

**Government of Zimbabwe**

**Ministry of Primary and Secondary Education**



**Program Document**

**Application for the Variable Tranche Portion of the Zimbabwe GPE Program Implementation Grant  
and for the Approved Grant from the Multiplier Fund**

**Building on Success**

**MoPSE**

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## Acronyms

CBO	Community Based Organisation
CDTS	Curriculum Development and Technical Services
CERID	Centre for Educational Research, Innovation and Development
CN	Concept Note
DSI	District Schools Inspector
DOP	District Operational Plans
EDF	Education Development Fund
ECG	Education Coordination Group
EI	Education Inspector
EMIS	Education Management Information System
ERI	Early Reading Initiative
ESA	Education Sector Analysis
ESPIG	Education Sector Program Implementation Grant
ESPR	Education Sector Performance Review
ESSP	Education Sector Strategic Plan
FMIS	Financial Management Information System
GPE	Global Partnership for Education
GoZ	Government of Zimbabwe
HO	Head Office
LEG	Local Education Group
MCA	Maximum Country Allocation
MoFED	Ministry of Finance and Economic Development
MOPs	Memorandum of Principles
MoPSE	Ministry of Primary and Secondary Education
NFE	Non-Formal Education
NGOs	Non-Governmental Organisation
NOP	National Operational Plan
PD	Program Document
PFM	Public Finance Management
POP	Provincial Operational Plans
PRS	Planning, Research and Statistics
QAR	Quality Assurance Review
SDC	School Development Committee
SIG	School Improvement Grant
TDIS	Teacher Development Information System
ToC	Theory of Change
TORs	Terms of Reference
TPS	Teacher Professional Standards
TWG	Thematic Working Group
VT	Variable Tranche
ZELA	Zimbabwe Early Learning Assessment

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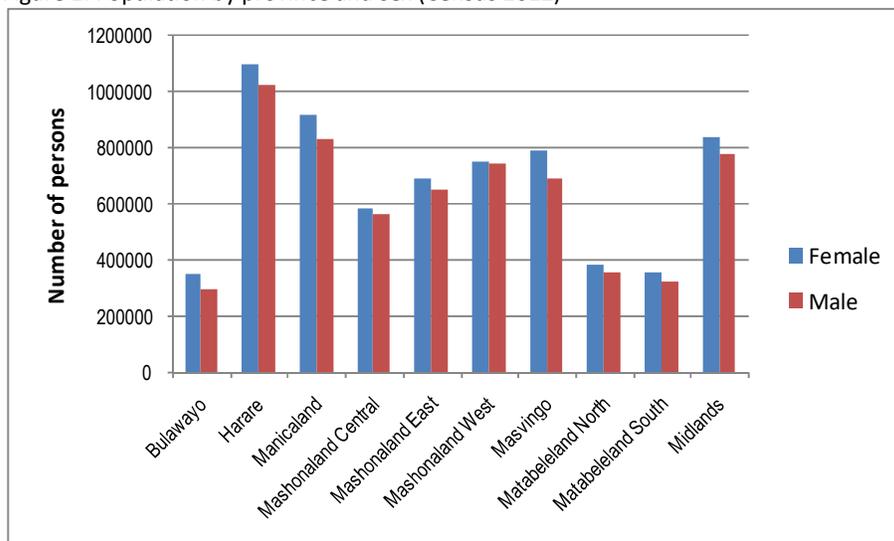
## A. PROGRAM DOCUMENT BACKGROUND

### 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 per cent 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 its 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."

In late 2017 the long-time leader of Zimbabwe was replaced and a new President was sworn in to lead the country to the elections due in the first half of 2018. The current government has stated that they want to have a more open and inclusive approach to working with the international community and in opening the economy. The elections should provide

whomsoever wins with the mandate to take the country forward – education has to be at the forefront of this drive no matter who is in power.

## 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 both 2014 and 2015. The table below sets out selected recent and projected macro-economic indicators.

Table 1 Selected macro-economic indicators for Zimbabwe

	Actual			Est.	Projected			
	2013	2014	2015	2016	2017	2018	2019	2020
Real GDP growth	5.3%	2.8%	1.4%	0.7%	2.8%	0.8%	0.3%	-0.3%
Inflation (CPI)	1.6%	-0.2%	-2.4%	-1.6%	1.1%	1.6%	2.0%	2.0%
Government expenditure (US\$ mill)	4,065	4,024	4,156	4,970	4,783	4,793	5,146	5,300
<i>Of which employment costs (US\$ mill)</i>	<i>2,344</i>	<i>2,583</i>	<i>2,579</i>	<i>2,756</i>	<i>2,709</i>	<i>2,709</i>	<i>2,848</i>	<i>2,908</i>

Source: IMF Article IV Staff Report May 2017

The Zimbabwean economy is still 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. Education sector financing and the political economy context

There has been underfunding of education since the late 1980s with a system that is now very dependent on parental and community support. Parents contribute approximately 96 per cent of the non-salary costs to education at the school level with resultant issues in terms of equity. The probability of dropping out is twice as high in schools that are in the most disadvantaged areas of the country compared to those attended by children from the highest quintile. There is also the large dropout of 22.4 per cent at the transitional level from primary to junior secondary. These challenges in turn have exacerbated inequity of access and quality of education provision, particularly affecting some parts of the country and the poorer populations.

The challenges to overall government financing are unlikely to change in the short term. The 2018 Budget Strategy Paper notes that for Education

*154. Government remains committed to providing inclusive and quality education for all.*

*155. In this regard, the 2018 Budget will focus on provision of school infrastructure, upgrading satellite schools to fully fledged institutions, provision of teaching and learning materials and continued implementation of the competency based New Curriculum, including focus on Science, Technology, Engineering and Mathematics (STEM).*

*156. In addition, complementary programmed, such as school feeding, access to school fees waivers and teacher capacity development will be strengthened.*

*157. Under higher and tertiary education, Government is facilitating the re-introduction of student financing mechanisms through identified financial institutions.*

*158. Government would also want to see prioritization of development of higher and tertiary education infrastructure, such as student hostels and other facilities.*

While the Government of Zimbabwe remains committed to funding education through domestic resources (currently some 17% of the total budget), the limited size of the overall fiscus means that most of the funds are used to cover teacher's wages. In 2017, 94.6% of the central government allocation to education was used on teacher salaries with only \$45 million

available for non-wage spending. As noted, schools remain largely reliant on parent contributions for non-staff costs. This has led to inequalities of provision across Zimbabwe with more disadvantages poorer rural areas suffering from a lack of adequate infrastructure and minimal access to teaching and learning materials. The 2018 budget shows a significant and positive shift, with an increased allocation to education allowing for decreased proportional spend on wages (90%) and increasing non-wage spend to \$69.6m; showing Government commitment to address these concerns within a constrained fiscal environment. As in previous years it is the expenditure side which may remain weak with salary overruns eating into the non salary budget.

However, from the IMF February 2018:

*'As we noted, and we have been noting, the Zimbabwean economy faces severe challenges. An unsustainable fiscal deficit has led to severe liquidity shortages, created inflationary pressures, and threaten the viability of the financial sector and Zimbabwe's exchange rate regime.'*

*'Restoring growth will require concerted efforts to tackle the fiscal deficit including through rationalizing and better targeting the expense of agricultural support programs. These efforts should be complemented by structural reforms to strengthen the role of the private sector by improving the business climate and reducing policy uncertainty.'*

*'The authorities are cognizant of these challenges that they face and the economy is facing and they've expressed their determination to address them. The 2018 budget which they presented on December 7th, so about a month ago, stresses the government's intentions to re-impose budget discipline, reform and open the economy, and engage with the broader international community, which is on-going and important in terms of arrears clearance.'*

Which would suggest that little in the way of additional resources can be expected for the education sector. This makes the efficient and effective use of any additional funding critical and underlines the need for an effective school level financing policy that can help manage the current environment while being able to support the situation as things improve.

#### **4. The Education Sector**

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”<sup>1</sup> in 2006 (MOESAC,<sup>2</sup> 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.

The key sector policies which guided development of the education sector to 2015 included *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 (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 guided the development of the education sector to 2015 were 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).

In 2015, MoPSE made a strategic decision to capitalise on the education development that had taken place during the 2011-2015 Education Medium Term Plan (EMTP) by developing the Education Sector Strategic Plan (ESSP) 2016 – 2020. To provide an evidence base an Education Sector Performance Review (ESR) in October 2014 and an Education Sector Analysis (ESA) from June to September 2015 were conducted. These were followed by national consultative meetings on sector priorities for 2016 to 2020 and conducting a further ESR in July 2015. The 2016–2020 ESSP was completed through a highly consultative process and the operational planning was prepared using a similar consultative but focussed approach. The ESSP is considered as a dynamic planning tool which will need to be adjusted and updated in the light of implementation experience and on evidence resulting from improved data collection and analysis and the establishment of a research capability in MoPSE. There are annual sector reviews to monitor and update the ESSP, the first was conducted in November 2016 and the second in January 2018 (see below).

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<sup>1</sup> 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.

<sup>2</sup> MOESAC, Ministry of Education, Sport, Arts and Culture, prior to change of name to MoPSE

The delivery of an efficient and effective education service depends on the provinces, districts, clusters and schools. All schools have school development plans (SDPs) for a three year period. MoPSE national office supported the districts to prepare three year rolling strategic operational plans aligned to the ESSP and these have been consolidated and used for provincial planning. 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.

## 5. The Education Sector Strategic Plan

The focus and priorities of the 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 first 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 a new curriculum**

The Government of Zimbabwe's national curriculum review process was launched by the Minister 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.

*Activities and timelines for introduction of the new curriculum*

The Zimbabwe Education Blueprint 2015 – 2022 (Curriculum Framework) provided for an inception **and preparation phase** of the implementation plan which ended in December 2016. The inception and preparation activities lay a firm foundation for **phased implementation**, which commenced in 2017. The timetable showing the phasing of the curriculum implementation process is in the ESSP.

The operational plan for the implementation of the new curriculum included 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 2017/18. 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 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).

## **6. Education Sector Reviews**

The first sector review since the ESSP 2016-2020 was conducted in November 2016 and the second in January 2018.

The report on the first review is available and the report on the second review is in Draft. The draft report has been used in the following sections, the final report is anticipated in March/ April 2018.

The 2018 Report summarises the political shift and notes the cholera outbreak

*On 15 November, 2017, a military operation was launched in which President Mugabe was put under house arrest. There was a popular demonstration by the populace against President Mugabe rule on November 18 in Harare and other towns. Impeachment procedures against him were initiated in parliament and the president resigned. In the aftermath of these dramatic events a new President, Emmerson Mnangagwa was inaugurated. The country is coming to terms with the new leadership and wonder what kind of future the country faces. Similarly, industry, embassies and donors while trusting the new dispensation will guide the Zimbabwe into a more democratic and economically stable era are awaiting this reassurance. Every Ministry has been instructed to plan and implement a 100 Day Plan which would result in the realisation of quick wins*

The 100 Day Plan includes: curriculum implementation, infrastructure development, home grown school feeding and school audits. These short term actions will either be complemented by this program (curriculum and construction through the SIG) or benefit from the action (improved audit procedures and school level audits will benefit the school development planning process) (from Report on Quick Wins, Minister of Primary and Secondary Education, December 2017).

## Progress has been made against the ESSP indicators

Table 2 ESSP Indicators and Progress

Indicators	Source	2015	Achieved in 2016	Achieved in 2017
Districts (out of 63) with lower secondary gross enrolment of at least 75% (T)	EMIS	35	37	39
Survival Rate Form 4 (F)	EMIS	79.3	78.8	77.39
Number of districts with at least 50% qualified ECD teachers	EMIS	17	29	35
Primary completion rate (T)	EMIS	79.7	79.37	78.78
Lower Secondary gross enrolment (T)	EMIS	75.2	76.67	76.86
Districts (out of 63) with a lower secondary gross enrolment of at least 75% (T)	EMIS	35	37	39
Survival rate Form 4 (T) (for those entering Form 1)	EMIS	84	83	79.12
No of children with disabilities enrolled in primary and secondary education (excl. special schools) (T)	EMIS	40,226	49,692	64489

Considerable effort has gone into the implementation of the new curriculum and there have been notable achievements but there are major challenges, chief of which are insufficient awareness of what the curriculum is aiming to achieve, insufficient teacher in-service training and resource materials, lack of the additional learning resources needed to deliver the curriculum and, of major concern, a lack of understanding and guidance for the continuous assessment that contributes to 30% of public examinations. The engagement with the pre-service providers is being strengthened in order that new teachers are working with the new curriculum and the methodology needed to deliver this.

It is worth noting that many of the issues resolve around costs to parents and the fact that the sector is largely dependent on the contributions of parents to the non-salary budget elements. Clearly poorer areas are at a disadvantage as the parents are poorer. It was noted in the review that despite the huge non-salary needs of education from infrastructure to the new curriculum and despite the putative increase in the 2018 budget, MoPSE receives the lowest non-wage budget allocation of ministries which might raise the question of genuine commitment to the sector and the need for more intensive and evidence based dialog with the Ministry of Finance.

Overall the Review notes that progress is being made in all areas of access, equity, efficiency and learning outcomes but also notes that there remain serious challenges and provides suggestions on how to meet these. The programs that have been developed for the current

program are all designed to respond to the problems and causes identified in the ESSP and in the reviews.

## **7. Current Donor Funding which contribute to ESSP additional to Government resources**

### **7.1 Update on GPE2 Fixed Tranche**

Progress has been made since the first tranche of the GPE2 grant was received in January 2017. Progress in each component area is summarized below and documents discussed are available on request.

#### Component 1 (Policy)

- Policies and legislative reform: The Thematic Working Group (TWG) on Policies and Legislation, operating within a framework provided by Education Coordination Group (ECG), drafted an action plan, costed and with timeframes, focusing on five areas: inclusive education, school financing, education amendment bill, school development committees and early learning.
- Education Amendment Bill: Review of the Education Act was completed. Proposals in the draft Education Amendment Bill were subjected to an extensive national consultation process and a report on these consultations has been compiled. A set of Memorandum of Principles (MOPs) was prepared and endorsed. Currently the draft bill is being worked on by the Attorney General's office followed by submission to Cabinet for approval.
- Inclusive education: The TWG group for inclusive policy was formed. Discussions were held, and progress reported at the ESPR 2017 held in January 2018. The engagement of a consultant for the first phase is under way, and the process is led by the department of LWS and supported by the technical advice of the legal department.
- School financing: A concept note on the need for a school financing policy and related Terms of Reference (TORs) for the development of the policy have been approved by Ministry, a consultant has been engaged and work is under way for the development of a school financing policy.
- Early learning Policy: a review of the existing regulatory framework and circulars on early learning has been undertaken with engagement of players across all MoPSE departments, gaps were identified and a comprehensive document is available now to be reviewed and in order to plan the next steps. The department of Infant Education in charge of ECD education is collaborating with the legal department to continue the work.

#### Component 2 (Curriculum)

- Action plan 2018 for implementation of curriculum is finalized with costs and timelines for the roll out of the next phase.
- Teachers' guides have been printed and distributed. Teachers' training program on syllabus interpretation for the grades phasing in 2018 has been carried out and for the grades phasing in in 2019 plans are under preparation.

- Procurement of textbooks: procurement for the agreed numbers of textbooks has been finalized; finalizing the procurement modalities has taken some time but now the procedures are in place it is anticipated that there will be no further delays. The second phase of procurement is now under way, and distribution of the procured textbooks will be carried out in the first quarter of 2018, including material for ECD.
- Absorption of Early Reading Initiative (ERI) and PLAP principles into the pre-service programs: Discussions between MoPSE and Ministry of Higher and Tertiary Education on integration of these programs as well as the new curriculum in pre-service are under way, and a committee to spearhead the process has been put in place with membership from the two ministries and some stakeholders to plan the next steps. The discussions held so far have been positive and constructive, and a more unified understanding of the sustainability of the program is emerging. A concept paper on ERI, PLAP and teacher pre-service integration has been drafted by MoPSE and forwarded to the Permanent Secretary MoHTESTD for his consideration.
- Early Reading initiative (ERI): a concept note on ERI and community engagement in early learning has been drafted and approved by the Ministry. Support for the procurement of early learning material, ECD and outdoor play equipment by more than 4,000 schools was done, including community engagement discussions on the importance of ECD and the role of play in early learning.

#### Component 3 (Equity)

- The NFE policy is in place and the NFE action plan, costed for training, mode of delivery and resources is now available. The review of the NFE syllabus for Form 1 – Form 6, including the validation process was finalized and is now under design and for printing.
- Special needs: ERI and PLAP annex finalized and distributed to all districts. Screening tools for CWDs is in the final stages of Ministry approval process. A TWG to review and develop the inclusive education policy has been formed.

Complementary funding: In order to have a comprehensive picture of the situation by district and area, MoPSE collected data from districts on the current status of community funding in school and construction projects underway, cluster technical hubs being planned, needs, etc. Provincial planners are involved in this process as well, and met, together with ministry head office and other stakeholders and drafted the guidelines for complementary funding, inclusive of edibility criteria and modalities of funding. These guidelines now are awaiting approval.

#### Component 4 (Institutional Strengthening)

- The concept note for the holistic organizational development for MoPSE has been endorsed by ECG. The Terms of Reference (ToR) for a consultancy to undertake this has been finalized and approved and a consultancy team has been engaged to support the ministry.
- The Centre for Educational Research Innovation and Development (CERID) mapping has taken place and a draft concept paper on its establishment and functions drafted. A ToR for the CERID manager is now available and is being used to recruit for the post. The Ministry has engaged consultants to support the establishment of CERID, with the first

phase completed and a report available on the next steps. A CERID team of 6 people has been put in place, and a plan for 2018 has been drafted and awaiting approval.

- It is anticipated that the first tasks of CERID will be to look at the operational research that is necessary for monitoring and developing the performance elements of the new program.

#### Component 5 (Monitoring, ESSP)

- Districts have submitted the DOPs reviews of 2017 to MoPSE.
- The POPs have been finalized and are available.
- The ESPR of 2017 was held successfully with participation across sectors, and with greater participation from the Ministry of Higher and Tertiary Education as well as the Ministry of Finance.
- Continual monitoring of the updated curriculum implementation and the other GPE2 program components continues to ensure continuity of interventions from GPE 2.

#### Progress on Alignment, PFM and Policy Dialogue

MoPSE has been consulting with Ministry of Finance and Economic Development (MoFED) on reflecting donor funds in the “Blue Book” (the document that summarizes government’s budget receipts and allocations to Ministries and Departments in Zimbabwe and when published available on the MoFED website).

In addition, the Director Finance MoPSE is now working with the Projects Office, MoFED, to configure the grants module of SAP to be used by MoPSE HQ, Province and District Offices (as is the case for the Ministry of Health). MoPSE is using GPE funds to train accountants and administrative officers who will be using this new grant module.

#### 7.2 Update on Education Development Fund (EDF)

As already noted, the national budget has extremely limited fiscal space for development and so the largest funding for local school development is from parents and national development programs from the two programs, the Education Development Fund and the GPE (see GPE PD 2016). The summary here is to provide the context for programs and to demonstrate the need for careful coordination for coherence and complementarity with other programming. The current phase of the EDF program (2017-2020) has an active budget of USD 46million and aims at promoting:

- a) Enhanced capacities of stakeholders at all levels, including communities, for increased learning opportunities for out-of-school children and young people, and equitable access for and retention of disadvantaged children.
- b) Increased national capacity to provide access to age-appropriate, quality learning opportunities and minimize the effects of disasters on learning.
- c) Strengthened political commitment, accountability and national capacity for evidence-based legislation, planning and budgeting for scaling-up quality and inclusive education.

The target group is the most disadvantaged children in primary and secondary schools, children with disabilities and children who are out of school.

The program key successes from January 2017 to date are the following:

- Over 3,538 schools (out of the 3,200 targeted) with the lowest income and serving over 1.2 million children received School Improvement Grants (SIG) provided to schools without adequate resources to address their most basic needs and now includes basic infrastructure improvement. Grant rules and regulations specify the costs that are eligible and ineligible, but schools should be able to use the fund to link to some of the strategies to be identified through the GPE research.
- All classes in all schools (100%) targeted for phase 2 of the new curriculum (ECD A, Grade1, Grade 3 and Forms 1, 3 and 5) commenced implementation. A total of 45,000 teachers were trained in syllabus interpretation in preparation for the implementation of the second phase of the new curriculum (2018), with 6,000 secondary school teachers trained in continuous assessment (which is a new feature in the curriculum).
- Textbooks to support the new curriculum have been identified, reviewed and approved in order to support the implementation of the new curriculum. Procurement of textbooks for 13 learning areas, covering 3,000 most disadvantaged schools, is underway, with procurement of books for 2,000 more underway.
- Over 2.8 million children received treatment for bilharzia and 3.3 million were treated for intestinal worms as part of another successful deworming campaign.
- 11,523 visits comprising 5,218 school visits undertaken between May and October 2017.
- 5,343 MoPSE officers were trained in financial management.
- 3,184 community members in 11 districts were sensitized on the needs of children with disabilities, with 28 MoPSE officers receiving training in the development of tools for screening children for disabilities.
- MoPSE has successfully collected and analysed EMIS data for 2017 and has used the data to inform the post-2017 programme as well as the Education sector Performance Review. The EMIS 2016 report was being finalized and a draft of the 2017 report is in place.
- The ESSP was used for the development of provincial operational plans (POPs) and updating district operational plans (DOPs). MoPSE was supported in the preparation of its budget presentation to Ministry of Finance and Economic Development based on priorities, targets and resource requirements set in ESSP. The ESSP was used as basis for the development of the programme document for GPE-supported Variable Tranche and Multiplier Fund (GPE).
- The final version of the School Health Policy was produced and awaits signature while work on the School Financing Policy, Early Learning Policy and Inclusive Education Policy was initiated and is on-going.

All EDF and GPE-supported program interventions are drawn from MoPSE's ESSP, and therefore synchronize management and implementation processes to ensure coherence and complementarity across the different program activities.

### 7.3 Areas where there is complementarity between EDF and GPE are:

GPE and EDF constitute the biggest sources for the component of the education programme that is funded through UNICEF. Efforts have therefore been made to ensure that there is no overlap between

the two, even when the interventions supported contribute towards shared objectives and goals. The table below demonstrates the complementarity that exists between GPE- and EDF-supported interventions. The list is not exhaustive but is, rather, of an illustrative purpose.

Table 3 GPE-EDF Complementarity

Intervention	GPE Support	EDF Support	Comments
Development and procurement of materials to support the new curriculum	GPE supports procurement of: <ul style="list-style-type: none"> <li>textbooks for Phase 2 of the new curriculum</li> <li>ECD outdoor play equipment</li> <li>Equipment to build the capacity and operation of district and cluster offices</li> </ul> Development, printing and distribution of: <ul style="list-style-type: none"> <li>materials to support children with disabilities</li> <li>ERI and PLAP (including teachers' handbooks)</li> </ul>	EDF supports procurement of: <ul style="list-style-type: none"> <li>textbooks for Phase 1 and specific learning areas of phase 2 of the new curriculum</li> <li>learning materials to support children with disabilities</li> </ul> Development, printing and distribution of: <ul style="list-style-type: none"> <li>all syllabuses for the new curriculum</li> <li>The curriculum framework</li> <li>Curriculum handbook.</li> </ul>	From the funding perspective, this is one of the biggest components of the education programme
Policy development	Development of the following policies: <ul style="list-style-type: none"> <li>School Financing policy</li> <li>Inclusive education policy</li> </ul>	Support to the following legal and policy work: <ul style="list-style-type: none"> <li>The amendment of the Education Act</li> <li>Early learning policy</li> <li>HOD</li> </ul>	Work on all legal and policy work is guided by ECG, and generate a policy dialogue at this forum
Promote work with the community	<ul style="list-style-type: none"> <li>Support community outreach for the identification of CWDs and information sharing to support early screening processes for CWDs</li> <li>Support community engagement</li> </ul>	<ul style="list-style-type: none"> <li>Support community engagement on support for Non-Formal Education (NFE)</li> </ul>	The communities are reached with a package of messages that are supported through 2 funding sources
System development and strengthening, including innovations	<ul style="list-style-type: none"> <li>Development and strengthening system for early identification (of disabilities), intervention and referral of children</li> <li>Development and updating of NOP, POPs and DOPs</li> </ul>	<ul style="list-style-type: none"> <li>Development and updating of School Development Plans</li> <li>Support development of an electronic school inspection system</li> </ul>	
Research and data systems	Support development and updating of Teacher Development Information System (TDIS), which is a subset of EMIS	<ul style="list-style-type: none"> <li>Support to the generation of data through regular EMIS.</li> <li>Support near real-time sms-based data collection system</li> </ul>	The data and information generated is used to design, plan and monitor programmes supported through EDF, GPE and other funding sources
Strengthening of teacher capacity	<ul style="list-style-type: none"> <li>Train MoPSE staff in the mainstreaming of inclusive approaches, with specific focus on CWDs</li> </ul>	<ul style="list-style-type: none"> <li>Training in leadership and management in order to create child-friendly school</li> </ul>	The idea is to differentiate training by (a) target group; and

	<ul style="list-style-type: none"> <li>• Train teachers in the application of Teacher Professional standards</li> <li>• Train junior teachers in syllabus interpretation</li> </ul>	<p>environments that promote learning</p> <ul style="list-style-type: none"> <li>• Train heads, deputy heads and bursars in financial management</li> <li>• Train infant and secondary teachers in syllabus interpretation</li> </ul>	(b) areas of training (content).
Direct support to the most disadvantaged	<ul style="list-style-type: none"> <li>• Use of the SIG modality to support a defined set of school level interventions that are not covered by SIG, e.g. provision of junior science laboratory equipment , purchase of non-core textbooks.</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of school improvement grants (SIG) to the poorest schools, targeting a defined set of eligible items of expenditure prioritized on the school development plan.</li> </ul>	Care is taken to ensure that schools do not apply both funds to the same expenditure items.

## 8. The Variable Tranche and Multiplier Fund Programme Document development process

At the recommendation of the GPE Secretariat in the second quarter of 2017 in the QAR1 MoPSE and partners developed a decentralised program that was focussing on a small number of Districts in order to identify how far problems affecting access, learning outcomes and efficiency were generic and how far they were particular to a local area and to support Districts and communities to develop local solutions. The intention being that building on this evidence a nationwide program could emerge that was extremely efficient as interventions would be sharply focussed. The GPE Secretariat was not comfortable with this approach as it was not considered to be sufficiently sector wide (QAR 2). In an attempt to move things forward MoPSE and partners submitted a technical note (that now covered the MF possibility/option) to the GPE Secretariat in November 2017 proposing a broader set of outcome and process indicators and more focussed programs. The GPE provided an extensive and detailed response to this Technical Note. MoPSE and partners have discussed the comments in the note and have convened workshops and meetings to prepare another PD that has fully taken into account all the GPE concerns.

