ZIMBABWE

GLOBAL PARTNERSHIP FOR EDUCATION SUPPORT PROGRAMME

PROGRAMME DOCUMENT

Submitted by:

Ministry of Primary and Secondary Education

Government of Zimbabwe

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Acronyms

AWPs	Annual Work Plans
BSPZ	Better Schools Programme Zimbabwe
CA	Coordinating Agency
CDTS	Curriculum Development and Technical Services
CERID	Centre for Educational Research, Innovation and Development
CWD	Children with Disabilities
DOP	District Operational Plan
DRR	Disaster Risk Reduction
ECD	Early Childhood Development
ECG	Education Coordination Group (LEG)
ECOZI	Education Coalition of Zimbabwe
EDF	Education Development Fund
EFA	Education for ALL
EFSC	Education Finance Standing Committee
EMIS	Education Management Information System
EMTP	Education Medium Term Plan
ERI	Early Reading Initiative
ESA	Education Sector Analysis
ESSP	Education Sector Strategic Plan
FACE	Funding Authorization and Certificate of Expenditures
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
GoZ	Government of Zimbabwe
HACT	Harmonised Approach to Cash Transfers
ICT	Information Communication and Technology
IFMIS	Integrated Financial Management Information System
JAR	Joint Annual Review
MCA	Maximum Country Allowance
MoFED	Ministry of Finance and Economic Development
MoHTESTD	Ministry of Higher and Tertiary Education, Science and Technology Development
MoPSE	Ministry of Primary and Secondary Education
MTP	Medium Term Plan
NER	Net Enrolment Rate
NFE	Non Formal Education
NOP	National Operational Plan
OOSC	Out of School Children
OVC	Orphaned and Vulnerable Children
PBB	Programme Based Budgeting
PFMEP	Public Financial Management Enhancement Project
POP	Provincial Operational Plan
PRS	Department of Planning, Research and Statistics
PLAP	Performance Lag Address Programme
SDG	Sustainable Development Goals
SSF	School Services Fund
STEAM	Science Technology Engineering Arts and Mathematics

STERP	Short Term Emergency Recovery Programme
TDIS	Teacher Development Information System
TPS	Teacher Professional Standards
ZELA	Zimbabwe Early Learning Assessment
ZIMASSET	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZimSEC	Zimbabwe Schools Examination Council

Table of Contents

Acronyms 2
1. Introduction 6
2. Background 7
2.1 The country social, political and economic context 7
2.2 Macro-economic situation 9
3. The Education Sector 11
3.1 Context 11
3.2 Education Situation Analysis 12
3.2.1 Access and Equity 12
3.2.2. Efficiency 14
3.2.3 Quality and Learning Outcomes 16
3.2.4 Education Financing 18
3.3 Priority Focus Areas arising from the Education Sector Analysis 20
3.3.1 Equity and access to learning: 20
3.3.2 Efficiency and quality 21
3.4 The Education Sector Strategic Plan 21
4. The GPE Programme 2013 – 2016 25
4.1 The GPE project components 25
4.2 Complementarity of GPE programs 26
4.3 Programme success 27
4.4 The management process 28
4.5 Programme challenges and lessons learned 28
4.6 Follow up and continuing activity 30
5. The GPE Programme 2017 – 2020 32
5.1 The ESSP: The national, provincial, district and school planning framework 32
5.2 GPE Programme development objective 33
5.3 GPE Specific objectives 33
Component 1: Providing a strong policy, legal and regulatory framework 33
Component 2: Implementing the new curriculum 37
Component 3: Equity and access to learning 40
Component 4: Institutional strengthening 42
Component 5: Programme management and monitoring 45
6. Programme Sustainability 47
7. Implementing and Financing the Project (modality) 48
7.1 Programme implementation 48
7.2 Variable tranche 48
7.3 Economic analysis 48
7.4 MoPSE and GPE 2 funding 49
7.4.1 MoPSE budgeting and available funding 49
7.4.2 GPE 2 programme indicative budget 50
7.4.3 Value for Money 52
7.5 Funding modality options 54
7.6 Programme finance 57
7.6.1 Disbursement arrangements 57

7.6.2 Accounting.....59
7.6.3 Auditing.....60
7.6.4 Financial management at the cluster and district level.....60
8. Programme Monitoring and Results Framework.....62
Annex 1: Risk analysis.....65
Annex 2: GPE and ESSP Sector Performance Framework.....67
Annex 3: Indicative detailed programme budget.....72
Annex 4: Terms of Reference Education Finance Standing Committee.....80
Annex 5: Logframe for GPE Programme.....82
Annex 6: Bibliography.....84

1. Introduction

MoPSE made a strategic decision in 2015 to continue with and to capitalise on the education development that had taken place during the 2011-2015 Education Medium Term Plan (EMTP). MoPSE decided to prepare the Education Sector Strategic Plan (ESSP) 2016 – 2020 and undertook a series of activities to inform the detailed planning and writing. These activities included conducting an Education Sector Performance Review (ESR) in October 2014, an Education Sector Analysis (ESA) from June to September 2015, holding national consultative meetings on sector priorities for 2016 to 2020 (August 2015), and conducting another ESR in July 2015. The 2016–2020 ESSP has been completed through a highly consultative process and the operational planning has been initiated using a similar consultative but focussed approach. The move from the Short Term Emergency Recovery Programme (STERP) to the ESSP has revealed a number of practical and resource challenges which will be addressed as part of the continuing ESSP development that will be monitored during an annual sector review, which is programmed for November each year. MoPSE considers the ESSP as a dynamic planning tool which will need to be adjusted and updated in the light of implementation experience, on evidence resulting from improved data collection and analysis and the establishment of a research capability in MoPSE.

The delivery and provision of an efficient and effective education service in Zimbabwe depends on the provinces, districts, clusters and schools. All schools have school development plans (SDPs) for a three year period. MoPSE national office is currently supporting the districts to prepare three year rolling strategic operational plans aligned to the ESSP and these will be consolidated and used for provincial planning. This process will be completed at the district level in the third quarter of 2016 and by the end of 2016 for provincial plans. The 2016-2020 ESSP provides a detailed timetable for review of district and provincial progress and adjustment with the results from the provincial and district reviews feed into the national review.

In 2013 Zimbabwe received a grant from the Global Partnership for Education (GPE) of US$23.6million for 2014-2016. A new Maximum Country Allowance (MCA) of $29.4 million was announced in December 2014, which can be applied through 2018. $8.9 million of this amount is a 30% performance/incentive (variable) element.

This Programme Document (PD) has been developed by the Ministry of Primary and Secondary Educational (MoPSE) and partners, builds on the outputs of the programs in the current GPE and responds to the priorities in the 2016–2020 National Education Sector Strategic Plan (ESSP). The PD has been discussed and endorsed by the Education Coordination Group (LEG) and supports, along with the application matrix, the sector operational plan and other supporting documents[1] an application by the Government of Zimbabwe (GoZ)for a GPE Education Sector Programme Implementation Grant of US$20.5 million.

MoPSE intends to prepare a separate proposal for the performance/ incentive tranche. The variable tranche will be programmed for 2019 and 2020 making it a four year

[1] Other documents: the 2015 ESA, examples of district operational plans, the ESSP Operational Plan

programme in total. The indicative additional funding will be used for a) institutional strengthening – in particular, supporting the district level operational plans b) additional support in the poorest schools through ensuring that the poorest quintile has access to all necessary learning material. An indicative release schedule of the variable tranche will be 45% in 2019 and 55% in 2020.

In order to be fully prepared for the incentive/ performance grant application, MoPSE has included in the present application, key performance indicators that reflect the GPE strategic focus (which is also in line with the GoZ policy through the 2016-2020 ESSP) covering equity, efficiency and learning outcomes. UNICEF has been selected as the Grant Agent for supporting the management of the second GPE grant.

The PD is a discrete programme document for GPE funding, however, the design of the programme has taken into account the following a) Government's own resources b) funding that will be available under EDF. In designing the programme MoPSE has been conscious of both the need to meet the GPE strategic objectives but also to meet the priorities of the ESSP and to allocate resources from different sources to achieve the priorities. The draft logframe included as Annex 5 of this document traces some of the inputs that will be made into the education sector in order to bring about the desired results in the ESSP. The GPE PD needs to be seen in the light of the overall MoPSE approach to the ESSP priorities and as a contribution to outcomes. Thus, for example, the GPE programme to support 2 specific policy areas complements policy development in other areas from other sources and the support to the implementation of the new curriculum contributes to specific elements of the roll out while other elements are funded from other sources. The ESSP operational plan makes the above clear. One result is the need for rigorous monitoring and programme flexibility which themselves contribute to responding to a dynamic programme as well as being aid effective and sustainable in the Zimbabwe context.

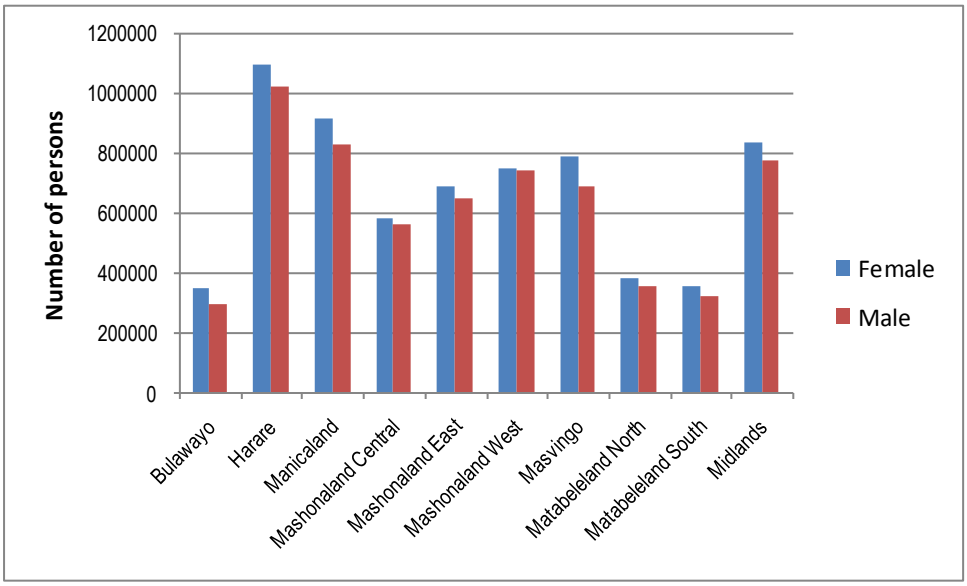
2. Background

2.1 The country social, political and economic context

Zimbabwe, a land-locked nation in southern Africa gained independence from Britain in 1980 after a protracted liberation war. At 390,580 square kilometres (150,804 square miles), the country shares borders with Zambia to the north, Mozambique to the east, Botswana to the west and South Africa to the south. The country has a centralised government and is divided into ten administrative provinces – Manicaland, Mashonaland Central, Mashonaland East, Mashonaland West, Masvingo, Matabeleland North, Matabeleland South, Midlands, Bulawayo and Harare. The latter two are metropolitan provinces that include, respectively, the second largest city and the capital city. Each province is divided into districts, there being 72 in total.

The 2012 census data released by the Central Statistical Office places the population of Zimbabwe at 13.061 million. Zimbabwe's population is presently growing at nearly 1.1% per annum. It is estimated that 67% of the population lives in rural areas and the remaining 33% in urban/peri-urban areas. Harare and Bulawayo account for most of the approximately 30% in urban areas.

Figure 1 Population by province and sex (Census 2012)



Zimbabwe is characterized by cultural, ethnic, and religious diversity. The largest ethnic group, which makes up about 76% of the population, is collectively known as the Shona. The Ndebele, who are the second largest ethnic group, make up about 18% of the population. Other ethnic groups, each constituting between one and two percent of the population, are the Batonga in the Zambezi Valley, the Shangaan or Hlengwe in the low veld, the Venda on the border with South Africa and a largely urban-based white and Asian population.

Historically, agriculture, mining and tourism sectors as well as their related industries earned most of the country's foreign exchange, employed the majority of the population and contributed the bulk of the national Gross Domestic Product (GDP). A decline in production levels of primary commodities such as platinum, gold, cotton and tobacco and a reduction of tourist visits contributed to the slow decline of the economy in the 1990s and it's near collapse at the height of hyperinflation in 2008. This resulted in widespread shortages of basic commodities, drugs, electricity, food and fuel and a collapse in delivery of social services, including health and education.

Budget cuts in real terms plus massive capital and skills flight accelerated the decline of already fragile health and education sectors as well as water and sanitation services. Declining budgets resulted in the deterioration of schools' physical infrastructure, shortage of teaching and learning materials, including textbooks, and declining standards of performance in schools.

The signing of the Global Political Agreement (GPA) in September 2008 and the subsequent formation of the Inclusive Government of Zimbabwe in February 2009 marked a turning point and improved the country's prospects for economic stability and development. Real GDP grew by about 6% in 2009 and was estimated to have grown by 9% in 2010 (Africa Development Bank, 2011). By the end of April 2011, inflation was down to about 3%, mainly because of the adoption of the multi-currency system and the

implementation of a cash-based budget system. In 2011, the government presented a Medium-Term Plan for 2011-2015 to set the stage for Zimbabwe's further recovery.

Capitalising on these positive developments, Zimbabwe embarked on the process of crafting a new national constitution through a highly consultative process. The constitution was adopted on 9 May 2013, and has been hailed as very progressive with its focus on rights. However, many of the country's laws, including the Education Amendment Act (2006), are yet to be aligned with its provisions. The Constitution provides a robust framework for balanced national development and recognises that not only is education a basic human right, but that it also provides the foundation for the social, cultural and economic growth of the country.

More recently, the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) "*Towards an Empowered Society and a Growing Economy*" October 2013 – December 2018 provides the national blueprint for social and economic development. The framework looks to education to provide a workforce with competency in Information and Communication Technology (ICT), Science, Technology, Engineering, Arts and Mathematics (STEAM). The Agenda notes that "Whilst the nation prides itself with a literacy rate of 92%, there is need to ensure that schools are built and equipped particularly in the new resettlement areas. The sector still faces a challenge of a curriculum that does not match the developmental needs of the country."

2.2 Macro-economic situation

Zimbabwe's economy endured major setbacks during the decade 2000-09 culminating in hyperinflation. Inflation was controlled by the introduction of the US Dollar as the official currency early in 2009, triggering a period of high economic growth during the recovery until 2012. Since then however economic difficulties have deepened. GDP growth slowed significantly to only 1.1% in 2015. Drought, erratic rains, and increasing temperatures, have reduced agricultural output and disrupted hydropower production and water supplies. Economic activity is severely constrained by tight liquidity conditions resulting from limited external inflows and lower commodity prices. Unemployment is rising, and employment has been shifting to the informal sector. Inflation remains in negative territory, because of the appreciating U.S. dollar and lower commodity prices. Zimbabwe remains in debt distress and the level of international reserves is low. Despite this adverse environment, the Government of Zimbabwe (GoZ) has reduced the fiscal deficit in 2014 and 2015. Table 1 sets out selected recent and projected macro-economic indicators.

Table 1: Selected macro-economic indicators for Zimbabwe

	Actual			Est.	Projected				
	2012	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**
Real GDP growth	10.6%	4.5%	3.8%	1.1%	1.4%	5.6%	4.1%	4.2%	4.1%
Inflation (CPI)	1.7%	1.6%	-0.2%	-2.4%	-0.8%	1.1%	1.6%	2.0%	2.0%
Government expenditure (US$ mill)	3,647	4,065	4,024	3,901	4,002	4,275	4,514	4,796	5,123
Of which employment costs (US$ mill)	*2,134*	*2,344*	*2,583*	*2,575*	*2,609*	*2,729*	*2,770*	*2,853*	*3,036*

Source: IMF Article IV Staff Report May 2016

The Zimbabwean economy is operating well below capacity and there is urgent need for ambitious reforms to transform the economy and unleash the country's growth potential. The country's output is increasingly constrained by infrastructural bottlenecks—electricity, water and transport; unavailability and high cost of long-term capital; high cost of doing business; low productivity; and an uncompetitive manufacturing sector.

Faced with this difficult economic climate, GoZ is pursuing a gradual, step-by-step approach to re-engaging with the international community. Reform plans have received broad support and, once implemented, should provide positive signals to donors, investors and creditors, and help unlock external flows to finance GoZ's development plans and private sector-led growth.

In line with these reform plans, GoZ has started to implement measures to rationalize public expenditure and reduce public employment costs. In line with the recently completed civil service audit, they have started to eliminate duplications and redundancies, rationalize posts, revise leave policy in the education sector, reduce employment costs to grant-aided institutions, and instituted cuts to government top-ups for teachers in private schools. GoZ plans to reduce overall wage costs from around 66% of expenditure in 2016 to 50% in 2019. To achieve these reductions, the authorities aim to maintain total wage costs unchanged in nominal terms until 2019. The fiscal space thus created could be used to increase development and social spending, including on education.

3. The Education Sector

3.1 Context

In the 1980s, Zimbabwe's education system earned a reputation as one of the best in Africa. By 1990, the country had virtually met the original Education for All (EFA) target of universal primary access and was able to report among the highest adult literacy rates in Africa well into the early 2000s. At Independence in 1980, the Government of Zimbabwe (GoZ) declared education free for all, abolished all forms of racial discrimination in education, widened access and expanded teacher education. As a result, the number of primary schools increased by 88% from 2,401 in 1979 to 4,504 in 1989. The number of teachers increased and the quality of education improved dramatically. By 2004, there were 4,779 primary schools. This increased further to 5,690, including 701 "satellite schools"[2] in 2006 (MOESAC,[3] 2007). By 1982, primary net enrolment rates were at almost 100%. From 1980 to 1989, enrolments at secondary level increased by 913%. By the early 1990s, however, this surge in enrolments became financially burdensome and began to overwhelm the education system.

Despite the increasing demand for education, systematic underfunding for the sector beginning in the late 1980s has continued, with negative effects on access, quality, equity and learning outcomes. The fiscal challenges experienced between the late 1980s and 2008-2011 reduced the GoZ's capacity to provide adequate remuneration for staff, to plan and implement policies, and to assess learning in schools. Infrastructure deteriorated and schools experienced severe shortages of materials. The quality of teaching and learning declined together with transition rates from Grade 7 to Form 1. National pass rates at primary level dropped and from the late 1990s only 20% of students who appeared for the examinations were able to pass five or more subjects at 'O' Level. Following the election-related instability experienced in 2008 and the collapse of the currency in 2008, service delivery almost ground to a standstill, with 2008 widely regarded as a "lost year" for education.

Following the creation of the Government of National Unity, MoPSE (then MOESAC) estimates that more than 20,000 teachers returned to teaching. This was helped by the increased availability of new teaching and learning materials, the blanket amnesty policy for teachers who had left the sector during the hyperinflationary period, and the establishment in 2009 of a stipend, later to become a salary for all public servants. Increased freedom to supplement teachers' salaries from pupil levies also helped to attract teachers back into the service.

The key sector policies which guide development of the education sector over the past five years include policies which were in place, have been developed and are being prepared: *ECD Policy (2004); Life Skills, Sexuality, HIV and AIDS Education Strategic Plan (2012-2015); the National Youth Policy (draft, 2011); the National Non-Formal Education Policy*

[2] Satellite schools are established as an extension to an existing school on a new site. Many satellite schools are in the more remote areas (especially the newly resettled areas) and lack adequate infrastructure and learning materials.
[3] MOESAC, Ministry of Education, Sport, Arts and Culture, prior to change of name to MoPSE

(2015); the Teacher Professional Standards (2015), the Minimum (Functionality) School Standards (2013) and the Zimbabwe School Health Policy (in plan).

The core sector documents which have guided the development of the education sector have been the Presidential Inquiry into Education and Training (1999), the Short Term Emergency Recovery Programme (2009-2010), the Zimbabwe Medium Term Plan (2011-2015), the Education Medium Term Plan (EMTP, 2011-2015) with its operational plan and ZIMASSET (2013-2018).

The Short Term Emergency Recovery Programme (STERP) prioritised the conditions of service of teachers, the backlog of unmarked examinations and the shortage of teaching and learning materials in schools.

The priorities of the Zimbabwe Medium Term Plan (MTP) were based on the Millennium Development Goals (MDGs): pupil to teacher ratio of 28 to 1, a pupil to textbook ratio of 1 to 1, 30% of the budget to be allocated to education, gender parity in secondary school, and an increased literacy rate from 88.4% to 98% by 2015.

The key sector priorities from the Operational Plan of the Education Medium Term Plan (2010-2015) included the restoration of the professional status of teachers, the revitalisation of learning quality and relevance, improvement in learning and teaching conditions, quality assurance and staff development, reinvigoration of school and system governance, management and financing, a focus of resources on those with greatest need and the revitalisation of sports, art and culture.

In order to evaluate progress and to provide an evidence based foundation for identifying the priorities for the preparation of the next Education Sector Strategic Plan 2016–2020, MoPSE with the support of its education partners, carried out a comprehensive Education Sector Analysis (ESA Zimbabwe Draft July 2015). This documents the progress made in education and the challenges across the following domains a) Enrolment and Internal Efficiency (pp27 – 48), Education Cost and Financing (pp51 – 70), Teachers (pp72 – 93), Quality and Learning Outcomes (pp94 – 104), Schools and Systems Governance Issues (pp106 -112), Environment (pp 116 – 127), Equity in Schooling (pp128 138), Early Childhood Development (pp139 – 148) and Non Formal Education and Literacy Training (pp 149 – 152).

