Appraisal Report

Regarding the Operational Plan for the EMTP of the Ministry of Education, Sports, Art and Culture

Zimbabwe

LoC No. 2012/310991

Submission Date: 28 February, 2013
Dates of Input: 8-27 February, 2013

Team: Jaap Kuiper and Letwina Warinda – Ndanga

Implementing Partners:
Hifab International AB and PROMAN

This project is funded by
The European Union

A project implemented by
Cambridge Education Consortium

Demeter House, Station Road, Cambridge CB1 2RS - Tel: +44 (0) 1223 463812  Fax: + 44 (0) 1223 463905
Email: lot9@camb-ed.com  www.camb-ed.com
Disclaimers

This report has been prepared with the financial assistance of the European Commission. The contents of this publication are the sole responsibility of Cambridge Education Ltd. (CE) and can in no way be taken to reflect the views of the European Union.

This report has been discussed with the international expert concerned in relation to the input workplan agreed with the Client, the expert’s terms of reference and to ensure it contains relevant issues and recommendations, which have been discussed in a debriefing session with the Client.

This document has been prepared for the titled project or named part thereof and should not be relied on or used for any other project without an independent check being carried out as to its suitability and prior written authority of the Framework Contract Management (Cambridge Education Ltd.) being obtained. Cambridge Education Ltd. (CE) accepts no responsibility or liability for the consequences of this document being used for a purpose other than the purpose for which it was commissioned. Any person using or relying on the document for such other purposes agrees, and will by such use and reliance be taken to confirm his agreement to indemnify Cambridge Education Ltd. (CE) for all loss and damage resulting therefrom. Cambridge Education Ltd. (CE) accepts no responsibility or liability for this document to any party other than the person by whom it was commissioned.

To the extent that this report is based on information supplied by other parties, Cambridge Education Ltd. (CE) accepts no liability for any loss or damage suffered by the client, whether contractual or tortuous, stemming from any conclusions based on data supplied by parties other than Cambridge Education Ltd. (CE) and used by Cambridge Education Ltd. (CE) in preparing this report.
# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXECUTIVE SUMMARY</td>
<td>4</td>
</tr>
<tr>
<td>LIST OF ABBREVIATIONS</td>
<td>6</td>
</tr>
<tr>
<td>1. BACKGROUND</td>
<td>7</td>
</tr>
<tr>
<td>2. APPROACH</td>
<td>8</td>
</tr>
<tr>
<td>3. FINDINGS</td>
<td>9</td>
</tr>
<tr>
<td>3.1 Background to the OP development process</td>
<td>9</td>
</tr>
<tr>
<td>3.2 General findings regarding EMTP</td>
<td>9</td>
</tr>
<tr>
<td>3.3 General findings regarding the OP</td>
<td>11</td>
</tr>
<tr>
<td>3.4 Answering the key questions</td>
<td>13</td>
</tr>
<tr>
<td>3.5 Appraisal matrix</td>
<td>15</td>
</tr>
<tr>
<td>4. FINAL REMARKS</td>
<td>17</td>
</tr>
<tr>
<td>APPENDICES</td>
<td>18</td>
</tr>
<tr>
<td>Appendix A. ToR</td>
<td>18</td>
</tr>
<tr>
<td>Appendix B. Documents consulted</td>
<td>24</td>
</tr>
<tr>
<td>Appendix C. Persons Consulted</td>
<td>25</td>
</tr>
<tr>
<td>Appendix D. OP</td>
<td>26</td>
</tr>
<tr>
<td>Appendix E. OP Appendices</td>
<td>26</td>
</tr>
</tbody>
</table>
Executive Summary

In 2010, Zimbabwe requested support from the Global Partnership of Education (GPE) to support the recovery of the education sector in Zimbabwe. Zimbabwe is now working towards GPE membership. An Operational Plan for the EMTP of MOESAC has now been drafted. This report presents an appraisal of this OP.

In order to appraise the Operational Plan for the EMTP of MOESAC, the following steps have been undertaken, based on the Terms of Reference as provided to the consultants (see appendix 1):

- Briefing meeting with representatives of the EU Delegation and DfID;
- Analysis of relevant documentation, including the OP (see appendix 2);
- Consultations with various stakeholders (see appendix 3);
- Drafting of Appraisal Report;
- Presentation of Draft Appraisal Report to ECG for comments;
- Finalisation of Appraisal Report.

Early on in the appraisal process it became clear that it was important to view the OP as the result of an extensive process that had started in 2010 with the first planning efforts which aimed at providing an Interim Education Financing Plan for the education sector in Zimbabwe. Once some more stability appeared to evolve, the feasibility and need for more rigorous planning arose. ETF Phase 2 was established and with it funding and capacity to continue the planning process started under Phase 1. An Education Medium Term Plan (EMTP) was developed.

The resultant EMTP (2013-2015) is a comprehensive and ambitious plan that perhaps can be said to envisage more goals and activities than the present budgetary situation of MOESAC and the GoZ seems to be able to support. Moreover, MOESAC and donor-partner capacity to initiate, implement, supervise, and evaluate all these activities could perhaps be said to be not wholly commensurate with the highly demanding requirements of the EMTP.

The Operational Plan for the EMTP sets out to provide a plan that will have sufficient focus and selection of priorities to create a better sense of feasibility than the EMTP in and of itself offers.

The Introduction mentions, importantly, that on the basis of a review by the Global Partnership in Education, the decision was made not to develop a comprehensive Education Sector Plan, but rather to focus on the development of an Operational Plan of for the existing Education Medium Term Plan.

