of labor.
- **Strong domestic commitment to funding education**. Although resources are constrained in Mozambique, which has one of the lowest GDP's per capita in the region, a consistently high percentage of government funds are allocated towards the education sector, freeing donor resources to pay for non-personnel expenses. While strong domestic funding is an insufficient condition for accelerating sector progress, it provides a foundation upon which sustainable progress is, in theory, possible.
- **Making contextually-grounded planning decisions.** In 2015, nearing the end of the previous planning cycle, MINEDH made the decision not to develop a new sector plan, but instead to extend the current plan. This was likely a wise decision, informed an acknowledgement of the relevance of the existing objectives, the substantial time and effort to develop a new plan, and the desire to align the plan with government terms. This sound decision offers an example to other countries about how to approach sector planning with the country's context in mind.

6.3 Strategic questions arising from this CLE for GPE

192. The following strategic questions arise from this CLE for GPE and may be particularly relevant in thinking about the role that GPE plays in a context like Mozambique, which has sound domestic financial commitment and dialogue structures, but where implementation capacity could be further improved.

- Participation in the annual Joint Sector Reviews is strong and considerable effort is made to ensure that relevant data is presented at the RAR; however, with some exceptions, the data presented at the RARs is not generally being used to make strategic decisions. There are a number of reasons why this is the case, ranging from the lack of reliability of data to the political consequences of enacting certain reforms. Should GPE place a greater emphasis on supporting countries, including sub-national actors, to leverage data to make strategic decisions?

- While the DLIs and variable tranche have led to greater prioritization and monitoring of certain activities and outputs and have generally been embraced by stakeholders, some have also noted that they "project-ize" otherwise flexible funding in FASE. Does the generally favorable impact of results-based funding hold for other countries with pooled funds or have concerns about predictability and fungibility of funding prevailed?
- The departure of key individuals at MINEDH has presented a considerable challenge for current sector planning, monitoring and implementation. Given the vacuum that such departures created, what constitutes effective capacity development for sector planning, mutual accountability, and financing for GPE? Are there are ways that GPE can support capacity development across more than a few key individuals in county?
- Given that national capacity gaps adversely affected sector plan implementation (in addition to other factors, such as a debt crisis, high inequality, population growth, and political factors), should GPE consider a model for countries with similar implementation constraints in which more Secretariat time is spent providing technical assistance in the implementation phase?

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Appendix I Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?[418] If so, then how?			
CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review? [419] How?			
CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review?[420] What are likely reasons for strong/weak sector planning?	• Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[421] – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis	• Sector plan(s) for the period covered by the most recent ESPIG • Education Sector Analyses and other documents analyzing key gaps/issues in the sector • GPE ESP/TEP quality assurance documents	• Descriptive analysis • Triangulation of data deriving from document review and interviews

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

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

[420] This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

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

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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[422] – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)[423]	• GPE RF data (Indicator 16 a-b-c-d)[425] • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews	

[422] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation

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

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

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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies) • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent[424] • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan		
CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?	• ESP/TEP objectives/envisaged results and related targets • For ESPs: Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines[426] – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context	• Sector plan(s) for the period covered by the most recent ESPIG • GPE ESP/TEP quality assurance documents • GPE RF data (indicator 16 a-b-c-d) [429] • Other relevant reports or reviews that comment on the quality of the sector plan	• Descriptive analysis

[424] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: http://unesdoc.unesco.org/images/0023/002337/233768e.pdf

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

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines[427] – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d) [428]		
CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of sector planning? How? If no, why not? a) Through the GPE ESPDG grant- (funding, funding requirements)	a) Contributions through GPE ESPDG grant and related funding requirements: • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development	• Draft and final versions of the sector plan • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g. country lead back to office/mission reports	• Triangulation of data deriving from document review and interviews

[427] Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice)[430]	b) Contributions through other (non ESPDG-related) support to sector planning: • Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan • Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, , Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning	• Other documents on advocacy/facilitation provided by Secretariat, CA or GA • Country-specific ESPDG grant applications • Interviews • Education sector analyses and other studies conducted with ESPDG funding	
CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)			
CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review? What are likely reasons for strong/weak sector plan implementation?	• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas). • Extent to which sector plan implementation is funded (expected and actual funding gap) • Evidence of government ownership of and leadership for plan implementation (country specific).[431] • Government implementation capacity and management, e.g.:	• Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG • DCP government ESP/TEP implementation documents including mid-term or final reviews • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review • JSR reports	• Descriptive analysis • Triangulation of data deriving from document review and interviews

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

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring – Clear roles and responsibilities related to plan implementation and monitoring – Relevant staff have required knowledge/skills/experience) • Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner. • Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) • Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged	• Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government • CSO reports • Interviews • DCP's plan implementation progress reports	
CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not? a) Through GPE EPDG, ESPIG grants-related funding requirements and the variable tranche under the New Funding Model (NFM)[432] b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-	a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable) • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives)	• ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation • Country-specific grant applications • Interviews • Education sector analyses	• Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche under the New Funding Model)

[432] Where applicable.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
national sharing of evidence/good practice)[433]	• Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable) • EPDG/ESPIG resources allocated to(implementation) capacity development • Stakeholder views on GPE EPDG and ESPIG grants with focus on: – Value added by these grants to overall sector plan implementation; – the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche; – how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?); b) Contributions through non-financial support • Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation • Relevance of GPE non-financial support in light of DCP government's own capacity development plan(s) (where applicable) • Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: – GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation	• Country's poverty reduction strategy paper	

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	– GPE non-financial facilitating harmonized development partners' support to plan implementation • Possible causes for no/ limited GPE contribution to plan implementation.		
CEQ 1.5 How has education sector financing evolved during the period under review? a) Amounts of domestic financing b) Amounts and sources of international financing c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)? 1. If no positive changes, then why not?	a) Amounts of domestic education sector financing • Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) • Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review • Changes in education recurrent spending as a percentage of total government recurrent spending b) Amounts and sources of international financing • Changes in the number and types of international donors supporting the education sector • Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members) • Changes in percentage of capital expenditures and other education investments funded through donor contributions c) Quality of sector financing • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups • Changes in extent to which other donors' funding/conditional budget support is tied to the education sector	• Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • GPE results framework indicator 29 on alignment	• Trend analysis for period under review • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing? If yes, then how? If not, then why not? a) Through ESPIG funding and related funding requirements? b) Through the GPE multiplier funding mechanisms (where applicable)? 2. Through other means, including advocacy[434] at national and/or global levels?	a) Through ESPIG funding and related requirements • Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) • Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms • Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external financing and domestic financing channelled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government • Alignment of GPE education sector program implementation grants with national systems[435] • Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) b) Through the GPE multiplier funding mechanism • Amount received by DCP government through the GPE multiplier fund (if applicable) • Stakeholder views on clarity and efficiency of multiplier application process c) Through other means (especially advocacy) • Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy436 (e.g. JSRs attended by senior MoF staff)	• ESPIG grant applications and related documents (country commitment on financing requirement • Donor pledges and contributions to ESP implementation) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)	• Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data

