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Report No: PCBASIC0206750

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A PROPOSED CREDIT
IN THE AMOUNT OF
SDR XX MILLION
(US$100 MILLION EQUIVALENT)

AND

US$140 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE REPUBLIC OF MOZAMBIQUE

FOR THE

IMPROVING LEARNING AND EMPOWERING GIRLS IN MOZAMBIQUE PROJECT

Education Global Practice
East and Southern Africa Region

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ABBREVIATIONS AND ACRONYMS

ADE-D (in Portuguese)	Performance-based School Grants
APA	Alternate Procurement Arrangements
CCC	Community Coordination Committees
CERC	Contingent Emergency Response Component
CPF	Country Partnership Framework
CUT (in portuguese)	Single Treasury Account (*Conta Única do Tesouro*)
DFIL	Disbursement and Financial Information Letter
DGGQ	Education Quality Management Department
DICIPE (in Portuguese)	Integral Development of Children of Preschool Age (*Desenvolvimento Integral da Criança em Idade Pré-escolar)*
DIPLAC	Planning and Cooperation Department
DL	Distance Learning
DNFP	Teacher Training Department
ECD	Early Childhood Development
ELDS	Early Learning and Development Standards
ENDEE	National Strategy for the Development of Education Statistics (2020-2024)
ESA	Education Sector Analysis
ESF	Social Safeguards Framework
e-SISTAFE	Government Integrated Financial Management Information System
ESP	Education Strategic Plan
ESSP	Education Sector Support Project
FASE (in Portuguese)	Education Sector Support Fund (*Fundo de Apoio ao Sector Educação*)
FI	Financial Intermediaries
GBV	Gender-Based Violence
GCC-alargado	Extended Joint Coordination Group
GDP	Gross Domestic Product
GER	Gross Enrollment Rates
GoM	Government of Mozambique
GPE	Global Partnership for Education
GRS	Grievance Redress Service
HCI	Human Capital Index
HD	Human Development
HDD	Harnessing the Demographic Dividend
HEIS	Hands-on Enhanced Implementation Support
IAASB	International Auditing and Assurance Standards Board
ICT	Information and Communications Technology
IDA	International Development Association
IFPs	Teacher Training Institutions (*Institutos de Formação de Professores*)
IGF (in Portuguese)	General Inspectorate of Finance (*Inspeção Geral das Finanças*)
INDE	National Institute of Development of Education

IPF	Investment Project Financing
IRR	Internal Rate of Return
IST	Implementation Support Team
IVA	Independent Verification Agency
LEG	Local Education Group
MAF (in Portuguese)	Finance Administration Manual (*Manual de Administração Financeira*)
MIGCAS	Ministry of Gender, Children and Social Action
MINEDH	Ministry of Education and Human Development
MPA	Multiphase Programmatic Approach
NGO	Non-Governmental Organization
NLA	National Learning Assessment
NPV	Net Present Value
PBCs	Performance-Based Conditions
PFS	Project Financial Statements
PIN	Nutrition Package
PIM	Project Implementation Manual
PISA	Programme for International Student Assessment
PLR	Performance and Learning Review
PPSD	Project Procurement Strategy for Development
RAR (in Portuguese)	Annual Sector Performance Assessment Meeting (*Reunião Annual de Revisão)*
SCD	Systematic Country Diagnostic
SDEJT	District Services of Education, Youth, and Technology
SDI	Service Delivery Indicators
SIGE	National Education Management Information System
SOP	Series of Projects
SORT	Systematic Operation Risk-Rating toll
SRH	Sexual and Reproductive Health
SSA	Sub-Saharan Africa
TF	Trust Fund
TPP	Third-Party Providers
UN	United Nations
WASH	Water, Sanitation and Hygiene
WB	World Bank
ZIP (in Portuguese)	School Clusters (*Zonas de Influência Pedagógica*)

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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name
Mozambique	Improving Learning and Empowering Girls in Mozambique

Project ID	Financing Instrument	Environmental and Social Risk Classification
P172657	Investment Project Financing	Substantial

Financing & Implementation Modalities

[ ] Multiphase Programmatic Approach (MPA)	[ ] Contingent Emergency Response Component (CERC)
[ ] Series of Projects (SOP)	[✓] Fragile State(s)
[✓] Performance-Based Conditions (PBCs)	[ ] Small State(s)
[ ] Financial Intermediaries (FI)	[ ] Fragile within a non-fragile Country
[ ] Project-Based Guarantee	[ ] Conflict
[ ] Deferred Drawdown	[ ] Responding to Natural or Man-made Disaster
[ ] Alternate Procurement Arrangements (APA)	[ ] Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
28-Jan-2021	31-Dec-2025

Bank/IFC Collaboration

No

Proposed Development Objective(s)

Increase learning readiness and girls'retention in upper grades of basic education in underserved areas of Mozambique.

Components

Component Name	Cost (US$, millions)

Improving learning in primary education	90.00
Increasing access and retention of girls in upper primary and lower secondary education	105.00
Strengthening governance to improve efficiency and monitoring of education outcomes progress	40.50
Project management, monitoring and evaluation	3.50

Organizations

Borrower:	Ministry of Economy and Finance
Implementing Agency:	Ministry of Education and Human Development

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

Total Project Cost	240.00
Total Financing	240.00
of which IBRD/IDA	100.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	100.00
IDA Grant	100.00

Non-World Bank Group Financing

Trust Funds	140.00
Miscellaneous 1	140.00

IDA Resources (in US$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Mozambique	0.00	100.00	0.00	100.00

National PBA	0.00	100.00	0.00	100.00
Total	**0.00**	**100.00**	**0.00**	**100.00**

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Substantial
2. Macroeconomic	High
3. Sector Strategies and Policies	Substantial
4. Technical Design of Project or Program	Substantial
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Substantial
8. Stakeholders	Substantial
9. Other	
10. Overall	Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [ ] No

Does the project require any waivers of Bank policies?

[ ] Yes [ ] No

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Conditions

I. STRATEGIC CONTEXT

A. Country Context

1. **Mozambique has a young and rapidly expanding population, posing a challenge and an opportunity to long-term development.** Over the last 30 years, the population in Mozambique increased from 12 million to 28 million. The fertility rate is one of the highest in the region and the world[1], with 5.2 children per adult woman. As a result, the Mozambican population has been getting younger and the dependency rate has been increasing. While this large pool of young children puts pressure on social services and can undermine economic growth and poverty reduction, with the right investments, it can become the human capital that will lead Mozambique's development.

2. **Mozambique's human capital development is low and there are large regional and gender disparities.** Mozambique ranks 148 out of 157 countries according to the Human Capital Index (HCI).[2] The HCI for Mozambique was 0.36 in 2018, which is below the Sub-Saharan African (SSA) average of 0.40 and far from the worldwide average of 0.57. Despite efforts over the last decades, illiteracy in Mozambique is still one of the highest in the region with an average adult illiteracy rate of 39 percent.[3] Half of the rural population and half of Mozambican women are illiterate (compared to 18.8 percent of urban adults and 27 percent of men) and the highest rates are in the Northern part of the country. Moreover, women in Mozambique completed, on average, only 1.4 years of schooling, two years below the average schooling among men of 3.4 years which in itself is also very low.

3. **The economy experienced strong and sustained progress over two decades, yet growth was not inclusive.** After the end of the civil war in 1992, Mozambique experienced an impressive recovery, with an average growth rate of 8 percent over two decades.[4] Poverty rate decreased from 60.3 percent in 2002/3 to 48.4 percent in 2014/5. However, growth disproportionally benefited the upper parts of the income distribution in urban areas, resulting in higher inequality. Poverty rates vary from 3.8 percent and 11.8 percent in Maputo city and Maputo province, respectively, to 66.7 percent and 64.9 percent in the northern provinces of Niassa and Nampula, respectively. [5]

4. **Economic growth slowed down since 2016 and is likely to remain low due to the impacts of COVID-19.** In 2016, Mozambique's economic performance experienced a sharp downturn, triggered by falling commodity prices, adverse climate conditions, and the revelation of a US$2.2 billion previously undisclosed public debt. In 2019, the country was also affected by the devastating impact of tropical cyclones Idai and Kenneth, that resulted in loss of lives and widespread destruction. Gross Domestic Product (GDP) growth fell to an average of 3.3 percent between 2016 and 2019. Growth prospects are modest and will likely be dampened by the impact of COVID-19. The country's medium-term economic prospects, however, are encouraging and bring a window of opportunity

[1] Demographic and Health Surveys, 2018.
[2] HCI is new measure of countries' human capital capacity launched in 2018 by the World Bank. Available at: https://www.worldbank.org/en/publication/human-capital. The HCI is made up of three components: survival, schooling and health, and shows that the expected productivity of a child born today in Mozambique is only 36 percent of what it could be with complete basic education and full health.
[3] Education Sector Analysis (ESA), MINEDH-UNESCO, 2019.
[4] Mozambique Economic Update – October 2018, World Bank.
[5] Mozambique Economic Update – October 2018, World Bank.

to leapfrog to a better development path. Income from massive gas deposits discovered off the country's northernmost coastline are expected to boost Mozambique's economy closer to 2025.