3.2 Education Situation Analysis

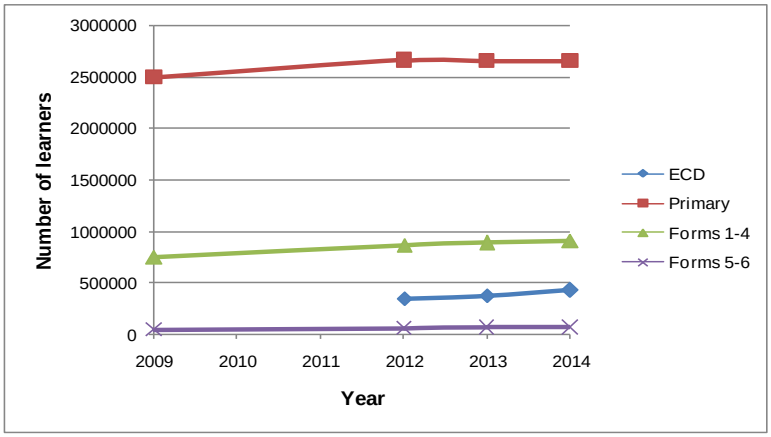
Zimbabwe's 2015 Education Sector Analysis has been made available to the GPE Secretariat as part of the Grant Application Package. Key issues raised are:

3.2.1 Access and Equity

Considerable progress has been made on the inclusion of Early Childhood Development (ECD) into the school system. The Infant School subsector (ECD A and ECD B as well as Grade 1 and Grade 2) was formally established in 2014. All bar 41 of the primary schools have at least one ECD class and the Gross Enrolment Rates (GER) of ECD is 39.4%. Enrolment has gone up from 302,965 in 2010 to 352,946 in 2012 to 374,125 in 2013 and

to 427,826 in 2014. There were 12,124 ECD teachers in 2014, up from 9,992 in 2013. Of the 12,124 ECD teachers, 2,184 (18%) were unqualified, i.e. they were graduates without teaching qualifications or they had a non-teaching degree or they were unqualified teachers. In 2014, 49% of ECD teachers were paraprofessionals and 33% had diplomas or certificates in education or they were graduates with a teaching qualification. The training of paraprofessionals has gone a long way to addressing the shortage of ECD teachers.

Figure 2. Primary and secondary enrolment trends 2009-2014



Gross Enrolment Rates (GER) and Net Enrolment Rates (NER) in primary school decreased slightly in 2013 and then again in 2014, which MoPSE feels is a worrying development with research required to identify the causes and to prepare and facilitate the specific responses and actions needed.

Enrolment and GERs in secondary schools continue to increase: enrolment in lower secondary (Form 1-4) rose from 871,557 in 2012 to 911,314 in 2014 and in upper secondary (Form 5-6) from 65,177 in 2012 to 68,330 in 2014. GERs rose in lower secondary from 57.7% in 2012 to 75.24% in 2015 and in upper secondary[4] from 7.4% in 2012 to 11.38% in 2014.

Table 2 Gross Enrolment Rates (GER), Net Enrolment Rates (NER) and Gender Parity Index (GPI) by level, 2009 to 2014

Gross Enrolment Rates (GER)	2009	2012	2013	2014
ECD (A and B)	-	-	34.76%	39.40%
Primary	110.9%	110.41%	109.10%	107.92%
Forms 1 - 4	57.7%	71.65%	71.80%	73.44%
Forms 5 - 6	7.4%	11.08%	11.20%	11.38%
Gender Parity Index (GPI) - GER	**2009**	**2012**	**2013**	**2014**
ECD (A and B)	-	-	1.01	-
Primary	0.98	0.98	0.98	0.97
Forms 1 - 4	0.99	1.00	1.01	1.01
Forms 5 - 6	0.69	0.78	0.78	0.77

[4] Secondary education refers to Form 1 to 6, comprising Lower secondary (Form 1-4) and Upper Secondary (Form 5-6, also referred to as 'Lower 6 and Upper 6')

Net Enrolment Rates (NER)	2009	2012	2013	2014
ECD (A and B)	-	-	23.40%	-
Primary	97.9%	95.61%	93.70%	92.20%
Forms 1 - 4	44.5%	52.15%	52.80%	53.73%
Forms 5 - 6	4.80%	6.61%	6.90%	7.21%
Gender Parity Index (GPI) - NER	**2009**	**2012**	**2013**	**2014**
ECD (A and B)	-	-	1.04	-
Primary	1.00	1.01	1.01	1.01
Forms 1 - 4	0.99	1.11	1.12	1.12
Forms 5 - 6	0.79	0.92	0.91	0.99

Over-age children made up around 60% of the primary school and Forms 1 to 4 enrolments, 53% Form 5 enrolments and 47% of Form 6 enrolments in 2013, with the boys tending to be older than the girls.

Table 3 shows the expected increase in populations through 2022. To meet the current and projected needs of the school age population 2056 new schools are needed. In addition, 13% of primary and more than 5% of secondary schools are in need of major repair and maintenance (see section 8.1 of the ESA 2015).

Table 3 Total and school aged populations (2012) and projections (2017 to 2022)[5]

Age group	2012 Census			2017 projection*			2022 projection*		
	Female	Male	Total	Female	Male	Total	Female	Male	Total
3-5	532,784	531,806	1,064,590	565,528	564,489	1,130,017	600,283	599,181	1,199,465
6-12	1,210,730	1,204,343	2,415,073	1,285,138	1,278,359	2,563,497	1,364,120	1,356,923	2,721,043
13-16	605,627	610,771	1,216,398	642,847	648,307	1,291,155	682,355	688,151	1,370,506
17-18	296,906	291,476	588,382	315,153	309,389	624,542	334,522	328,404	662,925
Total school population	2,646,047	2,638,396	5,284,443	2,646,047	2,808,666	5,953,938	2,981,279	2,972,659	5,953,938
*Total population	6,280,539	6,780,700	13,061,239	6,666,524	7,197,424	14,715,991	7,076,232	7,639,759	14,715,991
**Total population	6,280,539	6,780,700	13,061,239	7,121,891	7,680,048	14,801,939	7,905,800	8,532,269	16,438,070

*Projections done using the Geometric Method.
** Projections done using the Cohort Component Method

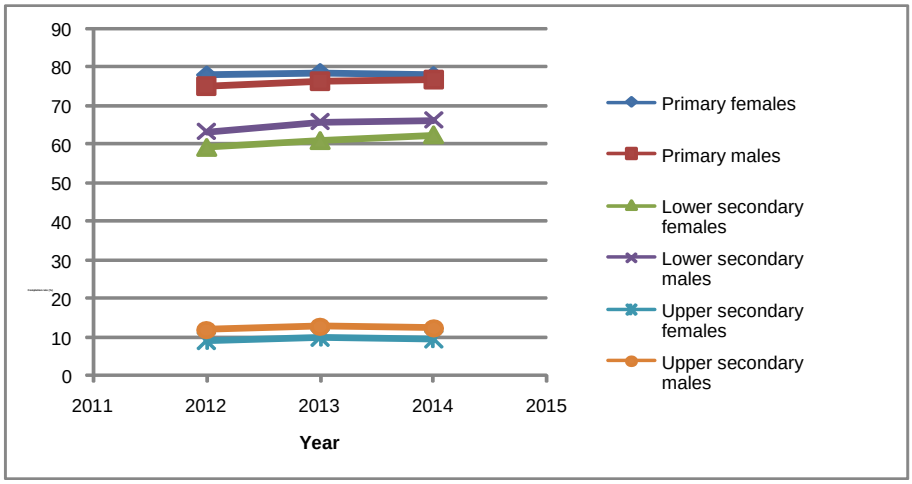
3.2.2. Efficiency

Completion rates for ECD were given in 2012 (Annual Statistics Report 2012) as 66.28% for girls and 66.03% for boys. Figures were not given for ECD in the Annual Statistics Report for 2013.

Completion rates have been slowly increasing for all levels of schooling except for females in primary school where there was a reduction from 78.58% to 77.78% (Figure 3).

[5] Source: ZIMSTAT (2015)

Figure 3. Completion rates for Primary and Secondary School, 2012-2014



Dropout rates are higher in secondary schools than primary schools and higher for girls in secondary schools than boys. The main reason for dropouts is financial (school fees) followed by absconding. Dropouts due to marriage/pregnancy increase with grades for girls with about 30% of the girl dropouts being accounted for in Forms 3 and 4. The probability of dropping out is twice as high in P3 schools compared to P1 and P2 schools[6], and girls are twice as likely to dropout as boys in Form 3 and Form 5. The reasons for dropout vary between provinces indicating that specific province and district level responses are needed. The DfID funded Campaign for Female Education (CAMFED) and the Girls Education Challenge (GEC) Fund are providing targeted support to vulnerable girls who are in secondary schools.

The pupil to core textbook ratio in primary school is 1.3 to 1 and in secondary schools the pupil to core textbook ratio is 0.97 to 1. This is a result of the 2012 textbook distribution under the donor Education Development Fund, which was continued from the Education Transition Fund, designed to support education in Zimbabwe in the most difficult post-2008 hyperinflation period. Also under the EDF, science kits were distributed to secondary schools in 2013. Stationary and stationary cupboards, and Early Childhood Development (ECD) kits were also distributed through the EDF to all primary schools.

Teacher professional development is being supported through the establishment of the Teacher Development Information System (TDIS) and the development of the Teacher Professional Standards (TPS). The teaching and supervision resources needed in the implementation of the TPS have been developed and piloted. By the end of 2016 the nationwide use of the standards by all schools and teachers will have been completed. Teachers are generally well supervised (74% received visits from the district office/inspector and 93% were appraised by their school heads in 2015), however feedback to the teachers is not at the same level. The implementation of the TPS, which requires teachers to draft a personal development plan, which will be linked to the TDIS should provide a powerful tool for targeted professional development interventions.

[6] P1 schools are attended by children from the highest quintile, while P3 schools are in the most disadvantaged, remote areas of the country.

Specific skill areas of professional development have been in the early reading (ERI) and performance lag address programme (PLAP), in the EMTP (2011-15) and funded under the current GPE grant 2013-16. These programs are working through the clusters (groupings of neighbour schools within a district), which entailed their reactivation and strengthening in 2013.

School and system governance has shown considerable improvement with the training of school heads in financial management and the training for and development of School Development Plans for schools under the EDF. The data gap which existed at the time of the development of the EMTP has been closed with the development of the EMIS and TDIS data management systems which are now producing up to date information for timely planning and management decisions. These systems continually undergo development as they are changed and adapted to meet MoPSE's specific needs.

The Zimbabwe Schools Examination Council (ZimSEC) is an autonomous state institution and is generally self-financing, with a small fee expected from parents for Grade 7 examinations. ZimSEC, in collaboration with MoPSE, Australian Council for Education Research (ACER) and UNICEF, have been carrying out the Zimbabwe Early Learning Assessments (ZELA) of students at the end of Grade 2.[7] Capacity within ZimSEC has been built by ACER to carry out these early learning assessments, which the ESSP expects to continue.

The preparation of the Non Formal Education (NFE) Policy and out of school programs have been supported under the EDF. These include the Zimbabwe Adult Literacy Programme (ZALP), Out of School Study Groups, Fit for Life and Young Farmers Clubs.

The highest percentage of unqualified teachers is at ECD level (67.34%) followed by secondary (25.81%) and then primary (10.34%). Matabeleland South had the highest percentage of unqualified teachers in ECD, Matabeleland North had the highest percentage of unqualified teachers in primary and Mashonaland Central had the highest percentage of unqualified teachers in secondary. The numbers of teachers, both qualified and unqualified, at primary and secondary schools has been increasing since 1999.

The Pupil-Teacher Ratio (PTR) is 35 to 1 for ECD, 36 to 1 for primary and 23 to 1 for secondary levels. Ratios vary widely between provinces.

3.2.3 Quality and Learning Outcomes

Curriculum

An extremely consultative curriculum review process took place in 2014, which resulted in the production of the curriculum framework in 2015. The framework has been approved by Cabinet. The framework includes:

- Adoption of *unhu/ubuntu* as a philosophical approach in the new curriculum.
- Emphasis on Science, Technology, Engineering, Arts and Mathematics (STEAM) and expanded provision of Technical and Vocational Education across all levels of the education system.

[7] ZELA is administered in the first term of Grade 3, and therefore assesses knowledge acquired at the end of Grade 2.

- Mainstreaming of key issues: HIV/AIDS, ICT, human rights, climate change and disaster risk reduction (DRR).
- Introduction of continuous assessment in the national assessment system.
- A 'Life Skills Orientation' after Form 4 to help learners develop life skills and transition from school to work

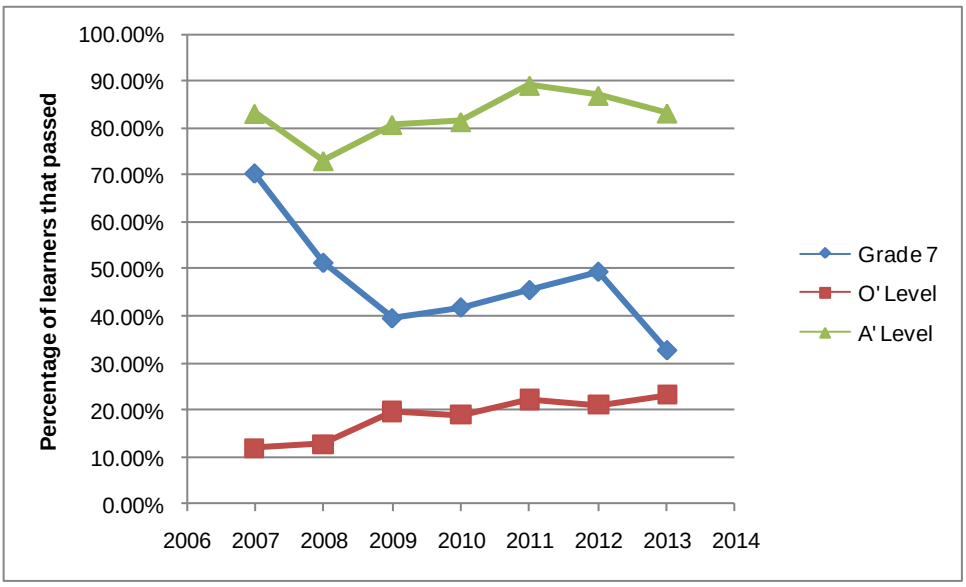
The phased implementation of the new curriculum will commence in 2017.

Examinations

Zimbabwe School Examinations Council (ZimSEC) is the national examining body for Zimbabwe and is managed by a board of governors. Members are appointed by the Minister of Primary and Secondary Education. The three main examinations set by ZimSEC are the Grade 7, 'O' Level and 'A' Level examinations. With the introduction of the Grade 7 examination fee, ZimSEC has become totally self-funding. Fees are approved by Cabinet. ZimSEC offers 10 subjects with 20 subject components at Grade 7, 36 subjects with 95 subject components at 'O' Level and 23 subjects with 74 subject components at 'A' Level. It has approximately 4,000 examiners for Grade 7, 7,000 examiners for 'O' Level, and 2,000 examiners for 'A' Level. Marking of all examinations is up to date.

'A' Level examination marks were steadily improving from their lowest point in 2008 (at the height of the economic crisis) until 2011, after which they have decreased. 'O' Level marks have steadily increased since 2007. Grade 7 marks only started increasing in 2010 and then dropped quite dramatically in 2013. See Figure 4.

Figure 4 Examination pass rates 2007-2013 (EMIS)



Since 2012 ZimSEC has also been conducting the ZELA. This was initially introduced to measure the impact of the EDF activities in ECD but it has been agreed to continue ZELA as part of the portfolio of tools for learning assessment. The results indicate that focussed and specific interventions are having an impact on learning outcomes.

Table 4 Proportion of pupils below, at and above ZELA grade level benchmarks for English and Mathematics

Mark	Baseline 2012		2013		2014	
	English	Mathematics	English	Mathematics	English	Mathematics
Below grade level	50.8	54.2	46.4	37.1	49	33
At grade level	39.4	36.2	41.1	46.6	37	52
Above grade level	9.8	9.6	12.5	16.3	14	15

In tandem with the curriculum development, ZIMSEC, in partnership with other stakeholders, carried out an institutional assessment of School Based Assessment (SBA) in 2015, which is forming the basis for the rollout plans for SBA by ZimSEC.

3.2.4 Education Financing

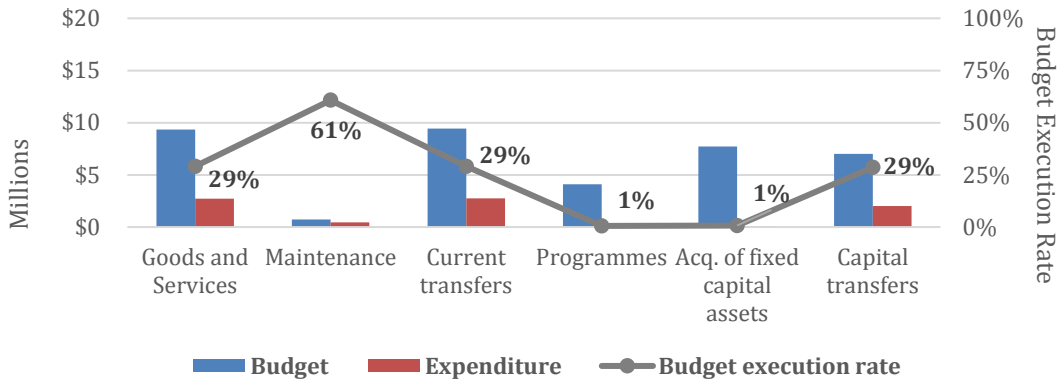
The difficult economic environment and fiscal challenges have impacted on the resources available to the government to fund education. MoPSE provides almost all state funding to primary and secondary education. The MoPSE budget should normally fund a mixture of salaries, non-salary recurrent spending, transfers to provinces, schools and districts, and capital spending. In practice, however, most of the budgeted and obligated funding is dedicated to salary expenses, leaving little to finance other education sector needs.

Despite increases in overall government spending on primary and secondary education, financing of non-salary recurrent expenses remains low and has been falling. Spending by the Ministry increased from $176 million in 2009 to an estimated $880 million in 2015. However, non-employment recurrent expenditures have fallen from about $9.0 million in 2009 to about $7.5 million in 2015, despite an overall increase in expenditures. Personnel related expenditure comprised 99% of all MoPSE expenditure in 2015, leaving very limited funding for non-personnel items.

While most spending for school-level recurrent expenditure is based on locally sourced revenues, schools also receive some level of support for these costs through per capita school grants (for nongovernment schools) and tuition grants (for government schools). These grants are transfers from the central government budget for schools for the purchase of school books and learning supplies. In a normal situation this would be a fixed amount per pupil; however, given current fiscal constraints, education provinces are receiving much less than the anticipated amounts and ration funds to help support those schools that are most in need. Current low levels of public spending on non-salary support are inadequate to meet the basic costs of running a school, such as payment for teaching and learning supplies and school utilities, or maintaining the operations of MOPSE's national, provincial, or district offices, which often lack funding for basic costs such as fuel to conduct quality assurance or audit functions.

Similarly, spending of capital funds is far from meeting the needs of the sector. Overall investment in capital spending averaged approximately US$3.4 million per year between 2009 and 2014, which represents only 0.6% of overall spending over the period. This amount is far short of the budgeted figures, which represent on average $8.9 million per year and about 1.6% of the overall budget. Building grants, which are capital transfers from the central government budget for school capital improvement projects, are the main mechanism through which schools receive funding to undertake capital improvements. Even where government spending is budgeted, execution rates remain low.

Figure 5: Budget execution MoPSE 2014 (WB PER 2015)



The lack of government funding for non-personnel expenditure in schools for a considerable period has led to the rise of a complex system of school fees and levies paid by parents. These constitute around 96% of expenditure on non-personnel expenditure in schools, which are now heavily dependent on private fee and levy income. This system is both a considerable cost to parents and is highly inequitable, with schools used by the wealthy and middle class able to charge much higher fees and levies than schools serving poor communities, with a resulting detrimental impact on the availability of educational inputs and on education quality and learning outcomes. Table 5 below sets out education resourcing needs and basic education data.

Table 5: Resource mobilisation and basic education data 2014-2020

	Actual Values for Three Years			**Target Values for the Period of the Programme**				
Resource Mobilization:	**2014**	**2015**	**2016 (Est.)**	**2017**	**2018**	**2019**	**2020**	**TOTAL**
Education Expenditure (% GDP)	5.6%	6.2%	5.6%	5.8%	5.8%	5.8%	5.9%	
Education Share of Budget								
Recurrent Expenditure (%)	*97.9%*	*99.0%*	*99.3%*	*98.8%*	*98.6%*	*98.3%*	*98.0%*	
Capital Expenditure (%)	*2.1%*	*1.0%*	*0.7%*	*1.2%*	*1.4%*	*1.7%*	*2.0%*	
Basic/Primary Education Share of Education Budget (%)	64.6%	64.2%	64.3%	63.9%	64.9%	64.6%	64.3%	
Non-Salary % of Primary Education Budget (%)	2.6%	0.9%	1.2%	3.5%	3.6%	4.3%	4.9%	
Education Sector Plan								
Education Sector Plan Cost** (USD million)	876.7	908.2	810.4	885.7	953.4	1,025.9	1,107.8	6,568.0
Domestic Funding (USD million)	876.7	908.2	810.4	885.7	953.4	1,025.9	1,107.8	6,568.0

	Actual Values for Three Years			Target Values for the Period of the Programme				
Resource Mobilization:	**2014**	**2015**	**2016 (Est.)**	**2017**	**2018**	**2019**	**2020**	**TOTAL**
External Funding *(excluding funds requested in this application* – USD m*)*	50.0	50.1	43.6	28.3	21.6	17.4	17.4	228.3
Funding Gap *(excluding funds requested in this application* – USD m*)*	50.0	50.1	43.6	28.3	21.6	17.4	17.4	228.3
GPE Support as % of External Funding (USD)	7.6%	12.8%	26.9%	26.1%	28.0%	27.6%	20.1%	
Basic / Primary Education Sub-Sector								
Education Sector Plan Cost (USD million)	569.1	583.7	520.9	566.2	618.7	663.0	712.2	4,233.8
Domestic Funding (USD million)	569.1	583.7	520.9	566.2	618.7	663.0	712.2	4,233.8
External Funding *(excluding funds requested in this application* - USD*)*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
Funding Gap *(excluding funds requested in this application* - USD*)*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
Requested GPE Funding (USD)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	
GPE Support as % of total sub-Sector Funding (%)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	

Table notes:

1. Primary education in Zimbabwe comprises infant education (ECD A and B, Grades 1 and 2) and junior education (Grades 3 to 7). Figures are derived from this definition.
2. ESSP funding is projected for the Ministry of Primary and Secondary Education (MoPSE) as a whole as it is the strategic plan for the whole Ministry. Domestic funding is therefore the same as ESSP funding.
3. External funding for the primary education sub-sector by donors is not available.