[434] Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

[435] GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging		
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?	• Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms • Frequency of LEG meetings, and changes in frequency during period under review • LEG members consulted for ESPIG application • Stakeholder views on changes in sector dialogue in terms of: – Degree to which different actors lead, contribute to, or facilitate dialogue – Inclusiveness – Consistency, clarity of roles and responsibilities – Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is taken into account for decision making) – Quality (evidence-based, transparent) – Likely causes for no/limited (changes in) sector dialogue	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • ESP/TSP, and documents illustrating process of their development • Back to office reports/memos from Secretariat • ESPIG grant applications (section V – information on stakeholder consultations) • Interviews	• Pre-post comparison • Triangulate results of document review and interviews • Stakeholder analysis and mapping
CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?	• Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports… and actual use of these monitoring tools) • Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings…)	• LEG and JSR meeting notes • Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat	• Pre-post comparison • Triangulate the results of document review and interviews

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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)[437] and recommendations are acted upon and implemented • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector. • Likely causes for no/ limited (changes in) sector monitoring.	• Interviews	
CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not? a) Through GPE grants and funding requirements[438] b) Through other support (capacity development, advocacy, standards, quality	a) Grants and funding requirements • Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants • Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants • Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and	• LEG meeting notes • Joint sector reviews or equivalents from before and during most recent ESPIG period • GPE sector review assessments • Grant agent reports • Back to office reports/memos from Secretariat • Interviews	• Triangulate the results of document review and interviews

[437] Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)[439]	functioning of mechanisms for sector dialogue and/or monitoring b) Non-grant related support • Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring • Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG • Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] a) and b) • Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs) • Possible causes for no/ limited GPE contributions to dialogue/monitoring.	• CSEF, KIX documents etc.	
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan	• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations)	• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]	• Triangulate the results of document review and interviews

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
implementation, and in sector dialogue and monitoring?	• Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific)	• Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews	
CEQ 3.2 During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	• Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, sector dialogue and monitoring deriving from GPE grants and funding requirements • Types of unintended, positive and negative, effects deriving from other GPE support.	• All data sources outlined for CEQs 1 and 2 above • Interviews	• Triangulate the results of document review and interviews
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
CEQ 4 During the period under review, how has the education system changed in relation to: a) Improving access to education and equity? b) Enhancing education quality and relevance (quality of teaching/instruction)? c) Sector Management?[440]	a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:[442] • Changes in number of schools relative to children • Changes in the average distance to schools • Changes in costs of education to families • Changes in the availability of programs to improve children's' readiness for school)	• Education Management Information System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports	• Pre-post comparison of statistical data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

[440] The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

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

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
If there were no changes in the education system, then why not and with what implications?[441]	• New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups • New/expanded measures put in place to ensure gender equality in education b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to: • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula • Changes in the quality and availability of teaching and learning materials • Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to: • Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding) • Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring • If no functioning EMIS is in place, existence of a realistic remedial strategy in place • Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review (a-c):	• Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews • ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation)	

[441] Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	• Likely causes for no/ limited changes at system level (based on literature review and stakeholder views)		
CEQ 5 How has sector plan implementation contributed to observed changes at education system level?	• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level • Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)	• Sources as shown for CEQ 4 • Literature on good practices in education system domains addressed in country's sector plan • Education sector analyses • Country's poverty reduction strategy paper	
Key question III: Have improvements at education system level contributed to progress towards impact?			
CEQ 6 During the period under review, what changes have occurred in relation to: a) Learning outcomes (basic education)? b) Equity, gender equality and inclusion in education?	Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example: a) Learning outcomes • Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations) b) Equity, gender equality, and inclusion • Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban) • Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education • Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) • Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) • Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education • Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)	• Sector performance data available from GPE, UIS, DCP government and other reliable sources • Teacher Development Information System (TDIS) • Education Management Information System (EMIS) • National examination data • International and regional learning assessment data • EGRA/EGMA data • ASER/UWEZO other citizen-led surveys • Grant agent and Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) • Literature on key factors affecting learning outcomes, equity,	• Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review • Triangulation of statistical data with qualitative document analysis

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
		equality, and inclusion in comparable settings	
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries? [443]	• Insights deriving from answering evaluation questions above e.g. in relation to: – Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors) – Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach) – The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) – Extent to which logical links in the GPE theory of change are, or are not, supported by evidence – Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why – Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning) – Stakeholder satisfaction with GPE support	• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)	• Triangulation of data collected and analysis conducted for other evaluation questions