The process has engaged Ministry, donors and civil society. In order to maintain the integrity of the program MoPSE and partners agreed the following principles:

1. The GPE VT and MF program must be consistent with and supportive of the ESSP;
2. The GPE VT and MF program has to be consistent with and as appropriate supported by the current GPE 2 and the EDF program areas and any other program being implemented (e.g. by non-state actors);
3. Outcome indicators for the GPE VT and MF program are consistent with those for the ESSP, but can be different and focus in on areas of key importance as agreed by partners;

4. The GPE VT and MF program must focus on core challenges in the areas of equity, efficiency and learning outcomes. The program decisions must also be evidence based (drawing from the Education Sector Analysis, the sector review and an updated EMIS) and agreed through policy dialogue with all stakeholders.
5. While there are a number of specific indicators selected and linked to specific domain areas of access, efficiency and learning outcomes, in many instances these indicators are not uniquely specific to that domain but contribute to other changes in the system.

In order to help ensure that there is going to be the change anticipated, MoPSE has adopted a causality or theory of change (ToC) model. The theory of change model used for the GPE VT and MF program has the following elements:

- Identification and specification of the problems that need to be addressed in the 3 domain areas of equity of access, efficiency and learning outcomes.
- Analysis of the causes of the problem to be addressed;
- Strategic responses and the programs/ activity that will be required;
- Indicators that will allow all partners to monitor the progress being made – were possible these will be outcome indicators but may also include process indicators
- How/ who/ when it will be monitored/ measured
- Assumptions.

The teams working on the indicators and the programs have had the theory of change in mind at all stages of the discussion. In some cases, there will be an explicit following of the ToC headings and at other times this may be implicit.

As was noted in the introduction, the current PD is for both the ESPIG VT and for the MF. The application for the MF is based on the following:

### **Justification for the Multiplier fund**

The new financing facility from the GPE, the Multiplier Fund (MF), is a modality aimed at crowding in additional funding on the back of other new and additional funding to an education sector. The MF may provide additional grant funding of \$1 for every \$3 of new funding that is committed to the education sector. The Zimbabwe ECG reviewed this modality in the light of anticipated additional funding and agreed to submit an expression of interest (EOI) for a grant. The EOI was submitted in October 2017 and a grant of \$10m was conditionally approved by the GPE Board in December 2017. It has been agreed that 70% of this grant will be awarded as a fixed program element to be disbursed in 2019 and the remaining 30% will be performance based and will complement the ESPIG 2 variable tranche.

Zimbabwe present a special case, in terms of eligibility for the multiplier fund. Currently Zimbabwe is not eligible for Development Bank assistance of any kind and so the bilateral partners play an important role. Currently there are 2 partners supporting the education sector: Germany through its Development Bank, BMZ, and DFID. Zimbabwe ECG acknowledge the importance of attracting new donors to the education sector and anticipate that the

changing political economy may well allow this to happen but in the meantime the sector should be able to benefit incrementally from the additional resources of DfID and Germany.

The German Government (Federal Ministry for Economic Cooperation and Development, BMZ) has been supporting the education sector in Zimbabwe through the Education Development Fund (EDF); which in turn is supporting the implementation of the Education Sector Strategic Plan (ESSP). The last grant, before the multiplier fund was initiated, was in December 2016 through KfW. As a result of the discussions around the MF in 2017, BMZ have committed an additional Euro 15m to support the ESSP, through UNICEF.

KfW is aware that additional funding through the MF is increasing the amount of funding that could be used to support Districts in most disadvantaged Provinces to improve the quality of education. The German Government considers that these additional resources can provide good value for money through the EDF programme and will continue the strong focus on equity, improved learning and improvements to financial management in the sector.

DFID globally contributes significantly to the GPE. DFID's support to date in DFID Zimbabwe has been through the EDF fund and to CAMFED to support girls' education in the most disadvantaged districts. DFID has been the Coordinating Agency for GPE and became aware early on of the option for the multiplier fund to raise additional resources for education.

The ESSP was endorsed in June 2016 and there is a significant funding gap, particularly in terms of non-wage expenditure in the sector. DFID is aware this funding gap could be partially filled with the additionality of the multiplier fund and so DFID is incentivized by the Multiplier.

DFID's commitment to the education sector in Zimbabwe was under review, as part of a DFID wide revision of business plans after the new UK Government came into power in June 2017. These funds could have gone to other sectors that DFID Zimbabwe supports, but it was felt that DFID's commitment to the education sector would bring leverage for additional funds through the multiplier fund; doubling the current variable tranche funding, and increasing support to an otherwise underfunded sector.

DFID Zimbabwe plans to continue to invest in the education sector through the EDF by up to £24m (\$33.7m) over the next three years. As of March 2018, DFID Zimbabwe extended the EDF programme for one additional year and is providing £8m in funding up to March 2019. In addition, a new business case of continued support to the education sector is being developed for the additional £16m DFID has committed to the education sector, subject to Ministerial approval of the UK Government

Funds provided for the implementation of the Education Development Fund support the ESSP 2016 – 2020 goals and are coherent with and complementary to those provided in the current fixed and proposed variable parts of the GPE activities described in this programme document.

It is the opinion of the ECG that these additional commitments are in compliance with the requirements set out by GPE. Consequently, Zimbabwe has developed this programme document with the inclusion of these additional resources and will considerably strengthen this programme and support MoPSE in achieving the achievement of the proposed indicators within the fixed tranche of the MF and the variable performance based tranche of this combined VT/MF application.

## **9. The Role of the Local Education Group (LEG) or in Zimbabwe the Education Coordination Group**

The Education Coordinating Group (ECG) is the country's Local Education Group and is a collaborative forum for education sector policy dialogue under government leadership. It provides for consultation and dialog on education sector development between the government and its partners. The government takes the lead in this forum with the Minister of Primary and Secondary Education being the Chair and the Permanent Secretary being the Deputy Chair, the Department of Policy, Research and Statistics is the secretariat. Other government departments and portfolio members are the Ministry of Finance and the Ministry of Higher and Tertiary Education, Science and Technology Development. From the partners for GPE programs, DFID plays the role of the Coordinating Agency while UNICEF is the Grant Agent. Other members of the ECG are World Bank, UNESCO, CAMFED and the Education Coalition of Zimbabwe (ECOZI) representing civil society organizations. The ECG has an agreed Terms of Reference.

The engagement of the ECG in the current application has been extensive as the process has involved several iterations of the documentation and several shifting foci. There have been 2 stages, first when the country was only applying for the Variable Tranche there was comprehensive ECG engagement, a small working group had been established which reported to the ECG – the group has members from the Department of Planning, DfID, UNICEF and representatives from ECOZI. Work was undertaken to support the Districts and the Provinces to develop their operational plans and their capacity to monitor and to report on progress. This group also worked with the Districts who had been selected for a particular focus when the initial ideas for the VT indicators were being developed. The ECG was informed and engaged in considering the outcomes of the discussions with the Districts on the exploration of the local solutions to local problems ideas. The decision to apply for the additional grant under the Multiplier Fund was reached through consultation and discussion in the ECG via an inclusive process. A meeting held by the ECG in November 2017 gave the impetus for the country to apply for both the Variable Tranche and the Multiplier Fund. The same smaller working group was tasked to work on the application giving feedback to the ECG. In the ECG meeting held shortly after the Education Sector Performance Review in January 2018 the ECG again affirmed the continued application and to meeting the full submission May 2018 deadline.

The ECG takes the lead in monitoring and adjusting progress on the ESSP 2016 – 2020 and has organized 2 national sector reviews to ensure that there is overall and consistent monitoring and that changes and adjustments can be made in a timely manner. The first review on the

ESSP 2016-2020 was held in 2016 and a report was prepared, the second review was held in January 2018 and a draft Aide Memoire was prepared and the report is undergoing final revision. As the recommendations are acted upon and the EMIS becomes available in a timely manner the ECG hopes to be able to drive forward progress towards achieving the ESSP goals.

The ECG has increasingly engaged in the policy level issues and has established working groups that are looking at the policy areas of the ESSP, in particular the school level financing policy and the revisions to the Education Act – completion of which (along with the timely receipt of EMIS data) are performance-based outputs to the GPE programs.

## B. PROGRAM DOCUMENT INDICATORS

### 1. Equity and Access

**Equity Output Indicator 1: Improved transition Rate from Grade 7 to Form 1 of districts (17) with a 2017 transition rate below 70%**

2015	2016	2017	2018	2019
69.6%	69.1%	65.4%	Improvement	Improvement

The indicator will be considered achieved if there is a positive improvement (minimum increase by a 0.1% point per district) in the 10 lowest performing Districts in 2018 and in all 17 Districts in 2019.

#### Context

Feedback received from the GPE Secretariat had suggested replacing the national Gross Enrolment Rate with a specific focus on either a disadvantaged group or on a number of identified low performing districts. Technical discussion and related analysis by education partners has however revealed that neither one is a good option due to difficulties in measurements for such indicator or issues around the denominator related to population projections at sub-national level. The following provides the justification for the current indicator.

#### The problem

Zimbabwe has achieved almost universal access to primary education, including among the poorest quintiles, with gender parity (see 2016 and 2017 EMIS data). In addition, repetition and dropout levels at primary level remain very low. The transition from primary education (grade 7) to lower secondary education (Form 1) is where equity issues become a major factor as a substantial number of learners are not able to proceed to secondary education. With a national transition rate of 78 percent (EMIS 2017) 22 percent of learners do not continue to Form 1. Further data analysis by district level shows that in general urban areas perform considerably better compared to districts in border and rural areas or districts with a higher level of poverty. There are 17 districts with a transition rate below 70 percent with Beitbridge (a district bordering South Africa) recording a transition rate of only 48.6 percent meaning that more than half of the learners do not continue their education beyond grade 7.

#### The causes

There are generic causes that are cited in the **Out of school secondary school children in Zimbabwe: location and reasons** (*National Assessment of Out of School Children, 2015*) and include cost of fees, lack of infrastructure and learning materials, lack of interest and opportunity costs (particularly in the border areas). In the light of the work previously done with 15 Districts to identify specific problems at the local level it is likely that there are a number of local challenges that can be addressed.

#### Strategies to support achieving the goal

MoPSE HQ staff and partners will work closely with the District education staff and communities in order to identify interventions that will lead to improved transition i.e. work with the staff, parents and communities of primary schools focusing on the upper grades. Specific interventions will be adopted and funded through the existing GPE 2 fixed grant. From 2019 there are programs to be funded from the performance funds that will allow for these focused interventions to be continued and deepened.

### Measuring success

The selected indicator takes the aggregated transition rate for the 17 districts with a transition rate below 70 percent which results in the following set of data for the last three years available:

Table 4 Trend of Transition Rates 2015-2017 (EMIS)

	Transition Rate 2015	Transition Rate 2016	Transition Rate 2017
17 Districts with the lowest transition rates	69.6%	69.1%	65.4%
National level	79.5%	80.7%	78.0%
Gap	9.9	11.6	12.6

Several aspects are relevant from an equity perspective:

1. The clear disparities in transition rates at district level and the substantial percentage of learners who are not continuing beyond primary education
2. The widening gap between the 17 identified districts and the national level
3. The negative trend that can be observed for the 17 districts started in 2015 whereas at national level there was still a positive trend between 2015 and 2016

Every child in Zimbabwe should at least continue to secondary education and complete Form 4. Not continuing education beyond primary level results in major system inefficiencies, poor learning outcomes and in the longer term to continued and widening disparities, not only in terms of access to higher education and learning but also in terms of socio-economic development for the individuals concerned as well as the country at large.

The table below provides the overview by district of all the 17 districts with a transition rate below 70 percent in 2017 and their performance in the two previous years.

Table 5 Transition Rate Grade 7 – Form 1

District	2015	2016	2017
BeitBridge	64.1%	62.8%	48.6%
Chiredzi	64.1%	61.6%	58.1%
Bindura	69.5%	69.8%	63.7%
Muzarabani	69.1%	74.1%	65.2%
Bubi	68.6%	66.0%	65.3%
Nkayi	69.1%	67.5%	65.6%
Binga	73.0%	70.5%	66.2%

Gokwe North	73.8%	70.3%	66.9%
Mt. Darwin	67.4%	70.4%	66.9%
Tsholotsho	67.2%	63.3%	67.7%
Insiza	75.1%	69.0%	68.0%
Mangwe	67.6%	69.5%	68.5%
Mbire	74.1%	88.1%	69.1%
Seke	70.9%	73.1%	69.1%
Lupane	62.4%	63.0%	69.4%
Khami	72.6%	76.9%	69.8%
Mabvuku Tafara	75.3%	72.8%	69.8%
Transition Rate 17 Districts	69.6%	69.1%	65.4%
Nation	79.5%	80.7%	78.0%

An additional advantage of the identified indicator is a straightforward type of indicator that is easy to measure at sub-national level and is more accurate as it does not depend on population projections.

Currently there is a negative trend and a widening gap which needs to be reversed. This is going to prove a real stretch in the short time frame available. The most important change is to see that there is change and improvement in each of the Districts. MoPSE is suggesting that a stretch is going to be a positive change by District to break the downward trend. These would constitute a major shift overall.

The following table shows the scenario if each district increases its transition rate by a 0.1% point in 2018. This would increase the national average by a 0.02% and decrease the gap between the 17 district and national averages by 0.08%.

*Table 6 Scenario if each district increases its transition rate by a 0.1% point*

District	2017	2018
		0.1% point increase
BeitBridge	48.60%	48.70%
Chiredzi	58.10%	58.20%
Bindura	63.70%	63.80%
Muzarabani	65.20%	65.30%
Bubi	65.30%	65.40%
Nkayi	65.60%	65.70%
Binga	66.20%	66.30%
Gokwe North	66.90%	67.00%
Mt. Darwin	66.90%	67.00%
Tsholotsho	67.70%	67.80%
Insiza	68.00%	68.10%
Mangwe	68.50%	68.60%
Mbire	69.10%	69.20%
Seke	69.10%	69.20%

Lupane	69.40%	69.50%
Khami	69.80%	69.90%
Mabvuku Tafara	69.80%	69.90%
Transition Rate 17 Districts	65.37%	65.47%
Increase		0.10
Nation	78.00%	78.02%
Increase		0.02
Gap	12.63	12.55

MoPSE have also discussed the option of measuring an increase in each of the individual District rates to be negotiated and discussed with each District. However, this has not yet been pursued as it does not reflect a significant **sector level** change.

The immediate response of MoPSE will be to convene meetings with the District staff to identify quick and focused interventions that will bring the turn round necessary. This will take place in the second quarter of 2018. Longer term programs that will impact nationwide will commence in 2019 from the programs identified to use the performance-based grant element (Program 2).

The monitoring of progress will be through EMIS data and by partner engagement in the work at the District levels. A special EMIS survey will be conducted in late 2018 to verify progress in the 17 Districts.

### Equity Process Indicator 1: Revised and Approved Education Act

This is a 2 stage indicator:

2018: Education Act revision, revised in line with the Constitution and is endorsed by MOPSE and submitted by MoPSE to Cabinet for approval (including the provision 'to promote the use of alternative forms of discipline other than coercive force or corporal punishment')

2019: Approval of the Education Act revision by Cabinet (2019)

As a result of Zimbabwe adopting a New Constitution on 16<sup>th</sup> March 2013 a number of sections of the Education Act needed to be revised. A process of revision and public consultation has taken place and the Legal Department of MoPSE is preparing the documentation. The final approved Act is important for the overall policy stance of MoPSE, as making policy operational requires the Act approval for the Minister to issue the necessary statutory instruments (for example for school finance, inclusive education, school feeding, health etc.). It is the implementation of the sector policies that will have an impact on access (for example the school financing will address the issues of student costs and have ways of addressing the local inequities that lead to children failing to access learning.

As a part of the review, the Ministry has taken a bold position against the use of corporal punishment amidst heated discussions and often vocal proponents of continued use of corporal punishment. The revision of the Education Act in line with the constitution with a strong reference to reject corporal punishment and promotion of positive discipline is a major

step towards abolishment of corporal punishment in schools. Many international studies confirm that corporal punishment is a major factor that impacts negatively on learning, efficiency but certainly also has an equity component, e.g. related to gender, socio-economic background or even ethnicity. Persistent use of corporal punishment leads to more violence and violence behavior in schools, often rooted in and leading to gender disparities. In addition, it is likely that learners from socio-economically disadvantaged backgrounds are more often faced with violence and corporal punishment in school.

Passing the law will not, of itself prevent corporal punishment. A wide-ranging national discussion of the evidence that corporal punishment does not work is needed. The debate should also ensure parents are informed of steps they can take if their children are subjected to corporal punishment in school. Activities at the community level will take place to allow for full implementation of the policy/ law (under the current GPE program and as a part of Program 1.1 of this program).

The Ministry has no direct control over the final approval of the revised Education Act by Cabinet. Splitting the process into 2 parts with a second process indicator identified for 2019 that will incentivize the approval by cabinet. However, considering the limited control the Ministry has over cabinet approval, the performance related amount for this indicator in 2019 is lower than the first critical revision of the Act in 2018.

The monitoring of the progress of the Act will be reported to the ECG by the Minister as each meeting.

The change in community and parental and teacher attitudes to corporal punishment will require a research program to be established by CERID and will be included in their annual work plan to be reviewed during the Annual Education Sector Review in November.

### **Equity Process Indicator 2: School Improvement Grant released in quarter 1**

Since 2014 School Improvement Grants (SIG) have been released nationwide to the most disadvantaged schools identified by equity-based indicators, with school income being the most critical factor. SIG therefore has a strong equity component (and is expected to impact on learning outcomes over the longer term) and makes a difference for the most disadvantaged schools by improving the school and learning environment. The recent independent review of the EDF program 'Summative Evaluation of UNICEF Support For Education in Zimbabwe' (report still in draft but will be available in March 2018) considered the SIG to have had an impact on equity and to be an efficient modality for school improvement.

All school heads and school development committees in the country have been trained on financial management and the use of SIG against an agreed menu of options. One of the key requirements of releasing SIG to schools is that schools should have a multi-year school development plan where schools identify their own development priorities. Such plans include all sources of funding available to the school, including SIG.

SIG reviews have identified that one of the critical challenges schools face with the SIG is the late release during the year which impacts on the schools' capacity to implement their school development plans in a timely manner. In many cases schools have received their SIG in quarter 3 or sometimes even in quarter 4, making it hard for proper planning, effective and efficient expenditure and impacting on the accountability and acquittal process. The causes have been identified as slow and late selection of beneficiaries, late acquittals and delayed confirmation of functional school accounts. The strategies identified to respond will include, the selection criteria to be based on the first term preliminary reports which are done within 2 weeks of opening of schools and further targeted capacity building of personnel for effective implementation of the program.

Ensuring that schools receive their funding in quarter 1 will make a substantial difference for the learners benefiting from an improved learning environment early in the school year instead of waiting until the end of the school year (or not at all as funds may be lost). Considering the volume of funds reaching the most disadvantaged schools and the fact that the SIG modality will be used to release other GPE funds to the most disadvantaged schools this process indicator has been identified to incentivize early release of SIG.

The monitoring and reporting on SIG is considered to be robust (EDF Review op cit) through MoPSE and partner monitoring, the independent audit and EMIS data and reports. There will be regular updates of progress provided to the ECG

## **2. Learning outcomes:**

### **Learning Outcomes Output Indicator 1:**

**Primary school teachers of mathematics successfully participate in the in-service mathematics training program to develop skills and knowledge so they can deliver the content of the New Curriculum:**

**2019: 2 teachers per school in half 36 districts: 6123 teachers**

**2020: 2 teachers per school in the remaining 36 districts: 6123 teachers**

The discussion on the indicator for learning outcomes has been long and intense and the inputs from the partners, including the GPE have see-sawed between what is consistent with best practice in an ideal situation to what might be sensible and might work in the country situation. There has also been differing advice at different times as to the types of indicators that might be acceptable to all parties.

Following the most recent QAR II comments and considering that MoPSE and GoZ intend to have a 2 year program, it has been agreed to go for a modest but nevertheless challenging process indicator while at the same time keeping the most recently proposed MoPSE indicator as a reference and monitoring point. Acknowledging the problems of using pass rates in examinations as a measure of learning improvement narrowing the gap between the poorest subset of schools (P3). MoPSE believe that monitoring improvement in pass rates among a subset of low-performing schools, using the national mean and the pass rates for high-performing schools as points of reference. Raising the pass rates among low

performing schools will not only have impact on overall performance of the system (improvement on the national average) but will also narrow the gap between the low-performing and high-performing schools. It will therefore directly benefit the opportunities for the most disadvantaged children.

**Indicator reference monitoring:** Pass rates in Grade 7 Mathematics for rural (P3) primary schools.

2014	2015	2016	2017	2018	2019
43.8	49.6	48.1	48.3	50.3	52.3

### Summary

The immediate objective for this indicator is to improve children’s mathematics skills and learning in the primary years by providing 2 selected mathematics teachers from each school with the knowledge and the skills to effectively deliver the new curriculum (selected teachers will act as peer trainers for other staff). The training package will include:

- a) Building the knowledge assumed in the curriculum
- b) Practical skills building to use current learning resources, identify where other resources are available and how they can be used;
- c) How to assess progress and to identify where learning has not taken place and the responses needed
- d) How to identify and respond to specific student learning challenges
- e) How to share / access good practice

This specific indicator will push and focus particular attention to the training on mathematics which has not been part of the trainings so far. The newly assembled package will ensure a targeted focus and material as well as enhance the quality of the training in this specific learning area. As this will have a national scope it will impact all schools, having large scale results and equipping the system with the right tools to improve learning outcomes in the long run.

In 2019 and 2020 the support networks will be strengthened by establishing/ strengthening the cluster level mathematics associations.

The longer term outcome is for more children to have the mathematics knowledge and skills as specified in the curriculum reflected partially in improved Grade 7 pass rates with a focus on continuous assessment (in order that specific learning challenges can be addressed through the learning life of the child). Of particular importance will be improving the learning in the poorer performing areas and in the medium term MoPSE will monitor how improvements are taking place in the least well performing schools. While acknowledging the problems around using pass rates as an indicator of learning achievement (see below) they will be used until MoPSE put in place more effective measures in the next 2 years. CERID will be charged with developing a longitudinal assessment of changes in mathematics learning in the grades leading up to the Grade 7 examination and will also examine if it is possible to attribute specific interventions to improvements (a longer term ambition).

## Context

Zimbabwe's primary schools are divided into three categories, namely, P1, P2 and P3 schools. P1 schools are those located in the low density urban residential areas. P2 schools are located in high density residential areas. P3 schools are located in rural areas and constitute the majority of primary schools in Zimbabwe.

Available data shows that overall pass rates for rural (P3) schools are far lower than those for urban (P1 and P2) schools, and these differences are illustrated in the table below.

*Table 7 Grade 7 overall pass rates by rural/urban location, 2014-2017*

School Location	Pass Rate (%)			
	2014	2015	2016	2017
Rural	27.5	31.2	32.5	34.5
Urban	69.1	74.7	74.4	72.5
Both	36.5	41.9	43.2	44.7
Difference (Rural/urban)	41.6	43.5	41.9	38.0

Source: MoPSE EMIS and ZIMSEC, 2014-2017

In its 2016-2020 Education Sector Strategic Plan (ESSP), MoPSE prioritises STEAM in the new curriculum, and places Maths at the centre of this new thrust (ESSP, p. vii; 59). In order to promote STEAM more effectively, learners have to acquire a stronger knowledge base in Maths, Grade 7 pass rate in Maths is one of the indicators highlighted in the ESSP, and that will be tracked (ESSP, p.53) and this explains in part why the focus of this indicator is on the longer term changes in Maths pass rates, while focusing specifically on training teachers in this learning area by carrying out special targeted trainings for teachers.

Data available for the period 2014-2017 that was presented above shows that, while Maths pass rates for rural schools have been rising steadily, they remained generally low compared to pass rates for urban schools. The mean difference for the 4 years is huge (41.3 percentage points), ranging from 38.0 percentage points in 2017 to 43.5 percentage points in 2015. A focus on pass rates for Maths alone paints a slightly different picture, as the table below shows.

*Table 8 Grade 7 Maths pass rates by rural/urban location, 2014-2017*

School Location	Pass Rate (%)			
	2014	2015	2016	2017
Rural	43.8	49.6	48.1	48.3
Urban	74.9	81.0	80.7	80.8
Both (National)	51.0	57.7	56.6	56.9
Difference (rural v urban)	31.1	31.4	32.6	32.5

Source: MoPSE EMIS and ZIMSEC, 2014-2017

The figures presented above on pass rates in Maths at Grade 7 between 2014 and 2017 for rural schools reveal three features. The first feature is that Maths pass rates are higher than the pass rates for overall pass rates (i.e. pass rate for all subjects). Secondly, while Maths pass rates for rural schools rose by 5.8 percentage points between 2014 and 2015, there was a drop between 2015 and 2016. In 2017 there was a marginal increase, but the increase was

not large enough to regain the 2015 level. The third feature is that, as was the case with overall pass rates, Grade 7 Maths pass rates for rural schools were consistently lower than those for urban schools. The difference between rural and urban schools averaged 31.9 percentage points annually over the 4 years. In comparison, female learners outperformed boys by an average of 4.7 percentage points (5.4% for rural schools and 4.1% for urban schools), and the difference is not significant.

The big messages are that, firstly, location is an overwhelmingly strong predictor of pass rates. It does not so much matter whether a learner is a girl or a boy; what matters most is whether the learner goes to a school that is located in the rural area or in the urban area. The challenge, therefore, is on raising Grade 7 Maths pass rates among rural schools, with efforts to narrow the gap between rural schools and their urban counterparts.

The focus on rural is also justified by the fact that this category of schools constitutes 86.1 per cent of all primary schools in Zimbabwe. As a result, any efforts to effect significant improvements in learning outcomes at a system-wide level, have to specifically focus future investments on this category of schools.

It should be noted that pass rates are not, in themselves, a measure of learning outcomes. While the tests used at Grade 7 may implicitly be linked to some learning criteria, in the main pass rates reflect a rank ordering of candidates. This notwithstanding, differences in Grade 7 pass rates among the various subgroups of learners are a reflection of differences in their opportunity to learn (OTL). The drive must therefore be towards enhancing rural learners' OTL so that they realise better learning outcomes in relation to their urban-based counterparts.

In order to establish the link between this indicator and learning outcomes, reference should be made to other studies conducted in Zimbabwe on learning outcomes. One of these studies is the Zimbabwe Early Learning Assessment (ZELA) that has been conducted every year since 2012 to establish the percentage of learners who perform at or above the grade-appropriate level. ZELA findings consistently confirm that location (rural/urban) is a variable that is associated with major differences in learning outcomes. The results for 2016 (the latest that are available), for example, show that the percentage of learners performing at or above the grade appropriate level for rural schools was 58.9% compared to 81.0% for urban schools. This represents a huge difference of 23.1 percentage points. Factors at play in rural schools, articulated during the District consultations, included:

- Poverty, resulting in the shortage of teaching and learning resources in the school and at home);
- low educational level of the parent, hence weaker support with homework;
- fewer meals per day, with hunger and poorer nutrition leading to lower concentration in class;
- children spending more time contributing to household work, leaving them with less time for school work; and
- long distances to the District Education Office and other basic services, resulting in less frequent supervision and support visits as well as lower capacity to attract and retain the best teachers.