The Updated Situational Analysis in the OP document is based on the most recent data and presents many relevant graphs in an effort to establish as comprehensively as possible all empirical data that exist and can usefully contribute to identifying education priorities.

The OP section itself has the following features:

- It is based on the seven focus areas of the EMTP; but has adapted these to some extent;
- It still provides quite a comprehensive list of activities, but they tend to be clustered quite well around the integrative goals;
- Has an integrated approach in planning, incorporating all development partner funding and capacity as well as that from MOESAC;
- It provides a solid review of the education context, based on a good variety of empirical documents that have come available recently;
- It states that it has involved various rounds of consultations with teachers, parents, district and provincial officials, teachers’ unions, Head Office officials and Civil Society Organisations;
- It provides a review of government revenue trends;
- It provides an assessment of various risks;
- Has a Results Framework to identify a relevant and focused set of global quantitative as well as qualitative indicators.

It needs to be said, as well, that the version of the OP document that was made available to the consultants suffered from some formatting/technical weaknesses. Our Appraisal Report then answers the four key questions as per the guidelines for Education Sector Plan preparation and Appraisal, and the Appraisal Matrix has also been completed.

In conclusion it is stated in this Appraisal Report that there comes a time when further planning will contribute little additional value. It would seem that this holds for the Operational Plan of the Education Medium Term Plan. The processes that ultimately have led to the OP have been extensive, involving many stakeholders, and using a reasonably good set of recent data. Although the resulting OP might not be a perfect document, it has sufficient solidity to inspire confidence in its implementation. Furthermore, the established Education Coordination Group, the established set of development partners, the partner funding and capacity as well as the nascent capacity developments within MOESAC, together provide a sufficient strong base from which to mount the implementation of the Operational Plan.

Indeed it would seem that at this stage, implementation of the OP will be the most appropriate next step. This will help build capacity further, and, most importantly, it will start delivering highly needed support and development to the education sector.
## List of Abbreviations

<table>
<thead>
<tr>
<th>Acronym/abbreviation</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>BEAM</td>
<td>Basic Education Assistance Module</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuous Professional Development</td>
</tr>
<tr>
<td>CDU</td>
<td>Curriculum Development Unit</td>
</tr>
<tr>
<td>DfID</td>
<td>Department for International Development</td>
</tr>
<tr>
<td>ECD</td>
<td>Early Childhood Development</td>
</tr>
<tr>
<td>ETF</td>
<td>Education Transition Fund</td>
</tr>
<tr>
<td>EMTP</td>
<td>Education Medium Term Plan</td>
</tr>
<tr>
<td>EMIS</td>
<td>Education Management Information System</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GoZ</td>
<td>Government of Zimbabwe</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MDG</td>
<td>Millennium Development Goal</td>
</tr>
<tr>
<td>MOESAC</td>
<td>Ministry of Education, Sport, Arts and Culture</td>
</tr>
<tr>
<td>MOHTE</td>
<td>Ministry of Higher and Tertiary Education</td>
</tr>
<tr>
<td>MOLSS</td>
<td>Ministry of Labour and Social Services</td>
</tr>
<tr>
<td>NACZ</td>
<td>National Arts Council of Zimbabwe</td>
</tr>
<tr>
<td>NGZ</td>
<td>National Gallery of Zimbabwe</td>
</tr>
<tr>
<td>OVC</td>
<td>Orphans and Vulnerable Children</td>
</tr>
<tr>
<td>QA</td>
<td>Quality Assurance</td>
</tr>
<tr>
<td>SAC</td>
<td>Sport, Arts and Culture</td>
</tr>
<tr>
<td>SDC</td>
<td>School Development Committee</td>
</tr>
<tr>
<td>SRC</td>
<td>Sports and Recreation Commission</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children Education Fund</td>
</tr>
<tr>
<td>ZIMSEQ</td>
<td>Zimbabwe Schools Examination Council</td>
</tr>
</tbody>
</table>
1. Background

Zimbabwe’s education system, once arguably the best on the continent, has deteriorated over the past 12 years. In the absence of sufficient central government financing, a complex system of fees, levies and ‘incentives’ has evolved that has significantly disadvantaged the poorest. 50 per cent of students no longer continue their school beyond grade seven. The decline in public expenditures on non-salary costs has had a significant impact on school and learning supervision, availability of information for planning and policy and the relations of school governance, which has in turn lead to a significant decline in the quality of school environments, the relevance of the education system and the placement of skilled teaching personnel.

In 2010, Zimbabwe requested support from the Global Partnership of Education (GPE) to support the recovery of the education sector in Zimbabwe. A communication announcing the indicative allocation of US$ 23.6 million (up to 2015) followed the participation of the Zimbabwe Minister of Education, Sport, Arts and Culture, Senator David Coltart, in the GPE Replenishment meeting in Copenhagen in November, 2011; a mission to Zimbabwe by the GPE Zimbabwe country lead followed immediately thereafter.

Zimbabwe is now working towards GPE membership. Following discussions held with the Zimbabwe Local Education Group in June 2012, UNICEF were selected to take on the role of Managing Entity for the Program Implementation Grant. Zimbabwe expects to submit an application in late February 2013 for the indicative allocation of US$ 23.6 million. The backbone of the application will be a three-year Operational Plan (OP) to help deliver key elements of the EMTP.

An Operational Plan has now been drafted. This report presents an appraisal of this OP as carried out by the consultants (Jaap Kuiper and Letwina Ndanga).
2. Approach

In order to appraise the Operational Plan for the EMTP of MOESAC, the following steps have been undertaken, based on the Terms of Reference as provided to the consultants (see appendix 1):

- Briefing meeting with representatives of the EU Delegation and DfID;
- Analysis of relevant documentation, including the OP (see appendix 2);
- Consultations with various stakeholders (see appendix 3);
- Drafting of Appraisal Report;
- Presentation of Draft Appraisal Report to ECG for comments;
- Finalisation of Appraisal Report.