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

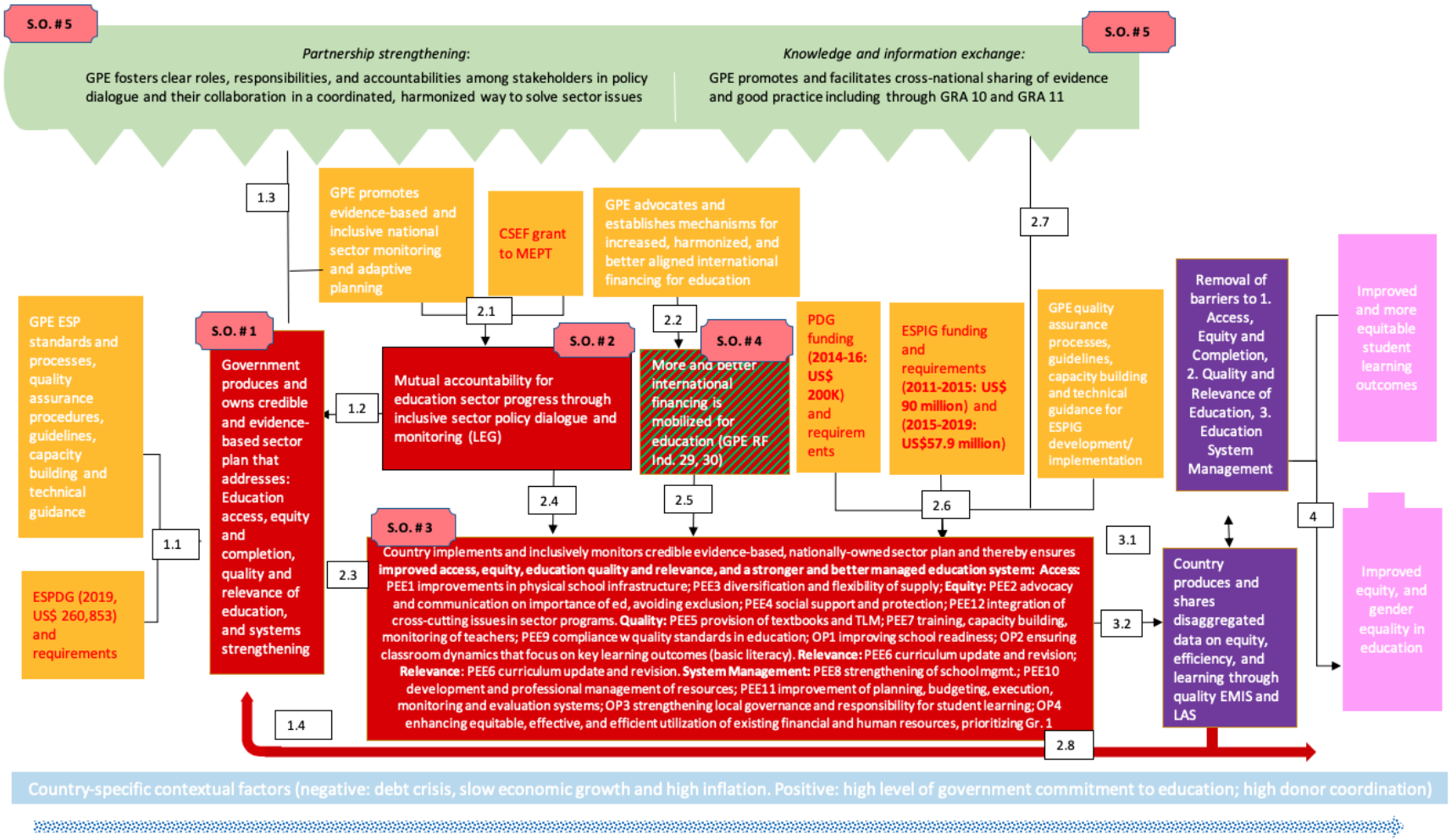
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MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle?[444]	• Insights deriving from answering evaluation questions above e.g. in relation to: – Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. – Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges[445]	• All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below)	• Triangulation of data collected, and analysis conducted for other evaluation questions

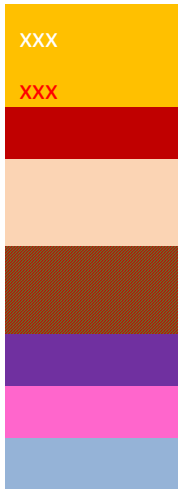
[444] This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

[445] For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that 'innovative' means 'innovative/new in the respective context', not necessarily globally new.

Appendix II GPE country-level theory of change for Mozambique



LEGEND



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

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

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

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

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

Intermediate outcomes: Education system-level changes

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

Contextual factors

S.O. # 3

Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

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

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Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.[446] The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Mozambique (Appendix II).[447]

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.[448]

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Mozambique, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- 'Summative plus' CLE will not only explore one policy cycle[449] and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,
- The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.

[446] In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

[447] This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

[448] See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex,* R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

[449] i.e. from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPIG.

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- The reports for 'summative plus' will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during a ten-working day mission to Mozambique from February 18rd to March 1st, 2019; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Maputo, Mozambique. In addition, telephone interviews were conducted with the Secretariat country focal point. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 48 individuals (see Box iii.1), of which 27 were women.

Box iii.1: Consulted Stakeholders

Education ministry (including agencies):14
Grant and coordinating agents: 4
Development partners/donors: 19
Civil Society/Teacher Organizations/Parent organizations: 10
GPE Secretariat: 1

- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.[450]

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

[450] The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), https://stats.oecd.org/Index.aspx?DataSetCode=CRS1; and country-level datasets and data sources.

Appendix IV Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	Interest: High. Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Mozambique is represented on the GPE Board through the Africa 1 constituency. These board members were *not* consulted during the course of this country evaluation.
Country-level		
Ministry of Education and Human Development (MINEDH) and associated departments: DAF, DIPLAC, DINEP, INDE, DGLMED,	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat. Importance: High. Main partner for GPE grant design and implementation.	Key informants at country level. Directors of all key MINEDH directorates were interviewed in person during the country visit (see Appendix V, list of stakeholders).
Ministry of the Economy and Finance (MEF)	Interest: High Influence: High. Responsible for monitoring and providing financing to the education sector. Importance: High.	No consultations conducted
Key Education Sector Stakeholders (national level)		
Grant Agent: World Bank	Interest: High Influence: High. Responsible for managing the ESPIG in Mozambique. Importance: High	Key informant at country level. Consulted during the visit in Mozambique.

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STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Coordinating Agency: Canada	Interest: High Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEG, FASE, and other country-level dialogue bodies. Importance: High	Key informant at country level.
Development Partners (donor agencies, multilateral organizations): Finland, GIZ, JICA, USAID, EU, Ireland, Agence Francaise	Interest: High Influence: Medium-High, through their participation in the LEG and other dialogue mechanisms, contributions to FASE, in sector monitoring exercises, past role as Coordinating Agency or Troika members, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Multilateral organizations: World Bank, UNICEF, UNESCO	Interest: High Influence: Medium-High, through their participation in the LEG and other dialogue mechanisms, contributions to FASE, in sector monitoring exercises, past role as Coordinating Agency or Troika members, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Domestic non-governmental organizations: MEPT	Interest: High Influence: Medium. Many MEPT representatives are members of the LEG and participated in sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.
Teacher Training Institutes: ADPP	Interest: Medium Influence: Medium. Participate in some technical working groups, LEG, sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

Appendix V List of consulted individuals

In total, 48 individuals were interviewed in Mozambique, of which 27 were women. All consulted individuals, except for two, were based in Maputo.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministries and Agencies of the Republic of Mozambique			
MINEDH	REGO, Manuel	Former Permanent Secretary	M
MINEDH – Directorate for Planning and Cooperation (DIPLAC)	SOVERANO, Antoia	Director of DIPLAC	W
	UTUI, Andre	Deputy Director of DIPLAC	M
	BAUL, Izeita	Director for Sector Cooperation	W
	MARTIN, Jose	Director of Planning	M
	VOGELAAR, Jeannette	Former Senior Advisor for Planning	W
MINEDH – Directorate of Primary Education (DINEP)	NUNES, Argentino	Director of Administration and School Management	M
MINEDH – Directorate of Teacher Training (DNFP)	ARMANDO, Mario	Deputy Director of DNFP	M
	RENAME	Director of DNFP	M
MINEDH – Directorate of School and Teaching Material Management (DGLEMD)	RAINDE, Remigio	Director of DGLEMD	M
MINEDH – Directorate of Administration and Finance (DAF)	ASSALE, João	Director of DAF	M
	CRUZ, Dalmiro	DAF Financing Advisor	M
	SHAH, Jitad	FASE Financing Controller	M
MINEDH – National Institute for the Development of Education (INDE)	NHIEZE	Director of INDE	M
Bilateral and multilateral donor agencies			
EU	SOUSA, Graça	Education and Social Protection Officer	W
Finland	KUJALA-GARCIA, Marianne	Education Counsellor	W
	COSTA, Claudia	Education Coordinator	W
GIZ	LAMBERTZ, Britta	Deputy Program Director	W
	GIL, Valentina	POEMA Advisor	W
UNESCO	CHERINDA, Marcos	Education Officer	M
	RAHMILD		M