3.3 Priority Focus Areas arising from the Education Sector Analysis

The following issues were identified as needing attention in the 2015 Education Sector Analysis:

3.3.1 Equity and access to learning:

- Prepare 3 year rolling strategic/operational plans at the province and district levels using data and knowledge to provide local solutions to local problems and to provide funding to implement specific initiatives in the most disadvantaged schools through the cluster system.[8]

[8] As noted in the introduction, these plans are being prepared and it is MoPSE's intention to fund activities using GoZ resources and from the variable tranche of GPE funding.

- Provide effective non formal education for children and youth who are unable to access formal schooling; strengthen the capacity of the teachers in adult learning techniques and supply the necessary learning materials
- Prepare a comprehensive policy for all areas of learner welfare - equipment, infrastructure, psychological services, screening and on-site support for physically and learning challenged children; school health; school feeding AND prepare and implement programs to effectively deliver on policies;

3.3.2 Efficiency and quality

- Phase in and monitor the new curriculum
- Provide continued professional development support to teachers as they introduce the new curriculum
- Develop all learning materials necessary and cover new STEAM subjects
- Provide texts and learning materials to the poorest schools
- Consolidate the gains made under TPS and the TDIS
- Phase in the programme of continuous assessment
- Prepare and implement a comprehensive school financing policy
- Support development of province and district strategic plans and use local implementation through the cluster system.

3.4 The Education Sector Strategic Plan

In setting priorities in response to the challenges facing the education sector, the Government of Zimbabwe has taken account of programs that are already being delivered and the current constrained financial context, as this is likely to continue for some time. MoPSE has taken a medium term 5-year perspective and has prepared, through a fully consultative process, an Education Sector Strategic Plan for 2016 – 2020 along with detailed operational plans. The ESSP and the Operational Plans have been conceived as documents to be continuously monitored, improved and adjusted. The focus and priorities for the next 5 year programme are outlined below:

1. Providing a strong legal and regulatory context (aligning the Education Act and Statutory Instruments with the 2013 Constitution) **with a comprehensive policy framework.** The next 3 years will see new policies developed (e.g. School Financing, Inclusive Education, School Feeding, ICT and Learning Assessment), policy review and completion (e.g. ECD, School Health including the HIV Aids Policy) and policy implementation, monitoring and adjustment (NFE).

2. Phasing in of a new curriculum

The Government of Zimbabwe's national curriculum review process was launched by the Minister of Primary and Secondary Education on 14 October 2014. The purpose of the review was to ensure the school curriculum meets the needs and interests of learners, parents and the entire nation of Zimbabwe. The review was conducted as a follow up to the recommendations of the 1999 Presidential Commission of Inquiry into Education and Training (CIET), and to meet the provisions of the national economic blueprint (ZIMASSET) and the 2013 Constitution of Zimbabwe.

Objectives of the curriculum review

Broadly, the review sought to:

- Ensure the curriculum reflects the requirements to mould learners into useful citizens of Zimbabwe
- Promote the virtues of self–reliance and entrepreneurship
- Remove elitism and academic focus to better cater for all learners
- Ensure development of children's natural talents and aptitudes
- Promote the teaching of science, mathematics, technology, computer studies, local languages and technical subjects
- Place a premium on Early Childhood Development, non-formal and technical and vocational education
- Match the issues emerging from the review with the development needs of the country as alluded to in ZIMASSET 2013-2018.

Activities and timelines for introduction of the new curriculum

The Zimbabwe Education Blueprint 2015 – 2022 (Curriculum Framework) provided for an **inception and preparation phase** which will end in December 2016. The inception and preparation phase activities are laying a firm foundation for a **phased implementation,** commencing in 2017. The timetable showing the phasing of the curriculum implementation process is in Table 6 below.

Table 6 Timetable for phasing in the new curriculum in Zimbabwe

	2016	**2017**	**2018**	**2019**	**2020**	**2021**
Preparation						
Syllabuses	for 2017	Completed				
Learning material	for 2017	for 2018	for 2019	for 2020	for 2021	
INSET training	for 2017	for 2018	for 2019	for 2020	for 2021	
Institutional strengthening						
Communication strategy						
ECDA						
ECDB						
Grade 1						
Grade 2						
Grade 3						
Grade 4						
Grade 5						
Grade 6						
Grade 7						
Form 1						
Form 2						
Form 3						
Form 4						
A level 1						
A level 2						

Exam based on new Curriculum (ZIMSEC)			Grade 2			Grade 7
			O' level		A' level	

The operational plan for the implementation of the new curriculum includes the following activities:

a) Providing new syllabuses to all teachers/ schools and reviewing and adjusting these in the light of experience; focus on STEAM and ICT
b) Professional development for teachers (introduction to the new curriculum, pre training to develop lessons and materials, follow up support through the clusters and from the districts, provinces and national staff)
c) Preparation, printing and delivery of new learning materials; provision of new textbooks to the poorest schools
d) Introduction of a continuous assessment system
e) Monitoring and feedback

3. **Inclusive education, second chance opportunities to learn**

a) MoPSE will build on the progress already made in putting in place a Non Formal Education Policy, ensuring that the NFE programme is fully aligned with the new curriculum (syllabus content, learning materials, and assessment) and that the teaching staff have the necessary skills to work with young adults coming from a variety of contexts. Research will be conducted into the feasibility of introducing distance learning modules and the structure necessary to make that work.
b) The overall policy for inclusive education is being developed and will be finalised following extensive consultation in 2017. The policy will cover the needs of all children (pedagogical, infrastructure, psychological) and will incorporate school health, the OVC and the HIV and AIDS programs and school feeding.

   In the meantime, MoPSE is planning to initiate a school screening programme to identify at-risk children and to train teachers to recognise and to deal with some of the challenges.

4. **Infrastructure**

A large number of new classrooms are required to meet the needs of an increasing school age population and to allow for schools to benefit from the STEAM, ICT and Life Skills components in the new curriculum.

a) New schools will be constructed using donor grants and loans including innovative funding modalities which are being worked out;
b) Schools will use their levy funds to construct additional classrooms;
c) MoPSE will focus on renovation and upgrading current classroom provisions;
d) Construction guidelines will be revisited in order to allow for local construction methods and materials to be utilised within established national standards.

5. **Teacher professional development**

Teacher professional development is at the heart of giving children the best learning opportunities. MoPSE will roll out the Teacher Professional Standards (TPS) nationwide, and link it to the Teacher Development Information System (TDIS). Together these will ensure that there is a formal mechanism to monitor the teacher in the classroom and to

identify where teachers need particular support. The district level inspectorate will play a central role in the management of the TPS.

The introduction of the new curriculum will require that teachers already in the system receive in-service training to support them to understand curriculum demands and in applying a competency based, student centred approach to their teaching.

6. **Building leadership and management skills at school, district, province and national levels.**

In order to maximise benefits in the context of scarce resources, drive forward the curriculum reforms, and bring and keep more children in the system, the institutional architecture must be correctly configured and the staff must have the right skills and knowledge along with adequate resources to lead, manage and administer their teams and resources. In view of this, MoPSE intends to:

a) Carry out a functional analysis of the personnel at national, provincial and district levels in order to clarify/ specify roles of and update the job descriptions of those engaged in education delivery.
b) Review working methods and structures in order to enable efficient and transparent flows of information to and from the right people at the right time and to build institutional memory through formal minuting and reporting;
c) Ensure that the provincial and the district plans include sections which specify the professional development needs of staff (the why, how and anticipated result);
d) Develop a medium-term professional development plan and to put in place a capacity development fund. The fund will be managed by a steering committee that will meet regularly to monitor progress. The committee will allocate funds annually against the operational plans of districts, provinces and the national HQ as well as the professional needs of teachers as identified through the data held in MoPSE's TDIS.

7. **Evidence based policy making**

MoPSE wants to be able to monitor and evaluate the progress of current programs but also to be able to provide a deeper evidence base for policy and strategic decision-making. In pursuit of this the ESSP proposes the establishment of an education research facility, The Centre for Educational Research, Innovation and Development (CERID). The Centre will play a critical and pivotal role in conducting research in the education sector so that decision making in relation to resource allocation and general support is evidence based and responsive to context and need.

4. The GPE Programme 2013 – 2016

4.1 The GPE project components

The seven strategic priority areas in the EMTP (2011-2015) were used to develop the priorities of the EMTP Operational Plans (2013-2015) and were used to develop the goals and objectives of the current GPE programme

Strategic Area 1: Improve status and motivation of teachers
Strategic Area 2: Revitalise learning quality and relevance
Strategic Area 3: Restore and improve conditions of learning
Strategic Area 4: Quality assurance and staff development
Strategic Area 5: Reinvigorate school and system governance, management and financing
Strategic Area 6: Focus resources on those with greatest need
Strategic Area 7: Revitalise sport, arts and culture

The overall objective of the GPE 2013-2016 is: *To boost learning outcomes in basic education through continuous professional development of teachers, improved teacher supervision and management as well as strengthened evidence based policy and strategic planning* – having as key output indicators the Grade 7 pass rate and the Zimbabwe Early Learning Assessment (ZELA) results.

The GPE programme components are:

1. *Professional development for better teaching and learning*
    a. Early Reading Initiative (ERI)
    b. Performance Lag Address Programme (PLAP)

2. *Supervision and management of teacher performance and development*
    a. Teacher Development Information System (TDIS)
    b. Teacher Professional Standards (TPS)

3. *Strengthened strategic planning leading to MoPSE's ESSP 2016-2020.*

While enrolment and teacher numbers were recovering from the crisis levels of 2008-2009, the indicators of learning outcomes pointed to a persistent quality problem. ZELA showed very low performance in early learning, with average scores below 35% for both English and maths in 2012. In addition, while there were minimal gender differences in performance, there were substantial variations by province, rural and urban location, and gender. Grade 7 results have also shown a fluctuating trend.

The GPE Programme Document of 2012 reflected the focus which was needed for teacher professional development for 2013-2016. The Early Reading Initiative (ERI) trained all ECD A, ECD B and Grades 1 and 2 teachers in the country. The Performance Lag Address Programme (PLAP) trained Grade 3-7 teachers to use PLAP methods which could be used to address challenges that children are facing in the transition from Infant to Junior School.

In order to support teachers to identify their professional development needs and to have reliable and valid data on the teaching cadre, a Teacher Development Information System

(TDIS) has been developed, with data input at district level shared with National HQ. This is currently being linked to the Teacher Professional Standards (TPS) and teacher mentoring and performance mechanisms to allow teachers to have a clear understanding of the standards expected of them in teaching, in supporting learners, and in involving parents and communities in children's learning. TPS supervision instruments include a self-assessment component to help teachers identify their learning needs which, with the approval of their mentors, are then uploaded into the TDIS system. This will enable the Ministry to develop professional development in-service programs that respond to these needs. Supervision instruments, which are now aligned to all the TPS documents, serve as the main mentoring instrument for supervisors and teachers.

Finally, the GPE programme has provided for the development and adoption of 2016-2020 ESSP which is setting the strategic direction for the education sector and enabling Zimbabwe to have strong arguments to seek additional funding from the treasury and other partners, including the GPE, in the next planning cycle.

The delivery modality of the current GPE has maximised support at district, cluster and school levels, where the impact of the 2008-2009 crises had taken its toll in declining pass rates, larger numbers of out of school children and widening disparities among the schools in urban, peri-urban and rural settings. The delivery modality worked well and all GPE programs are national.

4.2 Complementarity of GPE programs

Donor coordination and effective partnership between government and development partners has been critical to achievements in education in Zimbabwe to date. The two largest donor funds, the Education Development Fund (EDF) and the Global Partnership for Education (GPE) have worked within the priorities of the Ministry's 2011-2015 EMTP and developed plans in collaboration with MoPSE teams. All plans for donor funded programs align with MoPSE strategies (Strategic Investment Plan 2010-2011, EMTP 2011–2015 and education goals as identified in ZIMASSET, 2013-2018).

All expenditure of funds is approved or endorsed by the Education Coordination Group (ECG) that is chaired by the Minister of Primary and Secondary Education, with membership that includes Government ministries (MoPSE, MoHTESTD and Ministry of Finance and Economic Development or MoFED) [9] , funding partners, Civil Society Organizations (CSOs), The World Bank, Education Coalition of Zimbabwe (ECOZI), UNICEF and UNESCO. UNICEF provides the secretariat.

Significant achievements have been made in the education sector as a result of donor support. Complementary and coherent funding arrangements have been established for strengthened school supervision and management. Major advances in the frequency and quality of school supervision have been made since 2009, with the provision of at least 70 vehicles for districts (financed by both government and EDF). The adoption of the Whole School Development model has helped to integrate school and district level supervision. In 2015, 50% of schools had received at least one supervision visit by Ministry personnel. These monitoring visits in 2015 included monitoring of the GPE, EDF and Ministry funded

[9] Other Ministries such as Ministry of Psychomotor Skills and ICT are invited when the agenda set for the meeting requires their presence.

and/or supported programs, thus enabling a holistic and responsive approach to programming, guarding against a project approach and providing value for money.

The Zimbabwe Early Learning Assessment (ZELA) which was supported by EDF and provides annual data on performance of students mid-grade 3 in order to benchmark achievement, was a significant development for Zimbabwe. The data helped in the design of components of the GPE and serves as a source of verification for achievement of learning outcomes from the Early Reading Initiative subcomponent of the current GPE programme.

While the EDF provided ongoing support for implementing and operationalizing the EMTP and for further strengthening and institutionalising the evidence base for policy and planning, the provision of support for the development of the ESSP 2016–2020 was undertaken by the GPE. The Teacher Development Information System was initiated with resources from EDF and subsequently expanded and sustained with GPE resources. Donor funds in Zimbabwe complement and support government priorities and have focused largely on improving achievement of learning outcomes through strengthening the enabling environment and taking an equity focused approach to programming.

4.3 Programme success

Partnerships: The GPE programme has required sustained and strategic support during its implementation, both from the Ministry of Primary and Secondary Education at national and subnational levels and from the Managing Entity, UNICEF. Its success is a result of capacity strengthening, team enthusiasm, sound Technical Working Group (TWG) membership drawn from a range of critical stakeholders and ECG members, ability to problem solve and responsiveness to implementation challenges.

Joint teams: Each of the focal groups in the Ministry for the GPE subcomponent areas are complemented by technical support from a staff member from UNICEF. UNICEF has also procured equipment through UNICEF procurement processes, as needed. The close partnership between the two teams and the joint monitoring that has been undertaken together with the ECG members has contributed to the achievements of the GPE. Of particular value has been the findings from the joint monitoring, spot checks and the mid-term review which have been used to good advantage in rectifying issues or addressing gaps in the programme.

Service provision: The ability of the GPE team to make prudent judgements based on evidence and capacity in MoPSE and in UNICEF has also contributed to the achievement of the programme targets. One such decision was to allow the reprogramming of US$1.2 million allocated to 'Logistical Support Providers', and to use government systems for service delivery. This meant that capacity at subnational levels – in all subcomponent areas, grew; and district, cluster and school level education personnel took ownership of delivering quality programs to all children in Zimbabwe primary schools. The flow-on effect of this decision has been significant. Cluster and district resource tutors have taken leadership in all aspects of training, from training primary teachers to work with ERI and PLAP modules and manuals, to the sensitisation around Teacher Professional Standards and the accompanying handbook and training manual for both primary and secondary teachers, and finally to the development of the 2016-2020 Education Sector Strategic Plan.

Assessment: The decision based on the professional judgement of the GPE PLAP team, and endorsed by the ECG, to use curriculum based, contextualised tests to determine PLAP needs, rather than purchase and use the very expensive, WRAT test originally proposed in the 2012 GPE programme document, was well founded as the use of the WRAT was non-sustainable in Zimbabwe. MoPSE has the capacity and expertise to support teachers to develop curriculum based tests. Savings from this activity were channelled into purchase of much needed cluster level equipment (there was no provision in the GPE Implementation Plan), training of more teachers, including infant teachers in PLAP and junior teachers in ERI and to support development and publication of annexes for special needs education in both the ERI and PLAP modules.

4.4 The management process

Programme accountability lies with the Permanent Secretary, who plays an active role in review of documents, monitoring progress and ensuring critical decisions are made in a timely way. This support was instrumental in hastening the rate of progress of the GPE programme and in nationally institutionalising the interventions.

UNICEF was appointed the Managing Entity (ME) and DFID the Coordinating Agency (CA) for the GPE grant in Zimbabwe in 2013. The roles of the two organisations in supporting GPE implementation is referenced in the generic TOR's which are included on the GPE website. As ME, UNICEF has managed the grant and provided technical support to the Ministry in implementing the GPE programme. As CA, DFID has provided the channel of communication between the GPE Secretariat, the Ministry of Primary and Secondary Education, UNICEF and the ECG. DFID has also played the coordinating role in organising the external appraisals for the ESSP on behalf of the ECG.

The Ministry focal persons for each of the five subcomponent areas of the GPE have been supported by a parallel focal person from UNICEF. The full GPE team (UNICEF and MoPSE) meets on the last Friday of each month to note achievements and discuss challenges with implementation.

Monitoring of the GPE financed activities and progress on the EMTP has included spot monitoring of district offices and cluster schools which have received operational grants, equipment as well as training and resource budgets. MoPSE HQ and provincial personnel also initially participated at provincial and district workshops to quality assure trainings, to support trainers and to develop workshop and training programs and resources. Joint monitoring visits have included MoPSE, the ECG members (including CSO's), the Coordinating Agency (CA), and the ME. Trip reports and workshop/training reports have been filed on these monitoring visits and recommendations followed up as needed.

4.5 Programme challenges and lessons learned

Many of the challenges faced in the first year of the GPE (2013) had been resolved by the start of the second year. The mid-term review in June 2015 was instrumental in identifying issues with the function and performance of the GPE programme in Zimbabwe. The recommendations which were made in the review, had been implemented by the end of the second year.

The most significant of these was that the method of fund disbursement to districts was changed from equal district disbursements to disbursement according to the number of teachers in each district for the training portion of the grant (tranches 2, 3 and 4) and according to the number of schools in each district for the material and resource portion of the disbursements made in tranche 5. However, what each school received in terms of actual materials was worked out in clusters and districts, with districts undertaking the collation of requests and the ordering of resources. District staff were encouraged to take an equity lens to look at size and nature of school when allocating resources. Hence in tranche 5, for instance, the larger P3 rural and satellite schools were given greater support with materials and resources than the P1, urban schools. An in-house formula using school and district level data from EMIS was used to calculate district allocations. Large schools in high density suburbs of Harare and Bulawayo were also given special attention.

Secondly, a conscious decision was made to involve parents and communities more in the GPE initiatives and this was found to be particularly useful in the production of learning materials, where parents collected local raw materials (cans, boxes, old fabrics, coloured pebbles etc.) to support teachers to develop play and reading resources for children at minimal cost. The GPE funds only cover some school level resources, hence this was a cost effective response to school demand. Under the ERI, parental involvement in children reading is a requirement and therefore involves parents and children in important learning activities.

Procurement of goods and services presented a challenge for MoPSE. Consistent with UNICEF's overall goal to strengthen MoPSE's structures and systems, efforts were made to ensure that, to the extent possible, government structures and systems are used to procure goods and services. Frequently, however, serious delays have been experienced especially when uplift is delayed because of bureaucratic processes in the Ministry and this incurs demurrage. In cases that warranted it, UNICEF undertook procurement on behalf of MoPSE, with MoPSE's agreement. UNICEF also provided temporary storage for equipment when Ministry storage facilities proved to be inadequate or did not offer the required level of security.

One of the most successful interventions supported by EDF and GPE is the strengthening of data generation and management systems. MoPSE now enjoys an EMIS system that generates a comprehensive set of good quality data and a nascent TDIS requiring further development. Similarly, ZELA and other education related research studies and surveys such as the SITAN and the GPE baselines have yielded useful information. It is now necessary to create the capacity and the appetite for fuller utilisation of the available information to guide policy development, planning and decision making processes.

Inequalities based on socio-economic status remain wide in Zimbabwe, and this inevitably translates into wide inequities in the provision of education services of good quality among different socio-economic groups. This is largely because the burden of supporting children's education is mainly borne by households and communities, and these have widely differing economic capacities. Children who are the most marginalised and disadvantaged in the poorest and remotest parts of Zimbabwe, need support as a matter of priority.

A major implementation challenge has been the limited and overstretched capacity of MoPSE staff. Many departments at national and district level are severely understaffed and often staff members are carrying out the duties of multiple persons. This becomes a major bottleneck. Future programming must carefully assess the institutional capacity of MoPSE in order to support capacity development as a core strategy. The 2016-2020 ESSP takes the education sector's human resource needs into consideration in the current sector plan process.

Fund disbursements directly to districts have shown that subnational levels can do a lot if they are capacitated with information and knowledge. Districts and clusters, under the current GPE, have strengthened planning and budgeting capacities. District and cluster level staff showed a great deal of commitment and eagerness to achieve results for children in their respective districts and schools and with the programme now in all districts for its 2nd and 3rd years, delivery of trainings and follow up has been efficient and timely with very few acquittals going beyond 6 months. In addition, the current system of reporting from the districts, using a reporting schedule with a drop-down menu has seen the efficient collection of information and data from the districts and has reduced the time spent in analysing each report and recording achievement data.

UNICEF continues to engage closely with key players at National HQ, and with provinces, districts and clusters, to share information, to monitor and to obtain commitment to successfully implement GPE interventions. Schools are also routinely visited to observe the roll out of the GPE programme in the schools and to discuss progress, challenges and concerns with the teachers and the school leadership.