It is evident that the key determinants of learning outcomes (as demonstrated by ZELA) are the same factors associated with pass rates. It is on this basis that pass rates are used as an indicator for monitoring those malleable variables that are directly related to learning outcomes.

In order to sharpen the focus even more, rural schools will be further categorised into subgroups. We have, for instance, registered schools (which generally meet minimum functionality standards) and satellite schools that lack even the basic infrastructure required for official registration as an autonomous entity, and so have to be attached to the nearest, registered “mother school”. The different districts also have different profiles, depending on their location. When pass rates are disaggregated by district, it can be observed that factors that are associated with low performance vary considerably from one district to another. Schools can also be placed in income bands or be categorised by school size (enrolments). Each of these criteria helps us to understand better the factors that drive or hinder the achievement of good learning outcomes.

### **Problem and causes**

In Zimbabwe, primary schools located in rural areas face circumstances that serve as causal factors for low performance. While the most powerful causal factors are those of a socio-economic nature, there is also a range of other factors.

P1 schools are the privileged, high fee-paying, primary schools that are ordinarily located in the affluent, low density, urban residential areas. Parents who send their children to such schools are usually professionals and the middle class elite. The schools are invariably endowed with plenty of teaching and learning materials, have sufficient, high quality infrastructure, and offer a rich and broad curriculum. Because of the attractive learning environment, they are also able to attract and retain the most qualified, experienced and motivated teachers.

P2 schools are located in the low to medium income, high density urban and peri-urban residential areas. Except for a few that are located in peri-urban settlements, these schools have infrastructure of moderate quality. In some cases, the infrastructure may not be adequate and, as a result, some of them have double sessioning. Overall, they have adequate supplies of basic teaching and learning materials and equipment. Because of their urban location, they have access to basic services and are therefore also able to attract and retain good teachers.

P3 schools are invariably located in rural areas where the poorest section of the population lives. In many of the rural areas, there is inadequate provision of basic services such as water, sanitation, road infrastructure, transport and communication services as well as health facilities. Because they cater for the low-income segment of the country’s population, the school fees charged are also lower while fee default-rates tend to be high. A combination of these factors results in the rural schools facing resource constraints to varying degrees. When schools have a weak resource base, they are unable to offer learners physical environments that adequately support learning. Without access to adequate and relevant teaching and learning materials such as textbooks, guides, stationery, equipment, and others, learners’

learning opportunities are diminished. The aggregate impact of these factors is that learners in P3 schools have lower opportunity to learn than their urban counterparts.

In some cases, distances between schools are long, forcing children to walk long distances. Long walking distances are associated with higher levels of absenteeism, and when learners miss school their performance tends to drop. Rural areas also tend to face a broad range of vulnerabilities such as floods and droughts that may be associated with poverty, food insecurity, diseases and others. These impact negatively on children's learning.

Some rural learners face a host of adverse socio-cultural realities. Generally, parental support for children's learning is lower in rural learners. Such support includes the creation of a supportive and stimulating home and community environment, provision of additional learning resources, psycho-social support, including encouragement, as well as assistance with learning tasks assigned by the school. Some parents genuinely lack the knowledge of what their multiple roles in the education of their children entail and may behave in ways that promote their children's learning.

Because of the unfavourable living and working conditions, many of the rural schools cannot attract and retain the most qualified and experienced teachers and cannot sustain high levels of motivation. Only 10.3 per cent of primary school teachers in Zimbabwe are untrained. The difference between rural and urban schools is small (11.0% and 8.2% respectively), a reflection of the successful implementation of the planned deployment policy. However, the reality is also that, given that the supply of trained teachers is slowly reaching saturation point, teachers have limited choice regarding where they can go to teach. The issue to deal with is the low motivation among such teachers. Furthermore, the small proportion of untrained teachers is largely concentrated in schools in the most remote rural locations. For instance, the percentage of untrained teachers in Binga District in 2017 was 20.5%, i.e. double the national average. Trained teachers in these remote locations require more support, closer monitoring and enhanced external supervision but, in reality, they get limited on-site, professional support because of the long distances and unfavourable working conditions.

#### Response strategy and interventions

The factors that affect pass rates are many, the relationships among them are complex and their impact varies from place to place and over time. Nevertheless, it is possible to identify a subset of factors whose effect remains relevant across the different contexts, and it is these factors that proposed interventions will focus on. Program 2.1 and 2.2 detailed below will provide direct support to achieving this indicator. In the remainder of 2018 support will be provided from the current GPE 2 program in order to prepare the relevant material, consult the relevant stakeholders and prepare for the targeted trainings to be carried out, thus enhancing the capacity of teachers in teaching mathematics, even in the most disadvantaged schools.

#### **Monitoring**

Regular structures of the Ministry (school heads, DSIs, PEDs) will be used to monitor progress in activity implementation. These structures will be responsible for ensuring that the milestones set are reached in a timely manner and establish the mechanisms for ensuring this. For example, DSIs will monitor training activities to ensure that training materials of the right quality are available in sufficient quantities, that teachers targeted receive training as per

established plan, and that the quality of training meets expected standards. Grade 7 Maths pass rates will be monitored using data generated through EMIS and by the national examining body, ZIMSEC. The data will be disaggregated appropriately (e.g. location, geographical unit, gender, etc.) and will be disseminated to the levels where action is required (e.g. school, cluster, district).

### **Learning Outcomes Process Indicator 1: Zimbabwe Early Learning Assessment (ZELA) findings pre 2018 adopted and post 2018 implemented**

#### **Justification for the indicator**

The Zimbabwe Early Learning Assessment (ZELA) is a sample-based survey that is conducted every year in order to establish the extent to which learners have mastered the competencies that are expected of them at the end of the last year of the 4-year Infant School phase.<sup>3</sup> The competencies are assessed using a carefully designed test that uses a set of carefully selected test items from a bank. The items are directly linked to a set of standards against the Infant School curriculum. The sample of learners is required to take a test in English, Maths, and a local language (Shona or Ndebele). In addition, they complete a questionnaire that provides information on a range of other socio-economic variables. This enables the researchers to undertake complex multivariate analyses that explore and establish the association between individual variables or sets of variables with learning outcomes.

ZELA has been administered every year from 2012, with five reports so far produced. ZELA employs the highest technical standards in its survey work, with methodological rigor observed at all stages of the process, from the initial survey design, sampling, data collection, cleaning and analysis, to data interpretation and presentation. The findings and recommendations from ZELA therefore provide accurate information for use to improve learning.

While ZELA has generated a wealth of evidence that can inform interventions, the use of ZELA results to inform and improve teaching and learning has so far been very limited. ZELA was originally designed to monitor the impact of interventions (especially the supply of textbooks) supported through ETF, which was the predecessor to EDF. Its findings and recommendations have also largely been used to inform upstream work e.g. the design of national programmes such as the Early Reading Initiative (ERI) and, to a lesser extent, the Performance Lag Address Programme (PLAP), both of which were supported through GPE 1. Some policy development processes have drawn their evidence from ZELA e.g. the Early Learning Policy that is currently being crafted. The institutionalisation of ECD A and ECD B as part of the Infant School module was partly a product of advocacy efforts that were informed by ZELA. Other than these, ZELA findings and recommendations have remained a valuable resource that, for those who need to use it to improve teaching and learning, has remained untapped. This is because the results have not been digested and disseminated to the subnational level, and particularly to schools, where improvements in teaching can be effected.

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<sup>3</sup> In Zimbabwe, the Infant School phase covers ECD A, ECD B, Grade 1 and Grade 2. ZELA is administered during the first half of Grade 3 to test competencies at the end of Grade 2.

ZELA provides data that explores the relationships between learning outcomes on the one hand and a broad range of variables on the other. The two major clusters of variables measured are:

- (a) demographic and family variables on learners such as age, sex, language spoken at home, family wealth (possessions), parents'/guardians' level of education, school attendance, educational resources in the home, time taken doing household chores, and meals taken per day; and
- (b) School profiles: school location, school income, distance from district office, class size, among others.

ZELA findings can equip the teacher with knowledge on those malleable, student-level variables that affect learning, and that they can shape to enhance student learning. The findings, particularly on learner performance, can also provide school-based and external supervisors with information on patterns and trends in teacher performance, and thus help identify teacher professional development needs.

### **Problem to be addressed**

The employment of the Item Response Theory in the construction of test items ensures that learners and items are placed on the same scale and allows for the measurement of skills along hierarchical levels of increasing competence (Rasch scaling), with cut-off points that can tell the teacher whether or not a learner has reached or exceeded the desired level of competency. On the other hand, item analysis (analysis of learner performance against each test item) facilitates a deeper understanding of the skills areas which present particular difficulties to learners. Such identification of learning gaps can guide the teacher in the selection of skills areas that require attention, learning materials, required, teaching strategies that can be employed, and the group of learners to be targeted by the different interventions. By extension, areas where teachers have difficulties, and therefore need support, can be identified. Error analysis can generate information on how children learn, and interventions that can help them learn better.

In their usual form, ZELA reports are technically complex and do not lend themselves to use by teachers and supervisors. The main goal is for experts to undertake a more extensive analysis of ZELA findings and recommendations and use these to produce comprehensive sets of simplified reports that can inform classroom teaching. The target of these reports are supervisors, teachers and parents, and should therefore respond to the needs of these stakeholders within their different learning contexts.

### **ZELA findings: Use of findings to improve system performance**

So far, the most significant, formal action taken on ZELA findings is the endorsement and adoption of the ZELA report for each year. As highlighted already, ZELA results have also been used for upstream work and for programme design, but this tended to be unsystematic. The ideal situation is to break away from the past and systematically repackage ZELA findings into a set of messages that target teachers and supervisors, not just policy makers. This implies the endorsement of the findings and recommendations at the highest level of MoPSE.

The subsequent dissemination of ZELA messages to local levels for use by teachers and supervisors will represent a total break from traditional practice and would thus represent a real stretch.

## Strategy

To make the dissemination process effective, the dissemination team must take into account the context of the different target groups. The following can be used as channels of communication:

- Face-to-face interaction with groups of teachers to promote a deeper understanding of ZELA findings and recommendations and how these can be used to improve teaching. Similarly, parents can also be engaged through face-to-face interaction in order to sensitise them on the factors that affect their children’s learning and how they can support learning at home;
- MoPSE’s periodic *Edunews* magazine can carry concise messages on teaching tips based on ZELA findings and recommendations. *Edunews* normally carries inserts that essentially are supplementary teaching and learning materials for use by teachers (e.g. posters, pictures, demonstrations, etc.). Similarly, *Edunews* can carry simple messages to parents, e.g. “how to help your child with homework”;
- MoPSE’s near-real time, sms-based *SLIMEMIS (Edutrac)* system both to send and to collect additional information on better Math teaching; and
- MoPSE can post on its website resources that are informed by ZELA, that teachers can download and use to improve teaching.

Responsible use of social media (regulated) can also support the messaging and dissemination of ZELA findings and recommendations.

The extraction, re-packaging and dissemination of messages from ZELA reports will be undertaken by a team of experts drawn from MoPSE, ZIMSEC and, if necessary, partners and experts. This team will also provide tips on how the different pieces of information can be used, and existing training platforms (e.g. under the interventions proposed in the previous section) can be used for this purpose.

## Monitoring

The team that is responsible for preparing and disseminating the messages from ZELA findings will be largely responsible for monitoring the extent to which the messages have reached the target audience. They will develop mechanisms for the collection of data on the reach of these messages. It will be easy, for instance to track the people who access resources from the MoPSE website and to get feedback on the number of teachers who attend face-to-face feedback sessions on ZELA. Monitoring of access to *Edunews* and establishing the use of ZELA products to improve teaching will require more sophisticated tools, including reports by users and field monitoring visits. Feedback from users (e.g. those who share reports on best practices, successes, constraints, areas of special interest) will also be valuable.

Apart from the ZELA findings team, MoPSE’s regular structures at the national and subnational levels will be used to monitor the implementation of ZELA findings.

**Learning Outcome Process Indicator 2: Every school received a package of documentation related to the curriculum framework, syllabi and continuous assessment tasks**

## Justification for the indicator

A major milestone in the reform of the education sector was the completion of a comprehensive review of the national curriculum in 2014. This was followed by the development and adoption of a new curriculum framework in 2015. The development of syllabuses started soon after, with 104 syllabi for different subjects for all levels completed by the end of 2015. In 2016 the inception phase of the curriculum was implemented, and largely involved the development of materials and training of teachers (especially in syllabus interpretation and continuous assessment). The first phase, which marked the actual implementation of the curriculum for designated grades and forms (ECD A, Grade 1, Grade 3, Form 1, Form 3 and Form 5) commenced in January 2017, with Phase 2 kicking off in January 2018.

### **Problem to be addressed**

The new curriculum is a marked departure from the old curriculum in many ways. Of the changes introduced, the redefinition of the philosophical underpinnings of the new curriculum, learning areas and assessment methods are the most critical. Successful implementation of the new curriculum will therefore to a large extent depend on the provision of a complete, basic package of materials for use by the schools in each of the phases of implementation. In particular, teachers need to have access to the curriculum framework that defines the new philosophy driving the new curriculum, the nature and scope of what teachers teach and how they should teach it, as well as how learners will be assessed. This aspect is therefore one area where Ministry's efforts ought to be directed. The provision of a full package to every school is a complex undertaking that should be closely executed and monitored. As of now, there is no clear evidence that this package has reached every school.

While teachers have been trained in preparation for the implementation of the new curriculum, they require a minimum package of documents that can serve as reference points for them. Access to key documents is even more important within the context of a new curriculum, more so given that teachers are professionals who largely alone in the classrooms, with occasional supervision and support. The availability of these materials also means that teachers have a robust information base for use in professional debates and interactions on issues of mutual interest and concern at the local level as peers at their school and at higher levels such as the cluster and district levels. Availability of materials related to the new curriculum and its phased roll-out is critical for schools and teachers to use relevant tools and to strengthen their capacities to successfully roll-out the new curriculum. When the new curriculum is fully implemented, children have an enhanced opportunity to learn, and will realise better learning outcomes.

### **Strategies**

While most of the materials comprising the package in question have been distributed, no distribution system is perfect. Some schools might be missed out or insufficient quantities of the materials may not meet individual schools' requirements. Besides, enrolment and staffing levels vary over time, creating the need for adjustments. There are also new schools that are established, and that require the package. The design of an enhanced distribution system, built upon the strengths and weaknesses of the existing one, could ensure that any gaps are identified and plugged in a timely manner.

A system needs to be established through which replenishments can be procured for distribution, and an elaborate projection of schools' requirements will be put in place.

Furthermore, a mechanism through which schools can pass on information regarding their requirements will be developed and implemented.

### Monitoring

In order to ensure the availability of these materials in schools, MoPSE will collect information using carefully designed tools that schools complete and submit to the central offices (these systems are already in place). MoPSE officers will also undertake physical visits to schools to monitor the availability of the package in schools. The Annual review field visits will also monitor school access to the packages.

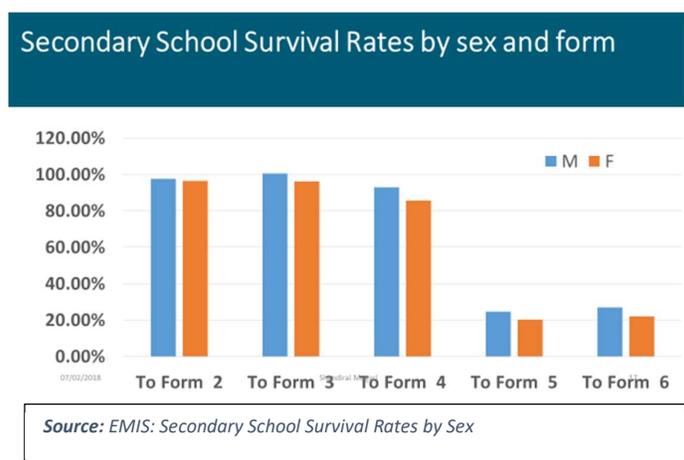
Distribution of materials to a large sector that has units (schools) across the country and ensuring that every school has sufficient quantities of the materials that constitute the package, is a complex exercise. Ability to accomplish this can be considered to be a stretch.

## 3. Efficiency

### Efficiency Output Indicator 1: Female Survival Rate Form 1 – Form 4

2014	2015	2016	2017	2018	2019
79.28	75.69	79.70	77.39	80.02	82.02
<b>Avg. 2014 – 17: 78.02%</b>					

#### The problem



Ideally there would be an upward trend in the female survival rate. However, between 2014 to 2017, it has been fluctuated between 75% and 79%. Further disaggregation of the data by grade, also shows that the most affected levels are Form 3 and Form 4 (figure 1). Furthermore, data confirms that female survival rate is lower than that of males in all grades at secondary school and this is particularly concerning when compared to the primary level

where female survival rates are better than for boys. This is attributed to a number of factors, which are described in the table below. There are a variety of reasons for the fluctuations which have been explored with the District partners and these are given in the table below; particular attention should be paid to the complex economic context and changes in the country which has affected the capacity of households to pay the school level costs.

This indicator provides critical information for the Ministry of Education about whether the programs and activities to improve efficiency in secondary schools (and particularly for girls) are working.

### The causes of the problem

In 2017 participatory consultations were organized and facilitated by MoPSE in communities in order to analyze the causes, propose response strategies and interventions and to consider the phasing and resources that might be required to improve the situation. From all districts, participants included District Schools Inspectors (DSIs), Education Inspectors, representatives of School Heads, Cluster chairs, Deputy Heads, teachers, School Development Committee members and local stakeholders from NGOs and CBOs, local community leaders and councilors, as well as learners from various backgrounds.

This consultative process was important for the Ministry of Education as a comprehensive group of local stakeholders, knowledgeable about the local environment were able identify the specific local problems and to suggest solutions for these.

The following table summarizes a number of the core problems identified which were most common across a number of Districts

Survival rate Female at Lower Secondary		
Problems	Causes	Proposed Actions/Solutions
<ul style="list-style-type: none"> <li>• Early/child marriages</li> </ul>	<ul style="list-style-type: none"> <li>- Peer pressure</li> <li>- Religious beliefs</li> <li>- Cultural/traditional e.g. kuripa ngozi chimutsamapfiwa</li> </ul>	<ul style="list-style-type: none"> <li>- Career guidance sessions form 1 - 4</li> <li>- Advocacy by NGOs and SDCs</li> <li>- Career days</li> <li>- Consultation days with parents and learners and opinion leaders</li> <li>- Guidance and counselling</li> </ul>
<ul style="list-style-type: none"> <li>• Non-payment of fees/levies</li> </ul>	<ul style="list-style-type: none"> <li>- Negative attitude to education</li> <li>- Loss of sources of income</li> <li>- Ignorance and attitudes of parents</li> <li>- Donor syndrome</li> <li>- Misinterpretation of policy</li> <li>- Non-adherence to non-exclusion policy</li> </ul>	<ul style="list-style-type: none"> <li>- To meet parents and discuss the value of projects at schools and community levels and why they should contribute</li> <li>- Head of schools to enforce payment of school fees and levies</li> </ul>
<ul style="list-style-type: none"> <li>• Long distances to school</li> </ul>	<ul style="list-style-type: none"> <li>- Limited number of secondary schools in the district</li> <li>- Of the total number of school only 31% of the schools are secondary therefore it negatively affects access to secondary education especially to the girl child in rural and remote areas who may not walk long distances to school.</li> </ul>	<ul style="list-style-type: none"> <li>- Construction of more schools and child friendly facilities</li> <li>- Mobilising construction resources</li> </ul>

<ul style="list-style-type: none"> <li>• Child abuse</li> </ul>	<ul style="list-style-type: none"> <li>- Long distances to school</li> <li>- Religious and cultural beliefs</li> <li>- Poverty</li> <li>- Lack of parental protection</li> <li>- Limited access to safety network</li> <li>- Lack of awareness amongst the children on child protection issues.</li> </ul>	<ul style="list-style-type: none"> <li>- Creation and strengthening of child protection committees</li> <li>- Support school initiatives</li> <li>- Construction of school infrastructure</li> <li>- Engage parents in the education of their children (consultation days)</li> <li>- Establish income generating projects</li> <li>- Bridging communication gap between school and parents</li> <li>- Strengthen guidance and counselling</li> <li>- Strengthening and implementation of school rules and regulations</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of parental guidance</li> </ul>	<ul style="list-style-type: none"> <li>- Informal boarding</li> <li>- Migration of parents in search of employment to other countries</li> <li>- The high prevalence Of HIV AIDS has led to more child headed families where the girl child naturally assumes the role of taking care of younger siblings leading to drop out from</li> <li>- School. Furthermore, where the parents are terminally ill the girl child is expected to take care of the parents.</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity development of teachers</li> <li>- Strengthening of guidance and counselling and life skills in schools</li> </ul>
<ul style="list-style-type: none"> <li>• Indiscipline in schools</li> </ul>	<ul style="list-style-type: none"> <li>- Education policies in tandem with Constitution on corporal punishment</li> <li>- Peer pressure</li> <li>- Misunderstanding by learners on children's rights</li> <li>- Adolescent development challenges.</li> </ul>	<ul style="list-style-type: none"> <li>- Guidance and counselling</li> <li>- Liaising with other Ministries.</li> <li>- Sensitization of children on P 35 forms on exclusion and expulsion.</li> <li>- Advocacy</li> <li>- Guidance and counselling</li> <li>- Liaising with other ministries</li> </ul>
<ul style="list-style-type: none"> <li>• Non-inclusive schools</li> </ul>	<ul style="list-style-type: none"> <li>- Child unfriendly schools</li> <li>- Lack of specialist teachers</li> <li>- Lack of /excessive cost of specialist learning materials</li> </ul>	<ul style="list-style-type: none"> <li>- Assist on assessment of children for placement with special needs.</li> <li>- Establishment of resource units in secondary schools.</li> <li>- Deployment of specialist teachers.</li> <li>- Awareness campaigns.</li> <li>- Mobilisation of children with special needs/with disabilities.</li> <li>- Rehabilitation of infrastructure i.e. <ol style="list-style-type: none"> <li>1. Paving pathways</li> <li>2. Building of ramps.</li> <li>3. Building of disability friendly toilets.</li> <li>4. Constructing rails.</li> <li>5. Staff developing teachers on use of sign language.</li> <li>6. Purchasing specialist devices</li> </ol> </li> </ul>

<ul style="list-style-type: none"> <li>• Ill health of learners</li> </ul>	<ul style="list-style-type: none"> <li>- Inadequate attention by teachers and parents</li> <li>- Inadequate nutrition due to poverty</li> <li>- Religious beliefs</li> </ul>	<ul style="list-style-type: none"> <li>- Introduction of feeding programs.</li> <li>- Income generating program. E.g. Zimbabwe Agriculture Schools Water Agriculture Program (ZIMSWAP)</li> <li>- Awareness campaigns</li> <li>- Establishing school feeding programs</li> <li>- Income generating program. E.g. Zimbabwe Agriculture Schools Water Agriculture Program (ZIMSWAP)</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of knowledge/negative attitude on value of education</li> </ul>	<ul style="list-style-type: none"> <li>- Illiteracy</li> <li>- Education policy on fees collection</li> </ul>	<ul style="list-style-type: none"> <li>- Enforcing Non-formal education policy</li> <li>- Encouraging payment plans</li> <li>- SDCs advocacy</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of intrinsic motivation in learners</li> </ul>	<ul style="list-style-type: none"> <li>- Absence of role models</li> <li>- Unemployment of educated graduates</li> </ul>	<ul style="list-style-type: none"> <li>- Consultation Days</li> <li>- Annual General Meetings</li> <li>- Hold Prize Giving Days</li> <li>- Encouraging former students' associations</li> <li>- Encouraging local students to be enrolled as teachers.</li> <li>- Conducting educational tours</li> </ul>

### Strategies:

In 2018, MoPSE and partners will work with the Districts to identify the specific problem areas are the local level and adjust the District Operational Plans to reflect the focus needed. Any additional funding needed might be met form the current GPE programs. From 2019 the activities under component 3 of the program will help Districts to respond to the local needs with local solutions.

### Measuring success

#### Indicator Target: 2% increase per year in female survival rate

As data shows fluctuation in the last few years, the target chosen aims at stabilizing the situation and seeing a modest improvement. The stretch in this particular indicator is realised by virtue of creating a stable upward trend which is consistent and sustainable. It is clear that what will be required from the analysis of causes involves behavioural change which requires time to effect. The stretch therefore is in relation to attitude changes within the communities which impact this indicator and which require more effort at various levels of intervention to improve.

### Monitoring/Means of verification

The Ministry of Education will ensure that progress in this area is measured through various means of verification:

- EMIS: data will show the progress or regress and will enable analysis of trends to be done, both at national, as well as sub-national level. Data will be available in the third quarter of each year
- Survey research under the auspices of CERID which will particularly focus on the issues of survival rate for girls at secondary in 2019

- Independent verification through contracting external expertise to carry out quantitative as well as qualitative verification prior to each Annual Review.
- CAMFED and other civil society organisations present in the country will independently verify implementation as well as progress and report directly to the ECG in-year and at the Annual Review
- Ministry of Education through regular quarterly monitoring visits and the production of reports which will be shared with ECG members.
- Program and activity level reports.

### Efficiency Process Indicator 1: School financing policy

#### The problem

MoPSE believes that efficiency is based on proper sound and strong institutional capacities with appropriate and relevant policies and regulations.

One major resource for a system to function effectively is financing and financial management. Providing resources in an equitable manner, mobilising resources and monitoring use and is a key driver in the delivery education. There has to be transparent and accountable management of resources embedded in a strong, effective and operational regulatory framework so that funds are used for intended purposes and reach targeted beneficiaries.

Currently a school finance policy with the accountability parameters does not exist.

By virtue of the role it plays in the delivery of education, the school remains (or should remain) the primary destination of major funding flows. In Zimbabwe an unanswered question is: what level of financial support is considered to be adequate in order for learners from different school backgrounds and levels to meet established educational standards in a cost-effective and efficient manner and how can these resources be made available in an equitable manner? More specific questions raised are, within the current economic context (and as this improves),

- What are the key funding priorities in education for the future? Who should determine the funding priorities for schools and how are these priorities determined?
- Which players have the obligation to provide financial resources to schools and what should their relative contribution be?
- Who should take responsibility for the equitable allocation of resources to schools in different settings and who should be held accountable for their utilisation?
- How should schools best use financial resources made available in order to ensure higher achievement for all learners in a manner that is both cost-effective and efficient?
- What formulae for the allocation of financial resources best meet both the learning needs of individual learners and broader societal goals within the context of school communities' varying funding base or capacity?