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ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	MUNGOI, Dulce	Adult Education Program Specialist	W
	FARINHA, Fernanda	ESA Consultant	W
Canada	KHNG, Christopher	Education Portfolio Team Lead	M
	LOBO, Manuel	Education Specialist	M
Ireland	MCCLEAN, Diarmuid	First Secretary	M
	MEQUE, Lidia	Education Advisor	W
UNICEF	BELTRAN, Lina	Education Specialist	W
	LENNOX, Janet	Education Specialist	W
USAID	MCLAUGHLIN, Martin		M
	MIZE FRANCISCO, Antonio	Education Specialist	M
	LOPEZ, Jessica	Senior Education Officer	W
	GOULETA, Eirini	Senior Education Advisor	W
World Bank	BASSI, Marina	Senior Economist/Head of Education	W
	NHAMPOSSA, Lucia	Education Advisor	W
Agence du Developpement de France	MAZZU, Audrey	Project Officer	W
	DUMANGANE, Adelina	Project Officer	W
GPE Secretariat	RAMOS, Lucinda	GPE Country Lead	W
Civil Society			
MEPT	MAZIVILA, Pedro	Program Officer	M
	DA SILVA, Isabel	REDE Advocacy Officer	W
	CABRAL, Zaida	MEPT Founding Member	W
	TOMÉ, Tassiana	MEPT Board of Directors	W
	CASSIMO, Sumeia	MEPT Secretariat	W
	MACHADO, Cristina	Project Assistant	W
	BENJAMIN, Filipe	Economist	M
	SEQUEIRA, Elisabeth	Program Assistant	W
ADPP	HOLM, Birgit	Executive Director	W
	ROUBEN, Harrison	Parterships Officer	M

Appendix VI List of Reviewed Documents

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Appendix VII Progress on 2012-2016/19 PEE implementation

Progress on PEE 2012-2019 impact- and outcome-level targets[451]

PLAN PRIORITY	BASELINE 2011	2012	2013	2014	2015	TARGET 2016	2016	2017	COMMENT
Primary Education									
Impact Indicator: Gross Primary Completion Rate	Total 49% (2010) Girls 45% (2010)					54% (2015) 51% (2015)	45% 43%		Deteriorated
1. Net enrolment rate at age 6 in grade 1	Total 70% Girls 69%	71.8% 70.5%	77.4% 75.8%	81.5% 79.7%	83.9% 81.8%	83% 82%	86.4% 85.4%	84.5% 84.2%	Improvement, target met
2. Retention rate in class three	Total Girls			69.8% 69.0%	69.1% 68.3%		62.8% 62.4%	64.7% 64.9%	Deteriorated
3. % of Gr 3 students who attained literacy & math competencies			6.3%				4.9% (literacy) 7.7% (math)		No significant improvement
4. Student/teacher ratio (EP1)	63	63	63	62.5	62.6	58	61.7	59.9	Improvement, target not met
General Secondary Education									
Impact Indicator: Gross ESG1 Enrolment Rate	Total 46% Girls 43%				61.1%	50% 47%			Improvement, surpassed target

[451] Plan priorities, data for baseline indicators, and data for 2016 targets are taken from the PEE 2012-2016 Strategic Matrix. Baseline data is from the year 2011 unless noted otherwise in parentheses. Data for 2012 to 2017 was extracted from annual joint sector review reports (RAR reports) from 2017 and 2018.

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PLAN PRIORITY	BASELINE 2011	2012	2013	2014	2015	TARGET 2016	2016	2017	COMMENT
5. Gross Admission Rate for secondary education	Gr 8 Total 46% Gr 8 Girls 43% Gr 11 Total 20% Gr 11 Girls 18%	42.1% 39.7% 19.2% 17.7%	41.7% 39.8% 19.6% 18.4%	40.0% 38.2% 23.2% 22.3%	40.0% 39% 24% 22.2%	49% N/A 26% N/A	34% 32% 19% 18%	No data No data 28.8% 29%	Deteriorated
6. Pass rate in grades 10 and 12	Gr 10 - 51% Gr 10 F - 49% Gr 12 - 48% Gr 12 F - 46%	46.9% 44% 50.9% 48.6%	47.6% 44.3% 58.7% 56.6%	55.3% 52.8% 66.9% 63.3%	57.2% 55.3% 61.8% 58.4%	55% 52% 59% 57%	39.2% 36.6% 49.1% 44.8%		Deteriorated
7. Number of secondary school directors trained		0	140	390	483	115	479	405	Improvement, target met
Administrative and Institutional Development									
Impact Indicator: Presence of primary school principals				56% (SDI, 2014)					Inadequate data
13. Number of staff employed	Teachers – 9,700 % F – 68.5% Other staff – 0	8,487 32% 0	8,138 35% 0	8,522 39% 468	8,296 43.9% 420	10,000 50% 500	8,829 43.2% no data		Improvement, target not met
14. Percent compliance w. audit recommendations for year n-3 and n-2	No data				23% (FASE)	TBD	81%	53%	Inadequate data
15. Percent of goals (POEMA) from strategic matrix achieved					62%				Inadequate data

PLAN PRIORITY	BASELINE 2011	2012	2013	2014	2015	TARGET 2016	2016	2017	COMMENT
16. Budget execution (operation and investment)	Total: ≤ 90% FASE: 69%	91% 80%	93% 90%	97% 89%	99% 81.4%	≥ 95% - ≤ 100% 95%	98.5% 86%		Improvement, target not met for FASE budget execution

Implementation progress against PEE 2012-2016/19 priority actions[452]

STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
(PRE) PRIMARY EDUCATION			
ACCESS	1. Promote the expansion of access to educational opportunities for preschoolers	• Through DICIPE, built 296 preschools ("escolinhas"), which have served 20,720 children between 3 and 5 years (2018 RAR)	Improved, did not meet target
	2. Monitor the implementation of the strategy for the development of preschool children		No data
	3. Promote school enrolment at the right age (6 or 7 years old)		No data
	4. Improve the implementation of the accelerated construction programme	• 524 primary classrooms constructed; 102 from FASE and 422 by other partners (2018 RAR) • Accelerated Construction Program supported the construction of 1600 classrooms (1248 primary) and 1,000 latrines (2019 ESA)	Improved, met target
	5. Ensure that schools are safe and healthy places	• Vaccinated 78% of 1st and 2nd grade students against tetanus (2018 RAR; 80% in 2015 RAR) • Dewormed 85% of students grades 1-7 (2018 RAR; 67.12% in 2015 RAR) • Examined 97% of EP1 and 2 students for common illnesses (2018 RAR)	Improved, met target

[452] Priority actions for primary education, general secondary education, and administrative and institutional development were specified under the PEE 2012 – 2016/19 Strategic Matrix. Sources of implementation progress data include the 2015, 2017, and 2018 annual joint sector review (RAR) reports, the 2019 draft Education Sector Analysis, the 2018 UNESCO Policy Review, and interview data.