4.6 Follow up and continuing activity

The current in-service training programs for ERI, PLAP, TPS and TDIS need to become a part of pre-service teacher training to ensure that new teachers are aware of these education initiatives and ESSP priorities before they enter the teaching service. This will contribute to sustainability of the GPE interventions.

ERI and PLAP should be integrated into the regular curriculum from ECD A to Grade 7 as a part of the new curriculum. For teachers already trained in the system, continuous professional development around the concepts of early reading and student learning support should be responsive to Teacher Professional Standards requirements, be demand led and integrated into regular staff development sessions.

The possibility of the TDIS being used for teacher professional development, currently, has financial and capacity development implications. In districts where personnel continue to be uncertain how the data can and should be used, follow up training will be needed. TDIS needs to be properly integrated with EMIS to avoid data collection duplication.

Investment already made in developing the new curriculum needs to continue in implementation support, in development of and training on syllabuses and in identification of appropriate materials and resources to accompany the curriculum. Training of teachers on the use of the new framework will be a critical part of this work, and it would be prudent to use the current district and cluster approach which is cost effective, represents value for money and can train a large number of teachers within a

specific timeframe. This approach will also enable a strong monitoring system, with trainers continuing to provide support to teachers after training, through school visits and short refresher training sessions. Continued strengthening of leadership and management should be included in the next GPE as this has been an effective use of resources with subnational personnel.

5. The GPE Programme 2017 – 2020

5.1 The ESSP: The national, provincial, district and school planning framework

The new GPE programme is embedded within the MoPSE education sector strategic framework for 2016–2020 (the ESSP) and focuses specifically on five priority areas which will have an impact on equity, efficiency and improved learning outcomes in Zimbabwe. While for GPE application purposes these are presented as discrete programs they constitute a part of and are a contribution to an on-going programme of activity that builds on and extends the work being undertaken in the current GPE programme that has been described above.

5.2 Process

MoPSE prepared a GPE options paper for internal discussion which was reviewed and then shared with partners for further discussion and ideas. The options were considered through the lens of the ESSP priorities and of other resources that are available to the sector and the GPE's own strategic objectives. The logic agreed by the ECG was that the legal and policy framework is the bedrock for future education impact and GPE funding should contribute to both the preparation and implementation of at least 2 policy areas which have the potential for a major impact on equity and improved learning outcomes, namely school level financing and inclusive education. The major activity that will impact learning for the coming years for all children will be the new curriculum, providing on-going support to teachers during this process as one off training will not be sufficient, and making sure that the most disadvantaged children can access really good learning materials and resources that will be supported by GPE. A core ESSP programme is to strengthen the capacity of the system to identify and respond to the needs of children with specific needs and the GPE support will build on work from the previous GPE programme to help provide a strong inclusive learning opportunity for all children be it in the formal or non formal arena. The success of the ESSP will depend on the capacity of the national, provincial, district and school staff to deliver, monitor and adapt the programme as needed; the ESSP proposes a demand responsive approach taking account of the knowledge and understanding of local staff to identify problems and solutions, something that was appreciated during the first GPE programme when districts and clusters were supported with funds and resources, which they utilized promptly in a cost effective, equitable and responsive way. This will be continued under the current programme both as modality and response. Finally and as previously noted during the review processes, research and not just monitoring is needed in order to better understand the challenges around equity, and GPE will be able to support targeted research to this end.

The first GPE QAR made useful suggestions, which were discussed, and many were incorporated into the revised PD. The second QAR took place as work in Zimbabwe was continuing on the operational planning, budgeting and province and district level planning. While these documents will continue to be developed (and as acknowledged in the QAR2 they are dynamic not static work in continuous progress) they are being submitted as providing expected background clarification.

5.2 GPE Programme development objective

Within a comprehensive, effective and dynamic policy framework all children, particularly the most vulnerable, access quality and relevant learning.

5.3 GPE Specific objectives

The specific objectives of the GPE Programme in Zimbabwe take as their main thrust, an emphasis and a desire for equitable distribution of resources and services in Zimbabwe and to this end, objectives centre around this main focus on equity:

- Complementing other policy programme activities to establish and implement a comprehensive and robust and dynamic (that is, regularly reviewed, updated and adjusted) policy framework in the education sector: School level financing policy and inclusive education policy
- Implement the new curriculum fully and effectively, including syllabuses, learning materials, ensuring teacher capacity and opportunities for professional development and access to facilities (laboratories, libraries etc.).
- Include all children in learning through support to those with specific learning needs. Provide for remedial, catch-up and second chance non formal learning opportunities.
- Strengthen the leadership and management of the sector and provide good quality, evidence based data and research for decision making.

Programme component	**Sub-component**
Component 1: Providing a strong policy, legal and regulatory framework **Indicative funding $1,200,000**	1.1 Constitutional, legal and policy complementarity 1.2 Preparation and implementation of the School Financing Policy and the Inclusive Education Policy
Component 2: Implementing the new curriculum **Indicative funding: $9,238,000**	2.1 In service teacher professional development, monitoring and on-going support 2.2 Purchase textbooks and learning materials 2.3 Consolidate the Early Reading Initiative
Component 3: Equity and access in education: inclusive education, non-formal education, accelerated learning **Indicative funding: $4,110,000**	3.1 Special Needs Education, School Psychological Services 3.2 Non Formal education 3.3 Integrate PLAP into curriculum 3.4 Provide learning facilities for the most disadvantaged districts
Component 4: Institutional strengthening **Indicative funding: $4,050,000**	4.1 Demand led response to national and sub national leadership, management and capacity development 4.2 Establish CERID and undertake research on education needs and response
Component 5: Programme support, management and monitoring **Indicative funding $1,900,000**	5.1 Support implementation, consistently and regularly monitor and evaluate the programme 5.2 ESSP annual review

Component 1: Providing a strong policy, legal and regulatory framework

1.1 Constitutional, legal and policy complementarity
1.2 Preparation and implementation of the School Financing Policy and the Inclusive Education Policy

Context:
Clear and well-articulated policies embedded within a consistent regulatory framework will allow education to be delivered effectively and efficiently and encourage transparency and accountability.

The Education Act of 2006 precedes the adoption of the 2013 Constitution. The Legal Department in MoPSE has initiated the review of the Education Act to align it with the Constitution and will prepare the documentation needed to make any changes to the Education Act and to the Statutory Instruments and present these through the Hon. Minister to Parliament for approval.

The development of a comprehensive policy framework is a core priority of the ESSP. Work has already been done in several policy areas and is continuing in others. [10]

MoPSE will:

a) Implement the approved **Non Formal Education Policy**,

b) Review and adjust current policy:
   i) **ECD Policy**.
   ii) **School Functionality Standards (2013) (Guidelines).**

c) Finalize and implement policy work already in progress:
   i) **School Health and Life Skills, Sexuality Education, HIV and Aids.**
   ii) **School Feeding Policy.**
   iii) **Teaching Profession Management and Quality Assurance Policy**

d) Prepare and implement new policy:
   i) **School Financing Policy.**

   Education funding at the school level is available from a number of sources:
   a) The national budget,
   b) Parents (as fees and levies),
   c) Communities and
   d) Other funds e.g. NGO, private sector.
   e) Districts and provinces which secure funds from the Better Schools Programme Zimbabwe (BSPZ).

There are a number of statutory instruments, circulars, guidelines and project documents that cover the budgeting, expenditure and accounting of these funds. It is the intention of MoPSE to develop, with the support of all stakeholders, a school financing policy that will simplify and clarify the uses of funds at the school level, the management and operational procedures and ensure that there is transparency and accountability in the use of the funds.

In addition, the policy will address the issue of equity and the allocation of government resources and how resources can be made available to prioritize disadvantaged schools and so to reduce the learning gap between the most and least advantaged children. The

[10] See the Sector OP for when and how these policies will be implemented

policy will build on the work already done in school planning and modalities in place such as the School Improvement Grant mechanism.

ii) **Inclusive Education Policy.**
MoPSE is committed to providing opportunities for all children to access education, remain in school and for all those in school to be able to fully engage with the education processes. MoPSE wishes to develop a policy that will both respond to the needs of these children within the formal system but also looks to provide early identification of problems and an appropriate response. The policy will address the linkages needed to other Ministries and the communities to provide for early identification of needs, the specific infrastructure requirements, the additional training that teachers need in order to understand and respond to specific requirements and to action the mechanisms for the school to link with Psychological Services and Special Needs Education. MoPSE believes there is a need for consistent monitoring and the right response not only in the early years but throughout the time children are in school.

iii) **Information Communication Technology Policy** (currently being prepared with support from the World Bank).

iv) **Assessment Policy** (included in the introduction of the new curriculum).
The new curriculum framework advocates for the introduction of continuous assessment as an integral part of the learner evaluation system. ZimSEC has begun developing the new assessment processes. As the new curriculum and the syllabuses are developed, ZimSEC will continue to develop the assessment system.

Meeting core GPE goals:

The school financing and the inclusive education policy are priority policies, directly related to equity and to equity indicators in the Zimbabwe ESSP and will be fully funded under the GPE while the other policies will be partly funded under GPE from Government or the Education Development Fund.

The Zimbabwean sector is largely funded by the Government and the parents. Parents contribute more than 50% of the total education annual budget. The Government on the other hand contributes close to 45% which mainly goes towards recurrent expenditure. Partners contribute around 5%. The sector has the advantage of the huge contribution and goodwill of parents and wishes to come up with an appropriate school finance policy so that resources that are being contributed by all stakeholders are put to effective and efficient use. There is need to build confidence in those who fund the education sector, particularly communities. The policy will define and guide obligations of the various parties in the financing of the sector. Without proper financing and the modalities around this, all other policies will be difficult to develop and implement. Good education sector policies can only operate in an environment which is well funded. The sustainability of funding for the sector primarily hinges on a sound school finance policy. School Heads have been trained in 'Finance Management for Non-Finance Managers' and they need support in the form of a School Finance Policy to effectively, efficiently and transparently manage the finance resources at their disposal.

In order to make better use of all funds over the medium term and to be able to better discuss and negotiate with MoFED and other partners, MoPSE is in the process of establishing an Education Finance Standing Committee to the ECG. The draft ToR for the SC is available as Annex 5.

A special group of children who have limited access to education are those with disabilities. The Education Sector Analysis (2015) noted that only 10% of the disabled children were attending school. There is need to find out why children with disabilities are not accessing school and develop appropriate strategies to address the challenges they face. The process of developing this policy in itself will assist in identification of the underlying causes as to why the majority of the disabled children have not been able to access education. There is need to increase access to those with disabilities as around 10% of learners are known to have disabilities since WHO estimates that 10% of the global population has one form of disability or another. In Zimbabwe the number of children with disability is estimated at 370 287 based on the Disability Study yet only 32 284 are currently in school, constituting less than 10 %. With such a scenario it points to the need to expeditiously develop an inclusive policy so as to quickly address this inequity. In addition the inclusive education policy will address the ongoing challenges in ensuring that special needs and inclusive education are quality education provisions with a clear pathway to progress and inclusion of ALL children in the Zimbabwe education sector.
Implementation of these policies will be a product of the policy development process, however MoPSE has draft operational plans for these 2 activities and intends, to initiate the work before 2017 using current GPE funds.

Equity: Selected policy areas will result in a) transparent financing framework for schools and will provide channels for equitable distribution of resources impacting on enrolment, retention and learning outcomes b) early identification and continuing identification of children at risk or with specific learning needs and strategies to respond to this
Efficiency: School Financing Policy will lead to agreed transparent use and accounting of funds and provide for strategies for capacity development, increased access and improvement in the learning environment. It is not efficient to have any child out of school or learning nothing when in school.
Learning outcomes: The implementation of these policies will address critical areas needing support in Zimbabwe and this in turn will progressively support the achievement of learning outcomes.

Indicative funding $1,200,000

Sub component 1.1: Legal and policy development

Legal

The Education Act of 2006 precedes the adoption of the 2013 Constitution. The legal department in MoPSE has initiated the review of the Education Act to align it with the Constitution and will prepare the documentation needed to make any changes to the Education Act and to the Statutory Instruments.

MoPSE will also review existing circulars and other documentation to ensure coherence with the Constitution and to remove areas of potential confusion. The revision of the Education Act will also be an opportunity to identify further statutory instruments needed, resulting from the review and development of policy.

The desk review will be completed in 2016 and the focus will then move to have nationwide stakeholder consultation, drafting and printing of documentation, presentation to Cabinet and final presentation to Parliament. The plan is to complete the review and to have all new instruments in place by the end of 2017. As policy develops it may be necessary to further review the legal and regulatory framework.

Sub-component 1.2 Policy development and implementation: School financing and inclusive education

The programme will support the implementation of the School Financing Policy and the implementation of the Inclusive Education Policy which will require considerable effort in information sharing and capacity building at subnational levels, in the schools and communities. In addition, the capacity of the district and provincial staff to monitor and support the policy guidelines, will be developed. Activities will be agreed from the policy framework.

Activity

Policy development will be led by the relevant departmental heads who will establish a task team and prepare the detailed terms of reference for the development of the policy. In some cases external consultancy inputs will be sought and study tours may be required to establish best practice. Wide consultation will take place through the provinces, districts, clusters, schools, communities and with other relevant stakeholders. Detailed implementation plans will be prepared.

Timeframe

The ESSP operational plan for the legal and policy areas prioritises their development and implementation for 2016 and 2017 in order to provide the necessary framework for the rest of the plan period. Policy preparation will begin in 2016 using current GPE funding and will continue through 2017 with support from the second GPE programme. The GPE funds will be used to access limited international expertise in specific policy areas (particularly for the development of the School Financing Policy), to ensure wide and in depth consultation and debate at the national and subnational levels and to disseminate each new policy widely. Policy implementation has been anticipated in several of the other GPE funded components (Non Formal Education, Inclusive Education). Implications that the implementation of the policy will have for other new policy areas will be considered as they emerge and may be integrated into the existing EDF programme or into the programme for the GPE incentive grant to be applied for in 2017/2018.

Monitoring and evaluation

The monitoring of the programme will be against the processes and the outputs of developing and implementing the policies. Progress will be reported and reviewed during the Annual Education Sector Review.

Component 2: Implementing the new curriculum

This programme component will contribute to a full and effective roll out of the newly developed curriculum for the entire school system from ECD to upper secondary. The new curriculum will be phased in over the next five years.

The phases for implementation will be as indicated below:

Year	Phase	Activity
2016	1: Preparation	• Develop and print syllabuses conforming to the phasing plan • Develop learning materials including textbooks, handbooks, manuals • Prepare teachers and supervisors in using the curriculum framework • Train supervisors and teachers for the following classes in syllabus interpretation: ECD 'A', Grade 1, Grade 3, Form 1, Form 3, Form 5
2017	2: Preparation and phased implementation commences	• Implementation of new curriculum in the following classes: ECD 'A', Grade 1, Grade 3, Form 1, Form 3, Form 5 • Continuing training in syllabus interpretation for supervisors and teachers taking the following classes in 2018: ECD 'B', Grade 2, Grade 4, Form 2, Form 4, Form 6
2018	3: Preparation and phased implementation commences	• Implementation of new curriculum in the following classes: ECD 'B', Grade 2, Grade 4, Form 2, Form 4, Form 6 • Continue training in syllabus interpretation for supervisors and teachers
2019	Phased implementation continues	• Continuing training in syllabus interpretation for supervisors and teachers taking the following classes in 2020: Grade 6, Form 4
2020	Phased implementation continues	• Implementation of new curriculum in Grade 6, and Form 4 • Continuing training in syllabus interpretation for supervisors and teachers taking the following classes in 2021: Grade 7
2021	Phased implementation continues	• Implementation of the first Junior School Examination at Grade 7
2022	Full scale implementation	• Implementation of new curriculum at full scale, nationally • Inception of the second cycle of the reform

The GoZ has completed a comprehensive review of the school curriculum for all levels from Infant (including ECD), Junior to Secondary school. The review was followed by the development of a new curriculum framework that will enhance the quality of education and encourage the achievement of learning outcomes. The new curriculum aims to develop skills and competencies in children that will equip them to be fully rounded citizens who will contribute to Zimbabwe's engagement in the national, regional and international community. Syllabuses have been developed in all the learning areas in line with the new curriculum framework.

Meeting core GPE goals:

Equity: A major justification for the new curriculum is to provide opportunities for all children to have a relevant and varied learning experience and build competencies in a range of areas. This will ensure that children will not be excluded because of an academically focused syllabus, rather they are encouraged to identify and realise their fullest potential, are challenged to think and to question and are offered options which respond to their needs. Potentially this affects every child in the system.

Efficiency: The implementation of the new curriculum goes hand in hand with a new process of continuous assessment (developed by the independent examination agency ZimSEC). Already, well qualified teachers will have their skills upgraded to meet the challenges of a competency based curriculum and the relevant curriculum will encourage children to stay in school and will provide for an effective transition to further learning or employment.

Learning outcomes[11]*:* There should be significant changes in learning outcomes as a result of a comprehensive, learner centred syllabus and methodologies, continuous assessment and availability of sufficient and relevant learning materials.

Indicative funding: $9,238,000

Sub-component 2.1 Implementation of the new curriculum

The GPE programme will complement funding from the EDF to cover the following:

i. Print and distribute syllabuses for 2018, 2019 and 2020.
ii. Review and adjust the syllabuses in the light of monitoring and evaluation of the phased introduction.
iii. Provide teacher support through in-service training to
    a. Those starting new curriculum classes using new syllabuses
    b. Those already using the new syllabuses.

Sub-component 2.2 Purchase of textbooks and learning materials[12]

i. Review of learning materials and teacher manuals. This includes identifying where new texts are required, where old texts can be adapted or adjusted and developing additional learning materials (reference texts, e-learning); approving textbooks for use in schools;
ii. Procurement of materials for or by the most disadvantaged schools such as new/more textbooks and other curriculum related learning materials, additional and wider learning materials, school library resources and specific texts to improve and support learning.

Sub-component 2.3 Consolidating the Early Reading Initiative

i. Consolidating the Early Reading Initiative within the new curriculum (ERI).
The component will provide additional materials to schools and ensure coherence between the current ERI and the new curriculum. There will be discussions with the Ministry of Higher and Tertiary Education, Science and Technology Development in order to get the pedagogical skills needed for improving early reading included in the pre-service curriculum[13].

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[11] The introduction of a new assessment system is going to mean that following trends in student learning will not be possible by comparing examination results alone, as is the current trend as there will be a completely new assessment system based in part on continuous assessment. Learning outcomes can of course be monitored against the expected learning outcomes per level – this will be discussed between CERID and the Examinations Council

[12] Zimbabwe has a well-established and effective Curriculum Development Centre and has in place the institutional structures for developing and reviewing learning materials. It is anticipated that new learning materials and adjustments to current materials will be achieved in a timely manner – it is not a starting from scratch situation. In addition, there is a well-established market for textbooks and schools and districts should be able to make choices from these. The precise modalities for textbook and other learning materials provision have to be worked out.

[13] Prior to the Education Act of 1987 there was one education ministry but now the robust Zimbabwe Education system is managed by two ministries, the Ministry of Primary and Secondary Education (MoPSE) - responsible for the infant to upper secondary portfolio and the Ministry of Higher Education, Science and Technology Development (MoHTESTD) – responsible for tertiary education. The two Ministries remain closely linked in a range of areas and especially with teacher professional development and the writing of the ESSP. The teacher training curricula has to meet the requirements of the school curricula. The school curricula will inform the teacher training programs, hence MoPSE's commitment to foster a closer working relationship with MoHTESTD over education interventions in Zimbabwe. The strong relationship between the two portfolios has always been in place. MoHTESTD has been actively involved in the development of the ESSP (2016-2020). MoPSE advises MoHTESTD on the content of the teacher training curricula, to include any new curricula developments in the infant and junior sector. A representative of MoHTESTD is a standing member of the ECG which is chaired by the Minister of Primary and Secondary Education. Under the ESSP the member is to provide further and stronger linkages between the two Ministries and advice on joint policy issues and education programming particularly on teacher education. The linkages between the two Ministries in terms of how monitoring of pre-service teacher training will take place, will be undertaken under a joint sub-committee under the guidance of the ECG - ensuring coherence, complementarity and coordination while ensuring that the separate mandates are respected.

Component 3: Equity and access to learning

The ESSP highlights the need for a priority programme to reach those children who are not accessing school as a result of economic, physical or learning challenges. The Non Formal Education (NFE) policy is in place and implementation of the NFE programme has commenced, with all schools expected to offer NFE classes. Further support is required to prepare teachers and provide learning materials for NFE.

Component 3 will provide the resources for the systems and structures to be established for children with special needs under the Inclusive Education Policy which will be developed under Component 1. Priorities will include early identification of children with special needs in communities and in schools and for teachers to acquire skills to manage these children in class or to arrange for further referrals.

A serious access challenge remains in the lack of or the inadequacy of learning spaces for many children in the most disadvantaged areas of the country. There is a need for improvement in the satellite schools especially for additional classroom space. The GPE programme will look to establish innovative modalities for renovation, upgrading and classroom construction. A particular focus will be to ensure that within clusters there is an adequate, shared facility for STEAM and technical subjects.

PLAP has proved a successful modality to support those children who missed learning during the difficult years of 2008–2010 and while the principles and materials for PLAP are embedded in the system, support is now needed to integrate PLAP into the pre-service programme.

Meeting core GPE goals

Equity: Component 3 provides opportunity for all children to start school at the right age. Timely identification of children with special needs will allow early intervention for all children regardless of geographic location or school income. It also provides a second chance opportunity for those who have never been in school or who have missed some schooling and it provides the opportunity for children to re-enter formal learning;
Efficiency: Component 3 allows children to be in school and so contributes to overall society gains. Early screening and early identification of challenges allows early intervention and effective response and thus ensure efficient use of resources and preventing dropout. It provides opportunity for children to have better life chances (life skills training is an important part of the NFE programme), improves health, wellbeing and others.

Learning outcomes: Component 3 is in line with the new curriculum and learning assessment modalities, including the use of sufficient, appropriate and relevant materials and effective teaching including teacher capacity building in adult and non formal learning techniques. A baseline is needed in this area to identify current status and specific needs.