During the initial stages of the work undertaken, an iterative process evolved, consisting of analysis of documents, discussions and interviews with stakeholders (and among the consultants themselves), as well as the drafting of initial findings and further documentary analysis, interviews etc.

The consultations with the various stakeholders provided valuable insight into the unfolding of the various development processes, the creation, selection and use of varied sources of data and the overall appreciation of the stakeholders of the value of the process.

During the consultations, often, the discussions led to the identification of other documentation that was considered relevant for the appraisal process. Therefore, the initial set of documents provided by EU and DfID grew rapidly as the appraisal process unfolded.

The eventual documentation gathered from representatives of the EU, DFID, UNICEF, OSISA and various others was comprehensive and this enabled the consultants to get a deep and full understanding of: a) the process leading to the development of the EMTP and the OP; as well as: b) of the various sources of data that had been used to identify priorities, risks etc.

In all, the consultants consider that after their analysis of the documentation and their consultations they were in a good position to appraise the Operational Plan.
3. Findings

3.1 Background to the OP development process

Early on in the appraisal process it became clear that it was important to view the OP as the result of an extensive process that had started in 2010 with the first planning efforts which aimed at providing an Interim Education Financing Plan for the education sector in Zimbabwe. At that stage (2010), Zimbabwe was only just starting to come out of the severe economic, social and political hardships encountered in 2007-2008. Planning in the MOESAC had been very sporadic, suffering from a lack of data, a lack of supervisory resources, and a general dwindling of finance and stability to develop any long-term vision and plan. The Planning Unit, being based in Head Office, also suffered from poor communication systems that would link it to provincial and district offices.

The Education Transition Fund (Phase 1) enabled donors and MOESAC to come together and see how to ensure that the education system could be supported to avoid any further degradation in the form of learner drop-out, dwindling of the (qualified) teacher corps, and lack of minimally functional learning environments. ETF1 provided learning materials (in the form of textbooks for core subjects), training of SDCs, and a limited start of engaging with MOESAC in order to plan and build capacity at Head Office.

Once some more stability appeared to evolve, the feasibility and need for more rigorous planning arose. ETF Phase 2 was established and with it funding and capacity to continue the planning process started under Phase 1. An Education Medium Term Plan (EMTP) was developed.

3.2 General findings regarding EMTP

The EMTP was developed over a period of more than a year, and was eventually approved in May 2012 by the Cabinet of the government of Zimbabwe.

In the early stages of the development of the EMTP, MOESAC was still experiencing under investment, following the near collapse of basic social service delivery systems due to the economic crisis of 2008 – 2009. Moreover, due to the unavailability of key inputs, accurate information on teachers, facilities and enrolments was largely absent. However, the Interim Education Financing Plan resulted in a strengthening of EMIS. The initial growth in the economy (2011) also seemed to promise a more sizable budget with which to plan.

The resultant EMTP (2011-2015) provides an ambitious plan. It is underpinned by the vision of MOESAC:

The vision of the Ministry of Education, Sport, Arts and Culture is of holistically well-educated Zimbabweans with unhu/ubuntu who are patriotic, balanced, competitive and self-reliant.

The foreword mentions that:

- Every child in Zimbabwe shall have the right to school education;
- It is the objective in Zimbabwe, that, primary education for every child of school-going age shall be compulsory and to this end, it shall be the duty of the parents of any such child to ensure that their child attends primary school;
It is the objective that tuition in schools in Zimbabwe be provided for the lowest possible fees consistent with the maintenance of high standards of education, and the Minister shall encourage the attainment of this objective by every appropriate means.

The EMTP identifies 7 key strategic priorities:

1. **Restore the professional status of teachers**: through teacher remuneration, teacher deployment employment and career progression, teacher professional status, and teacher professional development;

2. **Revitalisation of learning quality and relevance**: through curriculum review, provision of adequate learning resources, introduction of e-learning, and revitalisation of school and community libraries;

3. **Restore and improve conditions of learning and teaching**: through school and classroom rehabilitation, new school construction, provision of furniture, equipment, sanitation and water;

4. **Quality Assurance and staff development**: through strengthening the QA system, staff development, provision of teaching/learning materials, expansion of ECD, addressing obstacles to access and quality and promoting programmes for health and safety;

5. **Reinvigorate school & system governance, management & financing**: through providing management information, updating policy and legislation, organisational and leadership development, strengthening planning, budgeting and financial management and finalising implementation of harmonised school governance arrangements and school level financing;

6. **Focus resources on those with greatest need**: i.e. special needs education, gender imbalances, out-of-school children, non-formal education, adult literacy, OVCs, marginalised languages and academies of excellence;

7. **Revitalise Sports, Arts and Culture**: i.e. training of instructors and service personnel in SAC, institutionalisation of SAC in schools, refurbishment of SAC facilities, rationalisation of operations of NACZ, SRC, and NGZ, SAC centres of excellence, integration of SAC into national curriculum.

The above 7 key strategic priorities are then further detailed in a plethora of widely varying activities. In the end, the reader of the EMTP is left somewhat with the impression of committees at times having come up with any activity item they could think of, without perhaps, always considering the feasibility and priority of all such activities.