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
		• Vaccinated against cervical cancer in 3 districts, covering 67% of female students aged 10 years (2015 RAR) • Produced and issued 432 radio programs for health promotion and HIV/AIDS prevention (2015 RAR) • Addressed health promotion and disease prevention, including HIV/AIDS, in curriculum (2015 RAR)	
	6. Prepare strategies to reduce regional, age and gender disparities	• Evaluated zero tolerance campaign against sexual abuse (2015) • Distributed guide on methods to identify signs of violence and sexual abuse in children and adolescents in 5 provinces (2015)	Improved, met target
	7. Harmonise social protection programmes		No data
	8. Expand provision of assistance to children with special educational needs (SEN)	• Adopted 3rd grade curriculum content for Portuguese, Mathematics (2015 RAR) • Printed and distributed 100% finger maps (2015 RAR) • Acquired specific material for students with SEN (50 wheelchairs, 50 dictionaries of Sign Language, 50 children's books, 50 walking sticks, 50 collapsible dolls, 50 puzzles and 50 plasticines).(2015 RAR) • Incorporated data on pupils with SEN into the 3/3 statistical data map used in 2015 (2015) • Trained 175 (437.5% of target) managers and teachers of EP, ESG and Special schools in the South, Center and North in in Sign Language (65, 162% of target) in the Braille System, 75 in Diagnosis and Guidance (2015 RAR)	Improved, met target
QUALITY	9. Continue to produce and distribute free school books, including for Bilingual Education	• Unit cost of textbooks decreased from US$ 1.40 to US$ 0.47 while physical quality improved (UNESCO 2018) • Produced and distributed 12.9 million free textbooks (100% of 2014 target) (2015 RAR)	Improved, met target
	10. Develop and implement the action plan for reading, writing and numeracy	• Completed the National Action Plan for Reading and Writing (PNALE) (2018)	Improved, did not meet target
	11. Ensure the expansion of Bilingual Education, guaranteeing its quality	• Prepared the “Vamos Ler” program for roll-out in 2018 (covering 21 districts) • Vamos Ler will cover all the districts of two provinces, and will be the primary approach for teaching children in grades 1-3.	Improved, did not meet target

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
		• Developed TLMs in three maternal languages, which will be distributed to 109,000 students. • The strategy for expanding bilingual education was presented to the Technical Council, but was not formally approved (2017 RAR) • Bilingual materials were not prepared because of a lack of funds (2017 RAR)	
	12. Reform primary teacher training and capacity building	• 12,791 EP1 teachers received in-service training on teaching methodologies (surpassing the target of 6,600) (2018 RAR) • 8542 primary teachers trained, 5783 in reading, writing and math and 2959 managers of primary schools (2015 RAR)	Improved, met target
	13. Improve the Primary Education curriculum	• Updated curriculum released (2017 RAR), reducing number of disciplines and prioritizing Portuguese and Mathematics instruction (2018 RAR). • New curriculum introduced to 1st grade (2018 RAR)	Improved, met target
INSTITUTIONAL DEVELOPMENT	14. Improve school management	• 1360 primary school directors trained (surpassed goal of 1,000) (2018 RAR) • 1191 managers trained at IFP-Munhuana, Marrere, and Quelimane (2015 RAR) • Annual school grants (ADE) disbursed to schools on time (2018 RAR)	Improved, met target
	15. Rationalise the use of human resources (teachers and managers) in Primary Education	• An integrated human resource management system has not yet been developed, and human resources are managed at a decentralized level (2019 ESA and interview data).	Improved, did not meet target
	16. Continue reforms in procurement	• TLM management and procurement: The number of required schoolbooks for 1st to 7th grade fell from 40 to 24, and number of required teacher manuals fell from 42 to 7 (2018 RAR); Textbook procurement and monitoring processes improved, resulting in better retention of existing textbooks (UNESCO).	Improved, met target
	17. Increase transparency in school management	•	No data
	18. Improve monitoring and follow-up of students' and teachers' academic performance	• 48 percent of schools performed favorably in district supervisor visits (just under 2017 target of 50%). Online and offline platform and district supervision manual developed (2018 RAR, 2019 ESA).	Improved, met target
GENERAL SECONDARY EDUCATION			

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
ACCESS	1. Comply with MINEDH-Provinces' agreed targets for selecting students for school admissions (incl. performance-based, gender, and inclusion criteria	• Partially fulfilled; failed to meet goals for selecting students based on admission criteria for 8th grade; failed to comply for 11th grade (2015 RAR)	Improved, did not meet target
	2. Continue to build and equip secondary schools, prioritizing rural areas	• 66 secondary classrooms constructed (36 by FASE, 30 by other partners) • 9 out of 20 schools were scheduled to be completed; 5 out of 5 schools started as planned (2015 RAR)	Improved, met target
	3. Expand distance learning in a sustainable manner	• 14 distance learning centers opened in 7 provinces • Resized all ESD1 modules to be organized by cycle instead of class • Produced distance learning materials; not yet distributed to centers • Sensitized students to availability of distance learning options via secondary schools, fairs, radio and television • Trained 700 distance learning center managers • 34,019 students covered by distance learning (missed target of 38,290, but increased from 32,423 in 2016) (2018 RAR)	Improved, did not meet targets
	4. Promote private sector and community participation in the provision of secondary education	• Nothing planned / carried out in 2017 • Updated legislation and approved regulations for private education (2015 RAR)	Improved, did not meet targets
	5. Update and implement a scholarship / school fee exemption system	• Published scholarship regulations for ESG2 students and merit scholarships (2015 RAR)	Improved, did not meet targets
	6. Promote, regulate and oversee self-directed learning	• Distance education materials developed but not distributed (because of a • Data on distance learners included in the 3 March data collection • Created strategy evaluation tool (2015 RAR) • Added ESDP2 materials to online platform (2015 RAR) • Trained 427 managers and tutors on service and management of distance learning centers (2015 RAR)	Improved, did not meet targets
	7. Promote the concept of safe and healthy schools		No data