Indicative funding: $4,110,000

Sub-component 3.1 School Psychological Services, Special Needs Education

Less than 10% of children with specific learning needs are enrolled in education. While efforts have begun to strengthen access over the past EMTP to 2015 with work being carried forward in a number of policy areas, among these school health, school feeding

and school psychological services, important work remains to be carried out in completing an overall policy (Component 1) and in subsequently establishing the systems and structures to implement a range of activities in schools and communities. MoPSE has already identified the need to establish an early screening and problem identification modality (within the community and within the school) to identify, as early as possible, the children who have or may develop learning problems, to provide appropriate infrastructure and equipment, to improve teaching and learning materials and to upskill teachers in order to address specific needs of children in the classroom. Service delivery will be through the districts and the clusters in order to strengthen an approach that has already been used effectively in GPE 1.

GPE supported activities for this component are:

i. Develop and institute the early screening and identification process and systems to follow children's progress. This will include in-service professional development for all teachers for managing children with specific needs in the classroom and the development and inclusion of modules on special needs education in pre-service training.
ii. Strengthen existing community health systems for screening and supporting children with special needs.
iii. Strengthen the School Psychological Services through training and systems building support for referrals for all levels and schools; building in-school systems for teachers to identify and support children with difficulties.
iv. Establish a database of children's support needs (aids) and establish a modality for provision of these as well as a system to track referrals.

Sub-component 3.2 Non Formal education

The National Assessment of Out-of-School Children in Zimbabwe (2015)[14] that was based on the 2012 population census showed that 1,234,641 children between the ages of 3 to 16 were out of school in 2012. A further 858,733 children were considered at risk of dropping out of school as they were two years or older than their class mates. The Multiple Indicator Cluster Survey (MICS 2014) found that the total of out-of-school children nationally was 6.6% for primary school aged children and 20.6% for secondary school aged children.

MoPSE has made considerable efforts to address these challenges, and in 2015 launched the Non Formal Education Policy. This subcomponent will help implement the NFE Policy in all schools, develop relevant materials in line with the new curriculum and strengthen the professional skills of teachers in adult and non formal education teaching techniques.

The NFE Policy provides a second chance opportunity for those who have never been in school or who have missed some schooling and it provides the opportunity for children to re-enter formal learning or continue with NFE up to A' Level. NFE is delivered in all school premises and uses teachers and learning materials from the host schools. NFE also provides opportunity for children to have better life chances through life skills trainings. NFE will follow the new curriculum and learning assessment modalities with relevant materials.

[14] Manjengwa, J. (2015) National Assessment on Out of School Children in Zimbabwe.

GPE-supported activities for this sub-component will include:

i. Develop all additional materials needed for the NFE under the new curriculum
ii. Develop a NFE teacher training framework integrated with the new curriculum
iii. Develop, pilot and roll out the Distance NFE Learning Programme (ODL).

Programme monitoring will include the ESSP sub sector strategic goals through the annual review process, and tracking of the selected process and outcome indicators in the programme results framework. Implementation will be through National, Provincial and District Education Offices who will provide for real time monitoring and support.

Sub-component 3.3 Provision of learning facilities for the most disadvantaged districts

The 2015 Education Sector Analysis identified a major issue in classrooms and a need for major renovation of many schools. The STEAM and technical subjects in the new curriculum assume there will be well-equipped technical rooms. This component will explore innovative modalities for joint community and MoPSE classroom provision and will provide grants to communities to construct and renovate classrooms. The focus will be on satellite schools and ensuring that all clusters have the necessary technical spaces.

GPE supported activities for this sub-component will include:

i. Developing the modality and delivery mechanism for complementary funding
ii. Supporting complementary funding for school construction
iii. Constructing and equipping laboratories.

Component 4: Institutional strengthening

The *Institutional Strengthening* programme component recognises that one of the key determinants of equitable delivery of good quality education services is MoPSE's institutional capacity. In the 2016-2020 ESSP, MoPSE has the intention to consolidate and extend the gains made by the sector through a substantial investment in the capacity of the organisation's leadership, management and administration. The goal of this component is to ensure that MoPSE has efficient and effective administrative structures in place and that programs are supported, managed and monitored by staff with the appropriate knowledge, management and leadership skills. Ultimately, this should contribute to efficient delivery of education of good quality to all learners. This will contribute to both an increase in efficiency and improved quality of learning.

The capacity strengthening interventions will largely encompass the software dimension. At all levels, MoPSE needs the right organisational architecture, strong leadership, effective management and efficient administration. Leaders, managers and administrators must not only possess an appropriate mix of knowledge and skills, but also exhibit high levels of commitment to the execution of their responsibilities. MoPSE also needs to develop clear and effective communication and work processes that will support the work of leaders, managers and administrators, with a wide range of physical resources made available to facilitate their work.

Institutional strengthening is an on-going process that must be well coordinated and systematically implemented. MoPSE will therefore put in place a strategy for sustaining capacity strengthening efforts over time. The choice of capacity building interventions as

well as their target groups should be informed by evidence generated through carefully selected research activities.

At the core of capacity strengthening is the concept of a demand led approach that seeks to allow the subnational levels to identify their multi annual needs and present them in their strategic plans. Coherence and consistency will be guaranteed through discussion at the annual review meetings and approved by a steering committee.

MoPSE already has considerable capacity for the delivery of education, and such capacity has been steadily increasing, particularly following the recovery and stabilisation of the sector in the aftermath of the economic crisis experienced in the last decade. However, the context within which the Ministry operates has also been evolving. At the global level, this entailed the transition from the MDGs to the SDGs and the 2030 agenda and the rapid expansion of knowledge, information and technologies. There are several current and emerging global challenges that the education sector is expected to respond to. Environmental, social and health issues are among these. At the national level, in 2014 MoPSE launched a major curriculum review process that led to the adoption of a new curriculum framework. Preparations for the phased implementation of the new curriculum started in 2015, and from January 2017 onwards, MoPSE will begin implementing a new curriculum. This will trigger several programmatic and systemic changes, among them the application of a new set of teacher professional standards, demand-led staff development, new supervisory practices and the expansion of ECD. Meanwhile, MoPSE has drafted its 2016-2020 education sector plan (ESSP) that has a new set of policy goals, priorities and strategies. This is taking place at a time when the country is facing serious resource constraints that makes implementation of programs a complex affair.

Making MoPSE "fit for purpose" will require interventions focusing on further strengthening of institutional capacity. The institutional architecture covers the roles, responsibilities and accountability of the Ministry at national, provincial, district and school levels. Institutional capacity strengthening interventions will enable MoPSE, as an organisation, to manage a modern, progressive education system within a constantly changing context. This entails the review and adjustment of organisational structures to allow for smooth, vertical and horizontal flow of information, ensuring that key positions within the structure are filled. The individuals occupying these structures must also have the requisite skills and knowledge, particularly the leaders, managers and administrators at the national, provincial, district and school levels.

The capacity development programs implemented to date have been largely supply driven. Information generated through research and routine data collection activities (e.g. expanded TDIS) will provide a sound base for a more demand led capacity development approach which will be better able to meet the local specific needs with tailored responses.

Similarly, research activities in MoPSE have so far not been well coordinated. Support for research activities in terms of identification of a relevant research agenda, budgeting for and funding of research activities, the provision of technical support for research, and the dissemination or diffusion and the utilisation of products from research have tended to be ad hoc. The establishment of the Centre for Educational Research, Innovation and

Development (CERID) will ensure that there is an institution that can take the lead in the management and coordination of these activities. The Centre will provide a forum for identifying the challenges in the system, suggesting options to improve or to change, and will forge links with other local and international institutions and bodies. The Centre will particularly guide the education sector analysis to inform policy by way of collecting data, conducting analyses and generating reports and concept papers that feed into the sector. It will also provide opportunities for the development of research and analytical skills among targeted MoPSE staff.

Meeting core GPE goals:
Equity: Has an indirect impact on equity by providing for more efficient analysis, management and response to equity issues;
Efficiency: Has medium to longer term efficiency payback in the form of better-managed programs; greater accountability; more efficient monitoring and response to programs; confidence building; possible adjustments to establishment to improve staffing (functions/ roles/ job descriptions/ person specifications). An approach which is demand led rather than supply driven should target resources where they are most needed and will have the greatest impact.
Learning outcomes: Indirect impact where a better managed system and effective school leadership and management should result in better learning.

Indicative funding: $4,050,000

Sub-component 4.1 Demand led leadership and management development for national, provincial, district and school leaders, managers and administrators

a) *Organisational review and adjustment*. In the light of the changes envisaged in the education sector and the broader context, MoPSE will, in the second half of 2016, review the institutional management arrangements and develop new organisational operational structures, in order to ensure that they are fit for purpose. As a part of the review, the needs and capacities of staff who are engaged in leadership, management, supervision, administration and financial management will be considered. MoPSE's Policy Planning, Research and Statistics (PRS) division will work closely with the HR division, and in consultation with all the other divisions and departments of MoPSE, with external technical assistance as needed, to undertake the organisational review. MoPSE's senior management will act on the recommendations from this review by drafting a responsive implementation plan. The review, development and execution of the implementation plan will involve relevant departments of other ministries (e.g. Public Service Commission).
b) *Developing a comprehensive capacity development policy and strategy*. In order to ensure that capacity strengthening efforts with the biggest potential to impact positively on the whole sector is well-coordinated, a policy framework will be developed to guide interventions. The execution of activities related to this policy framework will also be a coherent strategy. The development of the policy and strategy will be the responsibility of the PRS division, and should be accomplished in 2017.
c) *Establishment of a capacity development fund*. MoPSE will explore the options for putting in place and developing a capacity development fund that can be accessed by the national, provincial and district levels. Such a fund would be demand driven, with schools, districts, provinces and the national level units setting priorities in their

strategic operational plans and submitting requests to a fund steering committee for consideration and approval. The concept for this fund will be prepared by the PRS during the second half of 2016.

d) *Identification of capacity development needs.* The identification of capacity development needs will be done through a systematic process that attempts to meet the new organisational skills requirements. It will also involve gathering information from occupants of positions at all levels, either through specific research or though the analysis of data in the expanded TDIS. This process will be undertaken by HR in consultation with all divisions and departments of MoPSE at national, provincial, district and school levels.

e) *Identification and/or development and implementation of training programs.* Once the full analysis of training needs has been prepared, a set of training programs will be identified (in areas where these already exist) or developed (where they do not exist). The delivery approaches for the capacity development programme will take into account the circumstances of the beneficiaries (relevance to needs of individuals in full time employment), proven effectiveness (based on documented local and international experiences), affordability (given the resource envelope), and value for money (cost efficiency). This activity will be led by HR in collaboration with all divisions.

f) *Monitoring and review.* Given that institutional capacity strengthening is an on-going process, progress will be continuously monitored, with reviews undertaken periodically and especially, as part of the education sector performance review. Adjustments will be made on the basis of the results of this review. This task will be led by the PRS division.

Sub-component 4.2 Establishment of the Centre for Educational Research, Innovation and Development (CERID) and national research agenda development.

a) *Establishment of CERID.* The establishment of CERID will begin with the development of a comprehensive, consultative concept paper. This concept paper, which will adopt a long-term perspective, will look at the rationale for the Centre, its proposed structures, mandate and staffing requirements. The PRS will take the lead in developing the concept paper for the establishment of CERID which should be completed by the end of 2016. In 2017 CERID structures and programme of activities and operational systems will be put in place.

b) *Development and execution of a national research agenda.* From 2018 onwards, CERID will become operational. While CERID will take the leadership in setting the research agenda, all MoPSE's divisions and departments will provide inputs for this. It will in particular, work closely with the PRS division which will serve as the link between MoPSE and CERID. The research agenda will be prepared on an annual basis and will be implemented by CERID in collaboration with the PRS division and with inputs from the divisions and departments for whom such research is relevant.

Component 5: Programme management and monitoring

This component will firstly support the implementation of the GPE programme with technical support from the Grant Agent and the annual monitoring process of the ESSP as specified in Chapter 4 of the ESSP.

Indicative budget $1,900,000

Sub-component 5.1 Grant Agent technical support to operational activities

Supervision fees will be utilized by UNICEF in two ways, firstly for compliance and oversight activities and secondly to provide for capacity building and technical assistance.

UNICEF, capitalizing on the structure and varied expertise of the UNICEF Zimbabwe Education Section, will provide oversight for fund management, procurement processes and liaison with MoPSE. The model successfully used in the current GPE will be continued, with technical expertise from UNICEF matched to focal groups in the Ministry. In the new GPE, UNICEF will complement expertise in MoPSE for the programme and sub-programme areas included in the ESSP and the GPE. UNICEF will provide its expertise in financial management and procurement and will apply the Harmonized Approach to Cash Transfers (HACT). The Chief of Education and the senior managers of the UNICEF Education Section will provide further oversight to the programme.

Capacity building will include support given to focal groups in the Ministry at national level and to provincial and district levels to support the implementation of the locally prepared plans. Emphasis will be on policy development, curriculum support and teacher education. Support will also be available to build sustainability and continue system strengthening, using the existing district and cluster system for service delivery, fund disbursement and training support in programmatic areas. The present approach has worked well for the current grant and should be continued and expanded to have national reach as is the case with the current GPE. Consultancy support will be procured for development of policies, ESSP annual review preparation and facilitation, establishment of baselines (year 1), the mid-term review (year 2) and in undertaking the GPE evaluation in 2019.

Sub-component 5.2 Annual ESSP review programme for the districts, provinces and national levels

An annual review process that has been in place previously will be strengthened and the districts and the provinces will now be a part of this process. Districts will prepare annual review reports based on a stakeholder review in September to feed into a province review in October with the national review workshop being held in November. Prior to the national review, MoPSE will prepare a sector review report that builds on the province and district reviews and utilizes other data sources. Component 5 of the GPE programme will support preparation of reviews in the districts, provinces and at the national level.

In addition to the annual process there are regular ECG meetings with consensus among the ECG membership to move these meetings away from having a focus on programme implementation to being a forum, which is aligned to the ESSP, for sector policy dialogue, evaluation of progress and support.

As the GPE programme is fully aligned with the ESSP and the sub sectoral and departmental operational plans, it is planned that the main GPE programme monitoring will take place as a normal part of the ESSP monitoring, the details of which are given in Chapter 4 of the ESSP 2016 – 2020.

6. Programme Sustainability

An overall programme consideration, which has framed the selection of the programme components, is the need for outputs and outcomes that are sustainable within the current difficult financial and constrained human capacity context. Care has been taken to minimize any recurrent cost implication by focussing on activities which are structural and system based, for example, developing the policy framework, introducing the new curriculum and establishing systems and procedures for Learner and Welfare Services (LWS) that will allow the current staff to work more efficiently.

Programme implementation will be largely through the districts, the clusters and directly at the school level using the systems which have been established as part of the current GPE programme and are now embedded in the normal working procedures and activities at subnational levels. Programme implementation will simply be an extension of work already being carried out nationally.

Providing focussed and relevant professional development, particularly in the areas of leadership and management, should allow for education services to be delivered more efficiently and more effectively, thereby having a positive impact on sustainability. This will be enhanced by good quality research and education studies where results will indicate where changes are needed to improve the quality of learning and achievement of learning outcomes.

Research, monitoring and support will provide up to date information on areas where additional support may be required and this will be addressed during the annual review process.

There are programme elements that do potentially have a recurrent cost and where the sustainability might be in question, provision of learning materials being one of these. It is proposed that the provision of learning materials (text books to respond to the new syllabuses and the additional learning resources for new learning methodologies) will primarily target the poorest decile of schools and thus respond to the needs in areas where access, quality and good learning outcomes are most problematic. It is projected, through the financial modelling scenario, that fiscal space will develop in the latter part of the ESSP/ GPE implementation period and that more funding will be available for these non-salary recurrent cost items.

7. Implementing and Financing the Project (modality)

7.1 Programme implementation

Programme implementation will be similar to the current GPE programme. Small MoPSE task teams will be established for the separate component parts supported by the necessary technical assistance from the Grant Agent, UNICEF. These will be specified during the preparation of the implementation/operational plans for the programme.

7.2 Variable tranche

MoPSE will apply for the variable tranche in 2017. To facilitate a realistic programme with indicators that can be seen to be delivering change these have been added in the budget framework and in the results matrix of the GPE Application Matrix submitted with this document.

The variable tranche may be used to:

a) Continue the implementation and monitoring of the new curriculum, provision of learning materials and support of continuous teacher professional development.
b) Provide empowerment grants to school clusters to develop and distribute special needs aids.
c) Provide additional funding for teacher professional development in line with the Teacher Professional Standards (TPS) and teacher development needs identified in the TDIS.
d) Provide grants to districts against the district operational plans for innovative strategic activities responding to equity and learning challenges.

7.3 Economic analysis

After a period of economic recovery in Zimbabwe from 2009-12, GDP growth has slowed significantly to only 1.1% in 2015. Drought, erratic rains, and rising temperatures have reduced agricultural output and disrupted the generation of hydropower and availability of water supplies. Economic activity is severely constrained by tight liquidity conditions resulting from limited external inflows and lower commodity prices. Unemployment is rising, and employment has been shifting to the informal sector.

Faced with this difficult economic climate, GoZ is pursuing a gradual, step-by-step approach to re-engaging with the international community. Reform plans have received broad support and, once implemented, should provide positive signals to donors, investors and creditors, and help unlock external flows to finance GoZ development plans and private sector-led growth.

The difficult economic environment and fiscal challenges have impacted on the resources available to the government to fund education. Despite increases in overall government spending on primary and secondary education, financing of non-salary recurrent expenses remains low and has been falling. Spending by the Ministry increased from US$176 million in 2009 to an estimated $880 million in 2015. However, non-employment recurrent expenditures have fallen from about $9.0 million in 2009 to about $7.5 million in 2015, despite an overall increase in expenditures. Personnel related expenditure comprised 99% of all MoPSE expenditure in 2015 leaving very limited funding for non-personnel items.

The lack of government funding for non-personnel expenditure in schools for a considerable period has therefore led to the rise of a complex system of school fees and levies paid by parents. These constitute around 96% non-personnel expenditure in schools, which are now heavily dependent on private fee and levy income. This system is both a considerable cost to parents and is highly inequitable, with schools which are used by the wealthy and middle class able to charge much higher fees and levies than schools serving poor communities, with a resulting detrimental impact on the availability of educational inputs and on education quality and subsequently the achievement of learning outcomes.

7.4 MoPSE and GPE 2 funding

7.4.1 MoPSE budgeting and available funding

MoPSE has introduced a system of programme based budgeting in 2016 which more clearly ties budget allocations to programs and sub-programs and to associated objectives and performance targets. A system of three-year budgeting has also been introduced in line with budgeting best practice of multi-year budgeting to support improved medium term planning and resource allocation. Budgeting for years 2 and 3 of the three-year budget is however at present under-developed and the outer years are largely tentative allocations. In practice an annual budget system is still in operation.

As noted above, the MoPSE budget goes almost entirely to personnel, with 99.1% of expenditure in 2015 on employment costs. In that year $ 872.1 million was spent on employment, $ 4.7 million on non-employment recurrent items and $ 2.8 million on capital items. There is very limited scope, especially in the short term, to increase available funding for non-employment items. It is also noted above that MoFED is implementing stringent measures to control personnel expenditure. MoFED expects $ 67 million to be saved in personnel expenditure in 2016 from two measures: ending the provision for one term of paid leave for teachers after 7 years of service (savings of $ 47 million) and ending MoPSE payment of salaries of teachers in trust and private schools (savings of $ 20 million). These savings are however not certain, for example the removal of the paid leave provision for teachers is being challenged in the courts.

Nevertheless, from such measures as well as the elimination of ghost teachers and surplus posts, MoFED plans for a zero increase in employment costs over the medium term period 2016 to 2018, which will stay static at 2016 levels of $ 797.3 million. This planned control of the personnel budget will permit a very modest increase in available non-personnel resources from $ 13.1 million in 2016 to $ 14.5 million in 2017 and $ 16.3 million in 2018. Further funding will be available from statutory funds and other resources, mostly from the portions of school tuition fees and building fees which are submitted to MoPSE. Statutory funds and other resources are expected to bring in $ 34.1 million in 2016. Based on such measures, ESSP projects that MoPSE's budget for non-personnel items will rise to $ 20 million in 2019 and $ 25 million in 2020. It is imperative that such available non-personnel funding is ring fenced for expenditure in schools. MoPSE recognises the importance of prioritising increased funding to the system of Per Capita Grants, Equalisation Grants and Building Grants which is weighted towards the poorest P3, S3 and satellite schools.

Table 7: MoPSE expenditure 2013 to 2015 and budget 2016 to 2018 in US Dollar '000

Item	Expenditure			Budget Appropriation[15]		
	2013	2014	2015	2016	2017	2018
Employment	$733,519	$788,289	$872,166	$797,310	$797,310	$797,310
Non-employment recurrent	$6,536	$6,025	$4,697	$7,241	$7,407	$7,810
All recurrent	**$740,055**	**$794,314**	**$876,863**	**$804,551**	**$804,717**	**$805,120**
Capital	$7,033	$2,152	$2,799	$5,880	$7,137	$8,450
TOTAL	**$747,088**	**$796,466**	**$879,662**	**$810,431**	**$811,854**	**$813,570**

Well-targeted donor funding from the GPE 2 programme, with further funding from EDF 2, will therefore supplement very limited domestic funding over the short term. This donor funding will be targeted at measures to both develop and strengthen the education system and fund programs and initiatives to improve equity by targeting the poorest P3, S3 and satellite schools. As GPE 2 and EDF 2 funding phases out, a greater share of education sector resource needs will be met from MoPSE budget, especially in the outer years 2019 and 2020. Increased MoPSE funding will both sustain donor funded interventions and be targeted towards the poorest schools and pupils.