Arguably, a policy framework that provides consistent, systematic and defensible responses to the questions above remains unclear. As a result, the answers have largely been a matter of conjecture, often framed within the context of the pressures that dominate the country's broader landscape at different times and in different contexts. For example, when Treasury fails to realise the expected levels of revenue due to economic underperformance, there is a spontaneous shift in the pattern of different players' obligations towards the provision of financial resources to schools. The phenomenon of bottom-up financing system largely feeds on this reality. Similarly, schools have largely been left to independently determine investment options, in some cases with little attention paid to the cost functions that have the biggest, positive impact on learner performance. Cases have been reported of schools that, for instance, invested heavily in the purchase of unnecessary items when learners lacked basic textbooks or were in overcrowded classrooms. It also remains unclear who *should* take responsibility for decisions regarding the allocation of resources to schools, and the rationale for such. Lack of clarity on this issue has, for instance, raised controversy around the establishment of the School Services Fund (SSF) in non-government schools, with some of the schools expressing mistrust on this arrangement. This situation can partly be resolved through the development of a school financing policy.

A school financing policy serves more purposes than merely providing a framework that addresses the questions above. A school financing policy also serves as the basis for logical, evidence-based arguments for school funding. If the cost of providing education of a defined quality to a learner is known, and when those who should provide the resources (and their capacity to do so) are known, then it is easier not only to quantify the resource envelope required at any one time, but also to know the constituency that any advocacy efforts should target (e.g. legislators, local government, parents, development partners, etc.)

Lastly, a school financing policy enhances accountability. The policy requires those charged with the responsibility of allocating and utilising resources to use them in a way that promotes the achievement of a defined set of results in cost-effective ways. It is not unusual for schools that consume large amounts of resources to spend these on investments that, at best, cannot be linked to any improvement in learning outcomes. In those cases where known investments fail to translate into learning outcomes, it will be important for the relevant authorities to hold schools accountable for the resources they get from any source not only in terms of proper utilisation, but also in terms of achieving results in terms of learning outcomes.

### **Strategies to resolve the school financing policy vacuum**

#### **In 2018**

- Review existing circulars and analyse gaps
- Policy development
- Implementation of the policy nationally

#### **Target: Draft Policy submitted to Cabinet in 2018**

The development of a school financing policy in the context of Zimbabwe is a stretch, given the political/ economy context. As discussed above, currently the lack of a comprehensive and harmonised framework of financial management at the school level and upwards does

impact the efficiency of the system and the way the funds are being used. As it will be a national policy, the major impact it will have at the system level is going to enable a better use of resources, crucial in fiscally constrained environment, and it will improve the Ministry capacity to advocate with the Ministry of Finance.

**Monitoring/Means of Verification:**

Monitoring will be done by the ECG Finance Committee and reports will be made at each of the ECG meetings. The final verification will be the announcement of the approval by the Minister.

**Efficiency Process Indicator 2: EMIS data available in the third quarter**

**Problem**

Data is crucial for the sector to understand trends, gaps, successes and challenges. The Ministry of Primary and Secondary Education believes having the information in a timely manner is crucial for efficiency of the system and to be able to respond to the needs arising from the analysis of such data, and in conjunction with other relevant qualitative data provided through other means such as monitoring, inspection, etc.

Zimbabwe's EMIS system is well functioning with collection of data yearly and undertaken by the Planning and Research Department, which then consolidates and analyses the data in a report for use of the Sector. In the last two years there has been an improvement in the timeframes within which the results are published, however more needs to be done to ensure that the results can be used for policy making in a timely manner.

Therefore, producing the EMIS report in the 3<sup>rd</sup> quarter of the year will strengthen the evidence base for key decisions affecting the sector, and enable efficient and effective education sector plan reviews.

PRS are currently reviewing the EMIS data entry and analysis procedures with a view to identifying where there are bottlenecks and will adjust accordingly.

Monitoring will be done by the ECG.

**The Theory of change summary**

The theory of change can be summarised diagrammatically (next page). The diagram shows what problems have been identified and the causes, the strategies to address them, the ways in which progress will be measured through output and outcome and process indicators and the final impact. Assumptions are risks that have to be managed and are detailed at greater length in the risks section. The monitoring is a summary of the details that appear in each programme.

Because the ToC document is schematic some indicators have been allocated in places where there will be an impact in many areas of the program but also across the sector and in other specific development partner programs.

The preparation and the implementation of the school financing policy can have a significant impact on both improving the education outcomes across the board and on more quickly reducing the inequity in the system and so while it is an efficiency indicator getting the policy in place will provide for more resources where they are most needed and also as a result of effective monitoring lead to activities that are most effective (linked to the CERID research program for example). More timely availability of EMIS data is going to result in leaders and managers being able to review achievements across the sector in a timely manner and to being able to make adjustments to policy, strategy and programs in a way that will have a more immediate impact (particularly where actions can be taken in time for the next school year and where data can feed into discussions on the budget processes).

Revision of the education act with a clause on corporal punishment clearly goes beyond merely a simple equity result; there will be potentially the opportunity to make relevant changes to the overall policy expectations and within the constitutional framework. The Act is of course only a framework and will need to have considerable additional work to develop the regulations and then to ensure swift implementation and monitoring.

The smooth introduction of the new curriculum will impact further than simple learning improvement. If there is a strong buy in form the children, parents and the community at large then there will be an impact on the equity and on the system efficiency (more children will see the benefits of learning, more children will be in school and ore children will complete their learning and be able to move to further learning or the labour market).

MoPSE and partners understand that the indictors are necessary but not in themselves sufficient to achieve the longer term outcome goals. They are however very important both as markers of intent to deliver services and as elements of what is needed to achieve the goals. Importantly they are critical elements to being able to provide a framework for reform, as this becomes feasible in the changing political economy, and to supporting the sustainability of the programs in the longer term.

At the strategy level the programs have been selected following an in depth consultation with Districts and non-state actor representatives. It is anticipated that the outputs of the activities (for example the community education and engagement, better school counselling) will contribute to the improved outcomes. It is not easy to make direct causal links in such complex processes and over such short timeframes, however, CERID will be charged with establishing some small scale research to help identify which of the interventions seem to be having the greatest impact.

The ministry and partners are quite aware of the cross sectoral and whole sectoral nature of the indicators and the need to see these not only as they appear in the program document but as a part of the holistic sectoral response to the monitoring of the ESSP. This underpins the importance of the annual sector review and the more frequent reporting in the Education Coordinating Group meetings.

**Impact:**

Cultural, economic and social growth; Children are able to move to higher education and the world of work and to fulfil their capacity as citizens

**Measuring success in efficiency**

**Indicator 1 outcome** Female Survival Rate Form1- Form 4 (National)  
**Indicator 2 process** School Financing Policy is submitted by MOPSE to Cabinet for approval by the end of 2018  
**Indicator 3** EMIS data available in quarter 3

Accountability:  
EMIS data (timely and accurate)  
Reports to and from the ECG SIG current reporting updated in the light of the EDF review if needed  
District level visits during the AJR by partners and any other time as deemed useful

**Measuring success in equity:**

**Indicator 1** Increased Transition rate from Gr 7 to Gr 1 for the 17 lowest performing districts  
**Indicator 2** Education act revision including rejection of corporal punishment -submitted by MOPSE to Cabinet for approval in 2018  
**Indicator 3** Approval of Education Act by Cabinet in 2019

**Measuring success in learning**

**Indicator 1 outcome** Grade 7 Pass rate for Mathematics for rural P3 schools  
**Indicator 2 process** ZELA findings up to 2017, reported, adopted and top 3 recommendations implemented (2019)  
**Indicator 3** Every school receives documentation package (to be specified in the operational manual) for new curriculum framework, syllabi and continuous assessment 2018

**Strategies and responses**

**From the current programs and fixed tranche of the MF;** Provide the poorest P3 schools with an immediate (2019) injection of cash through the School Improvement Grant modality to develop/ complete/ fully renovate crucial infrastructure; purchase critical learning resources for teaching the new curriculum; MoPSE and partners work closely with the Districts to identify the problems affecting access, equity, learning outcomes and efficiency and respond through the DoP with GPE 2 support if needed

**Interventions from the performance-based funds**

Access and equity: Parental and community awareness and attitudinal change through community focussed interventions, Teaching and learning materials for most disadvantaged children  
Efficiency: Strengthen implementation of career guidance and counselling, Community based cross sectoral platform to address child protection, Teacher capacity building on special needs and learning disability, Teaching and learning material and assistive devices for children with special needs.

Learning outcomes: •Establish cluster-based support networks for mathematics teachers, Mathematics primary in-service teacher training, and teaching and learning resources to identified schools

**Problems to be addressed and causes**

**The failure of girls to continue in learning through secondary school (Forms 1 – 4)** A range of socio cultural pressures some of which are specific to different geographical areas (Districts for management purposes

**After successful high enrolment and survival in grades 1 – 7 the failure of children to continue in secondary school, particularly in the poorest districts** Poor infrastructure, learning environment and disaffected teachers, fees and opportunity costs, low regard for education in communities

**Low and declining pass rates in mathematics at Grade 7 particularly for girls and particularly in the poorest Districts** Inadequate infrastructure, lack of relevant and exciting learning materials, poorly motivated teachers

**Assumptions:**

Political and social stability through the election process and beyond; Perspective for increased education funding over the medium term; MoPSE staff and all partners are able to rally around the core strategies to achieve change in a very short period of time ECG to be effective in monitoring progress and making things happen

## Summary of the causality chain for each indicator

The achievement of the core processes/ outcomes is the result of a range of inputs that are being provided from the current GPE fixed tranche grant, the UK and German supported EDF and from government's own resources. The program activity that will be provided under the funding from the VT and the MF will play an important part in both achieving the goals over a 2 year period but are perhaps more importantly going to support the longer term trajectory of real changes at the outcome level over a 7 year period (the remainder of this ESSP and the next ESSP), goals and results which will be monitored on an annual basis. A number of the key activities in the government programs are intended to have an impact on the overall efficiency and effectiveness of the education system, it is however not easy to draw a direct causal relationship between these and the core indicators in the current program – for example the changes to the Education Act and the opportunity for ministerial intervention arising from this, the development of a school financing policy and the support to the operationalization of the MoF FMIS and other PFM measures. These will serve to strengthen the underlying robustness and relevance of the system for all children. MoPSE intends to examine the best mechanisms for measuring the success of these broader policy interventions as a part of the current ESSP sector analysis and to reflect them strongly in the next ESSP.

### Equity and Access

Improved transition rate from Grade 7 to Form 1 of districts (17) with a 2017 transition rate below 70%

#### **Supported by:**

Revised and Approved Education Act  
School Improvement Grant released in quarter 1

#### *Problem:*

Opportunity costs particularly in rural areas, poorly resourced rural schools, lack of parental and student understanding of the value of education.

#### *Inputs:*

- a) Changes to the Education Act providing for a ban on corporal punishment and a stronger framework for ministerial action.
- b) School funding policy and implementation
- c) Program 1 component 1.3 Expansion of the SIG program to more schools providing for i) improved infrastructure ii) better learning resources iii) parental/ community engagement in the decision-making processes
- d) Program 1 component 1.1 parental awareness training
- e) Program 1 component 1.2 – Teaching and Learning materials for most disadvantaged children
- f) All the other programs will contribute inputs that should contribute to better transition.

#### *Outputs:*

A wide range of legitimate school level interventions that target the parents and community on the value of learning, provide for improved learning environment and resourcing and a sustainable financial basis for further improvement

*Outcomes:*

Children continue in well-equipped and resourced schools, competent teachers able to deliver the curriculum and parents supportive of continuing education

*Transformation:*

Parental and community attitudinal change – this will take a considerable time to effect but it is essential if there is to be an impact on society

*Stretch:*

It is not only the parents and students who need to understand the value of education it is also the District level staff and this has to be developed as a part of the inputs, bringing together the different input elements and making them coherent and so achieving the synergy will require managerial skills that also need to be developed and nurtured (under the CD program of the current GPE and under other programs).

**Learning outcomes**

**Primary school teachers of mathematics successfully participate in the in-service mathematics training program to develop skills and knowledge so they can deliver the content of the New Curriculum: 2019: 2 teachers per school in half 36 districts: 6123 teachers, 2020: 2 teachers per school in the remaining 36 districts: 6123 teachers**

**Supported by:**

**Zimbabwe Early Learning Assessment (ZELA) findings up to 2017, reported, adopted and top 3 recommendations implemented (2019)  
Every school received a package of documentation related to the curriculum framework, syllabi and continuous assessment tasks**

*Problem:*

The Government focus on STEM requires a solid mathematics basis for all learners, inadequate success in mathematics by children throughout the system will make this difficult to achieve. There is a major disparity between the urban and the rural P3 schools. The causes for low performance are myriad but home poverty is contributing (lack of food, distance to school, lack of parental support) as is poor environment and teachers managing with few resources. P3 schools also have the largest numbers of untrained teachers so additional support is essential.

*Inputs:*

- a) School financing policy to provide for more equitable and secure funding
- b) Using the ZELA analysis to identify and implement specific interventions
- c) Providing all schools with a handbook/ package of materials to help understanding of the new curriculum and continuous assessment (for advocacy with the staff, students and with parents and the community).

- d) Developing and/ or strengthening the cluster based support network for mathematics teachers
- e) Mathematics resources for the poorest schools Additional teaching guides or textbooks, including tips for particularly difficult topics or concepts. standardised mock examination papers that focus on Grades 5, 6 and 7. Mathematic kits, inclusive of certain simple material needed for learners to apply math

*Outputs:*

Poorer schools are better equipped with more knowledgeable teachers and with access to relevant learning materials and support systems.

*Outcomes:*

Children from the poorest schools show improvement in mathematics mastery. A reference target will be to see the pass rates in P3 schools improving at Grade 7

*Transformation:*

The new curriculum provides an opportunity to have a focussed and intensive training on knowledge and skills needed to deliver the curriculum and the opportunity to provide the necessary learning materials. This backed by an effective support mechanism through the clusters can serve to transform the maths learning.

*Stretch:*

While MoPSE has a good knowledge of how to reach many teachers through cascade training, the development of a training package for use requires considerable effort as will the coordination and support to build the cluster level management.

**Efficiency**

**Improved female Survival Rate Form 1 – Form 4**

**Supported by:**

**Financial stability at schools, termination of corporal punishment, EMIS data available to verify progress in a timely manner.**

*Problem:*

The female survival rate trend shows little consistent improvement. Participatory consultation at the district and school levels has identified a variety of causes which are more or less important in different districts and schools. A one size fits all response is not what is required but rather an examination and response on the lines of 'local solutions to local problems'.

*Inputs:*

- a) Counselling and careers guidance for all children on the benefits of continuing learning
- b) The advocacy with parents and communities on importance of education as well as child protection issues and establishing committees
- c) Leadership development so that district, school and community leaders can advocate for girls to continue learning

### *Outcomes*

Parents and communities, children and staff can have a good knowledge of the causes for girls failing to continue and can respond to this with the specific solutions needed. Understanding in communities that there are challenges for girls that are not educations alone but are cross sectorial and cross cultural and that working across the community level interventions is important (health, education, social protection, welfare etc.)

### *Transformation:*

The transformational nature of the interventions will be to engage the whole community in analysing and then responding to the problems identified. This is 2 stage, firstly the understanding of the importance and value of education and then secondly identifying the problems and responses. It will take time but will be genuinely transformational.

### *Stretch:*

MoPSE head office and the provincial and district offices have to learn a new modus operando that will build the engagement with the community on specific issues and then responding to the agreed solutions. It will require MoPSE inputs after the program has finished to embed this approach in the overall way of working.

## C. PROGRAM AREAS

**The overall program objective** is to increase the number of children successfully completing basic education.

**The program sub-objectives are:**

- Increasing access to a quality learning environment for the most disadvantaged children
- Increase the number of children transitioning from Grade 7 to Form 1
- Improve the pass rate in mathematics in the most disadvantaged schools
- Increase the number of girls completing basic education focusing on Forms 1 - 4
- Strengthening the policy and accountability frameworks
- Building leadership and managerial capacity

The following is a summary of the program areas. The details can be found in the detailed program annex 2.

### A. The GPE Multiplier Fund Fixed Tranche

The fixed tranche element of the MF will be allocated through a one-off top up to the SIG for the 1,000 poorest P3 'satellite' schools. Selection will use the criteria already agreed and approved by the EDF Program Steering Committee. The intention is for these schools to have access to funds to complete classrooms and equip the learning environment so that the new curriculum can be delivered effectively. The program will ensure that all construction takes account of children with disability. Better learning and equipped accommodation (and in many cases accommodation for the first time) will encourage more children to enter and to stay in school so improving learning outcomes and efficiency.

Schools will budget this fund for 2019 and will receive support and guidelines on the use of the funds and the criteria for usage will include: construction, purchase of essential equipment and teaching and learning materials for the new curriculum.

More than 200,000 children can benefit as will teachers and communities.

### B. The GPE Variable tranche and Multiplier Fund Performance Tranche

#### 1. Program 1 – Equity and Access

##### Component 1.1 – Parental Awareness Training

Experience has shown the strong influence and contribution that parents have on the education of their children but also in addressing a broad range of social issues which affect the children in school and out of school. This component focuses on strengthening support of parents and communities, who understand and can influence social issues affecting the children which currently prevent them from accessing or staying in schools.

### Component 1.2 – Teaching and Learning materials for most disadvantaged children

The new curriculum is being introduced in a phased manner. Text books and learning material have been provided to the poorest schools. This program component will supplement the existing resources and procure material identified for poor schools for the new learning areas and for basic education grade 5, 6 and 7, following the same selection criteria used and procurement as used by the Ministry for the current GPE 2 procurement.

### Component 1.3 - Additional payment to SIG for 500 additional most disadvantaged schools

SIG has proved an effective modality for building the capacity of schools to manage their own resources and to improve the learning environment, improving access and eventually learning outcomes. Additional funds will allow 500 schools and some 75,000 children to benefit. The strengthened policy and strategic capacity of MoPSE to support children with physical and learning difficulties, as well as the importance of support to ECD, will be reflected in the positive list of agreed activity for the use of SIG funding.

## 2. Program 2 – Improved learning outcomes

### Component 2.1 Establish cluster based support networks for mathematics teachers

In order to address the problem of low pass rates in mathematics in rural school's cluster subject associations/ panels will be established or strengthened to improve teaching of mathematics at classroom level so enhancing teacher performance through a variety of in-service strategies and the provision of additional professional support. The national subject association will update existing material and manuals to cater for the current needs under the new curriculum and this material which will be used for the cascade training and in the clusters.

### Component 2.2 Mathematics teaching and learning resources to identified disadvantaged schools

Math teaching requires not only the text books but additional learning resources which are generally unavailable in the poorest schools. Materials that will be developed or distributed will include additional teaching guides or textbooks, including tips, strategies and ideas for particularly difficult topics or concepts; standardised mock examination papers that focus on Grades 5, 6 and 7; mathematic kits, inclusive of all material needed for learners to understand math.

## 3. Program 3 – Efficiency and Improved Retention

### Component 3.1 – Strengthen implementation of career, guidance and counselling

From wide consultations, which the Ministry undertook in 2017, it became clear that many issues affecting dropouts at the lower secondary are life skills social issues to be addressed under program 1. A large number of students and parents mentioned that there was little information on the possible opportunities accruing from education and that teachers and schools lacked the knowledge to advise students and parents. Guidance can help encourage children to stay in school, inform parents of the value of education and so improve learning outcomes as children have the ambition to achieve post school goals.

### Component 3.2 – Community based cross-sectoral platforms to address child protection issues and strengthening of child protection committees

From the 2017 district consultations it emerged that it is important to reach out to identify social issues affecting children in communities, such as children with disability, OVCs, out of school children, child headed households etc. Platforms are needed where cross sectoral solutions can be developed, where community selected members who are already part of Child Protection Committees and other sectors (i.e. health, social welfare) discuss, address and identify the issues affecting children, identify the forms of assistance needed and the resources available, which would improve the access and retention to education.

### Component 3.3 – Teachers capacity building on special needs and learning disability

Data shows that there are many children with disabilities who do not access or drop out because of lack of appropriate support in the mainstream schools, and not everyone has the opportunity to send their children to a special school. Teachers in schools and resource centres need to have inclusive skills and methodology to cater for children with special needs. This program builds on the current efforts which developing material to tackle this need.

## 4. Program 4 – Institutional Strengthening

### Component 4.1 – Capacity and Leadership Development

The district consultations have realised the importance of having an effective community / school/ District platform. This will be supported by programs described above. An important element of making this work is having leaders who understand what it is to lead and that there are skills that can be learned to be more effective. The program will provide training and support to local leader to give them skills to be strong and effective counterparts.

### Component 4.2 - Capacity building all structures of MoPSE

District staff have made great steps in being able to prepare their operational plans and have started to have an effective reporting capacity. Sills are nevertheless still nascent in effective monitoring and in the interpretation and use of evidence based information. The program will work with the District staff to build these capacities.

## 5. Program 5 – Program Management and Monitoring

The Grant Agent provides on-time and relevant support to MoPSE Departments in the implementation of the programs and in building the capacity of MoPSE staff to manage programs efficiently in the future. Of particular relevance will be the support to MoPSE to develop the PFM capacity in line with the MoF FMIS reforms so that the next ESSP can be constructed around MoPSE managed budgets.

Additionally, the GA provides monitoring support for all the programs and regular reporting with the ECG Secretariat to the meetings and the financial and narrative reporting to the GPE.

Consultancy support is sometimes needed by MoPSE for not programmed areas and will be decided during the Annual Review.

The budget provides for independent monitoring/ evaluation should this be needed and agreed by the ECG.

The ESSP should have a mid-term review and then preparations need to commence for the next ESSP.

## The Program Budgets

The program budget summary is given below. The detailed budgets are given in Annex 1

	2019		2020		TOTAL
<b>A. GPE MULTIPLIER FUND – FIXED TRANCHE</b>					
Additional top up to 500 poorest schools through SIG on agreed list of items	\$6,790,000				\$6,790,000
Grant Agent Technical support in operational activities	\$210,000				\$210,000
<b>Total MF FT</b>	<b>\$7,000,000</b>				<b>\$7,000,000</b>
<b>B. GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>					
	VT	MF	VT	MF	
Program 1: Equity and Improved Access	\$1,223,373	\$1,494,341	\$408,000	\$1,464,286	\$4,590,000
Program 2: Improved Learning Outcomes	\$800,000		\$800,000		\$1,600,000
Program 3: Efficiency and Improved Retention	\$1,960,000		\$1,810,000		\$3,770,000
Program 4: Institutional strengthening	\$410,000		\$410,000		\$820,000
Program 5: Programme Management and Monitoring	\$168,627	\$41,373	\$830,000		\$1,040,000
<b>TOTAL GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>	<b>\$4,562,000</b>	<b>\$1,535,714</b>	<b>\$4,258,000</b>	<b>\$1,464,286</b>	<b>\$11,820,000</b>
<b>TOTAL VT+MF</b>					
					<b>\$18,820,000</b>

## Results Based Framework and Release of Funds

The following table presents the annual anticipated release of funds from the performance based element of the GPE VT and the MF programs. For completeness the MF fixed tranche has been included.

The first green column shows the indicator to be achieved by the end of 2018. The Second and third green columns show the amount to be released against the achievement of the indicator from the VT and from the MF performance element.

The first blue column shows the indicator to be achieved by the end of 2019. The Second and third blue columns show the amount to be released against the achievement of the indicator from the VT and from the MF performance element.

The allocation of funds to the indicators has been the result of discussion and negotiation as to the fairest and the most rational modality. The final decision has been to allocate 40% to the process indicators and 60% to the output/ outcome indicators for the Variable tranche and 30% to the process indicators and 70% to the output/ outcome indicators for the MT performance element. MoPSE and partners have agreed that the stretch element of the output/ outcome indicators is greater and therefore has to have a greater reward. In addition, it is quite possible that only partial progress will be made but this can be measured and should be supported whereas the process indicators are an all or nothing situation.

In the case of the indicators not being achieved there will be pro-rata payment for what has been achieved for the output/ outcome indicator with the remainder of the funding being carried forward by one year and payment made once again pro-rata on the goal achieved.

	Indicator	Past trends data		Baseline	Program targets		2019 Payout		2020 Payout		Pay Out Total
		2015	2016	2017	2018	2019	VT	MF	VT	MF	
<b>EQUITY</b> <b>1.1</b>	Transition rate Gr 7 to Form 1 for 17 lowest Districts (avg.)	69.6%	69.1%	65.4%	% increase of 10 lowest districts <sup>4</sup>	% increase of all 17 lowest districts	882,000	350,000	882,000	350,000	<b>2,464,000</b>
<b>1.2</b>	Education Act revision incl. promotion of alternative methods of discipline other than corporal punishment				Submitted to Cabinet	Approved by cabinet	404,000	100,000	100,000	28,571	<b>632,571</b>
<b>1.3</b>	School Improvement Grant released in Quarter 1					SIG released Q1			504,000	128,571	<b>632,571</b>
<b>EFFICIENCY</b> <b>2.1</b>	Female Survival Rate Form 1-4	75.69%	79.7%	77.39%	79%	81%	882,000	350,000	882,000	350,000	<b>2,464,000</b>
<b>2.2</b>	School Financing Policy submitted to Cabinet				Submitted		504,000	128,571			<b>632,571</b>
<b>2.3</b>	EMIS data available by Quarter 3					Available			504,000	128,571	<b>632,571</b>
<b>LEARNING OUTCOMES</b> <b>3.1</b>	Number of Primary school teachers (G1-G7) that have participated in the in-service training programme using a new training package for Mathematics				50% x2 teachers per school	50% x2 teachers per school	882,000	350,000	882,000	350,000	<b>2,464,000</b>

<sup>4</sup> A minimum 0.1% point increase per district is considered to be "improvement".

	Indicator	Past trends data		Baseline	Program targets		2019 Payout		2020 Payout		Pay Out Total
		2015	2016	2017	2018	2019	VT	MF	VT	MF	
3.2	ZELA findings and recommendations adopted and implemented				Pre-2018 ZELA findings and recommendations reviewed and at least 3 being implemented and ZELA 2018 completed and shared on the MOPSE website	ZELA 2019 completed and shared on the MOPSE website and at least 3 new recommendations being implemented	504,000	128,571	504,000	128,571	1,265,143
3.3	Every school received CD package				Target		504,000	128,571			632,571

## Program Sustainability

Sustainability was addressed in the original FT Program Document (section 6 page 47) and the issues and responses remain pertinent to the VT.

Nevertheless, the VT and the MF have to be considered from a slightly different perspective as the time-frame and *modus operandi* are rather different, with a set of activities taking place *prior* to the approved release of funds for the performance element and then programs funded afterwards. Because of the uncertainties around funding, sustainability becomes more difficult to tie down and to guarantee. The important consideration has to be to get the process of District and Provincial planning embedded as the usual way of planning and responding to district educational issues. This will gradually transform the way of working so that the research, use of evidence-based information and a consultative local focus becomes the norm. The planning and monitoring processes will shift from being 'because of additional funding' to 'these are our first and second level priorities and funding can be allocated as it is available'. In the initial stages (the first 12 – 18 months) the importance of sustained support (financial and human) to the district activities from MoPSE HO and from the GA is critical as will be the development of a strategy to share information between districts on what is working. The former will be supported by the current GPE program and the first releases from the performance funding and the latter will be partly in the annual ESPR process but will also be part of the wider MoPSE-UNICEF communication strategy, funded by both GPE and EDF to ensure information exchange for sustainable change, not just in the selected districts, but nationally.