In summary, the EMTP is a comprehensive and ambitious plan that perhaps can be said to envisage more goals and activities than the present budgetary situation of MOESAC and the GoZ seems to be able to support. Moreover, MOESAC and donor-partner capacity to initiate, implement, supervise, and evaluate all these activities could perhaps be said to be not wholly commensurate with the highly demanding requirements of the EMTP. Lastly, it is also perhaps worth noticing that the 7 key areas are described mostly with verbs that express a looking back to a situation that obtained before the difficult political climate and the economic decline affected the education system so negatively: there is talk of re-storing, re-vitalising, and re-invigorating. This leaves the reader with an impression of a MOESAC that seeks to go back to a golden age, rather than expressing a wish to move forward and thus develop an education system that has an updated vibrancy and quality that is grounded in present realities while acknowledging future contexts.
3.3 General findings regarding the OP

The Operational Plan for the EMTP sets out to provide a plan that will have sufficient focus and selection of priorities to create a better sense of feasibility than the EMTP in and of itself offers.

The OP document consists of a brief Introduction, an Updated Situational Analysis, the Operational Plan itself, and a Results Framework; as well as annexes, of which Annex 3 is the most important: presenting a detailed and well-integrated overview of activities, funding and involvement by MOESAC and its various development partners spelt out over the years 2013-2015.

The Introduction mentions, importantly, that on the basis of a review by the Global Partnership in Education, the decision was made not to develop a comprehensive Education Sector Plan, but rather to focus on the development of an Operational Plan of for the existing Education Medium Term Plan. At the end of the period in which the OP would function (after 2015) there would then be a better situation for the development of a fully-fledged Education Sector Plan for Zimbabwe.

The Updated Situational Analysis in the OP document is based on the most recent data and presents many relevant graphs in an effort to establish as comprehensively as possible all empirical data that exist and can usefully contribute to identifying education priorities.

The Operational Plan itself, rightly, bases itself on the seven focus areas of the EMTP; but has adapted these to some extent. Whereas the EMTP would talk of ‘restore’, ‘reinvigorate’ and ‘revitalise’, the OP talks of ‘Improve’, ‘strengthen’ and ‘support’: a more forward looking terminology:

1. Strengthen teacher development and management: through Teacher Minimum Standards, with a qualification and certification system and Professional Council, CPD and qualification upgrading;

2. Improve learning quality and relevance: through national curriculum and syllabus review, provision of adequate learning resources, e-learning and ICT, expanding ECD;

3. Improve conditions of learning in schools: through school grants, school planning, and improved infrastructure, safety, sanitation, and health provisions;

4. Improve education service quality through improved supervision: by supporting the Education Network, CPD for inspectorate, and supervision visits to schools;

5. Strengthen school and system governance, monitoring and management: through improved EMIS, school-mapping, strategic planning, a Teacher Development Information System, improved financial, administrative and programme management, monitoring and evaluation, measuring of learning outcomes and conditions of service and reducing the number of misconduct cases;

6. Strengthen support to those learners with greatest needs: through expanding BEAM, survey of out-of-school children (OVC, girls, special needs etc.), wider bursary support (including a focus on girls), academies of excellence, literacy days, specialised equipment, psychological services;

7. Strengthen Sports, Arts, and Culture: through inclusion in curriculum review, CPD, improvement of programme development, administration, and management, as well as use of capital assets and transfers.
From the above it can be seen that the OP also provides quite a comprehensive list of activities, but they tend to be clustered quite well around the integrative goals. Moreover, and importantly, the OP provides an integrated approach in planning by providing in Annex 3 a table that combines MOESAC and donor-partner funding, overall capacity and the various programmes; thus establishing a much wider, solid as well as practical base for the roll-out of activities than the EMTP was able to do.

Very important as well is that the OP also provides a solid review of the education context, based on a good variety of empirical documents that have come available recently (EMIS, ZELA, Education Sector PEA, etc.).

The OP also states that it has involved various rounds of consultations with teachers, parents, district and provincial officials, teachers’ unions, Head Office officials and Civil Society Organisations. This would have helped to establish some nascent buy-in to the plan as well as enabled the relevant committees to include experiences, ideas, hopes and needs of the various stakeholders consulted. Moreover, the EMTP development process itself - on the result of which the OP is based – also involved wide-scale consultations of stakeholders.

The OP also provides a review of government revenue trends. Important here is that there is an acknowledgement that revenue forecasts have had to be adjusted quite severely after the hoped-for rising trend in revenue that seemed to have started in 2011, did not continue in 2012. It also states clearly that the trend in MOESAC’s discretionary spending (‘other current’ and ‘capital’) shows severe problems in both the process of going from budgets to actual expenditure as well as in the overall observable funding trend which appears to indicate quite strong reductions rather than growth. This puts severe pressure on any programme activity that is linked to and/or based on MOESAC’s ‘other current’ and/or ‘capital’ budgeting and expenditure.

Worth noting is that due to the lack of regular data gathering in the period 2007-2011 there appears to be a general problem in extrapolating various data (enrolments, pass-rates, teacher-pupils ratios, etc.). Data is missing for 2007, 2008, 2010, 2011. There is data for 2009, and this tends to be a significant ‘low’ point in the trends the graphs show. It appears that the 2009 data are reasonably reliable, luckily. However, it seems wise to assume that any projections are of necessity somewhat tentative. This would also be important to consider when taking account of the data point of 2012, which tends to show a fairly large positive ‘jump’ in trends from the low of 2009.

The OP provides an assessment of various risks (both in section 3.5.3 and section 3.7). The risks identified are: a) of a financial nature – revenue flows and budget execution in MOESAC as well as the delivery of funding from development partners; b) related to the limited absorptive capacity within MOESAC; and c) the political situation - elections. Implications for the School Grant programme are highlighted. The document does not provide much information on specific alternative strategies to mitigate the consequences in the eventually that any of the risks identified become reality. However, a newer version made available after our Appraisal Report was submitted to the ECG shows clear improvement in this area.