7.4.2 GPE 2 programme indicative budget

The GPE 2 programme indicative budget is estimated based on the activities and performance targets set out above. Its budget allocations have been designed to fit within the MoPSE programme structure to optimise the coherence and linkages between MoPSE programme objectives and performance targets and the GPE 2 programme. This also ensures that it is easier for MoPSE to identify programme areas within its own budget where complementary funds can be allocated to ensure absorption of the GPE programme activities within MoPSE budget allocations. Complementary MoPSE budget allocations will be made available once agreed

GPE 2 programme costs have been estimated to fit within the programme cost ceilings of US$ 20.5 million for the fixed tranche 2017-19 and US$ 8.9 million for the variable tranche 2019-20. Costs have been distributed so that part of the variable tranche will be used to sustain and provide funds for the implementation of programme activities begun during the 2017-19 fixed tranche period.

The table below sets out the estimated GPE 2 programme costs with the following charts giving the programme distribution of the fixed and variable tranches. A detailed table of programme costs is attached as Annex 2.

[15] The budget appropriation excludes statutory funds and other resources, which are mostly from school fees submitted to the Ministry.

Table 8: GPE 2 programme costs 2017-20 in US Dollar '000

	2017	2018	2019	2020	TOTAL
A. GPE FIXED TRANCHE					
Component 1: Providing a strong policy, legal and regulatory framework	675	575	0	0	1,250
Component 2: Implementing the new curriculum	5,587	3,478	105	0	9,170
Component 3: Inclusive education, non-formal education, accelerated learning and PLAP	1,205	1,805	1,100	0	4,110
Component 4: Institutional strengthening	1,800	1,750	500	0	4,050
Component 5: Programme management and monitoring	750	600	550	0	1,900
TOTAL GPE FIXED TRANCHE	**10,017**	**8,208**	**2,255**	**0**	**20,480**
B. GPE VARIABLE TRANCHE					
Component 2: Implementing the new curriculum	0	0	2,668	2,516	5,184
Component 3: Inclusive education, non-formal education, accelerated learning and PLAP	0	0	305	305	610
Component 4: Institutional strengthening	0	0	1,250	1,250	2,500
Component 5: Programme management and monitoring	0	0	0	600	600
TOTAL GPE VARIABLE TRANCHE	**0**	**0**	**4,223**	**4,671**	**8,894**
GRAND TOTAL GPE BUDGET	**10,017**	**8,208**	**6,478**	**4,671**	**29,374**

Chart 1: GPE 2 Fixed and variable tranche costs 2017-20 in US Dollar '000

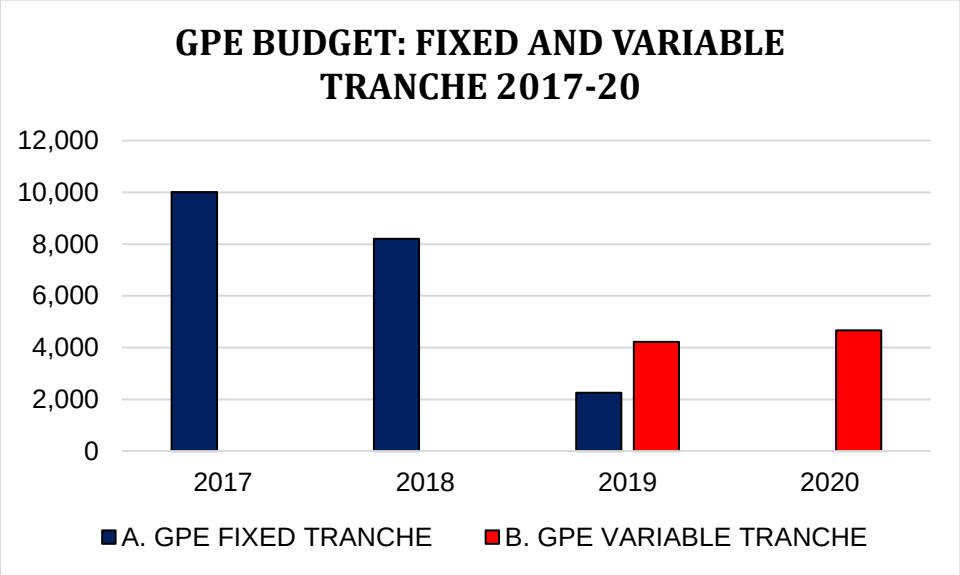


Chart 2: GPE 2 Programme cost fixed tranche distribution in US Dollar '000

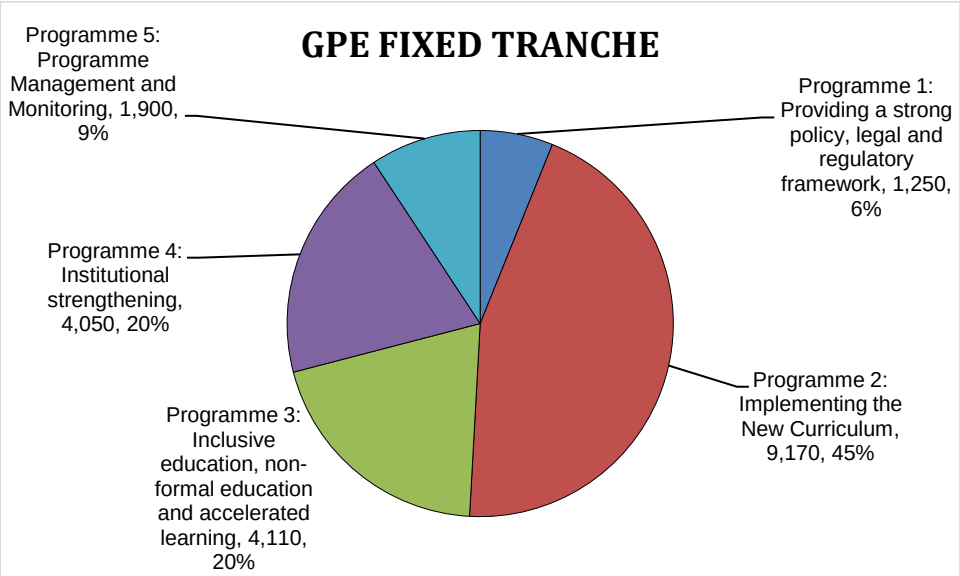
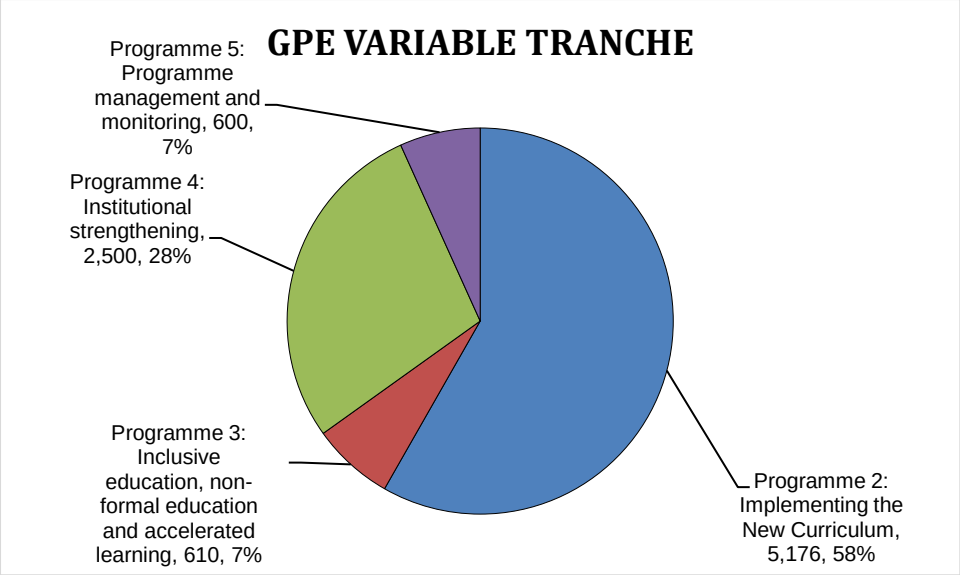


Chart 3: GPE 2 Programme cost variable tranche distribution in US Dollar '000



7.4.3 Value for Money

The Value for Money (VfM) approach emphasises maximising the development impact of all aid funds spent. It entails rigorous and ongoing assessment of programs, projects, systems, processes and approaches to ensure that they all deliver a maximum impact that can justify the funds to be spent. The VfM approach requires a continual interrogation, monitoring and evaluation of all interventions to answer a number of questions, including:

- Are there better ways of delivering this intervention in relation to the funds spent?
- Will this intervention achieve the expected results in relation to the funds spent?
- Do the benefits from the intervention justify the expected costs?

VfM indicators are commonly unit costs defined as total cost divided by the variable concerned. An example of education VfM indicators comes from the DfID VfM approach[16] which expects 'all new education business cases to systematically track 5 key education input unit costs: teacher salaries; teacher training; textbooks; school/classroom construction; girls' education stipends. (DfID) will also seek to track 4 key education output unit costs to the extent possible: cost of supporting a child in primary school; in lower secondary school; to complete primary school; to graduate primary with minimum learning achievement'.

Input unit costs

Data on many input unit costs are available in Zimbabwe and can be tracked over time. The main difficulty in estimating input unit costs is that MoPSE has had a very small non-personnel budget in recent years. Ministry staff therefore do not necessarily have current information on the costs of the main educational inputs. Fortunately the GPE and EDF programs now have extensive experience from 2011 on costs of trainings, longer length professional development programs, cost of textbooks, science kits for secondary schools and other interventions. The table below sets out some of the larger input unit costs.

Table 9: Input unit costs and source of data in US Dollars

Item	Unit cost (Dollars)	Source of data
Teacher diploma: grade D1	$6,024	MoPSE human resources
Teacher degree: grade D2	$6,084	MoPSE human resources
Teacher degree plus Graduate Certificate in Education: grade D3	$6,192	MoPSE human resources
In-service teacher training for 3 day course per trainee	$20	GPE 1 unit costs
Primary textbook including delivery (bulk purchase)	$0.86	GPE 1 unit costs
Secondary textbook including delivery (bulk purchase)	$1.32	GPE 1 unit costs
Classroom construction per 3 room block	$20,000	Malawi low cost construction programme

The following observations can be made in terms of cost economy.

- Teacher's salaries and allowances are higher than many other southern African countries. They are however around half the average teacher's salary in South Africa, which is one of the principal factors causing a loss of experienced teachers from Zimbabwe. GoZ however has very limited room to increase teacher salaries significantly given pressure on the fiscus and the extremely high proportion of the MoPSE budget devoted to meeting personnel costs.
- Pre-service teacher training is the responsibility of the Ministry of Higher and Tertiary Education (MoHTESTD) and unit costs were not gathered for this. While a regional comparison of in-service teacher training costs has not been made, the unit cost of $20 per trainee is kept low by using MoPSE and community facilities

[16] UK Department for International Development (DFID): DFID's Approach to Value for Money, 2011.

and training in the education clusters that are close to the teachers, minimising accommodation and travel costs.

- Textbook unit costs are low as they relate to bulk purchase and delivery by UNICEF in 2010 and 2011 for textbook replenishment for the poorest schools for the main subjects. Textbooks purchased locally by schools using fee and levy income would be significantly higher in cost. These unit costs compare favourably with the region. DFID data gives textbook unit costs of: Uganda $1; Ethiopia $1.25; Ghana $3; Mozambique $1.13; Kenya $2, Rwanda $2.5; Zambia $3.
- Zimbabwe has experience of a highly effective low cost community based school classroom construction programme. Unfortunately however the budget situation has meant that this programme has been unfunded in recent years. Nevertheless, the expertise is still present to relaunch the programme when levels of funding permit. Malawi has a highly effective low cost community based classroom construction programme at a unit cost of $20,000 per three room classroom block. This unit cost has been used in the indicative budget estimates for the GPE 2 programme.

Output unit costs

The table below compares output unit costs for primary and secondary education for selected southern African countries expressed as expenditure per pupil in purchasing power parity (PPP) Dollars to aid country comparison[17].

Table 10: Output unit costs for primary and secondary education for selected southern African countries in PPP US Dollars

Country	Primary	Secondary	Year
Zimbabwe	$332	$558	2014
South Africa	$2,275	$2,569	2014
Zambia	$289	$770	2013
Malawi	$86	$236	2014
Mozambique	$163	$739	2013

With the expected exception of South Africa, per pupil expenditure in Zimbabwe compares favourably with other southern African countries, especially for primary education. It is also welcome that the difference in per pupil expenditure for primary and secondary education is not as great as in Zambia, Malawi and Mozambique. It must be remembered however that almost all of this expenditure per pupil is on teacher salaries and allowances.

7.5 Funding modality options

The GPE 2 Concept Note proposed two options for the funding modality for the GPE 2 programme: Option 1 – Continue with the GPE 1 funding modality, and; Option 2 - Operate

[17] Output unit costs are expressed as public expenditure per pupil for primary and secondary levels of education, excluding off-budget donor funding. Data is sourced from the Education Sector Analysis and Ministry of Finance expenditure reports for Zimbabwe, the World Bank Education Public Expenditure Review 2015 for Zambia, and the UNESCO Institute of Statistics for all other countries.

through an off-budget MoPSE account. The advantages and disadvantages of these two options are set out briefly below.

Option 1: Continue with the GPE 1 funding modality

Under option 1 the GPE 2 programme will use the funding modality that is in place for the current programme, using the systems and procedures developed by UNICEF operating within the UN system, HACT guidelines for fund disbursement and expenditure control.

The main advantage of this modality will be the established disbursement and financial management systems which have been developed during GPE 1 and the EDF. Both MoPSE and donors are now used to operating within this system and using the financial reporting mechanisms. Donors accept this modality and the accountability, transparency and auditing requirements that it meets.

The main disadvantage with this modality will be the separate accounting arrangements of off-budget funds used by UNICEF to disburse GPE 2 funding. Disbursement and financial management systems are based on the HACT, which has significant differences to the GoZ PFM systems. Only limited capacity will be developed under the GPE 2 programme for strengthened GoZ PFM systems if the same systems continue as from the GPE 1 programme. This arrangement will also tend to lead to the GPE 2 operating as a programme separate from MoPSE programs, a significant flaw with MoPSE introducing Programme Based Budgeting (PBB).

Option 2: Operating through an off-budget MoPSE account

Under option 2 a dedicated MoPSE account would be established under Ministry of Finance guidelines and financial management procedures. GPE 2 funding would be disbursed through the account, which would in turn disburse to service providers, NGOs and off-budget accounts in the provinces and districts. Joint approval for expenditure by both MoPSE and UNICEF will be required in order to meet donor requirements for financial accountability.

The main advantage of this modality will be that it will be following government financial procedures with funds being transferred to a MoPSE account and then disbursed against an agreed work plan to departments, districts and schools. There would normally be third party auditing as agreed between MoPSE, UNICEF and donors.

The main disadvantage of this modality will be that even with joint expenditure management by UNICEF and MoPSE, donor requirements for financial management controls will not be met. Most donors have strong financial management and accountability criteria that must be met in order to disburse funds through government accounts, even if direct budget support is not used. The Public Expenditure and Financial Accountability (PEFA) framework is used by most donors to assess the strength or otherwise of country's Public Financial Management (PFM) systems. The most recent PEFA assessment for Zimbabwe was the Country Integrated Fiduciary Assessment (CIFA) of July 2012. On an A (high) to D (low) scoring framework for the strength of PFM systems, this assessment scores Zimbabwe PFM systems as C or D for most functions, indicating

that significant PFM reform and systems strengthening is required before GoZ PFM systems can be used to disburse donor funds.

Joint financial approval by UNICEF and MoPSE has the further disadvantage that it risks delaying disbursement of funds and approval of expenditure thereby acting as a serious potential constraint on operations.

After considering the advantages and disadvantages of both options above, it was decided by MoPSE and partners that the GPE 2 will use the funding modality that is in place for the current GPE programme while seeking to align more closely with GoZ funding disbursement procedures. For example, the GPE 2 programme budget will be coherent with the MoPSE budget structure, enabling better resource allocation and greater transparency in the allocation of complementary funding by MoPSE.

It is therefore recommended that a further Option 3 is used to disburse and manage GPE 2 programme funds which combines the advantages of Options 1 and 2 without their disadvantages as set out below.

Option 3: Harmonising the GPE funding modality with GoZ PFM systems

Under Option 3, the favoured option for disbursing and accounting for programme funds, GPE 2 systems, procedures and reporting will be harmonised with GoZ PFM systems. GoZ has embarked on a PFM reform programme supported by donors and is committed to improving the quality of its PFM systems and their transparency and accountability.

There now exists the conditions for the GPE 2 programme to play a major role in building stronger and more integrated PFM systems. The Public Financial Management Enhancement Project (PFMEP) has been launched this year (2016) with multi-donor funding and support and implementation led by the World Bank. PFMEP builds on earlier work supported by the World Bank that helped to resuscitate Zimbabwe's Integrated Financial Management Information System (IFMIS) and accounting functions. Under PFMEP, the IFMIS system will be extended to include district offices, integrating national, provincial and district levels of government into a single PFM system.

With the extension of IFMIS to district offices, a computerised PFM system will be in place at all levels of government which can potentially both meet donor requirements for robust PFM systems, accountability and reporting and support the strengthening of GoZ PFM systems. As IFMIS systems are extended to the districts and capacity is developed, GPE 2 systems and procedures will progressively use GoZ PFM and IFMIS reporting formats, while still remaining within HACT systems, procedures and guidelines. The planned PEFA assessment of Zimbabwe's PFM system in 2017 under PFMEP will provide an important diagnosis of strengths and weaknesses that will need to be addressed for GPE 2 system integration to proceed as planned.

Under the GPE 2 programme, budgeting will also be aligned with the MoPSE programme structure, thereby integrating with the Programme Based Budgeting (PBB) system that was introduced to MoPSE in 2016.

Pathway to implementing Option 3

It will be vital to establish strong leadership and guidance by MoPSE and donors over PFM reform and over the structures and processes needed for the progressive harmonisation and integration of GoZ financial management systems with donor requirements. This integration should be closely aligned with the overall programme of GoZ PFM reform led by the MoFED and supported by donors, notably the World Bank funded PFMEP. It is proposed that a MoPSE Education Finance Standing Committee should be established chaired and led by MoPSE with the membership of the key donors involved with PFM reform in Zimbabwe under the guidance of the ECD. The FSC will lead PFM reform in MoPSE and guide progressive harmonisation and integration of GoZ and donor financial management systems. It will be chaired by the MoPSE Permanent Secretary and meet at least six times a year. It should be established during 2016 so that it can lead the strengthening of MoPSE financial management systems from 2017, the first implementation year of GPE 2. The draft ToR for the FSC is included in Annex 5.

The FSC will design a more detailed programme for the harmonisation and integration of GoZ and donor PFM systems, through a technical working group. The broad pathway of this programme can however already be identified as follows:

2016: Establish the FSC and identify the most important areas for MoPSE PFM system strengthening and integration with donor systems.
2017: Progressively integrate MoPSE and GPE 2 accounting and financial reporting systems in MoPSE head office and UNICEF through a bespoke software interface with IFMIS. Participate in the planned PEFA assessment of GoZ financial management systems through the PFMEP and lead actions within MoPSE to meet its recommendations on system strengthening.
2018: Extend the integration of MoPSE and GPE 2 accounting and financial reporting systems to provincial and district offices in phase with the planned extension of IFMIS to these offices under the PFMEP.
2019 and beyond: Consider and support the full integration of MoPSE and donor financial management systems, using IFMIS and GoZ processes and procedures, based on the progress made in the previous three years in both MoPSE system strengthening and in the GoZ PFM reform programme.

7.6 Programme finance

7.6.1 Disbursement arrangements

The disbursement arrangements for the GPE 2 programme will build upon those used for the first programme, using GoZ systems and procedures as IFMIS is extended effectively to the districts.

Disbursement through UNICEF is governed by the UN's Harmonised Approach to Cash Transfers (HACT).

HACT recognises four main types of payments:

- **Direct cash transfers** to implementing partners, for obligations and expenditures to be made by them in support of activities agreed in annual work plans (AWPs);
- **Direct payments** to vendors and other third parties, for obligations incurred by the Implementing Partner in support of activities agreed in AWPs;
- **Reimbursement** to implementing partners for obligations made and expenditure incurred by them in support of activities agreed in AWPs; and,
- **Direct agency** implementation through which UNICEF makes obligations and incurs expenditure in support of activities agreed in AWPs.

When UNICEF does not implement the activity, there is a micro assessment of the implementing partner. Some of the foreseen implementing partners have already been assessed as low risk under the EDF while others, including government bodies, have been assessed as high risk.

The disbursement of funds for the grants at the district and cluster level will also be conducted in line with HACT guidelines as follows.

- **Disbursement of the district and cluster grant allocations to each district and cluster through a dedicated bank account** opened purely for the receipt and expenditure of the GPE programme funds. Operation, signatories and management of this dedicated bank account will be under MoPSE financial procedures, with at least one of the signatories being a parent.
- **The district office will be required to acknowledge receipt of funds by the clusters** within the district. The district will be responsible for acknowledging receipt of funds on behalf of all its clusters.
- **Reporting of cluster grants disbursement and expenditure will use the Funding Authorization and Certificate of Expenditures (FACE) form**, which reports on requested disbursements and actual expenditure against the programme Annual Work Plan (AWP). The FACE form provides for rolling financial management reporting which indicates planned disbursements for the next period while reporting on expenditure against these disbursements in the completed period under the AWP.
- **The FACE format and disbursement and expenditure information will be progressively harmonised with GoZ PFM systems and IFMIS.** As IFMIS systems and capacity are developed in the districts the FACE form will be harmonised with IFMIS reporting, with the collection of disbursement and expenditure data from the FACE form into MoPSE systems being progressively decentralised to the district level as capacity is developed.
- **Reporting of district and cluster grants disbursement and expenditure** will be through MoPSE structures and then to UNICEF in order to ensure that the MoPSE Department of Finance has full information on expenditure of GPE 2 funds in provinces, districts, clusters and schools. Districts will therefore report to provinces on disbursement and expenditure using the FACE form, with provinces then reporting to MoPSE Department of Finance. The Department of Finance will use the FACE form to maintain its own records of expenditure of GPE 2 funds, and to audit the expenditure of these funds. The Department will then pass the FACE form to UNICEF with its approval that payment can be made.