There are financial implications to being able to continue and embed the programs in the normal working practices. It is anticipated that the program support to Districts, Provinces and HQ will provide emerging and then solid evidence on what is working (with value for money and efficiency) and so, as fiscal space emerges, arguments can be made to the Ministry of Finance for focusing resources in these effective areas. Secondly, as this way of working becomes expressed in the DOP, resources that districts have can be focused here. There may not be any actual cost increases as priorities for response may have changed to address identified bottlenecks, and so existing funding sources can be better utilized. Thirdly, in schools the parental contributions can be focused towards activities that have been identified during the consultative process. These can then be part of the school level budgeting process. These activities will become priority areas for support by the ECG Finance Committee and for the Department of Finance. This underlines the importance of having the School Finance Policy developed and implemented.

Overall program sustainability is strengthened through the coherence and complementarity with the other programs that MoPSE is implementing, in particular the EDF. Taken together these programs provide a strong boost to the core areas of access, learning outcomes, teacher development and efficient service delivery. Nevertheless, there is the underlying challenge of ensuring that over the medium term MoPSE is in a position to build on the strong foundations that are being put in place. The policy areas that are being jointly supported by these programs will be crucial to making this happen.

## D. Implementing and Financing the Programs (modality)

### 1. Program Implementation

Programme implementation will be similar to the current GPE programme. Small MoPSE task teams will either be established or current task teams will incorporate similar or extended elements with support from the Grant Agent, UNICEF. These have been identified in the program sections in Annex 2.

### 2. Economic Analysis

After a period of economic recovery in Zimbabwe from 2009-12, GDP growth significantly slowed to only 0.6% in 2016, which was the lowest growth rate since 2009. Economic performance however improved in 2017 with GDP growth estimated to have risen from 0.6% in 2016 to 3.7% in 2017 and is further projected to grow to 4.5% in 2018. The positive growth rate is premised on positive performance across all the key sectors of the economy, benefiting from the on-going economy-wide reforms and good-will of the new administration. This notwithstanding, economic activity remains severely constrained by tight liquidity conditions resulting from limited external inflows and lower commodity prices. Furthermore, unemployment has been rising, with employment opportunities having been significantly shifting to the informal sector.

The recent political changes have yet to bring about any major economic changes. However there have been substantial moves to re-engage 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. There is much riding on the back of a free and fair election process that delivers a parliament with a strong mandate to act.

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. Total spending by the Ministry increased from US\$176 million in 2009 to an estimated \$905.6 million in 2018. On the other hand, non-employment expenditures which have previously fallen from about \$19.3 million in 2013 to about \$14.8 million in 2017, is estimated to increase to US\$56.8 million in 2018. This however represents only 6.3% of total ministry budget as employment costs continue to account for a larger share of expenditure to the ministry, estimated at 93.7% in 2018.

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% of 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.

### 3. 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 remains under-developed and the outer years are largely tentative allocations. In practice an annual budget system is still in operation.

Wage expenditure has over the years been the largest cost driver within the government budget and worse still, for the education sector. For instance, as has always been the case, the 2018 primary and secondary allocation is significantly skewed towards recurrent expenditure, with employment costs accounting for 93.7% of the total allocation, whilst other recurrent and capital expenditures accounts for 4.4% and 1.9%, respectively. Actual disbursements in the education sector has mainly been towards employment costs. Given that the education budget is almost entirely consumed by employment cost and with government prioritizing the payment of wages and salaries, overall execution rate is high compared to other sectors. Whilst data for the full 2017 is not available, as at end-October 2017, 80.2% of the Ministry's budget had been disbursed. This is highly influenced by the employment costs, with a disbursement rate of 81.1%, of the allocated budget and 108.8% of employment budget for 9 months, for which the education sector had been paid.

The huge employment costs overruns, crowded out non-wage spending resulting in lower execution of the non-salary items. For instance, capital expenditures, only realized a meager 25.1% disbursement rate, accounting for 0.3% of total disbursements. Hence, with regards to per capita non-wage actual spending amounts to US\$0.61 cents, per child per term, working against the need to achieve better education outcomes. Clearly, the expenditure mix in education is in itself, a source of inefficiencies, hence the need to re-balance the expenditure mix. There is scope to improve both allocative efficiency (*doing the right things*) and technical efficiency (*doing things right*), within the sector and allocations of the overall budget. For instance, by September 2017, the government had spent US\$43.5 million on foreign travel alone, (9 times the education non-wage expenditure). The government would need to demonstrate results for this huge travels costs, which could create target investments in education.

Table 9 MoPSE expenditure 2013 to 2015 and budget 2016 to 2018 in US Dollar '000

Item	Expenditure			Budget Appropriation <sup>5</sup>		
	2013	2014	2015	2016	2017	2018
Employment	\$733,044	\$788,488	\$872,166	\$797,310	\$788,969	\$848,753

<sup>5</sup> The budget appropriation excludes statutory funds and other resources, which are mostly from school fees submitted to the Ministry.

Non-employment recurrent	\$12,256	\$5,920	\$4,697	\$7,241	\$7,977	\$40,000
<b>All recurrent</b>	<b>\$745,300</b>	<b>\$794,409</b>	<b>\$876,863</b>	<b>\$804,551</b>	<b>\$796,946</b>	<b>\$888,753</b>
Capital	\$7,047	\$2,057	\$2,799	\$5,880	\$6,825	\$16,840
<b>TOTAL</b>	<b>\$752,348</b>	<b>\$796,466</b>	<b>\$879,662</b>	<b>\$810,431</b>	<b>\$803,771</b>	<b>\$905,593</b>

Well-targeted donor funding from the GPE VT and MF program, 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 programmes and initiatives to improve equity by targeting the poorest P3, S3 and satellite schools. As GPE VT and MF program and EDF 2 funding phases out, a greater share of education sector resource needs will be met by 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. It is essential that MoPSE is able to demonstrate needs for funding from good quality evidence, to show that the use of funds is efficient and effective (hence the need for the school financing policy).

#### 4. GPE VT and MF Program Indicative Budget

The GPE VT and MF program indicative budget is estimated based on the activities and performance targets set out in the program described earlier. Its budget allocations have been designed to fit within the MoPSE programme structure to optimise the coherence and linkages between MoPSE ESSP 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 VT and MF programme costs have been estimated to fit within the program cost ceilings US\$ 18.9 million.

The table below sets out the estimated GPE VT and MF programme costs. A detailed table of programme costs is attached as Annex 2.

Table 10 The GPE VT and MF program costs 2019-20 in US Dollar

	2019		2020		TOTAL
<b>A. GPE MULTIPLIER FUND – FIXED TRANCHE</b>					
Additional top up to poorest schools through SIG on agreed list of items		\$6,790,000			\$7,000,000
Grant Agent Technical support in operational activities		\$210,000			
<b>Total MF FT</b>		<b>\$7,000,000</b>			<b>\$7,000,000</b>
<b>A. GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>	<b>VT</b>	<b>MF</b>	<b>VT</b>	<b>MF</b>	
<b>Component 1: Equity and Improved Access</b>	\$1,223,373	\$1,494,341	\$408,000	\$1,464,286	\$4,590,000
<b>Component 2: Improved Learning Outcomes</b>	\$800,000		\$800,000		\$1,600,000

	2019		2020		TOTAL
Component 3: Efficiency and Improved Retention	\$1,960,000		\$1,810,000		\$3,770,000
Component 4: Institutional strengthening	\$410,000		\$410,000		\$820,000
Component 5: Programme Management and Monitoring	\$168,627	\$41,373	\$830,000		\$1,040,000
TOTAL GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE	\$4,562,000	\$1,535,714	\$4,258,000	\$1,464,286	\$11,820,000
TOTAL VT+MF					\$18,820,000

## 5. Value for Money

The Value for Money (VfM) approach emphasises maximising the development impact of all aid funds spent. It entails rigorous and on-going assessment of programmes, 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<sup>6</sup> 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 programmes now have extensive experience back to 2011 on purchasing education inputs. The table below sets out some of the main input unit costs.

Table 11 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

<sup>6</sup> UK Department for International Development (DFID): DFID’s Approach to Value for Money, 2011.

Teacher degree plus Graduate Certificate in Education: grade D3	\$6,192	MoPSE human resources
In-service teacher training for 2 day course per trainee at cluster level	\$20	GPE 1 unit costs
Primary textbook including delivery (bulk purchase)	\$1.6	GPE 2 unit costs
Secondary textbook including delivery (bulk purchase)	\$2.8	GPE 2 FT unit costs
Classroom construction per 2 room block	\$30,000	Low cost construction

These input costs have been updated as of February 2018 with data from MoPSE. The salary data is not up to date and will be changed as and when the information is available.

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. In addition, the dollarized economy and the current economic situation with high import costs is making the cost of living high, particularly in urban areas.
- Pre-service teacher training is the responsibility of the Ministry of Higher and Further Education and we have not collected unit costs. While we have not made a regional comparison of in-service teacher training costs the unit cost of \$20 per trainee is kept low by using MoPSE and community facilities and training in the education clusters that are close to the teachers, minimising accommodation and travel costs. Zimbabwe MoPSE HQ staff, Districts and clusters are very used to the cascade training model
- Textbook unit costs are current. Procurement and distribution is through UNICEF/MoPSE. 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 re-launch the programme when levels of funding permit. MoPSE, in PRS has technical public works capacity and have supported the construction through EDF SIG.

### **Output unit costs**

The output unit costs are currently being updated by MoPSE for 2016/ 17 and the initial indication is that there are significant changes over previous years. This section will be completed once this data is available.

### **Economy, effectiveness and efficiency**

In terms of the value for money areas of economy, effectiveness and efficiency there has been no formal analysis of the GPE program however the outcomes of the reviews done as a part of the EDF process and reported regularly sum up the situation across both the programs. The

implementation of programs largely through the Districts and at District, school and community levels using local facilities has proved effective and saves costs of transport and per diem when staff are asked to travel. The MoPSE Internal Audit processes are sufficient and processes to respond to problems has been agreed. This should mean that the additional funding that is to be allocated through SIG should be guaranteed. Changes may be made to the SIG process based on the recent EDF review that will further strengthen the overall effectiveness and efficiency of the SIG program. The programs described in the PD make it clear that children with disability will benefit from the grants. SIG has experience of procuring assistive aids and at best value, these resources will be used to ensure value for money under this program.

Procurement of learning materials under the GPE2 program proved slow to establish. However, the systems are now in place and it is anticipated that provision to children will be much quicker.

The strategies outlined in the EDF March 2017 Report are being used by the GPE 2 and will be a part of this GPE program: use of low cost venues and the cascade modality for training, vigilance on quality assurance for goods and services, use of the central procurement for bulk learning materials.

The reports on the VT and the MF will in future include a section on the value for money (the current Zimbabwe EDF Value for Money indicators will provide a useful starting point for the reporting process).

## **6. Funding Modality Options**

The GPE VT and MF program 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, GPE 2 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.

Following the proposal in the GPE 2 fixed tranche program document the harmonisation of systems has been initiated. The training on the new systems is now taking place with funding from the GPE 2 program.

Under the GPE VT and MF 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. The ECG Finance Committee will be monitoring and reporting to the ECG on the possibility for further integration and the timetable within which this might happen.

## 7. Programme Finance

**Disbursement arrangements** (until such time that the systems are deemed robust to make the changes agreed by the finance committee)

The disbursement arrangements for the GPE VT and MF programme will build upon those used for the previous programs, 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 the UNICEF makes obligations and incurs expenditure in support of activities agreed in AWPs.

When UNICEF does not implement the activity, there will be 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 The GPE VT and MF programme 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 The GPE VT and MF programme 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 cluster grant has been disbursed.
- **Where the reporting entity is the BSPZ District Committee**, if full and complete liquidation is not reported for even one cluster in the district by the end of six months after funds disbursement, disbursement of cluster grant allocations could cease for all clusters in the 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.

**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 coincide with the other major programme to support school education in Zimbabwe, i.e., the School Grants programme.

## 8. Accounting

GPE funds disbursed through the provinces and districts will be into UNICEF operated accounts established and used under GPE 1 and 2.

**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.

## 9. 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.

## 10. 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.

## **11. Programme Accountability – Complaints**

There are a number of 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 and counselling relevant sections.

For UNICEF there are 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](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 10<sup>th</sup> 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.

## 12. Risk Analysis

This risk analysis is built on the base that is provided in the ESSP document, but with a focus on the risks that are particularly relevant to the GPE 2 programme for the Variable Tranche and Multiplier Fund.

	<b>Risks and Assumptions</b>	<b>Level</b>	<b>Mitigating activity</b>
1	Government is not able to facilitate legal and policy reforms quickly (e.g. Education Amendment Act, School Financing policy) and contribute adequate domestic financial resources, thus delaying successful implementation of some programme interventions.	<b>Medium</b>	The GPE and EDF programmes provide direct support to the establishment of a supportive legal and policy environment. Primary focus of GPE will be on those elements of the legal and policy framework that MoPSE has direct control over. The alignment of the Education Act with the national constitution is on MoPSE's 100-day plan and will prioritise it. This will be a standing item on ECG meetings so that momentum is not lost. An elaborate plan will be developed to monitor progress with the Education Act amendment as well as key policies so that actions are taken to address any bottlenecks in a timely manner.
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	<b>Medium</b>	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 textbooks and other learning materials, training, etc.) will target the poorest schools and will reduce some costs. MoPSE will continue to lobby for the re-establishment of the BEAM scheme. Adoption of the School Financing Policy will ensure additional support to children from disadvantaged backgrounds.
3	The GA and MoPSE fail to work effectively together.	<b>Low</b>	The GA and MoPSE will hold regular programme implementation and review

	Risks and Assumptions	Level	Mitigating activity
			meetings, and 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.	Low	Implement capacity building interventions, including financial management training for finance and non-finance managers. Slowly implementing the IFMIS and giving Districts capacity to use the e-based accounting systems Strengthen quality assurance mechanisms and carry out frequent monitoring and ensure due diligence.
5	Civil Society Organisations are marginalised.	Low	The umbrella body for CSOs (ECOZI) is a member of the ECG, and therefore participates in policy decisions together with other ECG members. Where necessary, basic support will be provided to ECOZI in order to ensure full involvement and participation of civil society.
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. Government has set aside additional funds to complement EDF and GPE inputs, and there will be vigorous advocacy to ensure the timely disbursement of these funds. The first year of implementation saw some delays in provision of text books and some gaps in the teacher in-service training. These lessons will feed into the next years and so make improvement.
7	Procurement delays/ problems	low	UNICEF's internationally renowned procurement system will be used, and the programme will draw lessons from recent large scale procurement exercises in Zimbabwe. SIG has proved to be an effective modality for procurement at the school levels. Districts have developed a capacity to manage and account for funds through the GPE 1 programme.
8	GA lacks the capacity to manage the additional demands of administering a substantial programme in addition to its current commitment to implement	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

	<b>Risks and Assumptions</b>	<b>Level</b>	<b>Mitigating activity</b>
	the EDF activities that include school grants		EDF, school grants and the GPE means that their implementation can be coordinated in an integrated manner. A skills mapping exercise will be conducted to ensure presence of capacity for programme delivery.
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.	<b>High</b>	<p>The new government has clearly communicated its commitment to prioritise economic reforms. The government has also initiated processes to re-engage with the international community and should get international support to help restructure the finance systems. Progress with proposed economic reforms will be closely monitored in order to provide appropriate responses to any emerging challenges.</p> <p>Support will be provided for the establishment of a Public Financial Management Enhancement Project (PFMEP) that is underway with the World Bank in order to assist Zimbabwe in improving control, transparency and accountability, and oversight in the use of public resources.</p> <p>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.</p> <p>UNICEF has prepositioned stocks to respond within 48 hours of onset of an emergency, and the international community generally responds to drought/food crises. There will be emphasis on the implementation of the disaster risk management component that is already incorporated in national (ESSP), provincial, district and school level plans.</p>
10	Elections to be held in July/August 2018 will produce disputed results that will lead to political instability, creating a difficult programme implementation environment.	<b>Medium</b>	The government has consistently called for all players to ensure peaceful, free, fair and credible elections. It has also initiated processes that promote inclusive processes and has opened up space for international observers in order to enhance transparency.
11	Change as a result of the election process lead to an implementation slow down as new staff have to understand the programs	<b>Medium</b>	The CA and the GA will be on hand to support any new staff or the development of any new structures in order to both ensure program continuation and to ensure capacity is developed for future programming.

## ANNEX 1 – PROGRAM BUDGETS

Budget for the use of the GPE ESPIG Variable tranche and the GPE Multiplier Funds

The budget has been developed by the relevant Departments in MoPSE and the underlying unit costs and activity are provided below

The final budget for A. GPE VARIABLE TRANCHE and MULTIPLIER FUND will be prepared in December 2018 and in December 2019 when the variable fund release elements have been agreed (during the Annual Review).

	2019		2020		TOTAL
A. GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE	VT	MF	VT	MF	
<b>Program 1: Equity and Improved Access</b>					
<i>Sub-component 1.1</i> Parental awareness training					
Community consultations on social issues affecting retention and access	\$100,000		\$100,000		\$200,000
Productions of relevant materials for advocacy (media, flyers) and for training	\$50,000		\$30,000		\$80,000
Training of key stakeholders and parents on social issues affecting retention and access, how to address them and monitor at school and cluster level	\$150,000		\$150,000		\$300,000
Identification of local role models	\$0		\$0		
<b>Sub-total Sub-component 1.1</b>	<b>\$300,000</b>		<b>\$280,000</b>		<b>\$580,000</b>
<i>Sub-component 1.2:</i> Teaching and Learning materials for most disadvantaged children					
Procurement of learning and teaching material identified across learning areas	\$923,373		\$128,000		\$1,051,373
<b>Sub-total Sub-component 1.2</b>	<b>\$923,373</b>		<b>\$128,000</b>		<b>\$1,051,373</b>
<i>Sub-component 1.3: School infrastructure</i>					
Additional top up to poorest schools through SIG on agreed list of items	\$0	\$1,494,341		\$1,464,286	
<b>Sub-total Sub-component 1.3</b>	<b>\$0</b>	<b>\$1,494,341</b>	<b>\$0</b>	<b>\$1,464,286</b>	<b>\$2,958,627</b>
<b>Total Component 1</b>	<b>\$1,223,373</b>	<b>\$1,494,341</b>	<b>\$408,000</b>	<b>\$1,464,286</b>	<b>\$4,590,000</b>
<b>Program 2: Improved Learning Outcomes</b>					
<i>Sub-component 2.1:</i> Establishing cluster based support networks for mathematics teachers					

	2019		2020		TOTAL
Create or strengthen subject panels on mathematics at cluster level and promote a deeper understanding of ZELA findings and recommendations	\$100,000		\$100,000		\$200,000
In-service training of teachers at primary level in mathematics at cluster level and Community consultations on social cultural and environmental issues affecting retention and access	\$350,000		\$350,000		\$700,000
	VT	MF	VT	MF	
<b>Sub-total Sub-component 2.1</b>	<b>\$450,000</b>		<b>\$450,000</b>		<b>\$900,000</b>
<b>Sub-component 2.2: Mathematics teaching and learning resources for the poorest pupils</b>					
Procurement of learning and teaching material for primary mathematics	\$350,000		\$350,000		\$700,000
	\$350,000		\$350,000		\$700,000
<b>Sub-total Sub-component 2.2</b>					
<b>Total Component 2</b>	<b>\$800,000</b>		<b>\$800,000</b>		<b>\$1,600,000</b>
<b>Program 3: Efficiency and Improved Retention</b>					
<b>Sub-component 3.1 Strengthen implementation of Career, Guidance and Counselling</b>					
Develop a Guidance and Counselling teaching and learning materials endorsed by the Ministry and print	\$300,000		\$0		\$300,000
Training of Guidance and Counselling teachers in all schools	\$700,000		\$670,000		\$1,370,000
	\$1,000,000		\$670,000		\$1,670,000
<b>Sub-component 3.2: Community based cross-sectoral platforms to address child protection issues and strengthening of child protection committees</b>					
Identification and mapping of current existing structures at district and community level	\$10,000		\$0		\$10,000
Reactivation and strengthening of the existing structures (the CPC, village registers, the BEAM committees) in collaboration of the cross sectoral and stakeholders	\$100,000		\$100,000		\$200,000
Empowering schools to form Child Protection Committees in schools	\$50,000		\$240,000		\$290,000
	\$160,000		\$340,000		\$500,000
<b>Sub-component 3.3: Teacher capacity building on special needs and learning disability</b>					
Training of teachers in identification and teaching methodologies for children with special needs and learning disability in mainstream schools	\$300,000		\$300,000		\$600,000
	\$300,000		\$300,000		\$600,000
<b>Sub-component 3.4: Teaching and Learning material and assistive devices for children with special needs</b>					
Procurement of learning and teaching materials as well as assistive devices for children with special needs	\$500,000		\$500,000		
<b>Sub-total Sub component 3.4</b>					

	2019		2020		TOTAL
	\$500,000		\$500,000		\$1,000,000
<b>Total Component 3</b>	<b>\$1,960,000</b>		<b>\$1,810,000</b>		<b>\$3,770,000</b>
<b>Program 4: Institutional strengthening</b>					
<b>Sub-component 4.1: Capacity and leadership development</b>					
Implement the community engagement strategy to find local solutions to local problems	\$100,000		\$200,000		\$300,000
Gather district-based evidence and best practices to share and to inform policy decisions	\$10,000		\$10,000		\$20,000
<b>Sub-total Sub-component 4.1</b>	<b>\$110,000</b>		<b>\$210,000</b>		<b>\$320,000</b>
<b>Sub-component 4.2: Capacity building of districts on implementation and monitoring</b>					
Training on skills of monitoring and evaluation of district personnel	\$100,000		\$100,000		\$200,000
Training of skills on curriculum implementation, learner support services, data analysis, planning and management.	\$200,000		\$100,000		\$300,000
<b>Sub-total Sub-component 4.2</b>	<b>\$300,000</b>		<b>\$200,000</b>		<b>\$500,000</b>
<b>Total Component 4</b>	<b>\$410,000</b>		<b>\$410,000</b>		<b>\$820,000</b>
<b>Program 5: Programme Management and Monitoring</b>					
Grant Agent technical support to operational activities		\$41,373	\$442,846		\$484,219
Consultancies	\$168,627		\$287,154		\$455,781
ESSP monitoring and evaluation of which below:	\$0		\$100,000		\$100,000
POP and DOP reviews			65,600		
ESPR meeting			25,000		
Consultancy ESPR			9,400		
<b>Total Component 5</b>	<b>\$168,627</b>	<b>\$41,373</b>	<b>\$830,000</b>		<b>\$1,040,000</b>
<b>TOTAL GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>	<b>\$4,562,000</b>	<b>\$1,535,714</b>	<b>\$4,258,000</b>	<b>\$1,464,286</b>	<b>\$11,820,000</b>
<b>GPE MULTIPLIER FUND – FIXED TRANCHE</b>					
Additional top up to poorest schools through SIG on agreed list of items		\$6,790,000			\$7,000,000
Grant Agent Technical support in operational activities		\$210,000			

	2019		2020		TOTAL
Total MF FT		\$7,000,000			\$7,000,000
TOTAL VT+MF					\$18,820,000

### **A. The GPE Multiplier Fund Use of the fixed element by the most disadvantaged P3 ‘satellite schools’**

As a part of the strategy to address equity and access the Government has identified a special type of school referred to as satellite schools. These are schools ‘in the making’ and which in most cases lack the basic infrastructure to meet set minimum functional standards. In these schools, learners are frequently housed in temporary makeshift structures in some cases made of mud and wattle or in what were previously tobacco barns that were in resettlement areas. Many commercial farm owners who were occupying the land never provided access to education for children of their workers hence satellite schools are common in resettlement areas.

In Policy Circular 73 (1991) MoPSE set out the basic infrastructure requirements for schools (minimum standards. As a result of limited investment in school infrastructure over the past 10 years few schools manage to achieve the set standards, save for those categorized as P1 or S1 (i.e. low density urban schools). Furthermore, many schools, in particular rural schools, have suffered years of neglect, normal wear and tear and at times damage from storms, coupled with little or no maintenance.

Rural communities are particularly constrained financially and hence cannot make significant financial contributions to maintenance and repairs. The “Rapid assessment of Primary and Secondary schools conducted by the National Education Advisory Board” (July 2009) found that the infrastructure of urban schools is in better shape than rural schools, and observations in the field year on year show urban schools as mainly requiring routine/preventative maintenance while rural schools need much more in terms of rehabilitation and construction of new facilities.

The ESSP (2016-2020) sets out to reverse the impact on access and the quality of learning outcomes which has resulted from the historical context and the economic crisis. This requires, in part, increasing the level of funding provided to the schools, so that they can improve their learning environment by responding to the local problems with specific school level identified solutions. Satellite schools are generally in the poorest rural communities, with the lowest capacity of parents to pay fees and levies which are a part of the system at the moment and they have the lowest levels of per capita funding from private sources.

The SIG program was established in 2013 to provide the poorest P3 schools with a small operational fund to budget and execute against a set list of possible expenditures, as stated in the SIG Design Framework *“To provide adequate and well-targeted levels of funding to financially constrained schools to cover non-personnel and non-capital resource demands in the school which will enable it to at least meet a minimum set of school functionality criteria”* MoPSE in conjunction with the Grant Agent UNICEF and using funds from the EDF, has been implementing the School Improvement Grant since 2013 that that been targeting resource constrained schools, a majority of which are satellite schools. A ‘whole school approach’ that

seeks to empower the school staff, parents and the local community to assess the key challenges and barriers to school effectiveness was adopted. Each school was then empowered to come up with a School Development Plan (SDP) that prioritizes problem areas, set out solutions to achieve change and strategies to realize those changes. It is therefore a multi-phase process that integrates all elements that go into making a school that works for teachers, children and their parents.

As reported in the sections on the SIG in the recent evaluation of the EDF 'Summative Evaluation of UNICEF Support For Education in Zimbabwe' (report still in draft but will be available in March 2018) the SIG has had a significant positive impact on the ability of the poorest schools to plan, set priority and have a budget to meet some needs. The report finds SIG has with certain caveats been relevant, effective and efficient and has contributed to equity and probably to improved learning outcomes (further research is required to find a causal relationship). The report notes that there has been a strong focus on compliance and oversight and that funds have flowed and been accounted for in a timely manner. The positive list of expenditure has allowed for small construction activity such as renovation, replacing broken window panes and window sills, patching of classroom floors, procurement of water tanks and purchase of computers. However, the resources are insufficient for major renovation or completion of infrastructure.

It is against this background that Government and partners have agreed that the 70% fixed tranche of the Multiplier Fund will be committed to the poorest schools as a one off additional payment through the SIG for the improvement of larger infrastructure programs as well as other learning materials for the new curriculum, including support to ECD if needed.