Lastly, the Results Framework appears to identify a relevant and focused set of global quantitative as well as qualitative indicators that would provide overall information as to the changes in education quality that would occur over the time of the OP’s running. There are also Intermediate Indicators, related to the 7 operational Objectives. These reflect the various activities quite well. However, perhaps there is a need for one or two additional intermediate indicators for the Operational Objectives. For instance, perhaps an indicator of numbers of teachers having participated in CPD (Obj. 1); the successful delivery of learning
materials of various kinds (Obj. 2); indicators on health and safety (Obj. 3); Indicators on learning assessment (Obj. 5); indicators on data gathered on out-of-school children (Obj. 6); and lastly indicators on successful programming etc. of SAC activities (Obj. 7).

It needs to be said, as well, that the version of the OP document that was made available to the consultants suffered from some formatting/technical weaknesses. There were some parts missing (related to 2.7 Gender Equity; 2.12.1 management of broader system; 2.14 Financial Management). Also, in Annex 3 the tables have somewhat erratic numbering, creating a somewhat ambiguous order/relevance of different activities. It also might be useful to ensure that all expected GPE funding (the 23.6 million US$) is represented in the document, even if some expenditure of this might happen beyond 2015. Furthermore, it seems that towards the end the document seems to ‘tail off’ a bit, and sections are somewhat superficial, likely suffering from the fact that perhaps there was somewhat of a lack of time to complete these parts fully.

3.4 Answering the key questions

The guidelines for Education Sector Plan preparation and Appraisal suggest that an appraisal should answer four questions. Below the questions are given, and their answers according to the consultants’ information and their informed perspectives.

• **Does the plan contribute to the achievement of education sector goals?**

This question is to be answered within the given that there is not as yet a full Education Sector Plan. However, it is very clear from the EMTP itself as well as from the focused OP that:

- Goals have been identified;
- The identification of goals has been based on a sufficiently large and recent set of data;
- The goals are an appropriate reflection of sector needs and priorities;
- Proposed activities and their concomitant funding and donor partnerships are comprehensive and relevant.

• **Is there a significant likelihood that the targeted outcomes of the plan will be achieved?**

The following seem to contribute to achieving targeted outcomes:

- Annex 3 presents a comprehensive, detailed and well-integrated set of activities, funding and targets;
- the Results Framework presents a good set of indicators to monitor progress (but perhaps needs some additions);
- The relationship between MOESAC, UNICEF and other development partners and implementing role-players has developed positively over the last 3 years or so and is now quite strong;
- There is strong commitment from MOESAC, and to some extent from other ministries, as well as a strong commitment from donors to see the OP succeed and development partners are clearly willing to provide the necessary support for this.

• **If there are risks, how will they be mitigated?**
The OP document provides some information on this, while the consultations and analysis of documents as done by the consultants have also provided useful information:

- Various risks (revenue streams of government, absorptive capacity of MOESAC, elections, and an almost completely new constitution) are identified in the OP;
- Explicit mitigation strategies are not always clear in the OP. However, a newer version made available after our Appraisal Report was submitted to the ECG shows clear improvement in this area;
- Many of the proposed activities depend directly on donor funds and are also supported by donor initiated capacity and expertise outside MOESAC; this reduces risks and it also provides for some mitigation of risks, as activities – at least to a large extent – can be envisaged as continuing fairly well even if MOESAC continues to encounter difficult circumstances of a financial and capacity nature;
- The School Grant programme is most at risk if GoZ and MOESAC revenue streams and budget execution remain at their low levels of efficiency. However, the intended Pilot study for the School Grants and all the documentary, policy and practice development that this will result in is fairly independent of the overall revenue stream and budget allocations and executions;
- The BEAM programme – whose beneficiaries are in MOESAC, but which is managed by MoLSS - is also at some possible risk with dwindling funding and budget efficacy in the relevant ministry. However, once more, other donor funding is in place or is proposed to support most of the bursary-type support envisaged in the OP.

- **Has the plan preparation process been participatory and transparent?**

From the analysis of documents, consultations and the OP document itself it appears that:

- The development of the EMTP involved extensive consultations nation-wide of relevant education stakeholders;
- The development of the OP also involved various consultations with stakeholders;
- The actual result has been monitored and shared with the Education Coordinating Committee, which represents government, development partners as well as civil society representatives.
### 3.5 Appraisal matrix

#### Table 1: Appraisal Matrix

<table>
<thead>
<tr>
<th></th>
<th>Very Satisfactory</th>
<th>Satisfactory</th>
<th>Room for improvement</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Education Plan</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development Process</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education Plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Preparation process</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stakeholders’ Engagement</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education Sector Analysis</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan design</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Policy Priorities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Plan Financing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Monitoring and Evaluation</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Development of Action Plan</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Appraisal of Implementation Readiness</td>
<td>System Capacity</td>
<td>X</td>
<td>Together with existing - and planned additional - development partner capacity MOESAC – if able to embrace a sufficiently forward looking perspective on education improvement – should be able to absorb the main benefits from the various processes, policies and products.</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>Governance and Accountability</td>
<td>X</td>
<td>The already well-functional ECG, together with the intended OP Steering Committee as well as the Joint Annual Review process should provide a satisfactory system of governance and accountability.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Risks to Implementation and Mitigation</td>
<td>X</td>
<td>There are various risks (revenue streams, elections, capacity in MOESAC). These are to some extent mitigated by the wide-scale and varied involvement of development partners with relatively stable and independent funding. However, some more attention to mitigation strategies seems necessary and would enhance the OP. However, a newer version made available after our Appraisal Report was submitted to the ECG shows clear improvement in this area.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
4. Final Remarks

There comes a time when further planning will contribute little additional value.