5. **COVID-19 and the threat of escalating violence in the North and Center will impact economic recovery and increase the risks for social development in Mozambique.** The Government adopted COVID-19 response measures early on to prevent the fast spread of the virus. Measures included travel restrictions, banning large-group events, actions to create awareness and inform the population about effective prevention methods, as well as total school closures (from preschool to higher education) since March 23, 2020.[6] Although the increase in the number of COVID-19 cases started slower than originally projected, the Mozambican population is at high risk given the high incidence of HIV (12.6 percent among 15 to 49 year-old population[7]) and other underlying chronic health conditions. As the country prepares actions to mitigate the expected impact of the pandemic on poverty and inequality, the Northern (and Center) region – the poorest in the country – has experienced increasing violence, resulting in hundreds of deaths and more than 100,000 people evacuating their homes in the province of Cabo Delgado. Social unrest and violence in the North not only challenge the large investments that can change Mozambique's development prospects, but also increase the deep regional inequality already existent in the country. Uneven provision of services and development outcomes which reflect these regional disparities is, at the same time, a major factor of fragility and undermines the social contract and state-society relations.

B. Sectoral and Institutional Context

6. **The Government of Mozambique (GoM) recently introduced important changes to the education system.** The National Education System Law was revised in December 2018, abolishing fees for basic education[8] and increasing mandatory and free education from seven to nine years, creating strong incentives for an expansion of the demand for lower secondary education. The duration of the education cycles was restructured, reducing primary from seven to six years, and increasing secondary from five to six years. The law also recognizes, for the first time, preschool as a subsystem of education (although not a requirement to enter primary), consolidating Early Childhood Development (ECD) as a priority of the sector and creating a conducive environment for its expansion to reach the most disadvantaged areas of Mozambique. The education system is now made up of the following six subsystems: preschool; general education (which includes primary and secondary education); adult education; technical/professional education; teacher training; and higher education.

7. **Mozambique allocates a large share of its budget to education and receives solid external support.** Since 2008, education spending in Mozambique averaged 19 percent of total government expenditure and nearly 6 percent of its GDP. While this is higher than average in terms of international benchmarks, in a context of a rapidly expanding school population, these financial efforts translate into low spending per student. In 2019 the state education budget reached US$930 million, two thirds of which were allocated to basic education (primary and lower secondary), a share comparable to the SSA average.[9] Nearly 80 percent of the Government's budget is allocated to salaries. Most non-salaries expenditures of the sector (near 90 percent) are financed by external funds.

[6] Save the Children COVID-19 briefing, May 2020.
[7] Centers for Disease Control and Prevention (CDC), 2018
[8] According with the New Education Law, Basic Education comprises 6 grades of Primary Education plus 3 grades of the Lower Secondary Education.
[9] World Bank, 2016: Mozambique Education Public Expenditure Review

8. **Around 90 percent of the external funding to the education sector is allocated through a pooled donor fund.** The Education Sector Support Fund (FASE in Portuguese) has been central for the harmonization of the external support and dialogue in the sector. FASE was established in 2002 to ensure that the Government and development partners' support for the implementation of the Education Strategic Plan (ESP) was done in a coordinated manner and to promote the use of country systems. Since its creation, FASE has been the main aid instrument to the education sector, channeling around US$1.6 billion.[10] FASE is currently financed by ten development partners, including the Global Partnership for Education (GPE) and the World Bank.[11] FASE is recognized by the Government as the most effective funding mechanism to support the sector's priorities, since it reduces the transaction cost of coordinating with numerous agencies supporting the education sector and it aligns support with Government's sector priorities. Based on the Government's ESP, FASE has been financing basic education (with a priority on primary education) including funds for textbooks, schools' grant programs, teacher training, supervision and school construction. All FASE expenditures are agreed upon on an annual basis as part of the Annual Activity Plan, which operationalizes the ESP. The Local Education Group (LEG), comprising Ministry of Education and Human Development (MINEDH), civil society and cooperating partners, actively participates in the education dialogue, helping the Government in the implementation of the country's education priorities.[12]

Access and retention

9. **Education access continues to be a challenge especially at the preschool, upper primary and secondary levels with large disparities.** There are currently 8.2 million students in basic education in Mozambique (6.9 million in primary and 1.3 million in secondary).[13] Enrollment in preschool is critically low reaching only 5 percent of the 3 to 5-year-old population; it is concentrated in urban areas and among wealthier families. While gross enrollment rates (GER) in lower primary surpassed 100 percent in 2018, in upper primary it is only 67 percent.[14] Despite increases in secondary enrollments, it stagnated at 37 percent over the last seven years. The national averages conceal large gender and regional disparities: the GER for girls in both lower and upper primary is 10 percentage points lower than for boys and at the secondary level it is 2 percentage points lower than boys.[15] [16] [17] The Northern and Center provinces have upper primary GERs around 50 percent (51 percent in Nampula, 53 percent in Cabo Delgado Niassa and Tete) with also lower enrollments among girls.

[10] FASE is guided by a Memorandum of Understanding (MoU) signed by Government and development partners as they join the pool fund. The MoU lifetime is linked to the strategic plan period. Since the monitoring and evaluation of the ESP is done by a broader group of partners and civil society, the FASE MoU also includes the Terms of Reference for the overall dialogue between MINEDH and all education partners (FASE and beyond).

[11] The other FASE donors are Germany, Finland, Canada, Ireland, Italy, UNICEF, Portugal and France.

[12] The World Bank joined FASE in 2008 as the supervising entity of GPE (at the time called Education for All - Fast Track Initiative) with a US$79 million financing grant carried out by the Education Sector Support Project (ESSP- P112052). Subsequently, the Bank continued using the FASE mechanism to implement the Education Sector Support Project (ESSP - P125127), which included both IDA and GPE financing.

[13] Education Sector Performance Report, MINEDH, 2020.

[14] EMIS, MINEDH 2019

[15] EMIS, MINEDH 2019

[16] Education Sector Analysis, MINEDH-UNESCO, 2019, and EMIS, MINEDH, 2019.

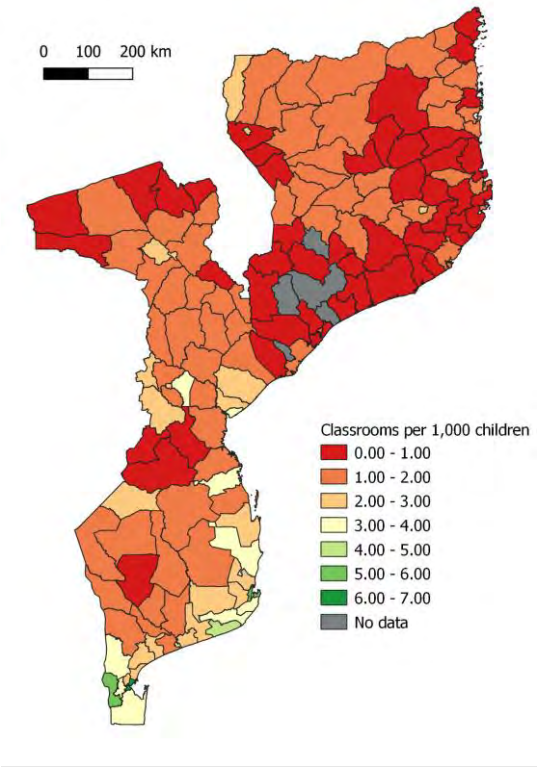
[17] The net enrollment in upper primary and lower secondary are 24 percent and 22 percent, respectively, with a slight advantage for girls. This is consistent with the fact that boys are more likely to lag behind during the schooling cycle and girls have a higher dropout rate.