The proposal is therefore that of the 6.79 USD million in the Multiplier Fund fixed tranche each of approximately 1,000 selected schools be granted USD 6790.00 towards significant infrastructure and in particular classrooms, which would be disbursed in 2019 as once off payment (below \$10,000 schools can manage funds using local contracts and do not need to go to tender). The funding could, in addition to the current agreed list of expenditures (learning materials, WASH etc.), be used to purchase non-locally available materials such as cement, glazing, window and door frames as well as roofing materials. Communities would then be expected to provide labor and locally available materials such as sand and bricks. The final 'positive' list will be approved by the SIG Steering Committee.

#### Selection of beneficiaries

Beneficiary schools will be selected based on the information as guided in Table 12 Distribution of Satellite schools by Province, level and number of intended beneficiaries. below where provinces with the highest number of satellite schools would have the greater number of beneficiary schools. District Schools Inspectors will identify the final list of beneficiary schools where there are particular infrastructure needs and the likely cost involved. The list of proposed schools and the justification for their inclusion will be sent to the EDF Committee for final agreement. Table below shows the distribution of Satellite schools, based on the 2017 EMIS data.

Table 12 Distribution of Satellite schools by Province, level and number of intended beneficiaries.

Province	Primary		Secondary		Grand Total	Total	Number of beneficiary Schools
	Number	%	Number	%		%	
Bulawayo	5	0.49	4	0.48	9	0.49	5
Harare	4	0.39	5	0.60	9	0.49	5
Manicaland	72	7.09	134	15.97	206	11.11	111
Mashonaland Central	108	10.63	98	11.68	206	11.11	111
Mashonaland East	88	8.66	105	12.51	193	10.40	104
Mashonaland West	236	23.23	181	21.57	417	22.48	225
Masvingo	173	17.03	94	11.20	267	14.39	144
Matabeleland North	132	12.99	77	9.18	209	11.27	113
Matabeleland South	67	6.59	39	4.65	106	5.71	57
Midlands	131	12.89	102	12.16	233	12.56	126
<b>Grand Total</b>	<b>1016</b>	<b>100.00</b>	<b>839</b>	<b>100.00</b>	<b>1855</b>	<b>100</b>	<b>1000</b>

Figure: Pupils at Kenjebu Primary School in Binga classes in their makeshift classroom



Figure: A teacher at Kenjebu Primary School stand in front of her makeshift house. She bought the roofing materials using her own resources.



### **Program Implementation**

MoPSE PRS will prepare adjustments to the SIG guidelines as required.

As noted above the DSI will identify the schools with the greatest need for infrastructure.

All school heads and school development committees in the country have been trained on financial management and the use of SIG against an agreed menu of options. One of the key requirements of releasing SIG to schools is that schools should have a multi-year school development plan where schools identify their own development priorities. Such plans include all sources of funding available to the school, including SIG.

Support will be provided to the selected schools to build capacity to prepare bids for capital funding for their construction and rehabilitation priorities, especially in the weaker and most neglected schools.

### **Disbursement Modalities**

Over the years MoPSE has developed capacity both at central and local level in the administration of grants, with training of School Heads in financial Management training and procurement procedures. MoPSE has Grant Management Team (GMT) at Head Office which receives, verify and process requests from schools, prepare pay sheets and which are then submitted to the Grant Agent who does further verification before depositing the funds into the schools' dedicated bank accounts. The GMT drives the implementation of the school grants program. It is envisaged that the grant on infrastructure would ride on such existing MoPSE structures.

### **Monitoring**

The whole MoPSE structures will be involved in the monitoring of the process from the central level to the lower levels, but the Planning, Research and Statistics Department (which includes the infrastructure section and where there are engineers) through its lower level structures will take a leading role. School Heads from the identified schools will have to attend inception meetings before disbursement where grant modalities will be explained, and issues clarified. This will be meant to enhance effective and efficient grant utilization. MoPSE will be responsible for planning, management, monitoring and auditing of the grant program while the Grant Agent (UNICEF) will be responsible for fund disbursement and external verification.

The current SIG monitoring and reporting procedures (noted for their high degree of compliance) will be utilized.

## B. The GPE Variable Tranche and the MF Performance Tranche

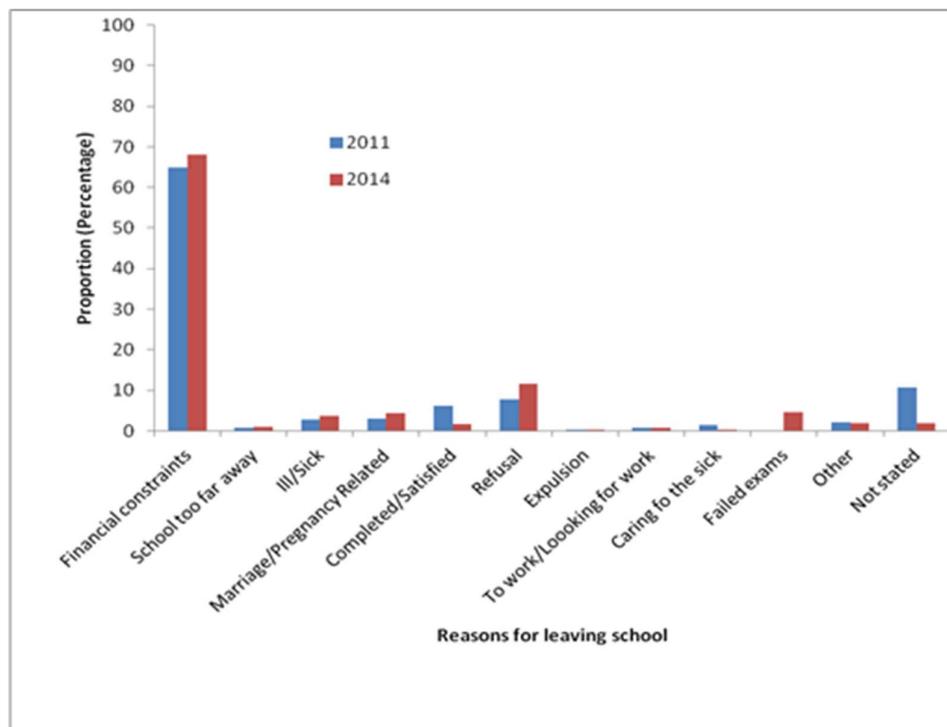
### Program 1 – Equity and Access

#### Component 1.1 – Parental Awareness Training

##### Problems and causes

There are challenges with transition from grade 7 to form 1 and with the GER in Forms 1 – 4 and especially for girls. In 2015 the National Assessment on out of school children noted that “17 per cent of lower secondary age children were out of school. Almost three quarters of these were 15 and 16 year olds. However, 10 per cent of the out of school secondary age children were 13 years of age, and 17 per cent were 14 years.” (Source: National Assessment on Out of school Children 2015)

At the national level there has been data collected on the causes of non-attendance, for example the Child labour Survey Reports 2011 and 2014.



Source: Child Labor Survey Reports, 2011, 2014 (ZIMSTAT, 2012; ZIMSTAT, 2015b)

In 2017 MoPSE partners had consultations across 8 provinces with a wide variety of stakeholders, including children from various ages and background as well as parents, SDC members, traditional leaders, teachers and school heads to discuss the causes for nonattendance and to understand the root causes and potential solutions and strategies which, if taken at the local level, could impact positively on the retention of children in schools. From these consultations, MoPSE produced a brief summary report which showed in more detail the problems affecting retention, especially in secondary schools (Report of District Consultations July 2017 MoPSE). Inter alia there were a whole range of social issues

which affect access and retention of children and which involve the parents and community attitudes, such as early marriage, pregnancies, religious traditions, forms of disabilities and inclusivity, HIV etc.

Parental roles and involvement in resolving such issues has been identified as a key factor in the access and retention of children in the education system. Therefore, parental awareness trainings would address these issues which don't fall within the school environment only but involve the community nationwide. Programs will be designed to raise awareness of parents on these issues and their critical role in the education of their children. This work will involve production of relevant material, and specialized human fora for discussions. These trainings will take different forms and involve various local stakeholders with special expertise in the particular issues and will be a sector wide approach launched by the Ministry through its present subnational structures and human resources. This will help impact the Access and Retention. These activities emerge from lessons learnt and causes identified by the districts through consultations with a variety of stakeholders and communities.

The anticipated impact on the sector is improved access and retention of children thanks so support of parents on social issues affecting the children which currently prevent them to access or stay in schools.

### **Strategies**

Involve the communities, parents and the school and develop strong links between them. These will include

- Community consultations on social issues affecting retention and access
- Productions of relevant materials for advocacy (media, flyers) and for training (manual)
- Training of key stakeholders and parents on social issues affecting retention and access, how to address them and monitor at school and cluster level
- Identification of local role models

### **Program implementation**

Given its mandate, the department of Learner Welfare (LWW) will lead this program, assisted by PSNE and PRS .

This will be a national program with consultation days at community level. MoPSE already has wide experience in stakeholder consultations at national and subnational level, for example from the recent curriculum consultations, the ESSP, the district consultations last year and in 2015 during the cholera outbreak MoPSE played a crucial role in raising awareness in all communities and reaching all schools.

From these experiences lessons were learnt which will be used with this activity to make them more efficient. Work will be done with provinces and districts for delivery of material, communication, and organisation of the consultations. Moreover, at community level, the cost is low given they are locally based consultations and the cluster system has also proven an efficient method of delivery under the GPE1, as well as value for money as it bridges the gap between the district and the communities.

LWS is currently undertaking consultations and outreach on children with special needs in communities and schools. Moreover, experience with partners operating within districts, such as ECOZI, CAMFED, World Vision will be an important aspect for collaboration and to ensure complementarity and efficiency.

Parental Awareness trainings will be sustained over time through SDCs who will be involved at cluster level awareness meetings. Zimbabwe has lots of experience in decentralized training and outreach, given the experience from GPE1 of ERI and PLAP, TPS training which are still sustained within the system at no cost at the moment.

Some relevant materials have already been developed by partners which MoPSE will review and harmonise various initiatives and come up with a consolidated package which can be used at local level as a Ministry endorsed material. Moreover, MoPSE has some materials for community engagement which will also be reviewed and strengthened and used for this program.

Activity	2019	2020
MoPSE with stakeholders do a desk review of available material		
MoPSE + stakeholders draft a consolidated package for parental awareness training and endorses it		
Printing of the material and distribution to all schools		
MoPSE sensitise the districts on the importance of parental training through communications and circulars		
Trainings for district level to be held based on the material produced		
Cascade training to clusters and then to communities		
Monitoring of the training		

Building on the experience of GPE1 in supporting the cascading model for trainings at subnational levels through the cluster system, funds will be disbursed to districts for such consultations to be held at cluster and school level. This has proved efficient and good value for money and districts have developed the capacity through GPE1 to plan and carry out such activities, under the auspices and guidance of Head Office. MoPSE will also involve and engage civil society (ECOZI and Camfed) in discussions and use their experience in these activities at local level.

The beneficiaries of this program will be 1219 clusters nationwide, which include parents, school representatives, and community leaders.

### Monitoring

Monitoring will be done by the districts and this activity will be included in the district monitoring framework and tools to ensure feedback is provided.

Monitoring will incorporate child protection issues, and using existing systems which currently follow related aspects such as school feeding to monitor also these new programmatic aspects. The District personnel, inspectors and remedial tutor will be engaged

in such monitoring and reporting. The Department of LWS in liaison with other relevant ones at Head Office will be responsible for this area.

### **Outcome and Impact**

As the problems mentioned above and the strategies identified to address them refer to socio-economic and cultural realities, the outcomes and impact of this program will be measured both quantitatively with the reduction of drop outs and GER at lower secondary, especially for girls, but also qualitatively over time with behavioural change, improved equity and parental involvement in the children's education.

### **Connection to Indicator and with current GPE2 FT**

The program complements the current GP2 Fixed Tranche which addresses institutional strengthening but specifically lacks the aspect of community engagement. Moreover, it strengthens the EDF program which includes the development of a community engagement strategy at national level, therefore building on the work of the current programs and addressing important pillars of the ESSP.

### **Justification of Budget allocation**

The total budget for this program is \$580,000 across two years. As explained above, the cascading model of training will be used and this has proven efficiency and low cost as based on cluster level to reach the majority of communities. In Zimbabwe there are 72 education District and 1219 clusters, and budgets are based on these figures to enable an effective delivery of the program.

## Component 1.2 – Teaching and Learning materials for most disadvantaged children

### ***Background***

Zimbabwe has undergone a curriculum review and adopted a new curriculum for all levels from Primary to Secondary School in 2015. The new curriculum aims to develop skills and competencies in children that will equip them to be fully rounded citizens. Syllabuses have been developed in all the learning areas in line with the new curriculum framework. The Ministry has planned the roll out of the new curriculum in phases and started the implementation in 2016 with a preparatory phase and will continue the roll out until 2022 when it will be in its full scale.

A year-by-year implementation plan is currently underway, following a phased approach. The current government funding and donor funding is addressing some of the gaps present in the procurement of the new textbooks needed for the new curriculum, however unable to cover all children and schools, even within the most disadvantaged districts. More efforts are needed to ensure that more teaching and learning material is available for schools to enable a full implementation of the new curriculum to yield the results and quality of education. The availability of resources has also proven to be a key factor in improving access to education as an incentive for children and parents, as well as impacting retention and of course affecting learning outcomes.

## **Problem**

The roll out of the new curriculum requires the provision of all teaching and learning support material, such as textbooks, as well as the crucial preparation of the syllabi and the phased training of the teachers each year. The vast number of schools and the economic situation of the country means that the new curriculum is still under-resourced and that additional funds are needed for the procurement of material.

The current GPE2 Fixed Tranche and EDF are catering for some of the procurement of the textbooks for the phases 1 and 2 of the roll out. Moreover, an amount has also been allocated from the Ministry of Finance to support material for the new curriculum. The targeted beneficiaries a selection of the most disadvantaged schools, both primary and secondary, and include only the new learning areas. The selection of schools followed precise criteria:

Average annual school income (2014-2016)
Per pupil income (average 2014-2016)
Exam pass rate (%)
Percentage trained teachers
<i>Consideration also given to school type and ratio of qualifying schools in a province.</i>

## **Strategies**

In order address the subsequent phases of the roll out, additional resources are necessary to address the gaps in the most disadvantaged schools in relation to teaching and learning material. Therefore, this program is intended to buttress the existing resources and to procure material identified for poor schools only for the new learning areas and for basic education grade 5, 6 and 7, following the same selection criteria used up to now by the Ministry for the current procurement.

The material procured include Teachers Guides as well as textbook for learners.

## **Modalities**

Modalities for the GPE 2 FT took time to establish due to the size of the procurement, but now the system is in place.

The unit costs are available for the current procurement and are being used as a reference for the budgeting of this phase, taking into consideration the learning areas, quality and quantity.

The distribution methods will also follow the current experience from procurement: delivery is done to a warehouse in Harare and distribution is to schools through a logistics and transport company which is organized centrally and contracted by UNICEF. MoPSE and UNICEF have experience in this type of distribution, as it has been done in the past through EDF.

## **Monitoring**

Monitoring of the procurement and distribution will be done by MoPSE and UNICEF, as well as following UNICEF procedures of end user monitoring, through the HACT system. As

distribution will be done by professional logistics and transport company, the risks are minimal. Schools will be notified in advance through their districts about receiving the material. Moreover, joint monitoring will be part of the methods used to ensure arrival and use of the material.

### **Outcome/Impact**

The procurement of the material for the new curriculum will greatly improve the implementation of the new curriculum, especially in the new learning areas, and will enhance the quality of learning and even affect access in the most disadvantaged schools. It will ensure that the roll out of the curriculum in its phases is fulfilled as planned, and it complements government's and other donor's efforts.

### **Connection with Indicator and with GPE2 FT**

This program will improve the ESSP indicators of equity and access and learning outcomes by providing materials for the most disadvantaged children. It complements the current EDF and GPE2 Fixed Tranche program

### **Justification of Budget Allocation**

The unit costs for the current procurement are available and are used to budget for this program takes them into consideration. Variables exist based on the quality of the material and the number of pages, as well as distribution costs, depending on the changing economic environment. However, the number of beneficiary schools remain the same as the current program, i.e. the most disadvantaged schools.

## Component 1.3 – School support through SIG to new schools

### **Problem/Causes**

Zimbabwe has been implementing the SIG program since 2013, the recent EDF/GPE evaluation report suggests that this modality has had a strongly positive impact on the schools which have benefited from such funds. The impact has been both practical in terms of the infrastructure and the material gains and in the capacity of the schools to prepare development plans, set priorities and manage funds.

However, there remain schools which are still disadvantaged and who were not able to be beneficiaries of such funding given the limited resources.

### **Strategies**

This program will provide SIG over two years to 500 disadvantaged P3 satellite schools who currently have not received any support or schools that are identified as having a high number of children with special needs or communities that have a large number of special needs children. Another focus area would be the schools with need for ECD support. Initial selection will use EMIS and health data and this will be followed up by liaison work with the District education, health and other social services. SIG will target the most basic needs the schools have, with particular emphasis on special needs – to provide the necessary infrastructure and assistive devices.

This program will also build on the current GPE2 FT components on access and equity and through the community outreach and improved identification of children with special needs in rural areas, it will respond to some of the emerging needs which would be otherwise difficult to address.

After the selection of schools, Ministry will communicate through the districts with the schools to enable the SDCs to consult and include this funding in their School Development Plan of the next two years, to ensure it is integrated in the school system. Schools will have a choice of items they can use this specific fund for and which will be agreed by the Ministry and will decide what responds best to their SDPs needs.

### **Outcome/Impact**

By targeting 500 schools in rural areas, and with particular focus on needs for creating a conducive learning environment for children with special needs as well as ECD, this program will affect about 35,000 children, contributing to access and equity.

### **Monitoring**

Monitoring of this program will be done using the same procedures and audits which currently SIG uses, and it will target the 500 additional schools.

### **Justification of Budget**

The selection of 500 schools is based on the unit cost of \$3000 which is the amount which each school will receive every year for a period of two years.

## **Program 2 – Improved Learning Outcomes**

### Component 2.1 – Establishing cluster based support networks for mathematics teachers

#### **Problems and causes/background**

There are particular challenges in the area of teaching mathematics in Zimbabwe. There are a number of reasons for this, under prepared and qualified teachers in the current system, some who do not have Mathematics as O' Level, some may not have the full pedagogical skills competency and confidence to teach all the topics covered in math, therefore affecting the learning of the children and their pass rates.

The problem of lack of confidence in the teaching of math for the teachers, as well as the high teacher-pupil ratio also affects the learning outcomes and create a negative attitude towards this specific subject for the teachers but also for the learners, who often don't have enough parental support at home either.

#### **Strategies**

The factors that affect pass rates are many, the relationships among them are complex and their impact varies from place to place and over time. Nevertheless, it is possible to identify a subset of factors whose effect remains relevant across the different contexts, and it is these factors that proposed interventions will focus on. Efforts to address the problem of low pass rates in mathematics in rural schools will therefore focus on the following areas:

- (a) enhancing *teacher performance* through in-service training as well as the provision of additional professional support;
- (b) establishment or strengthening of cluster subject associations to improve teaching of mathematics at classroom level

The interventions linked to each are outlined in greater details below.

### *1. In-service training.*

The first set of interventions will involve building of teacher capacity for better teaching of math through cluster level in-service training. Such training will be based on needs that respond to specific teacher professional development needs, e.g. gaps identified in teachers' professional development plans (PDPs) generated through the Teacher Development Information System (TDIS). Such training will focus on:

- Expanding and deepening teachers' mathematical knowledge base on key concepts, with a focus on those that teachers have found difficult to grasp;
- Strengthening teachers' pedagogical skills through teachers' acquisition and application of a broad variety of teaching skills;
- Establishing structures and processes that facilitate and promote peer learning among the network of Maths teachers. These will involve a variety of strategies, among the (i) the adoption of the concept of specialisation in Maths so that those teachers who have the competence in teaching Maths can offer lessons across different classes and (ii) the creation of a Maths Teachers' Association and use the most competent members of the association to capacitate other teachers (TOTs) at cluster, district, province and national levels;
- Promoting competitions among schools as a way of sharing best practices and offering peer support, with clear guidelines developed on the nature of such peer support activities;
- Promoting project-based teaching, e.g. teaching specific concepts in Maths such as volume, area, length, through the application of concepts in real, day-to-day activities such as gardening; and
- Promoting financial literacy programmes as an extension of Math teaching (in practice).

### *2. Create or strengthen subject associations/panels on mathematics at cluster level*

This intervention aims at creating a platform at cluster level where teachers can openly discuss the challenges they face in either teaching methodologies in the classroom, or particular math topics they are not familiar with, or practical approaches to the subject. Zimbabwe has experience in subject associations. Currently, under the new curriculum, there are some subject associations which have been put in place for some new learning areas at national level, which are being cascaded at the subnational level, such as physical education and mass display. These subject associations are composed by teachers who have an expertise in a certain subject and are involved in peer teaching. Trainings will be done by subject experts and will be using the cascading model.

The National subject association will update existing material/manual to cater for the current needs under the new curriculum and this is the material which will be used for the

cascading training, and its aim is to improve implementation of the new curriculum in that particular subject. CDTS is the lead department for creating and strengthening these subject associations at national and subnational level.

The target teachers, depending on resources, will initially be grade 5,6 and 7 teachers.

Some of the activities involved will include:

Activity	When	How many
Desk review of existing material	2019	National panel (10 ppl)
Address gaps and finalise manual	2019	
Printing manual and distribution	2019	
Cascading training to districts and clusters	2020	1219 clusters + 72 districts officers
Monitoring	2020	

### **The program**

The sets of interventions will be designed and implemented by a team of education staff with support from partners. Standard interventions will be designed by national teams with representation from the provincial district level staff. Context-specific interventions will need to involve players at the local level, namely, teachers, school heads and parents under the leadership of the District Schools Inspector.

The choice of interventions will require a careful mapping of available skills and resource, exiting gaps, as well as the needs of schools (learners and teachers) and communities (parents). This will require engagement of players at different levels (district, school, community) with sustainability elements built into the programme.

The interventions proposed will be coordinated to ensure complementarity among them. The training of teachers, for instance, will include sessions where they can identify gaps and needs, as well as equipping teachers with skills in the use of the materials procured or developed, and the identification of additional materials required. The engagement of parents on issues that affect children’s learning provides an opportunity for teachers and parents to work together in identifying the factors that promote or hinder learning and the strategies for addressing these.

Moreover, capacity development through cluster training/peer training will enhance effectiveness in the teaching of math. There is experience within the Ministry, as the cluster system has been used as a method for teachers to share experiences and challenges and improve their methodologies. Moreover, from GPE1 the peer to peer training has been used at cluster level and at school level as a way to create platforms for teachers to improve and has proved successful and cost effective.

### **Monitoring**

At the district level, there District inspectors, who sometimes are subject based, will be responsible for monitoring the subject associations but also the in-service trainings. Moreover, CDU and PSNE will carry out monitoring visits as well.

Evaluation tools will be used, and pre and post diagnostic tests will be reviewed. Currently there are curriculum based tests for English and Mathematics, which are applicable once a year to measure the child's level. The Ministry will review and update if necessary. The diagnostic tests were developed as part of GPE1, within the PLAP program, as a critical aspect for improving teachers' methodologies. The department of Primary and Secondary within MoPSE will be leading this aspect, in liaison with other departments.

### **Outcome/Impact**

The outcome of these activities will be an improved capacity of teachers at primary level to teach mathematics, enhance their confidence and equip them with the technical capacity to deliver more effectively all topics of math for the upper primary grades. This will improve grade 7 mathematics pass rates and enhance student's participation in class, through practical learning.

### **Justification of budget allocation**

The budget allocation for this program is based on the experience that the ministry already holds on in-service training and cluster based approach. Under GPE1 and other programs, the cluster system has proved efficient and low cost, as well as a good way to reach out nationally to all schools. Both the cluster trainings and subject associations will use the same experience from the past. Moreover, districts and clusters have now the capacity to organize, plan and implement such trainings from GPE1. Procurement, transportation and materials to be used during such trainings have an average unit cost which districts are aware of, and on which they base their action plans.

## Component 2.2 Mathematic teaching and learning resources for the poorest pupils

### **Problems and Background**

An additional problem which affects currently the learning outcomes is the lack of appropriate teaching and learning resources. Mathematics is a subject which needs practical demonstrations as well as textbooks which the learners can refer to during and after the lessons in order to be able to practice. Given the updated curriculum, and the new syllabus, there is need to procurement of teaching and learning materials specifically for math for the most disadvantaged schools. The problems which were identified also through consultations in the communities is that especially in the rural areas the lack of resources greatly impact the quality of teaching and learning of math.

### **Strategies**

Provision of TLM materials. This intervention will focus on the development of additional teaching and learning materials that specifically address the challenges that teachers and learners face. These materials will complement the textbooks and teachers' guides procured under Component 1.2 but will address specific gaps that teachers experience during their daily work. Some of the materials that will be developed are:

- Additional teaching guides or textbooks, including tips for particularly difficult topics or concepts.
- standardised mock examination papers that focus on Grades 5, 6 and 7.
- Mathematic kits, inclusive of certain simple material needed for learners to apply math

The TLM are designed to address generic gaps that are known to exist across the education system as a whole, and in rural schools in particular (e.g. teaching guides) as well as those that address specific needs of subgroups of teachers or schools in rural communities. As such, while standard sets of materials will be procured, there will be scope for school staff to make decisions on the materials that they feel best address their local needs.

### **Monitoring**

The procurement will be following the same procedures which the ministry is currently undertaking for the new curriculum. Therefore, as the system has already been set up, the implementation and monitoring of this activity will build on the current ones. Ministry, as well as partners, will monitor the delivery of such material, government and UNICEF procedures will be followed, and end-user monitoring will be used.

### **Outcome/Impact**

This activity will enable the most disadvantaged schools to improve their learning outcomes in mathematics specifically, as teachers and learners will have adequate and appropriate teaching and learning material, textbooks or mathematic kits. This will also improve the existing negative attitudes towards math, for both the teachers and the learners, and will provide a more conducive learning environment.

### **Justification of budget allocation**

As the ministry is currently procuring teaching and learning material, some unit costs already exist, and are being used for this budget allocation, inclusive of distribution. As some of the procurement will be done at district level, part of disbursements will be done through districts. The Ministry already has experience of this from GPE1, where procurement of material was done by districts following government procurement procedures, and where schools were part of the decision making of the type of material based on their needs, would be more appropriate.

## **Component 3 – Efficiency and Improved Retention**

### Component 3.1 – Strengthen implementation of career, guidance and counselling

#### **Problem/causes/background**

Through wide consultations, which the Ministry undertook in 2017, it has become clear that some of the issues affecting dropouts at the lower secondary are social issues, which involve life skills, as mentioned also under Program 1. Data shows that socio-economic and cultural factors impact the retention of children at school, and often are the cause of drop outs. Consultations with learners in 15 districts, and from various backgrounds and ages, have shown that children are affected by such social and cultural issues and often lack support, not only at home, but at school, to be able to face such challenges and respond or deal with them. Early marriages, pregnancies and child abuse are some of the issues which affect children's retention. As program 1 addresses these aspects from a community point of view, this program aims at tackling these issues from the school environment angle, therefore creating a system which holistically addresses such problems.