- **Authorisation of full and complete expenditure of funds, or 'liquidation', is required from the district through the FACE form** before the end of six months after the grant has been disbursed to the district.
- **Where the reporting entity is the BSPZ District Committee**, if full and complete liquidation is not reported for all clusters by the district by the end of six months after funds disbursement, disbursement of cluster grant allocations could cease for the whole district. It is therefore vital that clusters report rapidly and accurately to the district on their expenditure of funds and that the district closely monitors their clusters to ensure that all funds are spent within the six-month period.

The cluster grant allocations will be distributed termly to match the school planning time frame. The cluster grant allocations need to be disbursed early enough in the term that funds can be used in that term and to ensure that financial reporting on disbursement of the grant and expenditure of funds can be given to the district in good time to meet UNICEF financial reporting timeframes under the FACE requirements.

Financial reporting will be provided using the UNICEF FACE format accurately and in good time to provide strong evidence of both authorisation and full liquidation of funds and reduce the risk of cluster grant disbursement in the district being frozen due to failure to meet these requirements. Financial reporting will be progressively integrated with GoZ reporting formats as IFMIS is extended to the districts and district financial management capacity through MoPSE systems is developed and strengthened. The recommended FACE reporting timeframes and the responsibilities of the school and district within the school year mirror the requirements of the other major programs which support school level education in Zimbabwe, i.e., the School Grants programme.

7.6.2 Accounting

GPE funds disbursed through the provinces and districts will be into UNICEF operated accounts established and used under GPE 1.

UNICEF will carry out regular spot checks in the districts and the clusters to monitor the financial management of the grants as per HACT guidelines.

The GPE programme will maintain a computerized accounting system to record its transactions, prepare interim financial reports and annual financial statements in line with UNICEF procedures. The books of accounts for the project will be maintained on double-entry bookkeeping principles. These systems will be progressively integrated with GoZ PFM systems as IFMIS systems and capacity are developed, especially in the districts.

Commitments will be monitored and tracked to ensure that a full picture for the programme is available. This will cover all sources of funding, all transactions and utilization of said funds. All supporting documents will be kept at the district and cluster level respectively for their funds. Direct disbursements made by UNICEF will be included in the project accounting system. Funds received from different sources would be identified separately and reflected in project accounts, interim financial reports and annual financial statements.

7.6.3 Auditing

Programme-related transactions and activities will be distinguished at the data-capture stage. A Chart of Accounts for the programme will be developed which will conform to the classification of expenditures and sources of funds. The Chart of Accounts should allow data to be captured in a manner to facilitate financial reporting of programme expenditures by: (i) programs aligned to the MoPSE programme structure; (ii) programme components; (iii) subcomponents; and (iv) contracts.

Clusters and districts will be required to produce annual audited accounts, either by being directly audited by the provincial internal audit office or by providing independently audited accounts to the same office in line with the HACT established thresholds. Internal auditing of disbursement and expenditure of the grant allocations to clusters will be required. The principles under which the auditing will operate are as follows:

Provincial internal auditors will undertake checks in the form of an audit of financial records and a verification of proper use of funds. This will not be a full audit, but will ensure that all financial procedures for disbursement and expenditure of funds are being followed, funds are only being spent on eligible expenditure, all financial monitoring and reporting requirements are being met accurately and in good time, and there is no evidence of the misuse or misappropriation of funds.

The prime purpose of the auditing is to ensure that clusters and districts realise that any departure from the financial management procedures and the misuse or misappropriation of funds is likely to be rapidly identified and corrective action taken, up to and including disciplinary or legal action.

GPE will also finance a share of the external financial monitoring contract being put in place by UNICEF for the School Grants Programme. Provision has been made in the cost estimates for this external monitoring to serve as a back-up to the internal audits referred to above.

7.6.4 Financial management at the cluster and district level

The project will make use of the manual on financial management procedures that the School Grants Programme is developing. The procedures for the GPE will be no different. It is anticipated that the cluster coordinator (from the cluster central school) will be in charge of the cluster level finances, which will have at least one parent as a co-signatory, and the DEO will be in charge of the district level finances, which will also have at least one parent as a co-signatory. The financial management procedures will be based on three main existing documents:

- The financial and procurement sections of MoPSE regulations.
- The School Services Fund Accounting Procedures Manual for government schools.
- The Manual on Financial Administration in Non-Government Schools.

These documents set out strong and accountable financial and procurement systems that clearly specify roles and responsibilities, management requirements, operational procedures and monitoring and reporting formats. They provide for a robust system of financial management that is already well understood and widely used in the schools and districts.

Social accountability arrangements are of special importance, given the size and nature of activities at the cluster level. Accordingly, public dissemination of information at the cluster and school level and community oversight will be used to verify service delivery and to provide a control measure over the use of funds. The minimum required arrangements include:

- Funds received and their use will be publicly disseminated to the community through notice boards and/or leaflets.
- Use of pictorial messages on community signboards.
- Clear protocol of sanctions for misuse of funds is determined, applied and well publicized.

7.6.5 Programme accountability – complaints

For MoPSE, there are a number of established mechanisms in place to respond to inappropriate or illegal activity within the education system. These include a strengthened internal audit capacity that has recently carried out a number of school level audits resulting in some cases in disciplinary actions including suspension and dismissal; the development of the Teacher Professional Standards provides for both self-assessment and also external review by the inspectorate; there is a strong NGO sector who can represent civil society (they have representatives on the ECG) and there is a vibrant and outspoken media.

MOPSE has a department for ICT, e-learning, communication strategies and image building which oversees the handling of complaints from media, NGO's, teachers unions etc. and prepares an appropriate response.

As Grant Agent, UNICEF has well established mechanisms and procedures to allow for and to respond to complaints that are made against UNICEF operations, staff and other contractors. UNICEF has a page on its website with an Investigation Hotline that outlines several mechanisms for reporting suspected fraud or misuse of funds. (http://www.unicef.org/about/contact_42379.html
The Office of Internal Audit and Investigations (OIAI) conducts investigations to examine and determine the veracity of allegations of corrupt or fraudulent practices, and allegations of misconduct that involve UNICEF staff, consultants, non-staff personnel and institutional contractors.

OIAI carries out investigations in accordance with the Uniform Principles and Guidelines for Investigations endorsed by the 10th Conference of International Investigators in 2009, and in conformity with due process principles, as laid out in Chapter X of the United Nations Staff Regulations and Rules.

8. Programme Monitoring and Results Framework

As the GPE programme is fully aligned with the ESSP and the sub-sectoral and departmental operational plans, it is planned that the main GPE programme monitoring will take place as a normal part of the ESSP monitoring, the details of which are given in Chapter 4 of the 2016–2020 ESSP. An annual review process that has been in place previously will be strengthened and the districts and the provinces will now be a part of this process. Districts will prepare annual reports based on a stakeholder review in September to feed into a provincial reviews in October and then the national review will be held in November. Prior to the national review meeting, MoPSE will prepare a sector review report that builds on province and district reviews and that uses other data sources. Programme 5 of the GPE programme will support preparation of reviews in the districts, provinces and at the national level.

In addition to the annual process there are regular ECG meetings with consensus amongst the ECG membership to move these meetings away from having a focus on programme implementation to being a forum for sector policy dialogue, evaluation of progress and support, and aligned to the ESSP.

As Grant Agent, UNICEF will maintain a specific overview of the GPE programme work, providing specific reports as required by the GPE Secretariat and raising any challenges at the ECG.

The ESSP has a comprehensive results framework and responds as a whole to GPE interventions. MoPSE, has, at the request of the GPE Secretariat and the suggestions in the QAR2 highlighted a set of indicators that will specifically focus on the expected outputs of the GPE support. However, it has to be emphasized that the GPE proposal is a contribution to the broader ESSP programme and not an end in itself or a 'project'. The more limited set of indicators will be used to report to the GPE.

The ESSP Results Framework has been added as Annex 2.

The variable tranche indicators, along with the rationale for their selection, are given below.

Variable tranche: Indicators and Targets					
Indicator[18]	Year[19] 2014	Year 2015	Baseline (2016 Year)	Year 2017	Year 2018
Equity: # Districts (out of 63) with a Lower Secondary Gross Enrolment of at least 75%		35	37	39	41
Efficiency: Survival Rate Form 4 (Female)		79.3	81	82	84
Learning Outcomes: Grade 7 Pass Rate (Total)		41.8	44	47	49
# Districts (out of 72) with a Grade 7 Pass Rate of 50 % in Mathematics (Total)		33	35	37	39

Equity

The proposed indicator for equity addresses multiple aspects of equity: disparities by geographical area, by gender as well as by socio-economic status. Sector performance reviews at national, provincial and district levels as well as evidence generated by the CERID will strengthen capacities of districts to analyse their own situation and to target monitoring and interventions where most progress will need to be made, whether it is about improving transition rates from primary to lower secondary, increasing retention of girls in lower secondary or ensuring schools comply with the policy to protect and retain students even when their parents are unable to pay school fees and levies. The Ministry of Primary and Secondary Education is committed to strengthen the capacity of the District Education Offices by increasing their human resources, by developing monitoring tools and supporting capacity development to undertake sector performance reviews. The main reason to focus on increasing access to lower secondary education is related to the fact that Zimbabwe has reached almost universal access to primary education, including for the poorest quintile, and priority is given to increase access to and completion of lower secondary education. The selected process indicator gives weight to the importance of inclusive sector performance reviews which will inform the allocation of resources and prioritization of strategic priorities in the district level operational plans. The nationwide implementation of the Performance Lag Address Programme, supported by GPE 1 2014-2016, will also impact on improved performance related to the selected results indicator.

In terms of the stretch indicators, in comparison with the primary level, GER at the lower secondary level is very low (just above 50%), and this situation has stubbornly persisted over the years. Raising GERs nationally presents a peculiar challenge given the complexity of the set of multiple causal factors at play. Focusing on the worst performing districts represents MoPSE's political will to tackle these causal factors through sustainable, systematic strategies that may result in small positive gains at the national level. However, this will reflect huge gains in the targeted districts over a short period, and thus

[18] Definition of the selected indicators.

[19] Recent data for the indicators (where applicable).

significantly reduce disparities based on geographic location, gender and socio-economic status

Efficiency

Priority is given to increasing access to and completion of lower secondary education in an equitable manner. Compared to primary education, internal efficiency related issues become a major factor in secondary education, characterized by increasing dropout rates, particularly of girls, in the second two years of lower secondary education that results in increased wastage of investment. It is of key importance that internal efficiency improves, not only to achieve a better return on investment but to ensure more boys and girls will be able to complete Form 4 at the right age and have a chance to fulfil their potential. Progress in survival rates and improving internal efficiency for girls will also impact on current high levels of child marriage. Factors influencing retention and completion of lower secondary education, particularly for girls, is a complex matter which requires strong analysis and research that can influence programme design and related interventions. Interventions have to be informed by the local context and the specific factors that play a key role for performance and retention. Therefore, the selected process indicator relates to strengthening of analysis and research on performance and retention, particularly at the district level.

Learning Outcomes

The Grade 7 pass rate is an important proxy indicator for learning. Whereas access to primary education is almost universal [20]and pass rates have improved to some extent over the past year, the ESSP reflects the Ministry's priority on learning and improving learning outcomes, which also closely relates to the implementation of the new curriculum, one of the core priority areas under the ESSP and GPE2. The inclusion of a specific indicator on the number of districts with a Grade 7 pass rate of 50% in mathematics reflects the priority given to this subject as well as the priority given to equity. Improvement in pass rates will show the positive impact that earlier work supported by GPE, such as ERI and PLAP have had. The role of the District Education Offices to provide technical guidance and support, particularly to schools with low pass rates, will be key and is therefore also included as a process indicator.

[20] See Application matrix

Annex 1: Risk analysis

This risk analysis should be considered IN ADDITION TO the risk analysis that is given in the ESSP document – it is intended to focus on the risks inherent to the GPE programme.

	Risks and Assumptions	Level	Mitigating activity
1	Government is not able to facilitate policy reform quickly and contribute adequate domestic financial resources, thus delaying other policy related implementation (e.g. NFE, LWS)	**Low**	The GPE will allow government appropriate flexibility in developing and implementing different components of the Education Strategy. The policy framework is on-going work and supported by external funding The operational plans detail activity and responsibility and the resources to be allocated
2	Due to national and international economic headwinds school and opportunity costs become onerous. Inequalities in the education system result in lower demand for education by poor communities and reduced learning outcomes	**Medium**	The GPE programme supports a number of activities to mitigate the financial challenges – a) effective policy b) strong learning outcomes (raise the value of education) c) targeting the more disadvantaged through inclusive education d) research into causes and options to respond to poverty. Under EDF, SIG will mitigate some of the fee stress. Provision of support (including learning materials, training, etc.) will target the poorest schools and will reduce some costs. MoPSE will continue to lobby for the reestablishment of the BEAM scheme. Establishment of the Education Finance Standing Committee will help identify and seek solutions to financing problems.
3	The GA and MoPSE fail to work effectively together	**Low**	The Education Coordination Group provides a forum for discussion and debate and can seek mechanisms to resolve any differences if and when they occur
4	UNICEF and MoPSE do not effectively manage fiduciary and credit risks associated with programme funding.	**Medium**	Implement capacity building interventions, including financial management training. Carry out frequent monitoring and ensure due diligence
5	NGO sector is marginalised	**Low**	Civil society is a member of the ECG, and therefore participate in policy decisions together with other ECG members
6	There is a significant delay in implementation of the new curriculum which will impact on provision of learning materials, teacher development and other programs concerned with inclusion	**Medium**	The new curriculum has a high degree of broad, political support and is being phased in rather than with a 'big bang'. Funding for implementation will be provided by GPE and EDF. There are minimal recurrent cost implications
7	Procurement delays/ problems	**Medium**	There are no large scale procurement activities envisaged under this programme. SIG has proved to be an effective modality for procurement at the school levels. Districts have developed a capacity to

	Risks and Assumptions	Level	Mitigating activity
			manage and account for funds through the current GPE programme
8	GA lacks the capacity to manage the additional demands of administering a substantial programme in addition to its current commitment to implement the EDF activities that include school grants	**Low**	UNICEF has substantial experience of managing the current GPE programme and will continue to ensure that sufficient staff and institutional capacity are assigned to support the implementation of the project. The complementarity of activities between EDF, school grants and the GPE means that their implementation can be coordinated in an integrated manner
9	Economic situation, including international global downturn, deteriorates leading to reduction in economic activity. Climate change and disasters that affect food security and other health factors have negative impacts on school attendance.	**High**	Recent discussion with IMF indicates some movement in reaching agreement on new lines of credit. International support available to help restructure the finance systems. the establishment of a Public Financial Management Enhancement Project (PFMEP) with the World Bank in order to assist Zimbabwe in improving control, transparency and accountability, and oversight in the use of public resources. The proposed implementation mechanisms for the GPE grant are, in and of themselves, a way of avoiding the financial management problems while they are being addressed with the IMF and the World Bank. The international community generally responds to drought/ food crises.

Annex 2: GPE and ESSP Sector Performance Framework

MOV: Means of verification

EMIS – Zimbabwe Education Management Information System
MICS – Multiple Indicator Cluster Survey (carried out every 4 years)
SPRR - Sector Performance Review Report
ZELA - Zimbabwe Early Learning Assessment- measured in first term, Grade 3. Note: all ZELA related indicators will be disaggregated by sex as well as by socio-economic status and reviewed at sector performance reviews accordingly
ZimSEC – Zimbabwe Schools Examination Council

Indicators	MOV	2015	2016	2017	2018	2019	2020
# Districts (out of 72) with a G7 Pass Rate of 50 % in Mathematics (T)	ZimSEC EMIS	33	35	37	39	42	45
# Districts (out of 72) with a G7 Pass Rate of 50 % in Mathematics (M)	ZimSEC EMIS	28	31	33	35	38	40
# Districts (out of 72) with a G7 Pass Rate of 50 % in Mathematics (F)	ZimSEC EMIS	39	40	42	43	45	46
# Districts (out of 63) with a Lower Secondary Gross Enrolment of at least 75% (T)	EMIS	35	37	39	41	43	45
# Districts (out of 63) with a Lower Secondary Gross Enrolment of at least 75% (M)	EMIS	34	36	38	40	42	44
# Districts (out of 63) with a Lower Secondary Gross Enrolment of at least 75% (F)	EMIS	38	39	40	42	44	45
Survival Rate Form 4 (T) (for those entering Form1)	EMIS	84.0	85	86	87	88	89
Survival Rate Form 4 (F)	EMIS	79.3	81	82	84	85	87
Survival Rate Form 4 (M)	EMIS	88.8	89	90	90	91	91
No. of CWDs enrolled in secondary (Form 1-6)	SPRR	4,955	6,964	8.973	10,982	12,991	15,000
Net Enrolment Rate ECD A (T)	EMIS	15.0	20	25	30	35	40
Net Enrolment Rate ECD A (M)	EMIS	14.7	20	25	30	35	40
Net Enrolment Rate ECD A (F)	EMIS	15.2	20	25	30	35	40
Net Enrolment Rate ECD B (T)	EMIS	33.2	35	40	45	50	55
Net Enrolment Rate ECD B (M)	EMIS	32.6	35	40	45	50	55
Net Enrolment Rate ECD B (F)	EMIS	33.8	35	40	45	50	55
Percentage of Children with Disabilities enrolled in ECD A and B	EMIS	10	15	20	25	30	35
Percentage of Out of School Children of Primary School Age (6-12)	MICS	(2014) 6.6				(2018) 5	
Percentage of Out of School Children of Secondary School Age (13-18)	MICS	(2014) 20.6				(2018) 18	
Number of Children with Disabilities enrolled in Primary and Secondary Education (excl. Special Schools) (T)	EMIS	40,226	42,000	44,000	47,500	50,000	55,000

Indicators	MOV	2015	2016	2017	2018	2019	2020
Number of Children with Disabilities enrolled in Primary and Secondary Education (excl. Special Schools) (M)	EMIS	22,836	23,520	24,200	25,650	26,500	28,600
Number of Children with Disabilities enrolled in Primary and Secondary Education (excl. Special Schools) (F)	EMIS	17,390	18,480	19,800	21,850	23,500	26,400
Learning Performance Grade 2 – Numeracy (T)	ZELA[21]	67%	68%	69%	70%	70%	70%
Learning Performance Grade 2 – English (T)	ZELA	51%	52%	54%	56%	58%	60%
Learning Performance Grade 2 – Shona (T)	ZELA	69%	70%	70%	71%	71%	72%
Learning Performance Grade 2 – Ndebele (T)	ZELA	78%	78%	79%	79%	80%	80%
Net Enrolment Rate Junior Education (G3-7) (T)	EMIS	94.6	95	95	95	96	96
Net Enrolment Rate Junior Education (G3-7) (M)	EMIS	92.2	93	94	94	95	96
Net Enrolment Rate Junior Education (G3-7) (F)	EMIS	97.1	97	97	97	97	97
Primary Completion Rate (T)	EMIS	79.7	80	81	82	83	84
Primary Completion Rate (M)	EMIS	78.7	80	81	82	83	84
Primary Completion Rate (F)	EMIS	80.8	81	81	82	83	84

[21] ZELA = Zimbabwe Early Learning Assessment- measured at first term in Grade 3. Note: all ZELA related indicators will be disaggregated by sex as well as by socio-economic status and reviewed at sector performance reviews accordingly.

Process Indicators (GPE related shaded in blue)

Indicator/Goal	Baseline / 2016	2017	2018	2019	2020
New curriculum implementation as per the outputs in the operational plan	Curriculum Framework and Implementation Plan in place Syllabus, materials, teachers training completed for 2017	ECD A, Grade 1, Grade 3, Form 1, Form 3A Level 1 commence	ECD B, Grade 2, Grade 4, Form 2, A Level 2 commence + new assessment	Grade 5, Form 3 commence	Grade 6 commences, Grade 7 exams
Number of local languages introduced in schools	3	6	9	12	16
Number of Schools visited by District Education Officials	TBD		All schools, including the most remote ones, have been visited at least once per year		All schools, including the most remote ones, have been visited at least twice per year
ECD policy and ECD standards and guidelines (IG4)	Review existing ECD standards and legal and regulatory framework. Agree on implementation plan.	New ECD Policy in place with agreed standards and guidelines.	Implementation of new ECD policy and integration of standards and assessment tools into existing monitoring tools	Sector Performance Reviews analyse progress of implementation and compliance with standards	
Teacher Professional Standards	TPS framework and standards in place TPS monitoring tools being developed for use by districts and schools	Baseline for TPS compliance in place and targets set Development programs for teachers developed based on TPS	Development programs based on TPS implemented		
Sector Performance Reviews	2015 National Sector Performance Review held with participation of civil society. 2016 National Sector Performance Review with participation of civil society to be held using an agreed monitoring framework and an analytical sector performance review report prepared in advance.	In addition to the national sector performance review, reviews held at provincial and district levels with participation of civil society.	Annual Sector Performance Review meetings held at national, provincial and district levels. Consolidated findings and recommendations feed into the MTR of the ESSP		

Indicator/Goal	Baseline / 2016	2017	2018	2019	2020
Operational Plans reviewed and adapted based on a rolling work plan approach	First Operational Plans developed at national and sub-national levels. Sector Performance Reviews inform the operational plans for 2017-2019	Findings from annual sector performance reviews inform the operational plans for 2018-2019	Findings from annual sector performance reviews inform the operational plans for 2019-2020		
Governance systems	Inventory and Capacity Assessment of main governance systems, including regulatory frameworks, audit and PFM (public financial management) at all levels. Reflect main findings and capacity needs in an initial concept note on a capacity development framework	Agreed governance performance standards in place. Comprehensive capacity development programme to strengthen governance with emphasis on individual as well as institutional strengthening. Initiate operationalization of the capacity development programme	Implementation of capacity development programme for governance strengthening, informing rolling operational workplans.		
Strong Sector Coordination and Policy Dialogue	Education Coordination Group meets according to agreed meeting schedule. Revision of TORs, membership and priorities for strategic dialogue.	Education Coordination Group meets according to agreed meeting schedule	Education Coordination Group meets according to agreed meeting schedule	Education Coordination Group meets according to agreed meeting schedule	Education Coordination Group meets according to agreed meeting schedule

Additional comments on the indicators:

The above results framework is fully consistent with the ESSP and includes only those indicators that are particularly related to GPE supported work. It has to be noted that in practice the sector performance reviews will use more detailed, more disaggregated versions of the same indicators. This is particularly relevant from an equity perspective as analysis and understanding of disparities within provinces and districts will allow for better informed actions on the ground, including the prioritization of support to the most disadvantaged areas and schools. Capacities of district education offices is currently being extended recognizing the important support role the district education offices play for schools. The sector performance review process at national and sub-national levels will ensure that there is full ownership over the ESSP priorities, indicators and targets as well as the equity agenda.