10. **Dropout rates are high, especially among girls.** Around one quarter of students (girls and boys) drop out before Grade 3 and less than half complete primary; this is well below the average in SSA.[18] In 2015, 15 percent of primary school age children 6 to 12 years old (600,000 children)[19] were out of school. Moreover, in the last household survey conducted in 2014/15, three out of four children (67 percent) 12 to 17 years old reported not completing primary education, which signals that most of out of school children once attended school and dropped out before graduation. In early primary, girls' and boys' dropout rates are equally high. However, in upper primary, the gender gap increases, as more girls abandon school prematurely. In 2018, 42 percent of girls completed primary compared to 47 percent of boys.[20]

11. **Low school enrollment and retention are associated with both demand and supply factors.** Financial constraints and school-associated costs, distance to school, and poor school infrastructure and materials are the main factors associated with the high dropouts and low attainment.[21] While the recent Government reform which eliminated school fees for lower secondary education will alleviate school-related costs, distance to school remains a key obstacle throughout the country, especially for girls. On average, 65 percent of the population aged 10 to 19 years old lives 5 km or more from the nearest lower secondary school, and 52 percent lives more than 10 km away. There are currently only 0.1 secondary schools and 1.2 classrooms per 1,000 children aged 10 to 19 in Mozambique.[22] Furthermore, there are large geographical differences in terms of school availability, with the Northern and Center regions showing the largest deficits (Figure 1). Poor quality school infrastructure also presents big challenges. Nearly 40 percent of schools do not have proper toilet facilities and at least 30 percent do not have access to water.[23] Lack of toilet facilities and water has a large impact on girls and is usually reported as one of the main obstacles for girls to attend schools. The national assessment, for example, indicated that absenteeism is higher among girls than boys, an issue also associated with poor school infrastructure.[24] Making schools more accessible and improving infrastructure conditions will be critical to increasing girls' access and retention in the upper grades of basic education.

[18] The average primary education completion rate in SSA counties is 59% (Mozambique Education Sector Analysis, 2019)
[19] Longitudinal Evaluation of School Dropout in Mozambique: Drivers of School Absenteeism and Educational Attainment, UNICEF, KOICA and Pedagogic University, 2019
[20] Education Sector Annual Assessment Report, MINEDH, 2019.
[21] Harnessing Demographic Dividend PAD (P166100); Van der Berg, Da Maia and Burger. Educational inequality in Mozambique, WIDER Working Paper 2017/212; Longitudinal Evaluation of School Dropout in Mozambique: Drivers of School Absenteeism and Educational Attainment, UNICEF, KOICA and Pedagogic University, 2019.
[22] There are currently 12,737 primary schools in the first cycle (grades 1 to 3), 7,921 schools in the second cycle in Mozambique (grades 4 to 7), representing 1.6 primary schools per 1000 children aged 1 to 9 years old. There are 556 lower secondary and 293 upper secondary schools.
[23] Longitudinal Evaluation of School Dropout in Mozambique: Drivers of School Absenteeism and Educational Attainment, UNICEF, KOICA and Pedagogic University, 2019
[24] Longitudinal Evaluation of School Dropout in Mozambique: Drivers of School Absenteeism and Educational Attainment, UNICEF, KOICA and Pedagogic University, 2019

Figure 1. Availability of lower secondary classrooms per 1,000 children aged 10 to 14 years old



Source: Expansion of Secondary Education in Mozambique, The World Bank, 2020

Learning outcomes

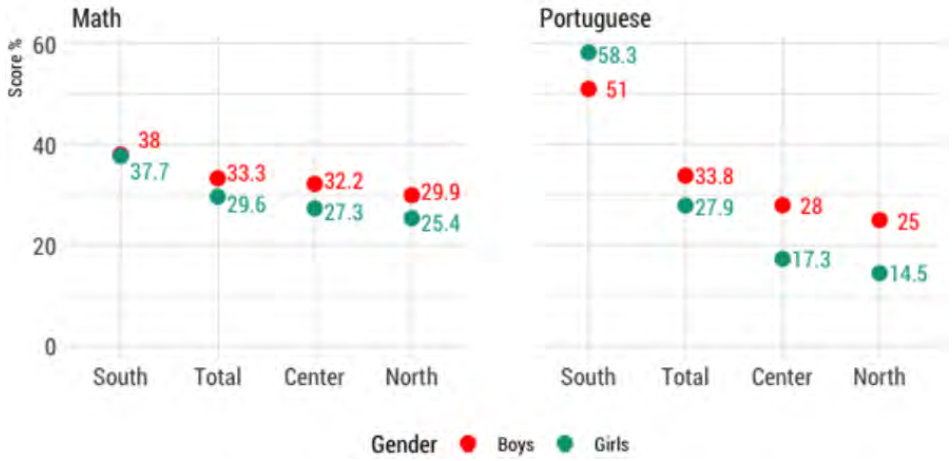
12. **The level of student learning, particularly in primary education, is critically low.** According to the most recent national assessment, in 2016 only 5 percent of Grade 3 students in Mozambique were able to read at the expected level. The Service Delivery Indicators survey 2018 (SDI 2018), also showed very low levels of learning (although improving from 2014). In addition, the SDI results indicated an underperformance by girls.[25] The gender gap was particularly large in Portuguese (reading and writing) (Figure 2). Differences between girls' and boys' test scores were large in the Northern and Center regions of the country, where overall learning levels are significantly lower.[26]

13. **While a growing number of students speak Portuguese, learning is lower among students who don't speak Portuguese at home.** Around 60 percent of children currently start school without any exposure to Portuguese.[27] Yet, the number of students speaking Portuguese is increasing. In 2016, 58 percent of the teachers reported that more than half of their class in Grade 1 had difficulty in speaking Portuguese, falling from the same indicator reported in 2013 (70 percent) but still a significant obstacle for learning in the early grades.[28] The

[25] The gender gap (with girls' underperformance) is also observed in the national learning assessment (NLA) of 2013 and SACMEQ 2013, but not in the NLA in 2016.
[26] In the Southern region, girls got higher test scores than boys in Portuguese and similar levels in Math (SDI 2018).
[27] Service Delivery Indicators Survey, 2018 and NLA 2016.
[28] National Learning Assessment 2013 and 2016, MINEDH.

Government recently launched a strategy for the expansion of bilingual education (Portuguese and local languages) as an alternative modality to monolingual education (only Portuguese), producing learning and teaching materials in 19 local languages. An important challenge for this strategy, however, is Mozambique's linguistic diversity, since less than six of the 21 national languages are spoken by more than 5 percent of the population. Expanding but still in early stages, the bilingual education reaches 2,924 primary education schools and 9,547 students in primary.[29] Evidence show that language of instruction is a key consideration for learning. Yet, for bilingual education to be effective several conditions need to be ensured, especially in a linguistically diverse context such as Mozambique. Those conditions include not only the availability of learning material, but also a thorough adjustment of teacher training, both pre-service and in-service, a careful linguistic diagnosis and mapping, and the support from parents and communities.

Figure 2: Students test scores by gender in Mozambique (SDI 2018)



Source: Mozambique SDI (2018)

14. **Weak learning outcomes are associated with a complex set of family and school factors.** Lower levels of learning, especially prevalent in the North and Center, are to a large extent driven by high levels of poverty and weak socioeconomic conditions of the families. At the school level, the main predictors of learning, are the level of students' absenteeism and the teachers' knowledge. Schools that showed the largest improvement of learning outcomes between 2014 and 2018 also presented decreased level of students' absenteeism combined with higher levels of teachers' content knowledge.[30] Many teachers in the system do not have basic pedagogic competencies and subject knowledge needed to teach effectively. According to the SDI 2018, less than 3 percent of Grade 4 teachers mastered 80 percent of the Math content that should be imparted in that grade. In Portuguese, this share was below one percent. Teachers also scored low in the questions asked about pedagogic practices, such as preparing a lesson plan or using students' test scores to make some statements about learning patterns. In addition to weak teaching skills, teachers in Mozambique are often absent from school. The SDI 2018 showed that teachers absenteeism fell considerably since 2014 but remains at a high level of near 30 percent. This means that at least one third of instruction time is lost because teachers are not in the classroom. Schools with higher teacher

[29] Bilingual education receives support from USAID through the program *Vamos Ler!*, implemented in two provinces in the North of the country (Nampula and Zambezia)
[30] Service Delivery Indicators Survey, 2018

absenteeism, as expected, present weaker results. Another factor at the school level affecting learning is large class sizes, with a pupil-to-teacher ratio in early primary of 65 on average and more than 70 in three provinces in the North. [31] Finally, other inputs associated with learning are minimum school infrastructure and availability of textbooks.[32]

15. **Moreover, most children come to school unprepared.** Over the last decade, the GoM has made progress in ECD, with the development of a multisectoral strategic plan, the establishment of a preschool department within the Ministry of Education and Human Development (MINEDH), and the expansion of the provision of ECD services, particularly to rural communities. However, only five percent of the Mozambique population still has access to ECD, hindering the opportunity for young children to improve key school readiness skills.