In the new curriculum Guidance and Counselling is present as part of the program however there is need to improve the capacity of teachers in such areas of life skills support, which at the moment is limited. Currently there are limited support teaching and learning material in this specific area, and it is often neglected or not receiving adequate attention. It is linked to learner welfare support and it addresses social issues which are the causes of dropouts and would impact on retention of the children. This intervention would improve the capacity and attitude of the teacher, giving the appropriate support, skills and attention in schools to the children who are affected by a variety of social issues.

EMIS 2017 data also clarifies even further the extent of some of the reasons for drop out and the need for involvement of a stronger support system at the school level to counsel the learners, but also to improve teachers' attitudes and capacity to show the needed support:

<b>Sum of Pupils</b>	<b>Sex</b>		
<b>Dropout reason</b>	<b>M</b>	<b>F</b>	<b>Grand Total</b>
Absconded	6463	4579	11042
Death	294	278	572
Expulsion	130	94	224
Illness	257	351	608
Marriage	371	4063	4434
Other	1380	1308	2688
Pregnancy	125	3368	3493
Financial	10667	9231	19898
<b>Grand Total</b>	<b>19687</b>	<b>23272</b>	<b>42959</b>

### **Strategies/Program**

This program will focus on the following strategies identified by the Ministry

- Developing Guidance and Counselling teaching and learning materials endorsed by the Ministry
- Training of Guidance and Counselling teachers in all schools

Currently schools already have a focal teacher for G&C, and thanks to the new curriculum, this area has its own syllabus, which has been developed, printed and is already available in all schools since 2017. The role of the focal teacher for G&C at the moment is to identify issues at the school level concerning learners and coordinate program interventions if needed.

The G&C syllabus has been developed, but additional supporting teaching and learning materials have not. This needs to be done in 2019, led by LWS in MoPSE and will include a process of desk review of existing material from civil society and MoPSE, and the creation of material/package endorsed by MoPSE and mainstreamed to schools for teachers to be trained on to improve the teaching of G&C.

To develop G&C material the Ministry will engage expertise from other sectors to input on specific issues and will also involve various partners and stakeholders which have already developed some material, so that at the end of this process, following a desk review, the end

product will be a ministry endorsed material which will ensure sustainability of its use within the system at school level. The importance of such material cannot be overstressed given the importance of such socio-cultural issues which affect children and the need for capacity building of teacher to be able to handle and manage such issues in an appropriate and structured manner, rather than through individual interpretations or initiative.

The target of this intervention will be teachers at both primary and secondary level who are the focal persons for G&C.

The training component which will follow the development of the material will use the cascading model, which, as explained throughout the program document already, has proven successful and effective in Zimbabwe.

As G&C is already included in pre-service training, such material developed will complement Ministry's efforts in this area and ensure additional sustainability.

### **Outcome/impact**

The outcome of this intervention will be improved capacity at school level to manage G&C related issues with learners, therefore providing a support system to prevent and reduce drop-outs, continued psycho social support for the children and therefore more children staying in school.

### **Monitoring**

As G&C addresses attitude/behavioural change which take time, the process of implementation of the interventions can be monitored in the interim. However quantitative results such as drop outs may be able to be detected over a longer period of time. This activity will contribute to a reduction of dropout rate, as it addresses some of the causes and problems identified which affect retention in school, especially for girls.

The lead department in the Ministry for this activity is LWS who will carry out monitoring visits to ensure quality of training. This activity complements the current efforts under way which is to strengthen referral systems at district level, as well as other initiatives in the communities for child protection issues.

### **Justification of Budget**

The Ministry, given the new curriculum, has recent experience in the development of material for new learning areas, as well as for training. The Budget is based on this same experience, which involves a series of stakeholders' meetings, desk review work of material at national level, followed by designing, printing and distribution of the finalized Ministry endorsed package and training using the cascading model. Unit costs for each phase is available through the past experience of Ministry in such activities, and it is included in the budget in this Program Document.

## Component 3.2 – Community based cross-sectoral platforms to address child protection issues and strengthening of child protection committees

### **Problem/causes/background**

As mentioned above and in program 1, the social issues affecting children who then dropout, cannot be addressed only at the school level, but need the support of the community. Quantitative and qualitative data shows that child protection issues are widespread and at various degrees, affect children attendance to school or performance. From the district's consultations in 2017, it emerged that it is important to reach out to identify social issues affecting children in communities, such as children with disability, OVCs, out of school children, child headed households etc.

In order to tackle these issues there is need of clear platforms where the community selected members who are already part of Child Protection Committees and other sectors (i.e. health, social welfare) discuss, address and identify the issues affecting children, identify the forms of assistance needed and the resources available, which would improve the access and retention to education.

Currently there are some existing structures at the school level, as well as at the community level through other ministries, but there is need to strengthen the capacity of its members, improve cross-sectoral coordination, and ensure a better delivery system.

This activity would strengthen the current structures from line ministries, but also enable a convergence among them toward addressing access and retention in education.

### **Strategies/Program**

The activities of this program, to address some of problems and causes identified include:

- Identification and mapping of current existing structures at district and community level
- Reactivation and strengthening of the existing structures (the CPC, village registers, the BEAM committees) in collaboration of the cross sectoral and stakeholders
- Empowering schools to form child protection committees in schools.

This program will focus on empowering schools to form or strengthen child protection committees in schools, as there is need of a more comprehensive structure and framework as currently there is no standardized way of operating across the country, but the functioning differs from school to school. Trainings at subnational level are also crucial to ensure a quality functioning and an improved understanding of the role of the committees as this program therefore is meant to standardise their functioning.

The current composition at school level where they exist include learners, G&C focal teacher, SDC representatives, community leader, school administration, and social services child care worker. Part of their role is to provide psycho social support and identify OVCs. They mobilise support for social safety nets and make recommendations as well as refer cases to higher offices.

Moreover, at every school, there is a child protection policy, but not a standardized one, so this activity aims also at creating a standardized one across all schools. At district level there is child protection committee which is multi-sectoral, and at the education office the remedial tutor responsible for this area.

This program will ensure that:

- A standardised child protection guideline for child protection committees at school level is in place
- Trainings are carried out to strengthen the capacity of the existing committees
- Stakeholders meetings are carried out to ensure cross-sectoral coordination at district and cluster level and in communities with existing structures from other line ministries

### **Outcome/impact**

The impact of this program is expected to be reduction of drop-outs, an improved awareness of existing policies (P35), a better identification of out of school children and of children with special needs who are not enrolled in schools and provide a support system which allows retention in schools.

### **Monitoring**

District level monitoring will be carried out to ensure the quality of such trainings and the functioning of these committees. The department of LWS at Ministry's head office will lead this program and its monitoring. EMIS will show progress through data on dropout rates, retention, survival rates and reasons of drop outs.

### **Justification of Budget**

The costs of additional of adjustments to learning materials, the cascade and local meetings are low and follow a well used modality.

## Component 3.3 – Teachers capacity building on special needs and learning disability

### **Problem/causes/background**

There are currently 3 types of school environments in Zimbabwe: special schools with specialized teachers, mainstream schools with resource units with specialized teachers, and mainstream schools with children with special needs but without any specialized teachers.

Data shows that there are many children with disabilities who do not access or drop out because of lack of appropriate support in the mainstream schools, and not everyone has the opportunity to send their children to a special school.

Therefore, in the mainstream schools and in resources centres there are teachers currently who need inclusive approaches and further training into new methodologies, which cater for children with special needs. This program builds on the current efforts, which are underway of developing material to tackle this need.

From EMIS 2016, it emerges that nationally there are 3729 children with disability enrolled in main stream primary schools and 1125 in mainstream secondary schools.

EMIS data 2017 shows the extent of children with special needs across provinces and by disability, in the various categories of schools, including resource units and mainstream:

Table 13 Enrolment by Disability Type, Province and sex

Impairment	Primary			Secondary			Grand Total
	M	F	T	M	F	T	
Visual and blind	0	3	3				3
Speech and hearing	3		3				3
Albinism	2	0	2	1		1	3
Dyslexia	5831	4518	10349	773	446	1219	11568
Visual impairment low vision	2854	2461	5315	1185	1202	2387	7702
Mentally challenged	3	4	7				7
Communication and Speech Mild to moderate	3062	1875	4937	428	276	704	5641
Intellectual Mild to moderate	8727	6717	15444	1917	1624	3541	18985
Multiple disabilities	2257	1719	3976	202	159	361	4337
Physical impairment Fine Motor	1603	1244	2847	261	213	474	3321
Physical impairment Gross Motor	1609	1230	2839	209	192	401	3240
Communication and speech severe to profound	1145	800	1945	73	60	133	2078
Intellectual severe to profound	3437	2495	5932	602	512	1114	7046
Hearing Severe to profound	1469	1096	2565	224	175	399	2964
Hearing Mild to moderate	2895	2350	5245	571	498	1069	6314
Visual impairment Blind	164	130	294	81	51	132	426
Grand Total	35061	26642	61703	6527	5408	11935	73638

### Strategies/Program

New screening tools are being developed at the moment which can be used for better referrals. The LWS department is developing these tools and finalisation is due beginning of 2019. These tools will then be piloted and part of the system. Therefore, this component is going to build on the efforts already underway.

The program focuses on the in-service training of teachers in

- the identification and teaching methodologies for children with special needs and learning disability in mainstream schools.
- Improved teaching capacity for children with special needs in mainstream schools

As the screening tools and psychometric tests will be finalised, then teachers would need to receive training on their use. This will be done in 2019/2020 and will target teachers in both resource units as well as, if resources are available, mainstream schools, so that early identification is strengthened. In parallel, work is being done to strengthen the referral system under the GPE2 fixed tranche.

### Outcome/impact

The outcome of this activity will be an improved capacity in mainstream schools to identify children with special needs and to address the pedagogical challenges in order to retain the children in the school system and prevent drop out.

### Monitoring

Monitoring will be led by the LWS department at head office, as well as by remedial tutors at district level. Moreover, the Ministry has professional psychologists who can also support the monitoring of such activity to ensure quality of trainings.

EMIS data for enrolment of children with special needs will also show progress in access and retention, as well as learning outcomes.

### **Justification of Budget**

This program will target all resource units (2,000) as well as teacher representatives of mainstream schools to be trained. Trainings will use the cascading methods and unit costs are calculated using the experience at cluster level (1219 clusters).

### **Sub-component 3.4 – Teaching and Learning material and assistive devices for children with special needs**

#### **Problem/causes/background**

From the Education Sector Analysis, and feedback from the subnational level, it is clear that a high number of children with disability are not in school or drop out of school due to lack of assistive devices. The Ministry is improving the screening tools and profiling of children as well as means of identification of children with special needs in the community through outreach programs, and procurement of assistive devices would enable access and retention of children with disability in schools and would ensure that the children get the required support for a conducive learning. This strategy builds on and complements the current efforts and plans of Ministry, which are underway as described above.

The rural Livelihoods Assessment of 2017 found that 2% of children who were not attending school identified disabilities as a reason of non-attendance. At present, children with disabilities do not have access to quality primary and secondary education on an equal basis with other children without disabilities. It is estimated that more than three quarters of children with disabilities of school-going age were out of school in 2012. The most prominent reason for not attending school (had never attended/had left school at some point) for persons with disabilities, according to the Living Conditions among Persons with Disability Survey (LCPDS) in 2013, was financial (57.4%) followed by disability (12.2%), illness (8.6%), and underachievement (7.3%) (MoHCC 2013). In addition, the lack of assistive devices and lack of trainings for teachers on specific pedagogical skills especially for mainstream school are reported as major barriers at school level which prevent equitable access to inclusive education in Zimbabwe. Caregivers of children with disabilities also reported distance to school, direct/indirect cost and fear of abuse as barriers to access to education (Deluca et al. 2014). People with disabilities in Zimbabwe are discriminated and abused in their daily life. 7% of the people with disabilities in the LCPDS responded that they had experience of being refused admission into school on the grounds of disability. The survey also revealed that 3.4% of people with disabilities believed the major cause of their disabilities were due to witchcraft (MoHCC 2013). Zimbabwean culture still regards disability as a curse and has limited social acceptance of people with disabilities (Choruma 2007).

#### **Strategies/Program**

This program focuses on the Procurement of learning and teaching materials as well as assistive devices for children with special needs

This activity will build on ministry's current efforts of Procurement on special needs material. The LWS is the lead department and a process for procurement has already been set up. This additional funding will enable to reach a larger number of children with special needs.

Ministry will be supported by UNICEF for the procurement process, and identification of the material needed will be done through a data base of special needs which the Ministry is currently setting up under the GPE2 Fixed tranche.

The procurement will include interactive materials as well as address equipment needed for adaptation of the school environment to make it more conducive for children with special needs and may include devices such as hearing aids, rails and ramps as identified by LWS.

The target recipients will be across the three types of schools where there will be identified needs by the database.

### **Outcome/impact**

The outcome of this program will be an improved access and retention of children with special needs at both primary and secondary schools by addressing the challenges they face in the schools, based on their disability. This will ensure that the most disadvantaged children, in the most disadvantaged schools, access schooling.

### **Monitoring**

Monitoring will be done by the department of LWS and at district level by the remedial tutor. However, following procurement procedures, both Ministry and partners will follow standard procedures of procurement and distribution to ensure effective delivery of the material. Precise identification of material needed, as well as distribution lists of schools and children will be carried out.

### **Justification of Budget**

As the ministry is currently undertaking procurement of material for children with special needs, and identifying unit costs, such experience provides the base on which this budget is being drawn.

## **Program 4 – Institutional Strengthening**

### **Sub-component 4.1 – Capacity and Leadership Development**

#### **Problem/Background**

While there are wide differences in the District and school level education priorities depending on the geographical and economic areas there is a singular need for good management and leadership from the community to Headquarters. Community engagement has been identified as a particularly important factor in a number of the access, learning outcomes and efficiency problem areas and one where there is a strong requirement for improved leadership.

Building on the 15 districts consultation and experience in the sector in 2017, the Ministry of Education is working on a community engagement strategy as a way to address various challenges in the sector, a key element of which will be to strengthen the leadership.

#### **Strategies**

This program focuses on:

- Drafting and implementing a national community engagement strategy to find local solutions to local problems, and distribution to all districts
- Capacity building of district leaders to carry out consultations involving a wide range of stakeholders in order to identify problems and causes and come up with appropriate strategies to tackle them
- Gather district based evidence through consultations and best practices to plan, share and to inform policy decisions at district, provincial and national level

The activities will be led by PRS in liaison with other departments, the target is to reach all 72 districts, across the 10 provinces.

### **Outcome/Impact**

The outcome of this program will be greater capacity and leadership at district level in engaging with communities and vice versa, understanding and analysing data and best practices which inform better planning and policy making at national and subnational level. Moreover, the engagement of a wide range of communities will impact the school level and the ownership and active involvement of the grassroots in finding local solutions to local problems.

Enhanced collaboration and integration with other stakeholders at district level which operate in the education sector will also be an important result, which will maximize the resources available in that particular district.

### **Monitoring**

Monitoring of this activity will be done through PRS as the lead department, in liaison with other stakeholders.

Moreover, the stakeholders involved at district level will contribute to also monitor this activity. Joint monitoring visits from ECG members as well as reports from the districts on policy recommendations, data and planning will be part of the monitoring strategy to measure progress.

### **Justification of Budget**

This activity has proven to be low cost and the Ministry has some experience in this from 2017 and the current GPE2 Fixed Tranche. Capacity building at district level and community engagement is good value for money and given the context and the local and community approach to it, the unit costs are low. Training on the community strategy capacity building will be using the cascading approach, and at the district level, the availability of equipment still functional from GPE1 provides the support needed in terms of material reproduction and distribution.

### **Sub-component 4.2 - Capacity building all structures of MoPSE**

#### **Problems/Background**

As per the ESSP 2016-2020 the Ministry of Education has made remarkable improvement in planning and monitoring of the sector, at national and especially at subnational level through the development of the District Operational Plans. However, efforts still need to be,

strengthened for district personnel who need to be resourced and further capacitated in monitoring and evaluation, in more effective planning for education programs in order to reach the expected outcomes of the ESSP.

There is still limited knowledge on the use of data which is gathered at district level for EMIS and which is shared upward for national level policy making and analysis, while it is important that districts utilize this same data for local planning, analysis of trends and gaps and programming. Building on the capacity developed under GPE1, this gap needs to be addressed.

Capacity building will involve areas such as curriculum implementation given some of the new learning areas, learner support services, data analysis, planning and management.

### **Strategies/Program**

This program aims on building on the successes achieved so far from GPE2 on capacity building of districts on various skills, which are crucial for the sector. Activities will include:

- Training on skills of monitoring and evaluation of district personnel
- Training of skills to manage curriculum implementation, learner support services, data analysis, planning and management.

Zimbabwe's 2016 experience in developing District Operational Plans, as well as local theories of change in selected districts, has demonstrated the capacity of local education system managers to undertake community consultations and collective analysis of problems identified at the local level. Extending this practice, and then finding ways to target funding to support activities intended to address the root causes of under-performance in disadvantaged areas, is the best way to transform the system over the medium and long-term.

Building the capacities of district personnel in areas such as curriculum implementation, learner support services, data analysis, planning and management is an important step to enhance progress in the sector at district and school level.

Trainings and capacity building will involve cascade training which the Ministry has experience in already and has proven to be effective and efficient. Moreover, MoPSE will use the recommendations which will emerge from the Holistic Organizational Development program, under the current GPE2 FT, in order to address the identified needs and specific training material and programs to address these gaps at district level.

The lead department in this program is PRS, in liaison with, CDTs, PSNE and the Inspectorate for monitoring. The target is 72 districts, across all the 10 provinces in the country, and will include district inspectors as well.

### **Outcome/Impact**

The outcome of this program is increased capacity for planning and monitoring at the district level. Moreover, in areas such as the curriculum and learner welfare support, specific skills will be acquired by district personnel which will enable a better implementation of such programs in schools as districts will be able to assist teachers in their challenges.

### **Monitoring**

Monitoring of this program will be led by PRS in liaison with other relevant departments. Progress will also show through enhanced planning capacity and improved DOPs using district analysed data, and through improved monitoring reports and feedback to schools.

### **Justification of Budget**

Budget is based on Ministry experience of trainings at district level which has proven to be successful and cost efficient. Unit costs are available.

## **Programme 5 – Program Management and Monitoring**

A detailed budget is provided which shows that the inputs under this component are for the GA support inputs and for consultancy needs as they arise and are approved by the ECG.

The GA expert inputs are in the specific areas that the program wants to develop and also wants to strengthen MoPSE capacity (ED, Special Needs, Curriculum development, quality improvements). The overall management support will have a focus on developing and strengthening the financial management within the ministry in line with the MoF FMIS and will be supported in this by the social policy specialist who has considerable experience in PFM.

Progress has been made in the past 3 years in building teams around the broad sub sectoral issues listed above and a certain capacity has been developed, however there is no doubt that this remains fragile and there is still a paucity of staff who are recruited with the specific backgrounds, knowledge and skills. It is the intention of the GA to have detailed operational plans for the technical areas that will a) focus on supporting the implementation of the activities and more importantly b) identify the main areas for intensive capacity development to ensure that the skills and knowledge required by the teams is in place for them to be able to implement new programs and achieve new goals as identified in the next ESSP. This will not be an easy task and will require identifying additional and specialised training for key staff (additional funding will be sought or adjustments will be made as the program progresses to include these costs).

The component budget line also includes \$455,781 for consultancy and technical expertise in support of: i) the overall monitoring processes ii) an ESA to inform the preparation of the next ESSP iii) the annual reviews and the analyses required for these iv) other activity that might be identified and approved by the ECG. These are tentative budget areas and will be reviewed and activated by the ECG on an 'as needs' basis.

**GA costs for VT+MF**

Post and Level	Main Role/Activities	Std Costs	2019	2020
Education Manager (intl)	Overall Management, coordination, reporting	260,987		130,494
Education Specialist NOC	Overall implementation management and field relations	117,272		117,272
Education Specialist NOB	Technical Expertise (ECD, Special Needs)	82,745		41,373
Education Specialist NOC	Technical Expertise (Curriculum, Quality, NFE)	117,272		58,636
Program Assistant GS6	Administrative support, spot checks	40,019		20,010
Supplies/Procurement NOB	Procurement and supply related support	82,745	41,373	-
Driver GS2	Field monitoring and implementation support	24,356		18,267
Finance/ HACT Asst	Financial controls and support, HACT assurance	54,951		27,476
Social Policy Specialist NOC	PFM, linkages to MoFED/WB, Research	117,272		29,318
<b>Total</b>			<b>41,373</b>	<b>442,846</b>

**Consultancy budgets VT+MF**

Areas	2019	2020	Total
ESA			
New ESSP support			
Program Implementation Support	168,627	287,154	455,781
Procurement support			

			2019		2020		TOTAL
	unit costs	number	VT	MF	VT	MF	
<b>Program 5: Programme Management and Monitoring</b>							
Grant Agent technical support to operational activities				\$ 41,373	442,846		\$ 484,219
Consultancies			168,627		\$ 287,154		\$ 455,781
ESSP monitoring and evaluation			\$0		\$100,000		\$100,000
POPs and DOPs reviews	\$800	72 districts + 10 provinces			\$65,600		
ESPR meeting	\$25,000				\$25,000		
consultancy ESPR	\$9,400				\$9,400		
<b>Total Component 5</b>			<b>\$ 168,627</b>	<b>\$41,373</b>	<b>\$ 830,000</b>		<b>\$1,040,000</b>

#### Detailed Budget

#### Notes:

1. Unit costs are taken from the current GPE and EDF programs
2. There are 'rounding' issues with the totals but these do not have a significant impact
3. As these budgets are for activity that will take place in 1 to 2 year time they may be subject to change

			2019		2020		TOTAL
<b>A. GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>			VT	MF	VT	MF	
<b>Program 1: Equity and Improved Access</b>	<b>unit cost</b>	<b>number</b>					
<i>Sub-component 1.1</i> Parental awareness training							
Community consultations on social issues affecting retention and access			\$100,000		\$100,000		\$200,000

1219 clusters, each cluster will hold consultations	\$82	1219 clusters	\$99,958		\$99,958		\$199,916
Productions of relevant materials for advocacy (media, flyers) and for training			\$50,000		\$30,000		\$80,000
Desk review of existing material by the MoPSE	\$0						\$0
2 national Workshops of 1 week to draft and produce MoPSE package for training with 40 participants (MoPSE and stakeholders)	\$350	40 ppl for 2 workshops					\$28,000
Designing and finalisation of material (designer consultant)	\$1,600						\$1,600
Printing of material for all schools	\$5.60	9000					\$50,400
Training of key stakeholders and parents on social issues affecting retention and access, how to address them and monitor at school and cluster level			\$150,000		\$150,000		\$300,000
workshop to train districts: 72 DSIs + 72 Inspectors	\$100	144	\$14,400		\$14,400		\$28,800
cascading training at district level where 2 representatives from clusters get trained	\$21	1219 clusters	\$50,223		\$50,223		\$100,446
cluster level training: 2 from each school represented	\$10	1219 clusters, 7 schools per cluster	\$85,330		\$85,330		\$170,660
Identification of local role models			\$0		\$0		
<b>Sub-total Sub-component 1.1</b>			<b>\$300,000</b>		<b>\$280,000</b>		<b>\$580,000</b>

<b>Sub-component 1.2: Teaching and Learning materials for most disadvantaged children</b>							
Procurement of learning and teaching material identified across learning areas			\$923,373		\$128,000		\$1,051,373
Procure and distribution of textbooks and learning material	\$1.3	5000 schools/160.000 learners/across 5 learning areas					\$1,040,000
<b>Sub-total Sub-component 1.2</b>			<b>\$923,373</b>		<b>\$128,000</b>		<b>\$1,051,373</b>

<b>Sub-component 1.3: School infrastructure</b>							
Additional top up to poorest schools through SIG on agreed list of items			\$0	\$1,494,341		\$1,464,286	
Disbursement to each school based on the SDP for 2019	\$2,988	500		\$1,494,000			
Disbursement to each school based on the SDP for 2020	\$2,928	500				\$1,464,000	

<b>Sub-total Sub-component 1.3</b>			\$0	\$1,494,341	\$0	\$1,464,286	\$2,958,627
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<b>Total Component 1</b>			\$1,223,373	\$1,494,341	\$408,000	\$1,464,286	\$4,590,000
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			2019		2020		TOTAL
			VT	MF	VT	MF	
<b>Program 2: Improved Learning Outcomes</b>	<b>unit cost</b>	<b>number</b>					
<b>Sub-component 2.1: Establishing cluster based support networks for mathematics teachers</b>							
Create or strengthen subject panels on mathematics at cluster level			\$100,000		\$100,000		\$200,000
desk review of existing material and guidance on setting up subject associations	\$0						
2 workshops to draft material needed for setting up of subject associations for 40ppl representing subnational level	\$350	40ppl for 2 workshops	\$28,000				
printing and distribution	\$2	5000 copies	\$11,000				
hold subject association meeting in each cluster in 2019 twice	\$25	1219 clusters	\$100,950				
hold subject association meeting in each cluster in 2020 3/4 times	\$25	1219			\$100,568		
In-service training of teachers at primary level in mathematics at cluster level			\$350,000		\$350,000		\$700,000
Cluster level training for teachers of Grade 4,5,6,7	\$10	35,000 teachers	\$350,000		\$350,000		
<b>Sub-total Sub-component 2.1</b>			\$450,000		\$450,000		\$900,000
<b>Sub-component 2.2: Mathematics teaching and learning resources for the poorest pupils</b>							
Procurement of learning and teaching material for primary mathematics			\$350,000		\$350,000		\$700,000
teaching and learning material for math, textbook+tools	\$2.5	140,000 learners	\$350,000		\$350,000		
<b>Sub-total Sub-component 2.2</b>			\$350,000		\$350,000		\$700,000
<b>Total Component 2</b>			\$800,000		\$800,000		\$1,600,000

			2019		2020		
			VT	MF	VT	MF	TOTAL
<b>Program 3: Efficiency and Improved Retention</b>	<b>unit cost</b>	<b>number</b>					
<b>Sub-component 3.1</b> Strengthen implementation of Career, Guidance and Counselling							
Develop a Guidance and Counselling teaching and learning materials endorsed by the Ministry and print			\$300,000		\$0		\$300,000
Desk review of existing material	\$0						
3 workshops with MoPSE and Stakeholders to develop material with 40 ppl	\$350	3 workshops of 1 week for 40 ppl	\$42,000				
Designing and Printing	\$3	18,000	\$54,000				
Training of district level officers (3 ppl from each district) on the material at provincial level (3 days)	\$130	216	\$28,080				
Community sensitisation to talk about G&C material	\$20	8900 schools	\$178,000				
Training of Guidance and Counselling teachers in all schools			\$700,000		\$670,000		\$1,370,000
cluster level training for all G&C focals+Heads+1 SDC member for 2 days	\$10	8900 G&C focals+ 8900 heads+ 8900 DSC reps for two days	\$534,000				
Follow up community meetings on G&C	\$19	8900 schools	\$164,650				
<b>Sub-total Sub-component 3.1</b>			<b>\$1,000,000</b>		<b>\$670,000</b>		<b>\$1,670,000</b>
<b>Sub-component 3.2:</b> Community based cross-sectoral platforms to address child protection issues and strengthening of child protection committees							
Identification and mapping of current existing structures at district and community level			\$10,000		\$0		\$10,000
consultative meetings with other line ministries at national and subnational level	\$3,000		\$3,000				