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
QUALITY	8. Adopt a more relevant and sustainable curriculum that includes cross-cutting issues	• Adopted integrated social and natural science curriculum (2018 RAR) • Did not evaluate implementation of the curriculum due to lack of funds • Created curriculum for Tourism and for ESG1. Developed 8th class manual. • Expanded modular short duration courses; available in 46 schools nationwide • Started selection process for professional courses to be implemented in CREIs	Improved, target not met
	9. Increase the curriculum time from 33 to 40 weeks		No data
	10. Establish a continued vocational training and development system for teachers, including cross-cutting issues	• Held reflection seminar on continuous professional development strategy (2018 RAR) • Held workshop to improve coordination across implementation units for inclusivity in training • Prepared provincial-level teacher training plans, in scientific and pedagogical content • Trained 43.4% of teachers in all provinces • Created a database of trained ESG teachers	Improved, targets not met
	11. Guarantee access to school books, teaching materials and other materials containing topics on cross-cutting issues	• Quality of and access to textbooks at the primary level have significantly improved, but same level of attention has not been directed at secondary textbooks, and weaknesses in access and quality remain (interview data)	Inadequate data
	12. Define and implement quality standards and indicators in teaching-learning	•	No data
	13. Consolidate exam reform	• Completed for 12th grade, not yet completed for 10th grade	
	14. Adapt / adjust and apply ESG normative instruments		

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
INSTITUTIONAL DEVELOPMENT	15. Create a training and capacity building strategy for managers, covering planning, management and school administration	• Implement annual training of directors and other managers • 237 managers trained in 2018 • No system for evaluating directors / managers based on school function • Installed electronic information management system for all ESG2 schools	Improved, did not meet target
	16. Develop a sustainable financing system for ESG, co-participated by the sector and by families	• Developed regulations for sustainable financing system, which are awaiting approval	Improved, did not meet target
ADMINISTRATIVE AND INSTITUTIONAL DEVELOPMENT			
	2. Conceptualise and institutionalise the National System for Education Quality Assessment in Mozambique	• National learning assessments conducted in 2013 and 2016; third round of assessment planned for 2019	Improved, met target
	3. Develop quality standards and indicators	• New proposal developed, but not yet reviewed or approved at MINEDH level (2017 RAR)	Improved, did not meet target
	3. Develop / consolidate accreditation, qualification and certification systems		No data
	4. Strengthen internal control at district level	• 48 percent of schools performed favorably in district supervisor visits, missing the target of 50 percent. (2018 RAR) • Developed an online and offline platform for district supervision of schools	Improved, met target
	5. Prepare student performance monitoring instruments	• National Learning Assessments conducted in 2013 and 2016 (INDE)	Improved, met target
	6. Consolidate exam reform		Inadequate data
	7. Improve the quality of the information collected from the sector	• Only some of the planned trainings for the year were carried out (2017 RAR) • No online system was rolled out	Did not meet target

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STRATEGIC PRIORITY	PRIORITY ACTION	IMPLEMENTATION PROGRESS	COMMENT
	8. Encourage better use of information in the POEMA cycle		No data
	9. Encourage a culture of research	• A number of studies carried out (see RAR 2017 list) • POEMA program addresses public-sector management processes, including evaluation	Improved, did not meet target
	10. Prepare and apply equity and transparency criteria in the allocation of the sector's funds	• A discussion on performance-based indicators was started, but did not advance (2017 RAR)	Improved, did not meet target
	11. Align POEMA processes at sector level with national and territorial processes	• ADE funds (direct support to schools) were made available on time (2018 RAR) • Adoption of new system (*Access*) was delayed (2017 RAR)	Improved, met target
	12. Implement human resources management routines	• 77% of budget allocated to staff was realized (2017 RAR) • Monitoring was carried out through reports (2017 RAR)	Improved, did not meet target
	13. Restructure and develop instruments for an integrated human resources management system	• Only 46% of teachers received salaries on time (2018 RAR) • Developed an online platform in all provinces to support the analysis of data (2017 RAR)	Did not meet target

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Appendix VIII Mozambique sector financing data

ISSUE	DATA
Total domestic educ. expenditure	**Decrease** from US$ 703.8 million in 2015 to US$ 659.6 million in 2016[453]
Education share of total government Expenditures	**Stable** from 20.0% in 2012 to 19.9% in 2015[454]
% of domestic education financing allocated to basic education	**Decreased** from 48.6% in 2009 to 44.1% in 2014[455]
Funding by expenditure type (recurrent)	**Estimated to decrease** from 93% in 2013 to 80% in 2017[456]
Total ODA (all sectors)	**Increased** from US$1.18 billion in 2012 to US$1.38 billion in 2017 (OECD CRS)
Education ODA as share of overall ODA	**Increase** from 8.2 % in 2012 to 10.4 % in 2017[457]
ESPIG amount as % of education ODA during review period	ESPIG funding represented 16.4 percent of all education ODA from 2012-2017.
ESPIG amount as % of total estimated ESP financing	ESPIG funding represented 16.3 % of total estimated ESP financing in 2016, and 8.1 % of total estimated ESP financing in 2017
ESPIG amount at % of actual ESP financing	Data not available

[453] Evaluation team's calculations. UNICEF 2017 figures deflated using Mozambique's annual average CPI (OECD) and converted from Mt into USD using 2016 exchange rate (U.S. Treasury).

[454] Data is sourced from the 2016 Mozambique Public Expenditure Review and from GPE's Results Framework (Indicator 10). Data is only available up to 2015.

[455] World Bank Public Expenditure Review (April 2017), 30 - 31 (Fig 2.2 Ed expenditure by level).

[456] 2015 ESPIG Grant Application Form and World Bank April 2017 Public Expenditure Review estimates.

[457] Source: OECD CRS. Figures adjusted to include GPE ESPIG contributions.