Girls' education and gender-based violence

16. **Child marriages and teenage pregnancies are major factors affecting girls' school attendance.** Girls' educational attainment, child marriage and early childbearing are closely related. Mozambique has the 10th highest rate of early marriage in the world, with almost half of adolescent girls aged 15-19 reporting that they are married. As of 2015, about 46 percent of this population group were already mothers or pregnant, and this percentage has increased over the last twenty years.[33] Mozambique's adolescent fertility rate is the fourth highest in the world. Traditional gender norms, in addition to poverty and adolescent pregnancy, continue to drive child marriage, particularly in rural areas, where sexual initiation rites often encourage the subordination of a girl to her husband.[34]

17. **Girls' academic performance improves with an increase in female teachers and use of guided instruction methods.** The SDI indicated that students of female teachers performed better than students of male teachers, and the difference was larger for girls. The gap between boys and girls in students' test scores almost disappeared with female teachers, with both girls and boys performing better. This result is consistent with similar evidence for other countries.[35] Over the last years, the Government has made efforts to increase the number of female teachers. Women are 51 percent of teachers in early primary, but the share decreases sharply to 29 percent in upper primary and 23 percent in secondary education. Supporting teachers with guided instruction methods (detailed daily lessons plans) is also associated with better academic performance for both girls and boys. Several countries implementing guided instruction (for example, South Africa, Kenya and Chile) showed positive results in

[31] The number of teachers in Mozambique more than doubled since 2004, from nearly 60,000 to 139,500 in 2019. This increase helped to maintain (and even to reduce) for some time the average pupil-teacher ratio. Yet, tight fiscal context over the last two years together with a fast expansion of the education system pushed by demographic trends resulted in increases in the pupil-to-teacher ratios. The weak fiscal prospects for the next few years, will continue this pressure, urging the need for measures on management of the teacher workforce, including improving teachers' allocation. Studies show that there is a big variance of pupils-to-teacher ratios within districts, with schools with very low and very high PTR in the same district (Figuereido Walter, T., 2018). According to the current legislation, districts decide the allocation of teachers to schools.

[32] Service Delivery Indicators Survey, 2018

[33] Demographic Health Survey (DHS) 2015.

34 P. Pawlak, SEA/SH&VAC Portfolio Assessment Report, 2020

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

students' academic achievement, especially in early grades.[36] In Mozambique, teachers frequently struggle to formulate a lesson plan or copy the lessons plan from the students' textbook.[37]

18. **Risk of gender-based violence (GBV) among adolescent girls in Mozambique is disturbingly high.** About one-third of 15-year-old adolescents girls declare that they are survivors of physical violence, and 46 percent say they are survivors of domestic sexual or emotional violence from their partners.[38] Sexual abuse and harassment against girls are real risks in the education system. Across Mozambique, seven in ten girls report knowing of cases of sexual harassment and abuse in their school. The low percentage of female teachers in upper primary and secondary education aggravates an imbalanced environment that may contribute to these high rates of girls' abuse in schools.

19. **Empowering girls through education does not only improve equity but also has a long-term impact for the country's development.** Achieving universal secondary education for girls could virtually end child marriage, significantly reduce early childbearing and total fertility. Each additional year of education increases women's earnings.[39] Educating girls also impacts the education of their children, generating a virtuous cycle with long-lasting effects. Effective interventions such as making schools more accessible and safer, providing flexible and alternative schooling, increasing awareness on GBV or reducing financial and social costs associated with schooling can have a large development impact. [40]

Education Sector Plan and Impact of COVID-19

20. **The Government, in coordination with the LEG, prepared a new ESP which establishes the sector priorities for the next decade.** Based on the reform to the Education National Law, the new ESP 2020-29 was prepared under MINEDH leadership and approved by the Council of Ministers in April 2020. The ESP 2020-29 consolidates important measures which MINEDH initiated in areas including teacher training, bilingual education and textbooks development and distribution. In 2019, MINEDH launched a new model of pre-service teacher training, which increased the minimum education achievement required for teacher candidates, increased the duration of pedagogical training from one to three years and revised the curriculum to include bilingual and special needs education. Before the COVID-19 closure, the new model was being implemented in half of the 39 teacher training institutes. Also, in 2017, MINEDH started implementing a new in-service teacher training strategy, which main pillar is to move professional development from purely theoretical courses to practical training through classroom observation and feedback at the school, as recommended by best international practices. MINEDH also started commendable reforms to improve textbook development and distribution, adjusting textbook procurement procedures to ensure lower unit costs and gradually developing internal capacity to produce its own textbooks.

[36] For Kenya, see "Piper B., Zuilkowski, S. Dubeck M., Jepkemei, E and King S., 2018. Identifying the essential ingredients to literacy and numeracy improvement: Teacher professional development and coaching, student textbooks and structured teacher guides. World Development, 106". For Chile, see Bassi, M, Meghir C. and A. Reynoso, 2019. Education quality and teaching practices, The Economic Journal (forthcoming)"

[37] Service Delivery Indicators, 2018. Same results are also showed by a study commissioned by UNICEF in Tete and Zambezia.

[38] Ministry of Gender, Child and Social Action, 2016. *Perfil de Género de Moçambique* (Gender Profile in Mozambique).

39 Wodon, Q., C. Montenegro, H. Nguyen, and A. Onagoruwa. 2018.

40 Wodon, Q. "Empowering girls through education in Sub-Saharan Africa: Benefits, Interventions, Strategies and Case Studies", 2019.

21. **While the impacts of COVID-19 on education in Mozambique are yet to be known, the pandemic is likely to result in big losses in enrollment and learning.** Schools in Mozambique have been closed for approximately 60 percent of the academic year and are not likely to reopen before October 2020, if they reopen at all this year. Nearly 15,000 schools, 178,00 teachers, and over 8.5 million students at all levels of education have been affected. The Government mobilized resources to support learners and instructors in the transition to remote learning implemented via internet, TV, radio, and print-out exercises. However, given the weak starting conditions and low penetration of technology in Mozambique, the efficacy of these methods is doubtful. In Mozambique, predictions show that COVID-19 could result in a loss of 0.7 years of schooling adjusted for learning, bringing down the effective years of basic education that students achieve during their lifetime to 3.7 years.[41] UNICEF estimates that in the aftermath of COVID-19, nearly 20 percent of the Mozambican children will never return to formal education. Exclusion and inequality will likely be exacerbated as already marginalized and vulnerable groups, like girls, extremely poor and persons with disabilities, might be more adversely affected by the school closures.[42] A plan for reopening schools has been prepared to be implemented when conditions are adequate Provinces and schools have received preparation guidelines for reopening. Monitoring missions have been conducted to assess the readiness of schools to reopen, especially in terms of Water, Sanitation and Hygiene (WASH) conditions. Even with schools reopening in the near future, Mozambique will need support to attract learners (especially adolescent girls) back to school, ensure a safe and sanitary environment in all schools, come up with remediating measures to catch up with loss learning and continue strengthening and expanding distance learning education offering a more flexible modality both for students not returning to schools and to be implemented quickly in a larger scale in other potential emergency situations.

C. Relevance to Higher Level Objectives

22. **Education has been one of the main areas of support of the World Bank in Mozambique over the last two decades, with large support from GPE.** The Education Sector Support Project (ESSP - P125127), which closed on December 31st, 2019, was implemented over seven years (including three additional financing). The project included both IDA funding and a GPE grant for a total of US$ 368 million (US$ 220 million IDA and US$ 148 million GPE).

23. **The proposed project is aligned with the Bank's FY17-21 revised Country Partnership Framework (CPF) for Mozambique.[43]** The proposed project's goals are aligned with Mozambique's CPF objective of investing in human capital through provision of quality education services. A recently concluded Performance and Learning Review (PLR) added an additional objective to the CPF, Supporting Recovery and Rehabilitation. This third Focus Area reflects stepped-up IDA financing to address the impact of recent cyclones and the COVID-19 pandemic. The proposed Project is aligned with this additional objective as it will support distance learning that is likely to be increasingly important if the depth and duration of the crisis are extended. The Project is also aligned with the World Bank's support to address GBV in Mozambique.

24. **The proposed project is in line with the World Bank Group (WBG) crisis response approach to COVID-19.** The project contributes to pillar 2 (protecting poor and vulnerable people) and pillar 4 (strengthening policies, institutions and investments for rebuilding better) of the WBG crisis response approach to COVID-19. The proposed activities will help to mitigate the likely impact of the pandemic of increased dropouts and reduced

[41] Wagner and Warren, 2020
[42] Azevedo et al, 2020
[43] Mozambique – Performance and Learning Review of the Country Partnership Strategy IDA/R2020-0117, April 3, 2020.

learning by supporting vulnerable groups, girls and underserved communities. The Project will also contribute to building back better by improving infrastructure and teachers' skills and ensuring learning materials for students.

25. **The proposed project is aligned with corporate initiatives and multisectoral approach.** By focusing on reading skills in the first cycle of primary education, the proposed project will contribute to the reduction of learning poverty. This is aligned with the global initiative recently launched by the World Bank that aims at reducing by half the percentage of children that cannot read by age 10. Moreover, in line with the Human Capital Project, the proposed project will use a multisectoral approach, bringing health, nutrition, and social protection interventions to improve education service delivery and outcomes. The activities to boost girls' education in upper primary and secondary education will be designed to complement the program implemented within the Mozambique Primary Health Care Strengthening Program (P163541), which provides sexual and reproductive health education (SRH) education to girls in secondary schools. This component will also be coordinated with the activities implemented by the project Harnessing the Demographic Dividend (HDD) (P166100), which supports girls who dropped out of school or are in risk of dropping out, especially in the expansion and strengthening of distance learning for lower secondary. Localities in which the HDD is implemented will be prioritized, to maximize impact. Thus, a multisectoral approach will be used to boost effectiveness through synergies with other human development activities closely related to this Project.