1 workshop to map and develop guidelines for platforms with MoPSE, other ministries and stakeholders - 20 ppl	\$350	20	\$7,000				
Reactivation and strengthening of the existing structures (the CPC, village registers, the BEAM committees) in collaboration of the cross sectoral and stakeholders			\$100,000		\$100,000		\$200,000
consultative meetings at provincial level to finalise guidelines	\$2,000	10 provinces	\$20,000				
District level stakeholders meeting with line ministries and community leaders	\$1,100	72 districts	\$79,200				
follow up district cross sectoral meetings with line ministries and community leaders	\$1,100	72 districts			\$79,200		
district monitoring of cross-sectoral platforms in clusters	\$290	72 districts			\$20,880		
Empowering schools to form Child Protection Committees in schools			\$50,000		\$240,000		\$290,000
district level awareness meetings	\$20	1219 clusters, 2 heads from each	\$48,760				
material for training (2 per school)	\$3.5	17800			\$62,300		
cluster level trainings for 2 people from each school	\$10	8900 schools			\$178,000		
<b>Sub-total Sub-component 3.2</b>			<b>\$160,000</b>		<b>\$340,000</b>		<b>\$500,000</b>

<b>Sub-component 3.3: Teacher capacity building on special needs and learning disability</b>							
Training of teachers in identification and teaching methodologies for children with special needs and learning disability in mainstream schools			\$300,000		\$300,000		\$600,000
Provincial level training for districts - 10 Provincial staff+72DSIs+72 remedial tutors	\$70	154 ppl	\$10,780				
district level training for clusters reps	\$20	1219 clusters	\$24,380				
cluster level training for teachers from schools (3 per school) for 2019	\$10	8900 schools	\$267,000				
cluster level training for teachers from schools (3 per school) for 2020	\$10	8900 schools			\$305,000		
<b>Sub-total Sub-component 3.3</b>			<b>\$300,000</b>		<b>\$300,000</b>		<b>\$600,000</b>

<b>Sub-component 3.4: Teaching and Learning material and assistive devices for children with special needs</b>							
Procurement of learning and teaching materials as well as assistive devices for children with special needs			\$500,000		\$500,000		

procurement of learning and teaching material for 18,000 children	\$28	18,000 children with special needs	\$495,000		\$495,000	
<b>Sub-total Sub component 3.4</b>			<b>\$500,000</b>		<b>\$500,000</b>	<b>\$1,000,000</b>

<b>Total Component 3</b>			<b>\$1,960,000</b>		<b>\$1,810,000</b>	<b>\$3,770,000</b>
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			2019		2020		TOTAL
	unit costs	number	VT	MF	VT	MF	
<b>Program 4: Institutional strengthening</b>							
<b>Sub-component 4.1: Capacity and leadership development</b>							
Implement the community engagement strategy to find local solutions to local problems			\$100,000		\$200,000		\$300,000
carry out RBM discussions through community engagement in all districts in 2019	\$1,390	72 districts	\$100,080				
carry out RBM discussions through community engagement in all districts in 2020 twice per year	\$1,390	72 districts			\$200,160		
Gather district-based evidence and best practices to share and to inform policy decisions			\$10,000		\$10,000		\$20,000
2 workshops to share best practices from districts representatives - 20 people - 2 days	\$140	30	\$8,400		\$8,400		
inclusion of evidence and findings in EDU-News	\$1,600		\$1,600		\$1,600		
<b>Sub-total Sub-component 4.1</b>			<b>\$110,000</b>		<b>\$210,000</b>		<b>\$320,000</b>

<b>Sub-component 4.2: Capacity building of districts on implementation and monitoring</b>							
Training on skills of monitoring and evaluation of district personnel			\$100,000		\$100,000		\$200,000
1 workshops to standardise monitoring tool - 40 ppl - 2 days	\$150	40ppl	\$6,000				
training of all districts inspectors - 4 per district - 2 days	\$70	288	\$40,320				
carry out monitoring with new tool	\$745	72 districts	\$53,640				
Districts carry out monitoring with new tool in 2020	\$1,390	72 districts			\$100,080		
Training of skills on curriculum implementation, learner support services, data analysis, planning and management.			\$200,000		\$100,000		\$300,000

Create an EMIS training package for districts capacity building - 2 workshop - 20 ppl - 3 days	\$150	20	\$6,000				
Training of provincial planners - 2 days	\$150	40	\$6,000				
training of district officers - 3 days - 5 per district twice a year	\$70	360	\$151,200				
follow up on districts training - 2 days - twice a year	\$70	360			\$100,800		
training of cluster heads + cluster rep	\$15	1219	\$36,570				
<b>Sub-total Sub-component 4.2</b>			<b>\$300,000</b>		<b>\$200,000</b>		<b>\$500,000</b>

<b>Total Component 4</b>			<b>\$410,000</b>		<b>\$410,000</b>		<b>\$820,000</b>
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<b>Program 5: Programme Management and Monitoring</b>							
Grant Agent technical support to operational activities			\$41,373	\$442,846			\$484,219
Consultancies	\$168,627			\$287,154			\$455,781
ESSP monitoring and evaluation of which below:	\$0			\$100,000			\$100,000
POP and DOP reviews				65,600			
ESPR meeting				25,000			
Consultancy ESPR				9,400			
<b>Total Component 5</b>	<b>\$168,627</b>	<b>\$41,373</b>	<b>\$830,000</b>				<b>\$1,040,000</b>
<b>TOTAL GPE VARIABLE TRANCHE and MULTIPLIER FUND PERFORMANCE TRANCHE</b>	<b>\$4,562,000</b>	<b>\$1,535,714</b>	<b>\$4,258,000</b>	<b>\$1,464,286</b>			<b>\$11,820,000</b>
<b>GPE MULTIPLIER FUND - FIXED TRANCHE</b>							
Additional top up to poorest schools through SIG on agreed list of items			\$6,790,000				\$7,000,000
Grant Agent Technical support in operational activities			\$210,000				

ANNEX 3 – Releases of Variable Amounts and Verification

	Indicator	2018	2019	VT 2019	MF 2019	VT 2020	MF 2020	Pay Out Total	Release date
<b>EQUITY</b> <b>1.1</b>	Transition rate Gr 7 to Form 1 for 17 lowest Districts	% increase of all 10 lowest districts <sup>7</sup> (December 2018)	% increase of all 17 lowest districts (December 2019)	882,000	350,000	882,000	350,000	2,464,000	January 1 <sup>st</sup> of 2019 and 2020  (unmet achievement rolled over for 1 year)
<b>1.2</b>	Education Act revision incl. promotion of alternative methods of discipline other than corporal punishment	Submit to Cabinet (December 2018)	Cabinet approved (December 2019)	404,000	100,000	100,000	28,571	632,571	January 2019  January 2020  (unmet achievement rolled over for 1 year)
<b>1.3</b>	School Improvement Grant released in Quarter 1		SIG released Q1 (End April 2019)			504,000	128,571	632,571	July 2019  (unmet achievement rolled over for 1 year)
<b>EFFICIENCY</b> <b>2.1</b>	Female Survival Rate Form 1-4	79% (December 2018)	81% (December 2019)	882,000	350,000	882,000	350,000	2,464,000	January 1 <sup>st</sup> of 2019 and 2020  (unmet achievement rolled over for 1 year)
<b>2.2</b>	School Financing Policy submitted to Cabinet	Submitted (December 2018)		504,000	128,571			632,571	January 2019  (unmet achievement)

<sup>7</sup> A minimum 0.1% point increase per district is considered to be “improvement”.

	Indicator	2018	2019	VT 2019	MF 2019	VT 2020	MF 2020	Pay Out Total	Release date
									rolled over for 1 year)
2.3	EMIS data available by Quarter 3		Available (End of Sept)			504,000	128,571	632,571	January 2020  (unmet achievement rolled over for 1 year)
<b>LEARNING OUTCOMES 3.1</b>	Number of Primary school teachers (G1-G7) that have participated in the in-service training programme using a new training package for Mathematics <sup>8</sup>	50% x2 teachers per school (December 2018)	50% x2 teachers per school (December 2019)	882,000	350,000	882,000	350,000	2,464,000	January 1 <sup>st</sup> of 2019 and 2020  (unmet achievement rolled over for 1 year)
3.2	ZELA findings and recommendations pre 2018 adopted and post 2018 implemented	Pre-2018 ZELA findings and recommendations reviewed and at least 3 being implemented and ZELA 2018 completed and shared on the MOPSE website (December 2018)	ZELA 2019 completed and shared on the MOPSE website and at least 3 new recommendations being implemented (December 2019)	504,000	128,571	504,000	128,571	1,265,143	January 1 <sup>st</sup> of 2019 and 2020  (unmet achievement rolled over for 1 year)
3.3	Every school received CD package <sup>9</sup>	Target (December 2018)		504,000	128,571			632,571	January 2019  (unmet achievement rolled over for 1 year)

<sup>8</sup> Funding for this training will be under the current GPE program.

<sup>9</sup> Funding for this training will be under the current GPE program.

## Verification of Achievement of Targets of Variable Part Indicators and Fund Release

Within the GPE programme in Zimbabwe there are two parts: fixed and variable. This annex sets out the verification process for the variable part of the grant. The release of funds is based on achievement of agreed milestones and targets for specific indicators.

It is important that the variable tranche indicator verification and fund releases occurs according to schedule. The financial years for the GoZ and the GPE and UNICEF as the Grant Agent, are different, and delays in assessment and fund release may create budget forecasting and fiscal management difficulties, particularly if delays run over into the next financial year. That said, compiling and presenting comprehensive reports in order to validate the fund release can present a number of challenges and so flexibility may be required.

Indicators are to be formally assessed annually. Each year, the performance of the agreed indicators will be both internally and externally verified. The external verification will be done by an Independent Verification consultancy funded through the programme. The agreed indicators were selected in three key dimensions of Equity, Efficiency and Learning Outcomes, and they relate to improved transition rates, strengthened policies and reforms for better efficiency, better data management, improved survival rates for girls and better teaching skills in mathematics.

### Indicator Verification Processes

The overall verification process will be undertaken in ways that are both credible and sustainable by using, to the fullest extent possible, existing government systems for oversight and monitoring. At the same time this use of existing systems will be balanced against the requirement for accurate and objectively verifiable information; recognising that significant amounts of funding are attached to each of the selected variable tranche indicators.

Independent verification of the reported achievements will be conducted by a third party, in accordance with the verification protocols that will be set for each indicator below. Harmonisation of monitoring processes and clarity as to the roles and responsibilities of the various parties involved in variable tranche indicator verification is crucial to the success of the variable tranche part of the programme. The GPE programme is being implemented alongside the EDF programme and other programmes that are domestically funded and there is complementarity between them.

This plan is presented in the table below. It summarises the triggers for payment and breakdowns of those arrangements, the documentation required against each indicator. It also set out the roles and responsibilities of the various parties to deliver information and share documentation. It sets out who is responsible for arranging verification for each of the indicators and details the frequency of information collection.

Table 14 Variable Tranche Indicator Evidence & Verification Table for GPE Programme

Variable Tranche Indicator	Payment trigger and payment breakdown	Evidence	Type and Timing of verification
<b>Equity</b>			
<p><b>1.1 Transition rate Gr. 7 to Form 1 for 17 lowest Districts</b></p> <p>The 17 Districts with the lowest transition rates from 2017 will be measured. In 2018 the target is to improve the transition rate in each of the 10 lowest districts at least by a 0.1% point from what they currently have.</p>	<p><b>Payment Trigger:</b> Approved Internal and external verification reports presented at JSR</p> <p><b>Payment Breakdown:</b> In 2018 the target will be to see an improved transition rate in the 10 lowest districts at least by a 0.1% point and the funds will be released pro rata (i.e. 10% per successful District) based on a special EMIS survey conducted in the last quarter of the year. Any funds not disbursed for 2019 will be carried over to the 2019 approval. In 2019 there should be a positive movement in all 17 Districts, at least by a 0.1% point in each district. Release of funds will be pro rata for all 17 Districts (i.e. 1/17 of funds released per successful District) Any carry over to 2020 will be part of the grace period</p>	<ol style="list-style-type: none"> <li>The Districts will be supported by MoPSE HQ and by the GA who will report on program progress on July 31<sup>st</sup> and in the week before the ESPR</li> <li>EMIS data each year.</li> <li>Education Sector Performance Report (ESPR) provided containing analysis of available data (PRS.)</li> <li>Internal and external report (GA, PRS)</li> <li>Minutes of JSR (PRS.)</li> </ol>	<p><b>Internal verification:</b> Verification report from GA Draft ESPR report to be available and circulated 2 weeks prior to the sector review Approval of ESPR report by the ECG</p> <p><b>External verification:</b> Independent verification by third party to be done annually in the form of school sample survey</p>
<p><b>1.2 Education Act revision fully reflects the spirit of the Constitution</b></p> <p>2019 target is for the revised Act to be endorsed by MoPSE and submitted by MoPSE to Cabinet for approval 2020 target is for approval of the revised Education Act by Cabinet</p>	<p><b>Payment Trigger:</b></p> <ol style="list-style-type: none"> <li>ECG meeting minutes</li> <li>Revised Act</li> </ol> <p>If the Act is not finalised by December 2020, then the funds will not be released -..</p> <p><b>Payment Breakdown: As per table</b></p>	<ol style="list-style-type: none"> <li>Copy of submission to Cabinet (MOPSE Legal Dept.)</li> <li>Copy of Amendment Bill (MOPSE Legal Dept.)</li> <li>Minutes of the JSR (PRS.)</li> <li>Copy of the ESPR finalised and shared in the ECG (PRS)</li> <li>Copy of the final revised Act (in 2020) (MOPSE legal Dept.)</li> </ol>	<p><b>Internal verification:</b></p> <ol style="list-style-type: none"> <li>Minister informs ECG of submission and this is reported in the 2018 ESPR</li> <li>Minister informs ECG of cabinet approval and reported in the 2019 ESPR</li> </ol>
<p><b>1.3 School Improvement Grant disbursed in Quarter 1 of 2019</b></p>	<p><b>Payment Trigger:</b> ECG minutes noting the payment dates Internal and external reports confirming of the payment dates</p> <p><b>Payment Breakdown:</b> If 100% of schools receiving SIGs receive their funds in Q1 then 100% of funds will be released.</p>	<ol style="list-style-type: none"> <li>Pay sheets from MoPSE (FAD)</li> <li>Bank statements from GA</li> <li>Schools confirm to DSI receipt of funds (FAD)</li> <li>CSO reports on sample school survey on receipt of funds (ECOZI)</li> <li>ESPR report (PRS.)</li> </ol>	<p>List of all schools receiving SIG to be produced and shared with GPE and stakeholders in the ECG annually by 31<sup>st</sup> March 2019</p> <p><b>Internal verification:</b> GA reports April 2019</p> <p><b>External verification:</b></p>

Variable Tranche Indicator	Payment trigger and payment breakdown	Evidence	Type and Timing of verification
	<p>If 50-99% of schools receiving SIGs receive their funds in Q1 then 50% of funds will be released.</p> <p>If less than 50% of schools receiving SIGs receive their funds in Q1 then no funds will be released and these funds will be rolled over for this indicator to 2021 (which include one year grace period).</p> <p>Any remaining funds not released against this indicator in 2021 (which include one year grace period)</p>	<ol style="list-style-type: none"> <li>6. JSR meeting report finalised and shared in the ECG (PRS.)</li> <li>7. ECG minutes confirming the grant release for Q1 information (PRS.)</li> </ol>	<ol style="list-style-type: none"> <li>1- Report produced using the existing mechanism of EDF with a specific action to confirm the timing of disbursement.</li> <li>2- CSO survey report April 2019</li> </ol>
<b>Efficiency</b>			
<b>2.1 Female survival Rate Form 1-4</b> (uses 2018 data for 2018 year)	<p><b>Payment Trigger:</b> Approved Internal and external verification reports presented at JSR</p> <p><b>Payment Breakdown:</b>            If the survival rate for girls increases to the target of 79% during 2018 then 100% of funds will be released.            If the rate is under 78% then no funds will be released.            If the target is between 78-78.9% then 50% of the funds will be released and 50% rolled over to 2020.            If in 2019 the target of 81% is reached, then the total funds will be released + any carryover.            If in 2019 the target is less than the actual % in 2018, then no payment will be made. If the target is between that figure and 80% then 50% of that year's payment (and not any carry over) will be released.</p> <p>Any carry over to 2020 will be at the discretion of the ECG</p>	<ol style="list-style-type: none"> <li>1. EMIS data – 2018 and 2019 indicator for survival rate form 1-4 gender disaggregated (PRS.)</li> <li>2. ESPR Report – finalised and shared in the ECG (PRS.)</li> </ol>	<p><b>Internal verification:</b>            Verification by GA and PRS immediately following data entry. Draft ESPR report to be available and circulated by 31<sup>st</sup> October annually. The data in the draft ESPR must be complete and accurate; the presentation formats and analytical work may be amended following the JSR with partners.</p> <p><b>External verification:</b>            Independent verification by third party to be done annually in the form of school sample survey</p>
<b>2.2 School Financing Policy submitted to Cabinet</b>	<p><b>Payment Trigger:</b></p> <ol style="list-style-type: none"> <li>1. ECG meeting minutes</li> <li>2. Policy document available</li> </ol> <p><b>Payment Breakdown:</b>            If the policy is finalised by the end of 2018 or before, then 100% of funds for this indicator will be released.</p>	<ol style="list-style-type: none"> <li>1. Copy of school Financing Policy (<i>MOPSE Legal Division</i>)</li> <li>2. Copy of submission to Cabinet (Legal Division)</li> <li>3. Copy of the ESPR finalised and shared in the ECG (PRS)</li> <li>4. Minutes of the ECG when the school policy was endorsed and agreed to be send to Cabinet for approval (PRS) – or if not sent to Cabinet then the operational plan endorsed by ECG</li> </ol>	<p><b>Internal verification:</b></p> <ol style="list-style-type: none"> <li>1. Minister informs ECG of submission and this is reported in the 2018 ESPR</li> <li>2. Minister informs ECG of cabinet approval and reported in the 2019 ESPR</li> </ol>

Variable Tranche Indicator	Payment trigger and payment breakdown	Evidence	Type and Timing of verification
<b>2.3 EMIS data available by Quarter 3</b>	<p><b>Payment Trigger:</b> EMIS data available on the website</p> <p><b>Payment Breakdown:</b> 2018 data available by 30<sup>th</sup> September, 2019 100% of funds will be released.</p>	<ol style="list-style-type: none"> <li>1. EMIS data – full statistical tables and EMIS report completed and approved by SMT (PRS.)</li> <li>2. Education Sector Performance Report (ESPR) provided containing analysis of available current year’s data and is finalised and on website (PRS.)</li> </ol>	<p><b>Internal verification:</b> Verification by ECG where analysis and dissemination will be a standing agenda item to the ECG. Draft ESPR report reflects the EMIS</p>
<b>3.1 Number of Primary school teachers (G1-G7) that have participated in the in-service training programme using a new training package for Mathematics</b>	<p><b>Payment Trigger:</b> Report submitted to ECG showing:</p> <ol style="list-style-type: none"> <li>1. 50% targeted teachers have been trained (end of 2018)</li> <li>2. 50% targeted teachers have been trained (end of 2019)</li> </ol> <p><b>Payment Breakdown:</b> If target of 50% of teachers in 2018 are trained using new training package for mathematics, then 100% of funds will be released. If target of % of teachers trained is less between 25-50% then 50% of funds will be released. For 2019, If target of 50% of primary teachers in 2020 are trained using new training package for mathematics then 100% of funds will be released. If all targeted teachers are trained, then any carry over funds will be available</p>	<ol style="list-style-type: none"> <li>1. MOPSE and GA report</li> <li>2. Education Sector Performance Report (ESPR) provided containing analysis of in-service teacher training is finalised and on website (MOPSE Planning Dept.)</li> <li>3. Teaching and learning materials package for Primary teachers in mathematics and the new curriculum (MOPSE, CDTS)</li> </ol>	<p><b>Internal verification:</b> ECG minutes</p> <p><b>External verification:</b> Independent verification by third party will be done annually in the form of school sample survey</p>
<b>3.2 ZELA findings and recommendations pre-2018 adopted and post 2018 implemented</b>	<p><b>Payment Trigger:</b> ECG acknowledge findings and agree and approve the recommendation to be implemented in 2018 and in 2019</p> <p><b>Payment Breakdown:</b> If ZELA report for 2017 is finalised and agreed recommendations ZELA reports are included in the Ministry’s work plans, then 100% of funds will be released.  If ZELA report for 2017 is finalised but no recommendations from the previous reports are included in work plans and no analysis was done, then 50% of funds will be released.  For 2019,</p>	<ol style="list-style-type: none"> <li>1. ZELA reports finalised and approved by ECG and loaded onto the MOPSE website (PRS, ZIMSEC Director)</li> <li>2. ZIMSEC data included in the ESPR report (ZIMSEC, PRS)</li> <li>3. MOPSE work plans showing inclusion of recommendations from ZELA reports (PRS)</li> </ol>	<p>ZELA assessment at grade 2 to be conducted in 2018 with full report available by 31<sup>st</sup> March 2019. Review of ZELA reports from previous years up to 2018 to be analysis and recommendations reviewed to determine the top 3 recommendations to be taken forward by October 2018.</p>

Variable Tranche Indicator	Payment trigger and payment breakdown	Evidence	Type and Timing of verification
	<p>If ZELA report for 2018 is finalised by end March 2019 and up to 3 recommendations from the 2019 ZELA reports are included in the Ministry's work plans, then 100% of funds will be released.</p> <p>If ZELA report for 2018 is finalised by end March 2019 but no recommendations from the previous reports are included in work plans and no analysis was done, then 50% of funds will be released.</p> <p>If ZELA report for 2018 is not completed by end March 2019 then no funds will be released and the remaining funds will not be released.</p>		
<b>3.3 Every school received CD package</b>	<p><b>Payment Trigger:</b> ECG confirming of distribution of the CD package</p> <p>If 100% schools receive package in 2018 then 100% release of funds</p> <p>If there is a delay in 2018 then a roll over to 2019 might be requested by MoPSE</p>	<ol style="list-style-type: none"> <li>1. Package prepared and available</li> <li>2. Reports of disbursement to schools</li> </ol>	<p><b>Internal verification:</b> DSI reports consolidated by PRS and presented to ECG</p> <p><b>External verification</b> Independent verification by third party to be done annually in the form of school sample survey</p>

## Annex 4 Summary of finding on SIG

Summative Evaluation of UNICEF Support for Education in Zimbabwe

EDF 2012 – 2015

GPE 2014 – 2016

Commissioned by UNICEF Zimbabwe

Executive summary

### School Improvement Grant

1. A standalone case study was conducted as per the request in the TOR (see Chapter **Error! Reference source not found.**). SIG has been a remarkable success in terms of national coverage, targeting the most fragile schools, and ensuring schools received the grant in a relatively timely manner. However, it has fallen short of its initial, albeit overly ambitious, intent to provide a “single consolidated comprehensive school grants programme providing adequate levels of funding for all non-salary resource needs”. The SIG programme’s success foundered as time went on, on unrealistic assumptions when the economic, political and social conditions changed.

2. However, the SIG process has helped schools in a variety of different ways, not only in terms of creating a better environment for learners but also in helping to strengthen the financial management of schools. Moreover, SIG has also been effective in ensuring that schools were compliant in the use of funds, with very few instances of ineligible expenditure. Verification studies done by auditors found that most activities being implemented by schools with SIG funds were specified in the SDP. Nevertheless, visits to schools by the evaluation team found that many schools were in fact using income received to then pay a significant proportion of it to cover the Better Schools Programme Zimbabwe (BSPZ) levy.

3. With the strong focus on compliance and preventing irregular expenditure, SIG has been remarkably efficient with the funds, especially being responsive and flexible to budget shortfalls. However, whilst this is laudable, it has meant a noticeable shift away from its planned roll-out, and its commitment to protect the most vulnerable within the schools, namely OVCs. This shift has been particularly damaging for the most disadvantaged schools exacerbated by the lack of communication with schools as to why they were no longer receiving funds (whereas 100% of P3 schools had received SIG in 2015, only 37% of P3 schools received the grant in 2016).

Specific issues from the text:

### Conclusion

1. As noted above, the full contribution that SIG is making to the realisation of its objective was not fully determined by the evaluation team for the reasons outlined in **Error! Reference source not found.**. This is a missed opportunity as to date we do not know which schools got what, what the schools allocated the SIG funds to, and what effect this has had on individual schools. While the emphasis of SIG has been placed on ensuring compliance, there has been little research to establish the contribution SIG has made in improving the

environment on pupils. Nevertheless, SIG has been found to be relatively efficient in spreading available grants ever more thinly.

2. With the strong focus on compliance and preventing irregular expenditure, SIG has been remarkably efficient with its funds, especially through being responsive and flexible to budget short falls. However, whilst this is laudable, it has meant a noticeable shift away from SIG's planned roll-out and its commitment to protect the most vulnerable children in the schools, namely OVCs. For the schools affected by the changes in eligibility criteria, the effect has been particularly damaging, made more difficult by schools receiving no explanation as to why they are no longer receiving funds. Moreover, our assessment also found that grant making could have been deployed more effectively, and that there were inefficiencies in schools making plans for grants which never arrived

3. Nevertheless, the management of SIG has been very effective in ensuring schools received the grant, and has been effective in verifying that schools spent the funds as they had planned. While it is disappointing that the SIG is no longer available to finance fees and levies for OVCs, it is encouraging that SIG has responded to an extent to the needs of schools including allowing expenditure on sorely neglected WASH components of the school environment. Moreover, the strong management of SIG has also ensured laudable efficiency gains, in particular when bearing in mind the fluctuating SIG budget.

4. There is no doubt that SIG has been of enormous value in providing a stopgap in terms of non-salary finance, but it is not inherently sustainable nor does it yet appear to be a sustainable institution with a long-term future. Moreover, the extent to which SIG will contribute to its long-term goal of 'the attainment of free universal primary education' by replacing fees and levies of those in the poorest schools does not yet seem possible. Whilst this is a laudable goal it is unlikely to be achieved in the foreseeable future with SIG's current budget. In addition, the absence of a viable exit strategy is problematic as current budget forecasts for the sector provide no signal that MoPSE is in a position to maintain the grant scheme once funding from development partners ends.

*MoPSE and partners have noted the comments in the evaluation. Under the present program the intention is to provide, in a timely manner, resources to the P3 schools as one off grants. This will be made clear when the grant is distributed. It is the modality that is key for this program. The progress to a change in the financial stability of the schools and the system as a whole will be a long process and depends in large part on the macro political economy. Preparations are in train to improve what can be improved with the development of the school finance policy and with the training in PFM/FMIS that is planned.*