It would seem that this holds for the Operational Plan of the Education Medium Term Plan.

The processes that ultimately have led to the OP have been extensive, involving many stakeholders, and using a reasonably good set of recent data.

Although the resulting OP might not be a perfect document (what planning document ever is?) it has sufficient solidity to inspire confidence in its implementation.

Furthermore, the established Education Coordination Group, the established set of development partners, the partner funding and capacity as well as the nascent capacity developments within MOESAC, together provide a sufficient strong base from which to mount the implementation of the Operational Plan.

Indeed it would seem that at this stage, implementation of the OP will be the most appropriate next step. This will help build capacity further, and, most importantly, it will start delivering highly needed support and development to the education sector.
Appendices

Appendix A. ToR

SPECIFIC TERMS OF REFERENCE

Terms of Reference to review Zimbabwe’s application to the Global Partnership for Education and implementation of the second phase of the Education Transition Fund.

FWC BENEFICIARIES 2009 - LOT 9: Culture, Education, Employment and Social Request for Services 2012/310-991/1

BACKGROUND

Zimbabwe’s education system, once arguably the best on the continent, has deteriorated over the past 12 years. In the absence of sufficient central government financing, a complex system of fees, levies and ‘incentives’ has evolved that has significantly disadvantaged the poorest. 50 per cent of students no longer continue their school beyond grade seven. The decline in public expenditures on non-salary costs has had a significant impact on school and learning supervision, availability of information for planning and policy and the relations of school governance, which has in turn lead to a significant decline in the quality of school environments, the relevance of the education system and the placement of skilled teaching personnel.

In response to the crisis in the education sector, the Education Transition Fund (ETF) was launched in September 2009 by the Ministry of Education, Sport, Arts and Culture (MoESAC), and was aimed at improving the quality of education for children through the provision of essential teaching and learning materials for primary schools, and high level technical assistance to MoESAC. In the ETF’s first phase, an expanded set of high impact activities - include the delivery of teaching and learning materials and school committee training to all primary and secondary schools - were completed, benefiting from major savings realised in effective, low cost, mass procurement.

The ETF in its second phase (2012 – 2015) plans to provide major programmes of support in sector governance, school grants, learning materials and teacher training. ETF II is aligned with the GoZ’s Education Medium-Term Plan (EMTP) covering the period 2011-15 and which was formally endorsed by Cabinet earlier in 2012. At least US$100 million is expected to be earmarked by in-country development partners for ETF-II, but this is still inadequate to address the needs of the education sector to recover.

In 2010 Zimbabwe requested additional support from the Global Partnership of Education (GPE) to support the recovery of the education sector in Zimbabwe. A communication announcing the indicative allocation of US$ 23.6 million (up to 2015) followed the participation of the Zimbabwe Minister of Education, Sport, Arts and Culture, Senator David Coltart, in the GPE Replenishment meeting in Copenhagen in November, 2011, and a mission to Zimbabwe immediately thereafter by the GPE Zimbabwe country lead.

Zimbabwe is now working towards the development, appraisal and endorsement of an application that it can receive an Implementation Grant from GPE. Following discussions
Appraisal Report
Regarding the Operational Plan for the EMTP of the Ministry of Education, Sports, Art and Culture

held with the Zimbabwe Local Education Group in June 2012, UNICEF were selected to take on the role of Managing Entity for the Program Implementation Grant. Zimbabwe expects to submit an application in late February 2013 for the indicative allocation of US$ 23.6 million. The backbone of the application will be a three-year Operational Plan (OP) to help deliver key elements of the EMTP.

It is important that this assignment be completed in a timely manner, so that Zimbabwe’s Local Education Development Partners can consider from an informed perspective the status and appropriateness of the OP, prior to the anticipated final submission of the GPE Implementation Grant proposal no later than 4th March 2013.

DESCRIPTION OF THE ASSIGNMENT

Global objective
Support the continued recovery and development of the education sector in Zimbabwe through the provision of consultancy expertise to review the proposed application for funding to the Global Partnership for Education (GPE) and progress on implementing the second phase of the ETF.

Specific objectives

a) GPE Proposal Review: To review the draft three-year Operational Plan linked to the Government of Zimbabwe’s Education Medium-Term Plan 2011-2015 to help inform the Local Education Group’s decision whether or not to endorse the Government of Zimbabwe’s submission to the GPE Secretariat for funding. The review will need to follow the guidelines outlined in the GPE’s revised manual1 and make recommendations on the OP’s adequacy according to criteria specified that will enable Zimbabwe to be recommended to gain full membership of the GPE.

b) Education Transition Fund Second Phase (ETF II) To review and analyse progress made on implementation of the ETF II since January 2012, with a focus on achievement of expected results using as a benchmark key ETF II documents such as the Logframe and 2012 Annual Work Plan.