26. **The proposed Project focuses on girls in line with corporate priorities for gender.** The project interventions contribute to the first and fourth objectives of the WBG Gender Strategy 2016-2023 (Improving Human Endowments – Educating, Health and Social Protection and Enhancing Women's Voice & Agency, and Engaging Men and Boys). The project includes actions to tackle barriers affecting girls' access and retention in schools which can help reduce adolescent pregnancies and early marriages, and combat GBV at schools. Progress of gender outcomes will be monitored through specific indicators. The Project will introduce innovative technology to expand access to girls' education through distance learning as well as to improve effectiveness of teacher training.

27. **The Project will support the implementation of the Government's ESP 2020-29.** The Project Development Objective is directly aligned with the ESP's three main strategic objectives: (i) to ensure equitable and inclusive access, participation and retention; (ii) to ensure quality of learning; and (iii) to ensure a transparent, participative, efficient and effective management of the sector. Emphasis will be given to the first and second strategic objectives, as the main pillars of this Project are learning readiness and girls' retention in upper grades. The ESP addresses gender issues in a cross-cutting way in all education subsectors. Expanding the supply of preschool services is among the priorities included in the ESP, as a means to strengthen school readiness for children entering primary schooling. The ESP also emphasizes learning in the early grades to build necessary foundations to progress successfully over education cycle. Lastly, expanding lower secondary education is a key pillar of the new National Education Law, to be operationalized through the new ESP.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

Increase learning readiness and girls'retention in upper grades of basic education in underserved areas of Mozambique.

PDO Level Indicators

Improving learning readiness in primary education

i. Retention up to grade 3 among children benefiting from ECD interventions and literacy package in communities with low educational attainment (percentage disaggregated by gender)
ii. Literacy proficiency at grade 3 in schools implementing the literacy package in communities with low educational attainment (percentage disaggregated by gender)

Increase girls' retention in upper grades

iii. Girls' retention in upper grades of basic education in upgraded schools (percentage)

B. Project Components

28. **This project aims to have a visible impact on learning outcomes and school retention of girls.** To do that, the project proposes to concentrate in two main bottlenecks in the education cycle in Mozambique, which are: (i) learning during the first three years of primary schooling; and (ii) girls' retention and transition in upper primary. The project will build on the achievements and lessons learned of the previous project. Activities will be based on effective experiences in Mozambique and in other countries, and will use, to the extent possible, the existing strategies and systems already in place. The design of the activities supports the development of local capacity in the education system, not only at the central level but more importantly, at the provincial, district, school clusters and school levels.

29. **Interventions will be nationwide, with special attention to fragile context and vulnerable populations.** The focus on the North and Center for some key interventions of this projects aim at contributing to communities living in fragile context. The project will complement other operations to support Human Development (HD) including the upcoming multi-sector HD project for the province of Cabo Delgado, expected to be approved in FY22. As the conflict in the North escalates increasing fragility, interventions in these areas will be implemented seeking collaboration with stakeholders with vast experience in working in fragile contexts and in the Northern region of Mozambique, in particular. These include United Nations (UN) agencies and non-governmental organizations (NGOs), which would help identify beneficiaries and implement the activities of the project adapting to the context and the needs of these communities.

30. The project is an Investment Project Financing (IPF) operation comprising four components. Components 1, 2 and 3 will use a result-based approach, with part of their financing linked to Performance Based Conditions (PBCs). Component 4 will be a traditional IPF and will support the implementation of the project. The proposed instrument will allow the World Bank to continue to support MINEDH in developing capacity in key areas such as

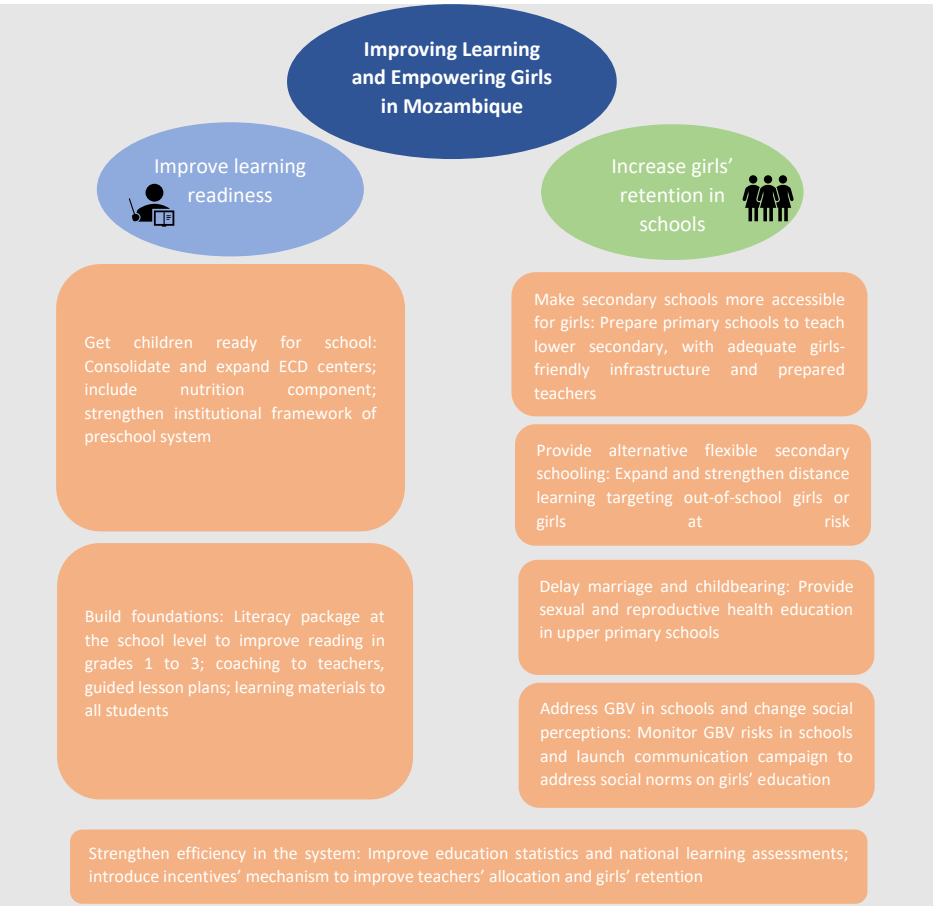
procurement and social and environmental safeguards, while increasing the focus on result-based financing. The project will include funding both from IDA and GPE and, as mentioned, will be channeled through FASE.[44]

31. The first component of the project will aim at improving learning readiness. Interventions will be centered on consolidating and expanding ECD services and in developing reading skills for children by Grade 3. The second component will focus on retaining girls in the last years of primary education and support their transition to lower secondary. The third component will aim at improving system efficiency and strengthening governance and management. The fourth component will support the project's management, monitoring and evaluation.

32. Both the project design and implementation have been adjusted to account for COVID-19 impact on the sector. For some of the interventions, such as distance learning, the COVID-19 context will result in many experiences developed in Mozambique and internationally that provide valuable inputs and lessons learned. The challenges that remote learning generated during the school closure due to the pandemic, including low connectivity and access to digital devices, will also be addressed. Other activities, such as the rehabilitation and improvement of schools' WASH facilities, will benefit from the work MINEDH has recently developed as part of the COVID-19 response, assessing the conditions of access to water and sanitary conditions of all schools and preparing a plan for improvements. Finally, some activities of this project, which require face-to-face interactions between teachers and students were adjusted. For example, the piloting of the materials and training for the literacy package will be initiated when conditions are adequate.

[44] The GPE part will include the maximum country allocation for Mozambique (US$ 125 million) and up to additional US$ 15 for the Multiplier Grant, which requires mobilizing other Cooperating Partners' new funds to the education sector (US$ 1 million GPE grant for each US$3 million of new funds with a maximum of US$ 15 million). The World Bank, French Development Agency, The World Food Program and the Canadian High Commission agreed to increase their funding to education in Mozambique to leverage this GPE grant.