Appendix IX Selected system-level country data

Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	Between 2011 and 2017, the number of **EP1 schools** (public, private, and community) **grew 16.2** percent, from 10,987 to 12,768. The number of **students per school grew 0.6 percent**, from 404 to 407. Between 2011 and 2017, the number of **EP2 schools** (public, private, and community) **grew 109.6 percent**, from 3,652 to 7,655. The number of **students per school fell 48.2 percent**, decreasing from 239 to 124. Between 2011 and 2017, the number of **ES1 schools** (public, private, and community) **grew 30.5 percent**, from 561 to 732. The number of **students per school fell 19.9 percent**, from 1,358 to 1,088. *From 2018 RAR report*
Changes in average distance to school	N/A
Changes in costs of education to families	Reforms in 2004-05 eliminated school fees, but supplemental costs such as uniforms, transportation and school lunch remain. In a survey of out-of-school children and youth between the ages of 5 and 24, 14.3 percent of respondents stated that they were not in school because school "is very expensive." *From 2018 UNESCO Policy Review; 2019 draft ESA*
Changes in availability of programs to improve children's readiness for school	350 community preschools were constructed during the evaluation period through the DICIPE pilot program. Additionally, the preprimary education system includes 397 community preschools managed by NGOs, 12 public childcare centers, 608 private childcare centers, and 45 primary schools used during weekdays for a pilot accelerated school readiness program. *From 2019 draft ESA*

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ISSUE	OBSERVATIONS
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	In 2018, MINEDH published the Strategy for Inclusive Education and Development of Children with Disabilities, which defines the Ministry's objectives and areas of intervention with respect to children with disabilities, as well as areas of collaboration with other government ministries. The EMIS collects data on five categories of student disability (visual, auditory, motor, speech disorders and multiple disabilities). Roughly one percent of students are categorized as having a disability, while two percent of Mozambique's population is estimated to have some kind of disability, indicating that a large share of children with disabilities are out of school. (2019 ESA) In 2017/18, orphaned children represented 12 percent of students enrolled in primary education, but in spite of their vulnerable status, MINEDH does not have specific policies directed toward their protection. (2019 ESA) In 2014, MINEDH acquired materials for students with disabilities (50 wheelchairs, 50 sign language dictionaries, 50 children's books, 50 walking sticks) and data was improved. 175 teachers were trained in sign language, 65 in braille, and 75 in diagnosis and guidance (2015 RAR).
New/expanded measures put in place to further gender equality in education	85 percent of district-level annual action plans (PdA) integrate activities focused on gender, although they are generally limited and unfunded. *From 2019 draft ESA*

Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios	The pupil-teacher ratio in EP1 fell from 62.9 in 2011 to 59.9 in 2017 (2018 RAR). The PTR at third grade improved from 2013 to 2016, falling from 54.0 to 51.6 percent. [458] However, the share of teachers teaching multiple classes (i.e. both morning and evening) grew from 30.6 to 35.6 percent, and the number of students per class grew from 41.4 to 51.0. (2017 National Learning Assessment report). The secondary PTR rose from 33 in 2012 to 41 in 2013, before falling to 36 in 2017 (UIS data).
Changes in pupil/trained teacher ratio	Between 2012 and 2017, the pupil/trained teacher ratio for primary education fell from 65.5 to 53.9. For secondary education, the pupil/trained teacher ratio rose from 39.3 in 2012 to 46.7 in 2015 (UIS data).
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school	There is considerable variation in PTR by district. In 2017 there were 9 districts with a PTR above 80, compared to 17 in 2016. *From 2018 RAR*

[458] INDE. "Relatório do 2º Estudo da Avaliação Nacional da 3ª Classe." Maputo. May 2017. p. 36

ISSUE	OBSERVATIONS
Changes in relevance and clarity of (basic education) curricula	Adopted an integrated social and natural science curriculum for ESG1; created a Tourism curriculum; expanded modular short-duration courses for secondary levels (2015 RAR) A new curriculum was introduced to 1st grade, reducing number of disciplines and prioritizing Portuguese and mathematics instruction (2018 RAR)
Changes in availability and quality of teaching and learning materials	In 2017, MINEDH acquired and distributed 14,309,400 books for grades 1 through. Included in this figure are 320,000 books for bilingual education for 1st, 4th, and 7th grades. (2018 RAR) In 1st and 2nd grade, MINEDH distributes new workbooks to each student, which the students write in. These are replaced annually. The 2018 RAR states that all 1st and 2nd grade students received these books, although many not until after the school year had started. The number of schoolbooks required for a student passing from first to seventh grade fell from 40 to 24 since 2012. The number of teacher manuals required fell from 42 to 7 (now at one manual per class). (2018 RAR) DGLEMD improved the physical quality of textbooks, thereby reducing the number of books needed to replenish the classroom textbook supply year to year. DGLEMD also introduced a new process for monitoring textbook distribution and use, which similarly improved retention of textbooks. Finally, improvements in procurement processes mean that new textbooks now arrive before the first day of school each year. The 2017 World Bank Project Paper states that Mozambique has one of the highest textbook to student ratios in the region at 0.9, with unit costs comparable to other textbook provision programs elsewhere in the region. However, the 2018 RAR states that the share of primary school students with access to all necessary books fell from 73 percent in 2013 to 67 percent in 2017. UIS data indicates that the number of students per mathematics textbook at primary grades remained stable between 2012 (1.44) and 2015 (1.43). The number of pupils per reading textbook in primary grades fell from 1.53 in 2012 to 1.25 in 2015.
Changes to pre-service teacher training	The share of trained teachers across primary and secondary grew between 2011 and 2017. The share of trained teachers in EP1 grew from 78.8 percent to 96.5 percent, the share of trained teachers in EP2 grew from 83.2 percent to 96.5 percent; the share of trained teachers in ESG1 grew from 78.8 percent to 95.2 percent, and the share of trained teachers in ESG2 grew from 92.2 percent to 97.8 percent. (2018 RAR) The average level of qualification across the teaching workforce among third grade teachers improved from 2013 to 2016. The share of teachers with an 8th to 10th grade qualification fell from 39.3 percent to 18.2 percent, while the share of teachers with an 11th to 12th grade qualification rose from 53.1 percent to 71.7 percent. (2017 National Learning Assessment report) MINEDH will introduce the “12+3” (12th grade plus three years of teacher training) program for teacher training in 2019

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ISSUE	OBSERVATIONS
Changes to in-service teacher training	The proportion of 3rd grade teachers receiving in-service training fell from 72.1 percent in 2013 to 67.1 percent in 2016. (2017 National Learning Assessment report)
Changes in incentives for schools/teachers	The first tranche of Direct School Support (ADE) grants now reliably reach schools by the first day of school each year (2018 RAR).
Other (may vary by country)	

Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)	1360 primary school directors received training. An online and offline platform was developed for the district supervision of schools. MINEDH staff received POEMA training, addressing public-sector management processes including evaluation. (2018 RAR)
Is a quality learning assessment system (LAS) within basic education cycle in place?	A national learning assessment for 3rd grade students covering Portuguese and mathematics was introduced in 2013, to be conducted every three years. A second round was conducted in 2016, and the third round is scheduled for 2019.
Changes in how country uses LAS.	n/a
Does country have functioning EMIS?	Yes. A system-wide data collection is conducted annually (referred to as the "3rd of March" data collection), which covers enrollment, repetition, dropout, resource availability, teacher distribution, and bilingual education, among other data.
Changes in how country uses EMIS data to inform policy dialogue, decision making and sector monitoring	An online platform was developed in all provinces to support the analysis of data (2017 RAR).