Requested services
As laid out in the GPE guidelines1 the overall scope of services is to provide answers to the following general questions about the draft Operational Plan:

- Does the plan contribute to the achievement of education sector goals?
- Is there a significant likelihood that the targeted outcomes of the plan will be achieved?
- If there are risks, how will they be mitigated?
- Has the plan preparation process been participatory and transparent

The appraisal implies a need for interviews and field visits, in addition to a desk review of the OP. Specific activities to be undertaken include:

- Review of documents related to education sector planning in Zimbabwe which should include:

Regarding the Operational Plan for the EMTP of the Ministry of Education, Sports, Art and Culture

- The government’s multisectoral Medium Term Plan (MTP);
- The Education Medium Term Plan (2011-2015);
- An overview of the Education Transition Fund’s support to MOESAC capacity building and Planning;
- Political Economy Analysis of the Education Sector (EU 2011);
- Output from the Zimbabwe EMIS and Zimbabwe Early Learning Assessment (both 2012) and other analytical work available on the education sector that contributes to the sector knowledge base;
- NGO and civil society material (ECOZI, Amnesty International, Transparency International) on accountability, rights based approach and situation of teachers;
- The 2012 evaluation of the Basic Education Assistance Module (MoESAC / UNICEF).

- Conduct stakeholders’ discussions with national level players including government, development partners, NGOs, CSOs, private sector, higher education and teacher unions to elicit feedback and comment on the OP and the extent to which it is practical, feasible and correctly prioritises Zimbabwe’s needs during a prolonged period of political uncertainty. The planning process followed should be reviewed to consider how inclusive and participatory it has been;
- Appraise technically the plan from the suggested technical angles in the guidelines, including sector analysis, design, financing, M&E and operational detail;
- Assess readiness in terms of system capacity, governance and accountability measures to implement the plan, with special attention to Zimbabwe’s fragile political situation and the intentions to support the plan through GPE finance managed through UNICEF;
- Organise a briefing for development partners on the initial OP appraisal findings and draft recommendations on its fitness for purpose and potential;
- For endorsement.

- One workshop, of one working day duration for up to 50 participants is to be organised, covering venue costs, refreshments and lunch.

On the ETF II, the review should draw upon existing records, M&E work commissioned by UNICEF, stakeholder interviews and field work to draw up an objective assessment of performance and key lessons for future work under the ETF II. Specifically:

- Assess the performance of the programme in the past year and score the Purpose and Outputs in the logframe;
- Make recommendations and identify action points regarding any major issues and problems affecting progress;
- Assess UNICEF’s logistic, human resource, financial management, coordination and reporting capacity in terms of managing the pool fund mechanisms and implementing the ETF in its 2nd Phase. This would also cover procurement processes and asset management;
- Revisit the evidence base for each step of the results chain in the project proposal to test if the intervention is still capable of delivering intended results;
- Conduct 3 days of field work to collect local government, community and grass roots perspectives regarding ETF II and the extent to which it meets all stakeholder needs.
Regarding the Operational Plan for the EMTP of the Ministry of Education, Sports, Art and Culture

These visits should be done in 2 different geographic areas that reflect Zimbabwe’s diversity and include gender, disability, vulnerable children (including orphans) and ethnic minority interests;

- Review M&E arrangements (including logframe) and risk assessment, and make any recommendation for changes as appropriate;
- Assess if the various project components are delivering value for money;
- Identify any potential risks or concerns linked to fraud or corruption;
- Identify any opportunities in which ETF could become more ‘climate smart’ and contribute to mitigation or adaptation;
- Visit the work of at least one other major education programme (we suggest CAMFED, school grants programme) to look briefly at its operation and consider scope for any further synergies with ETF;
- Share key lessons and findings and facilitate a stakeholder ETF review one day workshop, including representatives of donors, UNICEF, NGO partners, government and civil society.

➢ Required outputs

Two comprehensive reports that details a) the ETF review and b) an analysis of the draft OP document by 21 February 2013.

On the GPE, a comprehensive reports that details a) the OP Appraisal finding and b) makes clear recommendation to development partners on whether to endorse the OP and on issues to raise in dialogue with government and the GPE secretariat. The report should have a short, concise Executive Summary and include Annexes that detail the stakeholder and field meetings held, documents reviewed and analysis conducted to come to the conclusions and recommendations presented.

The report will need to collectively satisfy GPE secretariat and donor requirements for appraisal of a national education sector plan. It must include a summary matrix I the format prescribed in the GPE Guidelines\(^1\) Annex A: Summary of Appraisal.

The review of the ETF will need to collectively satisfy donor requirements for ETF reporting evaluation, in particular the template report format and scoring method required by the EU and DFID\(^2\) for Annual Reviews of projects.

EXPERTS PROFILE or EXPERTISE REQUIRED

Senior Expert #1    Senior Education Programme Specialist (21 person days, team leader)

- At least 10 years’ experience in the Education sector, of which 5 years in a developing country context;
- Education at least Master’s Degree Academic level in a relevant discipline or equivalent professional experience;
- A Team Leader with proven analytical, communication, managerial, leadership and advocacy skills;

---

\(^1\) There are 5 additional donors to the ETF, they will also be requested for any specific completion review requirements, and be invited to participate in the mission.
Appraisal Report
Regarding the Operational Plan for the EMTP of the Ministry of Education, Sports, Art and Culture

- Strong track record in government education sector planning and specific experience in GPE / EFA-FTI planning and financing mechanisms;
- A familiarity with the SADC Region and Zimbabwe is desirable;
- Fluent English essential, knowledge of Shona/ Ndebele an asset;
- Proven experience in preparing clear and well written English language social policy reports/documents to a high standard of edit and formatting.

Junior Expert #2  Education Specialist (21 person days)

- At least 5 years' experience in Education, with a specialism in participatory appraisal and consultations in a developing country context;
- Education at least Master's Degree Academic level in a relevant discipline or equivalent professional experience;
- A familiarity with the SADC Region and Zimbabwe and the local political economy is desirable;
- Fluent English essential, knowledge of Shona/ Ndebele an asset;
- Proven experience in preparing clear and well written English language documents to a high standard of edit and formatting.