Figure 3: Project's main objectives and activities



Component 1: Improving learning in primary education (US$90M – of which US$50M are IDA Financing and US$40M GPE Financing)

Sub-component 1.1 – Strengthening preschool services (US$25M GPE Financing)

33. Through this sub-component, the project will support the consolidation of the subsystem, the reinforcement of the regulatory capacity of the Government, and the expansion of provision of preschool services, allowing more children to access quality early learning in Mozambique. It will build upon the achievements and lessons learned from the previous World Bank and GPE project (ESSP), which contributed to setting up the institutional structure for the ECD system in Mozambique and expanded the provision of ECD services to rural communities in five provinces through the Program for the Integral Development of Children of Preschool Age (DICIPE *Desenvolvimento Integral da Criança em Idade Pré-escolar*). The subcomponent will also include activities to improve governance and quality, and increase coverage of preschool services, community and parental engagement.

34. The preparation and implementation of the activities in this sub-component will be led by MINEDH in close collaboration with the Ministry of Gender, Children and Social Action (MIGCAS), since the national

arrangements based on the new Education Law regulatory documents designate MIGCAS as responsible to define norms for opening, functioning and closing preschool facilities in Mozambique. This sub-component will also involve coordination with the Ministry of Health in the implementation of the nutrition interventions.

35. Key activities for this sub-component include:

i. **Enabling the institutional framework and workforce:** Activities will be focused on strengthening the governance of the preschool subsystem and fostering coordination between relevant government entities at all levels. A national preschool curricula framework for teachers and children will be prepared and gradually implemented, ensuring that they are developmentally appropriate, play-based, and gender sensitive. This will include the establishment of national Early Learning and Development Standards (ELDS) and Teacher Training Program for this subsector, both under the leadership of MINEDH and with the involvement of the National Institute of Development of Education (INDE), Teacher Training Department (DNFP), and Education Quality Management Department (DGGQ). The teacher training curriculum will be gradually harmonized across higher education institutions offering preschool programs and extended to Teacher Training Institutions (IFPs).

This subcomponent will also include the definition of the national preschool policy and regulatory framework for preschool service delivery and management (for both public and private preschools) aligned with the ESP 2020-2029. This activity will be key as the institutional framework needs to be established as designated by the new Education Law. The framework will establish mechanisms to facilitate the collaboration with other sectors, such as health and social protection, and integrate complementary aspects of early learning, such as nutrition, parental and community engagement. It will also include the design and implementation of a national preschool subsystem personnel framework with profiles, qualification requirements, and a pay grade scheme for the public-sector workforce (including community-based professionals) commensurate with qualification and tenure. The institutional capacity at central, provincial and district levels will also be reinforced through the recruitment of specialized ECD professionals and capacity development. Evidence from the 2019 DICIPE Process Evaluation shows that one key factor for the sustainability of the community-based model is the payment scheme and training for facilitators (teachers) of ECD centers. The stipend for the local ECD facilitators will continue to be paid within the Government's annual budget to ensure institutionalization of this expense.

ii. **Consolidating existing service provision:** Under the ESSP, the Government (with the support of third-party providers) constructed and established 350 *escolinhas* (ECD centers) throughout select districts in five provinces. In 2017/2018, 17 of the 350 escolinhas had to be discontinued and closed in the district of Macomia (Cabo Delgado) due to army attacks, which led to social instability and the displacement of the population. This project will ensure ongoing maintenance of the structures as well as continuity of service provision in the remaining 333 *escolinhas*. Building on lessons learned captured in the 2019 Process Evaluation of the DICIPE pilot, additional attention will be given to improving the quality of these *escolinhas*, with specific focus on the following: i) ensuring the provision of sufficient learning and teaching materials; ii) ongoing teacher training (as part of a new teacher training program to be developed); iii) implementation and use of the new ECD curriculum and Early Learning and Development Standards; iv) the development and use of a harmonized M&E plan with specific focus on training local actors in the use of the M&E tools; and v) ensuring the continuation of the Community Coordination Committees (CCC) at all communities with *escolinhas*, which was shown to have significant positive effects on the quality of the

escolinhas. In the second half of the project implementation, a follow up of the impact and process evaluation initiated with DICIPE will be implemented in the same *escolinhas* to track improvements and changes in quality. The process evaluation will include a sample-based beneficiary survey, including teachers, parents and community members, to provide feedback and to allow for course-correction if needed.

iii. **Expanding service provision:** 200 new additional *escolinhas* will be constructed: 90% in rural areas and 10% as a pilot model for the provision of ECD in peri-urban areas. For the 180 new community-based facilities based in rural areas, construction and operationalization will be based on the DICIPE model, adjusted as needed based on lessons learned of the first stage, but including key elements such as linkages with the local primary school and the community management model. In order to ensure the continuity of early stimulation activities in rural areas, the expansion of the *escolinhas* will be closely articulated with the Nutrition Package (PIN) implemented under the Mozambique Primary Health Care Strengthening Program (P163541). The PIN is providing responsive feeding and early stimulation counseling for caregivers with children from 0-24 years old in eight provinces throughout Maputo. The location of the 180 rural *escolinhas* will overlap with the PIN implementation areas. The community health workers from the nutrition program will be involved in the *escolinhas*' CCCs in order to ensure the continuity of key nutrition components being delivered though the PIN, namely deworming and growth monitoring, to take place at the *escolinhas.*

The remaining 20 escolinhas will be constructed in peri-urban areas, particularly in Maputo city as a pilot initiative for the provision of early learning and care services for most vulnerable population in urban settings. This activity will articulate with the *Harnessing the Demographic Dividend Project* (P166100) - Component 2 - testing new alternative businesses, particularly for women, while providing quality early learning and security for children in these areas. This alternative model, using public and private partnership (PPP) will be designed during the second year of the project implementation, based on best international practices and the local context.

iv. **Parental engagement:** One key aspect captured in the DICIPE 2019 Process Evaluation was that the parental education component of the DICIPE pilot was not developed or implemented as planned. Under this project, in all 533 *escolinhas* (the 333 from the original ESSP project and the additional 200) a parenting engagement model will be developed and implemented. This intervention will also coordinate with the above-mentioned nutrition program, which is already working to engage caregivers on nutrition and early stimulation practices. This project will develop specific counseling materials on ECD (radio contents, booklets, etc.) empowering parents and caregivers with appropriate tools to support early education.

Sub-component 1.2 – Strengthening reading skills in primary education (US$65M – of which US$50M are IDA Financing and US$15M GPE Financing, of which US$10M are linked to PBC1)

36. Under this sub-component, the project will support the strengthening of learning readiness by improving the reading skills in Portuguese in Grades 1 to 3 of primary education through a pilot and national program. The pilot, *Aprender +*, will develop and test a "package" of integrated interventions at the school level, including materials' development, scripted pedagogy, teacher training and coaching, frequent assessment and monitoring of progress, and use of ICT to support implementation. The pilot will be done in parallel to the roll-out of this

intervention at scale, providing the conditions for what works and what does not work. The pilot will be co-financed by a contribution from Finland, implemented by the World Bank (in close collaboration and active involvement of MINEDH) and will include a rigorous evaluation to assess its impact and cost-effectiveness, and to learn how to best scale it up. The pilot will be implemented in the provinces of Niassa and Manica (as defined by MINEDH), in 10 districts, and will reach between 200 to 400 schools (including participants and control group). The pilot will create high-quality teacher's guides that are aligned to the curriculum. Teachers will then be trained on how to implement language and literacy lessons using these materials. School cluster coordinators (*Zonas de Influencia Pedagogica* - ZIP) will monitor and support teachers, by checking whether these resources are being used by teachers and students, assessing students' literacy outcomes, and providing teachers with coaching and technical support if they are not following the teacher's guides with fidelity. Teachers' professional development mechanism will follow the current national in-service teacher training, adjusting and intensifying critical elements (detailed below) to help its implementation at the school level. Training will also be specifically focused on teaching early reading, as evidence shows that focusing on specific issues makes teacher training more effective.

37. The activities will, to the extent possible, use synergies with on-going experiences in Mozambique (such as the program *Vamos Ler!* with the support of USAID). They will also benefit from the recently launched initiative at the World Bank, *Ending Learning Poverty*, which will bring valuable international expertise.

38. Activities will include:

i. **Structured pedagogy, students learning material and assessment:** This activity involves the development of detailed daily lesson plans for teachers (reading Grades 1, 2 and 3). These lesson plans will be easy to use and highlight instructional practices that have been shown to improve early grade reading. Attention will be given to gender aspects to ensure that girls and boys receive equal attention from teachers. Best international practices showed that structured (guided or scripted) pedagogy is an effective action to support teachers in a context of low skills and knowledge content. The project will provide textbooks and complementary materials for students (Grades 1 to 3, Portuguese) to support this component's objective. A student assessment mechanism will be implemented to monitor students' progress in reading.

ii. **Train coaches and teachers:** Structured coaching methods will be implemented to train the teachers, where ZIP coordinators and selected pedagogical directors receive material and extensive training on how to observe a classroom and conduct feedback sessions with the teachers. The classroom observation tool included in the national in-service teacher training strategy will be adjusted and simplified. Observations and feedback (from coaches to teachers) will be conducted frequently, to ensure constant communication between the teacher and the coach. This will revitalize the current role of the ZIPs in providing pedagogic support to schools in their ZIP. To be effective, these activities will consider measures to reduce the teaching working load of ZIP directors. Finally, there will be support for ZIP coordinators to facilitate transport to schools (such as stipends, bicycles or motorcycles). Coaches will be provided with Tablets/smart phones that work offline and contain videos and content to support teachers. Technology will also be used to create virtual groups within each ZIP to share resources and updates among teachers, and answer questions. A digital platform will be developed to monitor implementation of support to schools. The platform will help capture the number of visits to each school, classroom observation and feedback to teachers, which will also be used as inputs for coaches' support and accountability.