Appendix X Selected impact-level country data

Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	
Changes/trends in **learning outcome**s (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations)	Share of third grade students with competencies in Portuguese 2013: Recognition of alphabet 82.8; Mastery of alphabet 43.6; Reading and comprehension 6.3 2016: Recognition of alphabet 83.8; Mastery of alphabet 43.8; Reading and comprehension 4.9 Share of third grade students with competencies in Math 2016: Counting and recognizing geometric shapes 89.4; Reading numbers and basic calculations 50.3; Problem solving 7.7 The share of third grade students in classes where more than half of the students have difficulty expressing themselves in Portuguese fell from 70 percent in 2013 to 58 percent in 2016. The 2016 National Learning Assessment revealed stark geographic disparities, with the share of 3rd graders possessing the desired literacy competencies ranging from 17.3 percent in Maputo (south) to 1.7 percent in Cabo Delgado (north). The 2016 National Learning Assessment did not find disparities in learning outcomes by gender, although such disparities were present in 2013. *From 2017 National Learning Assessment report* Literacy and access to primary and secondary school are closely related to income. In 2014/15, the illiteracy rate in the bottom income quintile was 59.4 percent, compared to 14.9 percent in the top income quintile (2019 ESA).

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Equity, gender equality and inclusion	
Changes in (i) **gross and (ii) net enrollment rates** (basic education including pre-primary) during review period (by gender, by socio-economic group, by rural/urban	Between 2012 and 2017, the primary GER remained constant, moving from 104.95 to 105.01. Over this period, the gender parity index improved moderately, from 0.91 to 0.93 (UIS data). The primary NER also underwent a small improvement, growing from 86.1 to 87.5 between 2012 and 2017, with the gender parity index increasing from 0.95 to 0.97 (UIS data). Greater improvements were seen in the lower secondary GER, which grew from 32.6 in 2012 to 37.5 in 2017, with the gender parity index increasing significantly, from 0.89 to 0.95. Finally, the lower secondary NER improved slightly from 14.5 in 2012 to 16.7 in 2017.[459] The number of students enrolled in grade 1 represents 1.8 times the population aged 6 years. (UNESCO Policy Review 2018) The share of girls in 3rd grade classes fell from 48.7 percent in 2013 to 46.6 percent in 2016. There is significant variation within Mozambique, however. Of Mozambique's 11 provinces, girls accounted for less than 50 percent of enrollment in 7, with girls making up a higher share of enrolled students in the South than the North (2017 National Learning Assessment report). The net enrollment rate in 2014/15 among EP1 and EP2 students in the bottom income quintile was 45.1 percent, compared to 77.7 percent in the top income quintile. In ESG1 and ESG2, the net enrollment rate in the bottom income quintile was 4.9 percent, compared to 40.7 percent in the top income quintile (2019 ESA).
Changes in (i) **primary completion rate** and (ii) **lower secondary completion rate** (by gender)	The primary gross completion rate has remained below 50 percent over the entire evaluation period (2012-2019), falling from 47 percent in 2011 to 37 percent in 2015, and recovering to 45 percent in 2016 (2019 ESA). The gross graduation ratio from primary education fell from 45.1 percent in 2011 to 42.4 percent in 2017. Over this period, the gender parity index rose from 0.86 to 0.89. For lower secondary education, the gross graduation ratio rose from 19.2 in 2011 to 22.6 in 2017, with the gender parity index rising markedly from 0.82 to 0.96 (UIS data). While secondary completion rates improved over the evaluation period, they remain very low. The gross completion rate for ESG1 grew from 19.8 percent in 2012 to 28.8 percent in 2017, while the gross completion rate for ESG2 grew from 9.5 to 13.1 percent over the same period (2019 ESA).

[459] Information on the gender parity index for the lower secondary NER is not available. However, the gender parity index for the *adjusted* net enrolment rate increased from 1.06 in 2012 to 1.14 in 2015 (UIS data).

<table>
<tr><th>ISSUE</th><th>OBSERVED TRENDS
(UP TO AND INCLUDING DURING REVIEW PERIOD)</th></tr>
<tr><td>Changes in out of school rates for (i) primary and (ii) lower secondary</td><td>Between 2012 and 2017, the number of out of school children in the primary school age range grew from 697k to 728k. Between 2012 and 2015, the number of out of school children in the lower secondary school age range rose from 752k to 894k. Between 2012 and 2017, the share of out of school children of primary school age fell from 13.7 to 12.5 percent. For children of lower secondary school age, the share of out of school children rose from 41.1 to 44.1 (UIS data).</td></tr>
<tr><td>Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availablity)</td><td>Among girls, the share of out of school children of primary age fell from 15.9 in 2012 to 13.8 in 2017, and among boys it fell from 11.5 to 11.2 over the same period.
Among girls, the share of out of school children of lower secondary school age rose from 46.2 in 2012 to 47.6 in 2015 and 36.0 to 40.5 among men (UIS data).
Roughly one percent of students are categorized as having a disability, while two percent of Mozambique’s population is estimated to have some kind of disability, indicating that a large share of children with disabilities are out of school. (2019 ESA)</td></tr>
<tr><td>Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)</td><td>The effective transition rate from primary to lower secondary increased from 60.5 percent in 2012 to 13.9 percent in 2015. Among girls the transition rate increased from 63.3 percent to 75.5 percent, and among boys it grew from 58.1 percent to 72.4 percent (UIS data).</td></tr>
<tr><td>Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education</td><td>Students take on average 9.9 years to complete 5th grade, and 18 years to complete 7th grade (UNESCO Policy Review 2018), indicating a highly inefficient system, and a high level of age-grade mismatch. In 2016, the average age of third grade students was 10.0 years, increasing from 9.8 years in 2013. The ideal entry age of students in third grade is 8 years (2017 National Learning Assessment report).
<table>
<tr><td></td><td></td><td>2012</td><td>2017</td></tr>
<tr><td rowspan="2">5th grade</td><td>Repetition</td><td>10%</td><td>12.5%</td></tr>
<tr><td>Dropout</td><td>14%</td><td>8.9%</td></tr>
<tr><td rowspan="2">7th grade</td><td>Repetition</td><td>13%</td><td>13.7%</td></tr>
<tr><td>Dropout</td><td>12%</td><td>7.4%</td></tr>
<tr><td rowspan="2">10th grade</td><td>Repetition</td><td>37%</td><td>22.6%</td></tr>
<tr><td>Dropout</td><td>12%</td><td>6.5%</td></tr>
</table>
2019 ESA</td></tr>
</table>

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