Routine administrative data collection will take place annually using EMIS and TDIS and will be entered at district level. Data itself will be available for analysis before the sector performance reviews in order to make use of the most recent data for sector analysis. Additional data will be available through surveys, including the Zimbabwe Early Learning Assessment. The results framework and related indicators will be translated into a reporting template including guidance for analysis at district, provincial and national levels. As demonstrated earlier, MoPSE has capacity to run such events at the different levels but will also benefit from technical expertise from a consultant who will support the sector performance review process.

Annex 3: Indicative detailed programme budget

The estimation of GPE programme costs has been undertaken using an Excel spread sheet and two methods as follows:

- **Cost drivers and unit costs** are identified where possible, such as the purchase of textbooks to support the introduction of the new curriculum, which is based on the targeted number of pupils to receive books. Unit costs, such as for textbooks, are then allocated to the cost drivers to estimate the necessary costs.
- **Allocations** are given to activity areas that do not have obvious identifiable cost drivers, such as the drafting and finalisation of acts and policy papers.

A mixed method approach has therefore been used to estimate GPE 2 programme costs. The unit costs used for those items where cost drivers have been identified is set out in the table below. These unit costs have been used both for the GPE 2 programme costing and in the costing of the ESSP Operational Plans.

Table 11: Unit costs used in GPE 2 programme costing

Item	Unit	Unit Cost	Source
Local consultant	per day	$200	Costing by the ESSP OP working groups
International consultant	per day	$1,000	UNICEF rates
Brochure	per unit	$0.10	Costing by ESSP OP working groups
Small manual	per unit	$2.00	Costing by ESSP OP working groups
Large manual	per unit	$10.00	Costing by the ESSP OP working groups
ECD teaching and learning materials	per pupil	$3.00	Estimated based on junior and secondary book costs
First aid kits	per unit	$35	Assumed
Fire extinguisher	per unit	$35	Assumed
Assessment in schools	per school	$50	Costing by the ESSP OP working groups
Monitoring visits to schools	per school	$50	Costing by the ESSP OP working groups
Conduct Zimbabwe Early Learning Assessment	per school	$300	Costing by the ESSP OP working groups
In-service teacher training for 3 day course	per trainee	$20	GPE 1 unit costs
Construction of a 3 room classroom block	per room	$20,000	Malawi low cost construction programme
Construction and equipping of science laboratories in a 3 room classroom block	per room	$25,000	Malawi low cost construction programme
Technical and vocational kits for schools	per school	$500	Assumed
Purchase of ICT equipment for schools	per school	$500	Assumed
Primary textbook including delivery (bulk purchase)	per book	$0.86	GPE 1 unit costs
Secondary textbook including delivery (bulk purchase)	per book	$1.32	GPE 1 unit costs

An important approach to the costing has been to prioritise funding to the poorest, in line with GPE equity principles. All activities to be funded in schools, including teacher training, provision of teaching and learning materials, and construction of infrastructure are therefore prioritised for P3, S3 and satellite schools that are situated in rural areas.

The costing model comes with an activity sheet which sets out the quantities of resources that are devoted to each activity area. Where cost drivers have been identified cost estimates have been based on these activities. For example, estimated costs for teacher training and provision of teaching and learning materials to support the introduction of the new curriculum have been based on the numbers of teachers to be trained and the number of textbooks to be supplied in each year that the new curriculum is introduced, as set out in the ESSP.

The costing model is designed so that coverage of each activity area can be set and the costs estimated. For example, 90% of all teaching and learning materials to support the introduction of the new curriculum are programmed under GPE 2, while 20% of teacher training associated with the introduction of the new curriculum are programmed under GPE 2. In this way complementary funding from EDF and MoPSE can be identified and quantified.

Costings for GPE2: Fixed and variable tranche

	Unit	Unit Cost	2017	2018	2019	2020	TOTAL
A. GPE FIXED TRANCHE							
Component 1: Providing a strong policy, legal and regulatory framework							
Sub-component 1.1: Legal and policy development work							
Update the Education Act and other legal frameworks to be consistent with the Constitution	Per day	$1,000	$100,000	$100,000	$0	$0	$200,000
Undertake policy work in 11 areas	Per day	$1,000	$150,000	$150,000	$0	$0	$300,000
Sub-total Sub-component 1.1			***$250,000***	***$250,000***	***$0***	***$0***	***$500,000***
Sub-component 1.2: Leadership and management development for school support and school leaders							
Functional and institutional review linked to implementing the school finance policy	Per day	$1,000	$200,000	$200,000	$0	$0	$400,000
Establish a modality and the operating procedures for the school finance policy	Per day	$1,000	$100,000	$0	$0	$0	$100,000
Sub-total Sub-component 1.2			***$300,000***	***$200,000***	***$0***	***$0***	***$500,000***
Sub-component 1.3: Inclusive education policy							
Finalize the Inclusive Education policy framework	Per day	$1,000	$125,000	$125,000	$0	$0	$250,000
Sub-total Sub-component 1.3			***$125,000***	***$125,000***	***$0***	***$0***	***$250,000***
Total Component 1			**$675,000**	**$575,000**	**$0**	**$0**	**$1,250,000**
Component 2: Implementing the New Curriculum							
Sub-component 2.1: New Curriculum Implementation							
Printing and distribution of syllabuses	Number	$10	$100,000	$100,000	$10	$0	$200,010
Review and adjustment of syllabuses	Number	$10	$50,000	$50,000	$10	$0	$100,010
Review of learning material and teacher manuals	Per day	$1,000	$100,000	$100,000	$0	$0	$200,000
Providing in-service training for those starting new curriculum classes	Per teacher	$20.00	$193,327	$78,104	$78,885	$0	$350,316
Providing in-service follow up in-service training with teachers already using the new syllabuses	Per teacher	$6.67	$0	$65,087	$26,295	$0	$91,382
Sub-total Sub-component 2.1			***$443,327***	***$393,191***	***$105,200***	***$0***	***$941,717***

	Unit	Unit Cost	2017	2018	2019	2020	TOTAL
Sub-component 2.2: Purchase of textbooks and learning materials							
Purchase of textbooks and learning materials for the poorest schools - primary schools	Per book	$0.86	$2,844,065	$933,335	$0	$0	$3,777,400
Purchase of textbooks and learning materials for the poorest schools - secondary schools	Per book	$1.32	$1,459,700	$1,361,141	$0	$0	$2,820,841
Purchase of textbooks, learning materials and equipment for technical and vocational education	Per school	$2,000	$250,000	$250,000	$0	$0	$500,000
Sub-total Sub-component 2.2			**$4,553,765**	**$2,544,476**	**$0**	**$0**	***$7,098,241***
Sub-component 2.3: Consolidating the Early Reading Initiative							
Designing the ERI programme within the new curriculum	Per day	$1,000	$50,000	$0	$0	$0	$50,000
Purchase of early reading learning materials for the poorest schools	Per pupil	$3.00	$540,000	$540,000	$0	$0	$1,080,000
Sub-total Sub-component 2.3			**$590,000**	**$540,000**	**$0**	**$0**	***$1,130,000***
Total Component 2			**$5,587,092**	**$3,477,666**	**$105,200**	**$0**	**$9,169,958**
Component 3: Improved access							
Sub-component 3.1 Special needs education, School Psychological Services							
Improved referral system for special needs learners	Allocation	$100,000	$100,000	$100,000	$0	$0	$200,000
Provide empowerment grants to school clusters to develop and distribute special needs aids	Per cluster	$1,000	$305,000	$305,000	$0	$0	$610,000
Strengthen the School Psychological Services	Allocation	$200,000	$200,000	$200,000	$0	$0	$400,000
Establish a database of support needs for special needs aids and establish a modality for provision	Allocation	$100,000	$100,000	$0	$0	$0	$100,000
Sub-total Sub-component 3.1			***$705,000***	***$605,000***	***$0***	***$0***	***$1,310,000***
Sub-component 3.2: Non formal education							
Develop all additional materials needed for the NFE under the new curriculum	Per day	$1,000	$100,000	$100,000	$0	$0	$200,000
Development of an NFE teacher training framework to be integrated into the new curriculum	Per day	$1,000	$100,000	$0	$0	$0	$100,000
Develop, pilot and roll out the NFE distance learning programme	Allocation	$100,000	$100,000	$100,000	$100,000	$0	$300,000
Sub-total Sub-component 3.2			***$300,000***	***$200,000***	***$100,000***	***$0***	***$600,000***

	Unit	Unit Cost	2017	2018	2019	2020	TOTAL
Sub-component 3.3: Reintegration of PLAP							
Reintegration of PLAP into the remedial education system	Allocation	$100,000	$100,000	$100,000	$100,000	$0	$300,000
Sub-total Sub-component 3.3			***$100,000***	***$100,000***	***$100,000***	***$0***	***$300,000***
Sub-component 3.4: School infrastructure							
Develop the modality and delivery mechanism for complementary funding	Per day	$1,000	$100,000	$0	$0	$0	$100,000
Complementary funding for construction of classrooms	Per block	$20,000	$0	$800,000	$800,000	$0	$1,600,000
Constructing and equipping laboratories	Per block	$5,000	$0	$100,000	$100,000	$0	$200,000
Sub-total Sub-component 3.4			**$100,000**	**$900,000**	**$900,000**	**$0**	***$1,900,000***
Total Component 3			**$1,205,000**	**$1,805,000**	**$1,100,000**	**$0**	**$4,110,000**
Component 4: Institutional strengthening							
Sub-component 4.1: Capacity and leadership development							
Teacher capacity development linked to Teacher Standards and TDIS	Allocation	$750,000	$750,000	$750,000	$0	$0	$1,500,000
Leadership and management training for in national, provincial and district officers and school heads	Allocation	$500,000	$500,000	$500,000	$0	$0	$1,000,000
Sub-total Sub-component 4.1			***$1,250,000***	***$1,250,000***	***$0***	***$0***	***$2,500,000***
Sub-component 4.2: Establish CERID and undertake research							
Prepare a concept note for research and develop an initial range of research topics.	Per day	$1,000	$50,000	$0	$0	$0	$50,000
Undertake educational research	Allocation	$250,000	$250,000	$250,000	$250,000	$0	$750,000
Investment in CERID infrastructure	Allocation	$250,000	$250,000	$250,000	$250,000	$0	$750,000
Sub-total Sub-component 4.2			***$550,000***	***$500,000***	***$500,000***	***$0***	***$1,550,000***
Total Component 4			**$1,800,000**	**$1,750,000**	**$500,000**	**$0**	**$4,050,000**
Component 5: Programme Management and Monitoring							
Grant Agent technical support to operational activities	Allocation		$650,000	$500,000	$450,000	$0	$1,600,000

	Unit	Unit Cost	2017	2018	2019	2020	TOTAL
Annual ESSP review programme for the Districts, Provinces and the National levels	Allocation	$100,000	$100,000	$100,000	$100,000	$0	$300,000
Total Component 5			**$750,000**	**$600,000**	**$550,000**	**$0**	**$1,900,000**
TOTAL GPE FIXED TRANCHE			**$10,017,092**	**$8,207,666**	**$2,255,200**	**$0**	**$20,478,958**
B. GPE VARIABLE TRANCHE							
Component 2: Implementing the New Curriculum							
Providing in-service training for those starting new curriculum classes	Per teacher	$20.00	$0	$0	$0	$0	$0
Providing in-service follow up in-service training with teachers already using the new syllabuses	Per teacher	$6.67	$0	$0	$0	$26,558	$26,558
Purchase of textbooks and learning materials for the poorest schools - primary schools	Per book	$0.86	$0	$0	$952,002	$965,056	$1,917,058
Purchase of textbooks and learning materials for the poorest schools - secondary schools	Per book	$1.32	$0	$0	$1,415,587	$1,224,512	$2,640,098
Purchase of early reading learning materials for the poorest schools	Per pupil	$3.00	$0	$0	$300,000	$300,000	$600,000
Total Component 2			**$0**	**$0**	**$2,667,588**	**$2,516,126**	**$5,183,714**
Component 3: Improved access							
Provide empowerment grants to school clusters to develop and distribute special needs aids	Per cluster	$1,000	$0	$0	$305,000	$305,000	$610,000
Total Component 3			**$0**	**$0**	**$305,000**	**$305,000**	**$610,000**
Component 4: Institutional strengthening							
Teacher capacity development linked to Teacher Standards and TDIS	Allocation	$750,000	$0	$0	$750,000	$750,000	$1,500,000
Leadership and management training for in national, provincial and district officers and school heads	Allocation	$500,000	$0	$0	$500,000	$500,000	$1,000,000
Total Component 4			**$0**	**$0**	**$1,250,000**	**$1,250,000**	**$2,500,000**
Component 5: Programme management and monitoring							$0
Grant Agent technical support to operational activities	Allocation		$0	$0	$0	$500,000	$500,000
Annual ESSP review programme for the Districts, Provinces and the National levels	Allocation		$0	$0	$0	$100,000	$100,000
Total Component 5			**$0**	**$0**	**$0**	**$600,000**	**$600,000**
TOTAL GPE VARIABLE TRANCHE			**$0**	**$0**	**$4,222,588**	**$4,671,126**	**$8,893,714**

	Unit	Unit Cost	2017	2018	2019	2020	TOTAL
GRAND TOTAL GPE BUDGET			$10,017,092	$8,207,666	$6,477,788	$4,671,126	$29,373,672

Grant Agent UNICEF Management Costs Breakdown (Component 5)

UNICEF staff costs are informed by standard unit costs based on the specific country and level of the posts. These unit costs include all staff costs, not only salaries, including travel costs for field work and monitoring. A detailed overview of staff involved in GPE, standard costs, level of effort, post and level and main role and activities as well as the related budgets is attached. Expenditures will be against actual staff costs whereas the budget is based on the standard costs.

A summarized version:

			Budgets		
Post and Level	**Main Role / Activities**	**Std costs**	**2017**	**2018**	**2019**
GPE Manager (intl.)	Overall management, coordination, reporting	260,987	260,987	130,494	130,494
Education Specialist NOC	Overall implementation management and field relations	117,272	117,272	117,272	117,272
Education Officer NOB	Technical expertise (ECD/ERI, Special Needs)	82,745	41,373	41,373	41,373
Education Specialist NOC	Technical expertise (Curriculum, Quality, NFE)	117,272	58,636	58,636	58,636
Programme Assistant GS5	Administrative support GPE, spot checks	40,019	40,019	40,019	20,010
Supplies/Procurement NOB	Procurement and supply related support	82,745	62,059	41,373	-
Driver GS2	Field monitoring and implementation support	24,356	18,267	18,267	18,267
Finance/ HACT Asst.	Financial controls and support, HACT assurance	54,951	27,476	27,476	27,476
Social Policy Specialist NOC	PFM, linkages with MoFED/WB, Research	117,272	29,318	29,318	29,318
TOTAL			**655,406**	**504,226**	**442,844**

It is important to note that additional UNICEF staff are involved in GPE related work that are fully covered by UNICEF and not charged to GPE. These include for example:

UNICEF Representative and Deputy Representative	Participation in high level meetings and events where appropriate.
Chief Education P5	Overall management of the UNICEF Zimbabwe education programme and high level policy dialogue
Senior Education Specialist NOD	Policy relations and coordination with senior government and overall technical expertise related teacher development and education planning and management
Chief Social Policy	Relations with WB, PFM expertise, economic analysis
Chief Monitoring and Evaluation	Guidance and support on monitoring and evaluation related work
Education Specialist NOC	EMIS/TDIS data processing and analysis

Component 5 also includes a budget for technical support by consultants to support the annual sector performance reviews.

Annex 4: Terms of Reference Education Finance Standing Committee

Zimbabwe Ministry of Primary and Secondary Education

Terms of Reference for Education Finance Standing Committee (EFSC)

Rationale:
The education sector commands the highest call on the national budget and is also supported by grants and loans from bilateral and multilateral organizations and by NGOs. It is vital that the sector's budget, expenditure, accounting and procurement systems and processes are efficient, timely and transparent and are in line with international best practice.
The Ministry of Finance and Economic Development is undertaking a long term public finance management reform program and has included MoPSE as one of the lead ministries in these reforms which include program based budgeting, outcome based monitoring and use of strengthened financial management systems.
MoPSE has the responsibility to prepare, implement and monitor education financing policy, carry out research into education financing, support the identification of priority programs, identify and allocate funds to cover capital and recurrent costs, source funding and internal audit and external audits.
There is a wealth of international experience in the area of Public Financial Management (PFM) and financial reform and donor organizations with such experience have a presence in Zimbabwe. Bringing together these actors, who have extensive experience, with the Ministries of Primary and Secondary Education (MoPSE) and of Finance and Economic Development (MoFED) will provide the essential strong platform and support for the education sector to develop and strengthen its financial management capability.

Functions:
a) Reporting: The EFSC will report to the Minister of Primary and Secondary Education and the Education Coordination Group (ECG). Identify and monitor the core areas of MoPSE finance management.
b) Identify and analyze areas of progress and challenge in the PFM reform program and agree on areas that need a strong focus and specific inputs
c) Agree on support that might be needed, such as advice, expertise and technical assistance, prepare terms of reference for consultants as needed, source and manage consultants, propose ways and means for the use of consultancy/ expert inputs.
d) Act as the reference group for PFM reform and the resulting actions and activities in the education sector.
e) Build the capacity of MoPSE departments to budget efficiently in line with the Program Based Budgeting (PBB) approach, spend funds effectively and for the agreed purpose, procure in a transparent and accountable manner and report consistently and accurately in all areas of PFM.
f) Review and provide financial management advice on ESSP implementation, including budget planning and implementation, monitoring of expenditure, efficiency of procurement and the preparation and monitoring of the annual operational plans.

g) Support the preparation of the education financing policy, commencing with the development of the school financing policy, prepare terms of reference for consultants as needed, and source and manage consultants
h) Coordinate with CERID to identify and implement areas of finance research in the education sector.

Meetings:
The EFSC will meet quarterly and when need arises.

Membership: PD Finance, Administration and Human Resources, MoPSE (Chair); PD Primary and Secondary Education; PD Curriculum Development and Technical Services; PD Learner Welfare Services; PD Revenue and Expenditure (Budgets), Ministry of Finance and Economic Development, DfID, UNICEF, WB, ECOZI and UNESCO.

Annex 5: Logframe for GPE Programme

	A	B	C	D
	Intervention logic	**Indicators**	**Source of verification**	**Assumption**
1	*Within a comprehensive, effective and dynamic policy framework all children, particularly the most vulnerable, access quality and relevant learning*	• Policy framework • Competency based curriculum • % OOSC • Primary and secondary completion rates • Gr 7 pass rates • 'O' level pass rates	JAR JAR EMIS EMIS ZimSEC	
2	1. Policy, legal and regulatory framework 2. Relevant and quality learning: curriculum 3. Equity: inclusive education, non-formal education, accelerated learning 4. Value for money – efficient and effective service delivery and monitoring: institutional strengthening	School financing policy, inclusive education policy (other policies as part of other programs) Syllabi in place; effective and ongoing ToT, new learning materials available to the most disadvantaged schools % OOSC % CWD in school Establish Education Finance Standing Committee # Districts (out of 63) with a Lower Secondary Gross Enrolment of at least 75% (T: M&F) # Districts (out of 72) with a G7 Pass Rate of 50 % in Mathematics (T: M&F) Primary Completion Rate (T: M&F)	JAR reports JAR reports EMIS EMIS DOP reports JAR Reports EMIS EMIS EMIS	See Programme Document Risk assessment
3	Activities[22] 1.1 Establish task teams and ToR 1.2 Recruit technical support 1.3 Extensive stakeholder consultations 1.4 Draft regulatory instruments	Means: ECG/ LEG support Project funds Project funds Project funds	GPE contribution: 1,200,000 $	Possible approval at Cabinet level

[22] There will be more detail about the activities added when the action plans are prepared

	1.5 Policy implementation through the national and subnational OP	Project funds		
	2.1 CDTS continuing to prepare/ update and monitor syllabus	CDTS + project funds		
	2.2 In-service teacher development and mentoring programs	Primary and secondary + project funds	9,238,000 $	
	2.3 Learner materials developed	CDTS + project funds		
	2.4 Purchase of learner materials	CDTS + project funds		
	2.5 Learning assessment from ZimSEC updated	ZimSEC + project funds		
	2.6 Pre-service curriculum adjusted	MoPSE		
	3.1 Develop screening for early problem identification			
	3.2 Strengthen existing community health systems for screening			
	3.3 Strengthen SPS through training and building robust referral system for all levels and schools	Planning Research and Statistics (PRS) + project funds		
	3.4 Establish a database of children's support needs	PRS + project funds		
	3.5 Develop additional material for NFE under new curriculum	PRS + project funds	4,110,000 $	
	3.6 develop and roll out the distance NFE learning program	PRS + project funds		
	3.7 Supporting complementary funding for school construction, and equipping laboratories			
	4.1 DOP developed and include institutional needs	PRS + project funds		
	4.2 CERID establishes research agenda, timelines and baselines	PRS + project funds		
	4.3 Establish funding modality for local responses	PRS + project funds	4,050,000 $	
	4.4 Monitoring of all programs by sub national levels	PRS + project funds		
	4.5 JAR National and sub national			

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