39. This sub-component focus on learning Portuguese. After the reform of the Education Law recognized bilingual education as an alternative modality to instruction fully in Portuguese language, MINEDH introduced changes to the curriculum for grades 1 to 3 and adjusted the teacher training to include teaching in national languages. While the conditions to expand bilingual education are being created, especially in terms of training the teachers and monitoring results through learning assessments and evaluations, this project will support bilingual education with the extension of the national learning assessment to include both monolingual and modalities. The main goal, however, is to consolidate a group of interventions at the school level focusing on Portuguese language at this stage, to be expanded in the future to bilingual education. In other words, the project will ensure that for students learning to read in Portuguese language: i) teachers are comfortable using the guided lesson plans; ii) coaches are well trained and have the means to effectively visit schools frequently, observe classrooms, provide feedback and training to teachers, using technology as needed to make training more effective; iii) learning materials are developed, reach the schools timely and are used by all children in the classroom; and iv) learning assessments are used as part of the teaching process. At a future stage, when these conditions are achieved, the model would be expanded to cover bilingual education.

40. The design and implementation of the national program will be done in parallel to the pilot that is currently being implemented in the North through USAID financing. Under this sub-component, the project will utilize the materials developed by the pilot, with inputs from international expertise in teacher professional development, curriculum development, and assessments. The proposed interventions are based on best international practices including, for example, the case of the municipality of Sobral (Ceará-Brazil), which managed to remarkably improve students' learning outcome since the early 2000s and became the highest performing municipality in the country. Other experiences considered were implemented in Kenya, Rwanda, South Africa and Chile, with notable results.

41. To incentivize the efficient distribution of textbooks to all students in grades 1 to 3 and ensure availability and use at the school level, part of the financing of this subcomponent (US$10M) will be linked to the following PBC:

- PBC1. Increased proportion of Grades 1 to 3 students with individual textbooks

42. The activities of this component will be complementary to other FASE financed activities financing books and learning for upper grades, and teacher training (pre-service and in-service in other subjects and for teachers in upper grades). They will also complement support to bilingual education, both of FASE and of other bilateral partners, such as USAID through the *Vamos Ler!* program.

Component 2: Increasing access and retention of girls in upper primary and lower secondary education (US$105M – of which US$25M IDA and US$80M GPE Financing)

43. This component will support MINEDH in its efforts to increase retention in upper primary and lower secondary education especially for girls, improving the school environment and expanding the supply of lower secondary schools. As described in the ESP, one of the major challenges in the sector is the retention of girls in upper primary and secondary education, especially in the Northern region, where discriminatory social norms against girls are more predominant and access is more difficult. The demand side barriers are coupled with limited supply of secondary education services, mainly due to severe deficits of schools and teachers. The project will aim at making schools more accessible to girls, improving the retention and access of girls to education in these levels

of schooling, complementing the Government and developing partners' efforts (including those related to COVID-19 response) and other Bank projects.

Sub-component 2.1– Facilitate access to upper primary and lower secondary for girls (US$60M GPE Financing– of which US$23M are linked to PBC2)

44. This sub-component aims at expanding supply of schools offering lower education and improving the conditions of school infrastructure to help attract and retain girls. This will include the requalification (or revamping) of a number of primary education schools, expanding them to be able to provide lower secondary education, as planned by the National Education Law. Currently, MINEDH has identified approximately 235 primary schools considered as eligible for upgrading to become basic schools (teaching from Grade 1 to 9) in this first stage. These schools include primary schools currently offering secondary education grades and primary schools that host secondary education groups, which depend on another distant secondary school.

45. MINEDH is currently doing an assessment to identify the main adjustments these schools' need to be adequate to offer lower secondary education according to the standards. Adjustments will be done both in infrastructure and human resources. Works on infrastructure will include as a central priority the rehabilitation or construction of WASH facilities in all requalified schools, ensuring access to water and adequate sanitation facilities. Sanitation facilities will be tailored to be gender friendly and support the management of menstrual hygiene, as well as to cater for the accessibility for children with physical disabilities.

46. This sub-component will also support the requalification of teachers, that is the training of teachers teaching in primary who are eligible to teach in secondary education (for example, having the adequate academic background) to teach in the requalified lower secondary schools. Adequate training will be provided to eligible primary education teachers who meet the basic requirements to teach in lower secondary. The reform implemented by the new education law, which reduces the duration of primary education and changes to a single-teacher model up to Grade 6, will release primary education teachers in the system. At the same time, the expansion of lower secondary will require the hire of a large number of new teachers. Thus, this sub-component aims at helping the requalification of teachers to facilitate this transition, helping ensure that requalified schools meet all the personnel requirements to teach the lower secondary curriculum. This type of activities is critical to ensure that expansion of lower secondary is done without having a negative impact on quality. Emphasis will be given to requalify female teachers, to the extent possible, aiming at increasing the share of female teachers in lower secondary. Distance learning programs will be used to support requalification of primary school teachers. All training efforts will include a focus on Gender-Based Violence (GBV) awareness and mitigation.

47. Activities include:

i. **Improvement of school infrastructure, including WASH facilities:** MINEDH will conduct a detailed assessment of 94 of the 235 identified primary schools which can be equipped to teach lower secondary, identifying infrastructure and personnel needs. A requalification plan will be prepared for each of those schools, including detailed budget needs. After a plan is developed for each school, infrastructure conditions will be improved and expanded as needed to meet the minimum standards required for a lower secondary school. Special attention will be given to ensure schools have access to water and sanitary facilities are adequate, separated by gender and accessible to students with disabilities.

ii. **Training and allocation:** The Human Resources Department will work to identify the list of teachers whose profile fulfills the established minimum requirements to teach in lower secondary. An assessment will also be done to ensure that the requalification of teachers does not generate teachers' deficits in primary. When possible, female teachers will be prioritized. Eligible teachers will receive specially designed training provided by the Teacher Training Institutes. Lecturers of the IFPs will also be trained to be able to deliver this training to requalified teachers. Teachers' training will include content on GBV prevention in secondary schools.

48. To incentivize a stronger focus in the North and the Central regions of the country (where gender gaps are larger and school infrastructure conditions show greater deficits), US$23M of the total financing of this component will be tied to the achievement of the target of the following PBC:

- PBC2. An additional 141 primary schools upgraded to become basic schools (grades 1 to 9), including gender-friendly and inclusive WASH facilities, in districts where girls' GER is below 60 percent.

49. The achievement of this PBC would imply that all schools identified for the upgrading would be supported, and that near 60 percent of the upgraded schools is done in the most needed regions, concentrated in the North and Center, helping to reduce regional disparities.

50. The activities of this component will complement other efforts to improve school infrastructure and WASH facilities, especially as part of Mozambique's COVID-19 response plan. The Ministry of Public Works informed the Bank that US$44 million will be allocated to improve WASH facilities in 667 secondary schools. Also, GPE approved a US$15 million grant to support COVID-19 response in Mozambique, including funds to support hygiene supplies in schools among others (these activities will not include school infrastructure). GPE is also supporting the reconstruction efforts in the areas affected by cyclones Idai and Kenneth in March 2019. These grant (through the Accelerated Funds mechanism) amounts to US$20 million and include US$10 million for infrastructure and WASH facilities in selected districts. The project Disaster Risk Management and Resilience Program (P166437) is also financing the refurbishing and rehabilitation of 3,000 schools in areas with the highest risks of natural disasters and will be complementary to the project activities. Finally, FASE has been allocating around 30 percent of its annual budget to school infrastructure, mainly focusing on building new schools and additional classrooms in existing primary and secondary schools.

Sub-component 2.2– Strengthen the quality and expand the scale of Distance Learning (US$30M, of which US$10M are IDA Financing and US$20M GPE Financing)

51. There are currently 316 Distance Learning (DL) centers in Mozambique, usually established in secondary schools, providing services to 38,000 students (47 percent girls). MINEDH's target is to increase the number of centers to 420 to reach 47,331 students or 4.5 percent of total enrollment in secondary education. This target is ambitious considering that DL has not been expanding at the expected rates. The DL program is implemented through delivering printed material to students in lower secondary and through an online platform with academic contents for upper secondary students. Distance learning implemented in the context of COVID-19 response opens an opportunity to diversify and improve DL channels and materials and attract students that are out of the system to complete lower secondary. The activities in this component will support the expansion of DL in its different formats (TC, radio, online and printed materials), maximizing possible coverage.