LOCATION AND DURATION
The assignment will be based in Harare, Zimbabwe with substantive field research in-country. The assignment should start in Mid-January 2013, with planning and preparation being undertaken in January in consultation with the EU Delegation Zimbabwe, DFID Zimbabwe, the Ministry of Education Sports Arts and Culture and UNICEF Zimbabwe office.

The assignment should be completed by 28 February 2013, following the indicative schedule for both experts:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desk Review</td>
<td>3 days</td>
</tr>
<tr>
<td>Travel</td>
<td>1 day</td>
</tr>
<tr>
<td>Consultations (Harare)</td>
<td>2 days</td>
</tr>
<tr>
<td>Receipt and analysis of draft report on 3 year Operational Plan</td>
<td>3 days</td>
</tr>
<tr>
<td>Presentation and discussion of draft report</td>
<td>1 day</td>
</tr>
<tr>
<td>Analysis and integration of comments to finalise report</td>
<td>2 days</td>
</tr>
<tr>
<td>Presentation of final report</td>
<td>1 day</td>
</tr>
<tr>
<td>Presentation and discussion of draft report</td>
<td>1 day</td>
</tr>
<tr>
<td>Field review/meetings with ETF stakeholders</td>
<td>3 days</td>
</tr>
<tr>
<td>Drafting of draft ETF Annual review</td>
<td>3 days</td>
</tr>
<tr>
<td>Travel</td>
<td>1 day</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>21 days</strong></td>
</tr>
</tbody>
</table>
REPORTING

Two comprehensive reports (Review of three-year Operational Plan linked to the GPE application; and ETF II review, as detailed under Outputs), each with a short executive summary (maximum 3 pages) and a concise main body of 20 pages, plus necessary annexes, written in plain English.

Annexes should include descriptions and key events of field work and review workshops, if appropriate illustrated with photographic evidence.

The ETF II review report will need to include Annexes with donor (EU and DFID) specific project report templates completed (to be provided).

Reports should be provided in English: ten (10) hard copy and soft copy by electronic mail.

Draft reports to be delivered by February 21st, 2013, final versions incorporating feedback and comments by Feb 27th, 2013.

Relevant background documents will be provided.

ADMINISTRATIVE INFORMATION

The language of the contract shall be English.

There is considerable field work foreseen which will require for the use of vehicle / logistics, local translators / research assistance and related costs.
Appendix B. Documents consulted

- EU (2012). Contribution Agreement between EU and UNICEF.
- MOESAC (2012/2013). Written inputs to OP from HODDS.
- MOESAC (2013). Education Financial Simulation Model for EMTP OP.
- UNICEF (2012) ETFII Four Year Budget.
## Appendix C. Persons Consulted

<table>
<thead>
<tr>
<th>No</th>
<th>NAME</th>
<th>DEPT/ORG</th>
<th>DESIGNATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Jorge Pereiro Pinon</td>
<td>EU Del.</td>
<td>First Secretary, Head of Health and Social sectors</td>
</tr>
<tr>
<td>2</td>
<td>Peter Taylor</td>
<td>DFID</td>
<td>Prog. Manager (Basic Services) &amp; Head Corporate Services</td>
</tr>
<tr>
<td>3</td>
<td>James Shoobridge</td>
<td>SEIS</td>
<td>Consultant</td>
</tr>
<tr>
<td>4</td>
<td>Jeaniene Spink</td>
<td>UNICEF</td>
<td>Chief Basic Education and Gender Equality</td>
</tr>
<tr>
<td>5</td>
<td>Saul Murimba</td>
<td>UNICEF</td>
<td>Education Specialist</td>
</tr>
<tr>
<td>6</td>
<td>Grace Nkhoma</td>
<td>OSISA</td>
<td>Education Programme Manager</td>
</tr>
<tr>
<td>7</td>
<td>C. Chigwamba</td>
<td>MoESAC</td>
<td>Permanent Secretary</td>
</tr>
<tr>
<td>8</td>
<td>D. Coltart</td>
<td>MoESAC</td>
<td>Minister</td>
</tr>
<tr>
<td>9</td>
<td>Peter Muzawazi</td>
<td>MoESAC</td>
<td>Director Policy Research and Development</td>
</tr>
<tr>
<td>10</td>
<td>E. Marunda (Dr)</td>
<td>MoESAC</td>
<td>Principal Director</td>
</tr>
<tr>
<td>11</td>
<td>Tomax Doba</td>
<td>MoESAC</td>
<td>A/Principal Director Sec and Non Formal Education</td>
</tr>
<tr>
<td>12</td>
<td>Phalasia Masike</td>
<td>MoESAC</td>
<td>Director Human Resources and Development</td>
</tr>
<tr>
<td>13</td>
<td>Vinah V. Khimbini</td>
<td>MoESAC</td>
<td>Director Primary and Early Learning Services</td>
</tr>
<tr>
<td>14</td>
<td>Nathan B. Mafovera</td>
<td>MoESAC</td>
<td>A/Director Financial Administration</td>
</tr>
<tr>
<td>15</td>
<td>E.K. Mutuwira</td>
<td>MoESAC</td>
<td>Director</td>
</tr>
<tr>
<td>16</td>
<td>Peter Muzawazi</td>
<td>MoESAC</td>
<td>Policy Planning Research and Development</td>
</tr>
<tr>
<td>17</td>
<td>E. Shumba</td>
<td>MoESAC</td>
<td>A/Provincial Education Director Harare</td>
</tr>
</tbody>
</table>
Appendix D.  OP

(In Separate File)

Appendix E.  OP Appendices

(In Separate File)