52. Based on effective experiences in Mozambique and other countries (including Northern states of Brazil, with similar challenges than Mozambique in terms of connectivity and geographical dispersion of schools), this sub-component will equip the DL centers with ICTs to make the learning process synchronous and interactive. Pedagogic materials will be improved, and tutors will receive training, including larger practical components. DL centers will be selected based on access and retention rates of girls in the area. Actions will also include work with communities to attract more girls into DL, especially out-of-school girls or girls at risk of dropping out. Activities will be targeted, to the extent possible, to the same localities where the interventions implemented by the HDD project take place.

53. A fundamental component for the expansion of quality DL is adequate teacher training in their added role as facilitators of content in a hybrid learning strategy. Although the best teachers are expected to be recruited for distance education material, the success of the model relies on students adhering to the format and engaging at local level. Teachers are expected to be trained to teach using distance learning tools by 2022 to be ready to teach in secondary education in this new format by 2023.

54. The activities of this subcomponent include:

i. **Strengthening and expanding DL supply:** The minimum requirements of equipment, materials and infrastructure for a DL will be revised. An assessment and diagnosis will be made on the current DL centers to identify main equipment and infrastructure deficits compared with the new standards. Technology and materials will be provided according to the needs identified in the diagnosis. To support the Government's target of increasing DL enrollment by near 25 percent, the project will include different actions. First, schools where new DL can be built will be identified, and the new DL centers will be built and equipped according to new standards. Second, complementary channels of DL will be implemented (radio and TV), using materials and programs developed during the COVID-19 response school closure and other relevant experiences. Third, the use of the online platform will be expanded to cover lower secondary contents. Recruiting and training effective teachers and tutors will be critical to ensure high quality DL. A special training program for DL will be designed by MINEDH. IFPs and, potentially universities through partnerships for this purpose, will be involved in the training of tutors.

ii. **Support to dropout girls:** The project will also support adolescent girls who dropped out school with laptops or tablets which allow for DL enrollment and graduation. Beneficiaries will be identified in coordination with the social protection projects (HDD).

55. All DL activities will prioritize implementation in the Northern and Central regions of the country, where supply of lower secondary schools is limited. Areas of escalating violent conflict in Cabo Delgado will also be considered in the scaling up of DL activities. This will be done in coordination with the preparation of the new HD project for the Northern Region and in close collaboration with agencies with expertise in fragile context and working in these areas of Mozambique.

Sub-component 2.3– Promote a safe and inclusive school environment for girls (US$15M IDA Financing)

56. This subcomponent will support the implementation of SRH education program and GBV awareness and mitigation in upper primary and lower secondary education schools.

57. The activities of this subcomponent include:

i. **Implementation of a sexual and reproductive health education program in all upper primary and secondary schools.** MINEDH is currently implementing an SRH program in collaboration with the Ministry of Health. This program aims at reaching 80 percent of secondary schools. The project will review the SRH program and strengthen its content and monitoring mechanisms and scale up to achieve all lower secondary schools and all upper primary schools. Within this program, among other activities, the participant school establishes a "corner" to which students (both girls and boys) can address questions and concerns or look for information. The school identifies a gender focal point, who is especially trained for this task and is regularly visited by a staff of the community health center. This intervention will be monitored with two surveys (one in the beginning and the other after at least three years of the program's implementation) to assess effectiveness and implement course-correction measures if needed.

ii. **Development of a GBV risk assessment, mitigation plan and monitoring.** GBV activities will include the development of an assessment of the main risk factors, the design and implementation of a plan to mitigate those risks, and a mechanism to monitor the evolution of those risk factors during the implementation of the project. Evidence shows that addressing and monitoring GBV risk factors has a big impact in terms of prevention, thereby, complementing efforts to address mitigation.

iii. **Development and implementation of a referral mechanism.** The project will support MINEDH's efforts to design and implement a referral mechanism identifying roles and responsibilities for teachers, school's authorities and school community, and including other referral channels that are independent from the school. The referral mechanism will be broadly communicated in upper primary and secondary schools.

iv. **Implementation of communication campaign addressing social norms in targeted communities.** The project will finance a program targeted to specific communities with the aim of changing social norms who presently accept practices that allow gender violence. This program will be designed and implemented according to the most effective international practices, which indicate that communication efforts need to be frequent and sustained over a certain period (once every four months the communication campaign must be relaunched). A monitoring mechanism will also evaluate the effectiveness of this program.

Component 3: Strengthening governance to improve efficiency and monitoring of education outcomes progress (US$ 40.5M – of which US$ 25M are IDA Financing and US$15.5M GPE financing)

58. The third component aims at: (a) improving the efficiency of the system in monitoring education outcomes –access, progression and performance; and (b) introducing a result-based financing program at the district level to improve efficiency in the allocation of teachers and reduce teachers' absenteeism, and to boost the objective of this project in terms of girls retention.

Sub-component 3.1: Strengthening capacity to collect and analyze data, including disaggregation by gender (US$6.5M GPE Financing).

59. **This sub-component aims at strengthening MINEDH Directorate of Planning capacity to collect and analyze education statistics, as well as consolidating the national assessment system, to help monitor girls' education progress.** The capacity in MINEDH to analyze, monitor and evaluate indicators of education performance has significantly improved in the past decade with some improvement on assessing the connections between interventions, outputs and outcomes crucial for understanding ongoing policies and strategies impact. However, there is limited capacity development at the provincial, district and school levels. For the Government to progress on quality indicators such as learning and retention, it will be critical to develop the capacities for effective education policy analysis, planning, administration and monitoring at the provincial and sub-provincial levels.

60. Therefore, this subcomponent will support the following activities:

i. **Strengthening of the National Education Management Information System.** The project will support the National Strategy for the Development of Education Statistics (ENDEE, 2020-2024) in its goal to strengthen the National Education Management Information System (SIGE). ENDEE identified that the current data available is not enough to produce all disaggregated and comparable indicators required to monitor progress towards established national and international goals. More reliable, timely and disaggregated data will enhance the system capacity to monitor girls' education progress, including learning conditions that disproportionately affect girls, such as GBV cases reported.

ii. **Consolidating the National Learning Assessment (NLA) system:** This includes the implementation of regular national assessments at all levels of schooling. The NLA will be conducted every three years for basic education and results disseminated at all levels. The main objective of this activity is to help strengthen the Government's capacity to conduct learning assessments. The sector has encountered specific challenges to implement the current NLA on a regular and timely basis. Mozambique developed its first NLA in 2013 and a second assessment took place in 2016 with focus on Grade 3. A third assessment was planned for 2019 but due to procurement challenges in the process, the assessment was conducted by INDE, which due to limited technical staff and short time to prepare, could only cover the Southern region. The next round of the NLA was planned for 2020, but due to COVID19 it is likely to be postponed to 2021. These efforts, largely financed by development partners through FASE, have enabled some capacity developed within INDE to manage the sample-based evaluation process, but there is a need to ensure continuity of these assessments and that the results are used for education policy and practice. The NLA will be implemented in both monolingual and bilingual modalities for primary education.

61. In addition to the current NLA for Grade 3, this activity will also entail developing and implementing an assessment for the secondary level, which would allow to keep track of girls' performance in lower secondary. This activity will benefit the entire system, allowing the monitoring of students' progress, focusing on the provision of pedagogical feedback to schools for them to review their strategies and plans, and informing MINEDH at different levels to guide education policy, including specific actions related to girls' education.

Sub-component 3.2: Implementing result-based financing to improve education outcomes (US$ 34M – of which US$ 25M are IDA Financing and US$ 9M GPE Financing and linked to PBC3).

62. This sub-component will finance a performance-based financing mechanism. Building on lessons from a 2018 pilot, the performance-based school-grants program will be scaled up and adjusted. The pilot Direct Support

to Schools – Performance based (ADE-D for its name in Portuguese) was implemented in three provinces (nine districts), where eligible schools received a financial incentive additional to the regular school-grant program (which is determined by enrollment). Performance was measured by teachers' absenteeism, transparency in the school-grant management, involvement of the school council and students' reading skills. The pilot showed that, in a context of low capacity, monitoring implementation and verifying performance progress is highly challenging. Thus, the program requires simplifying the verification means and performance indicators. In the scaling up introduced by this project, indicators on girls' attendance and retention in school will be included. These indicators can be measured by the administrative data collected every year in all schools through the school census conducted on March 3rd and at the end of the school year. Teachers' absenteeism will also be included as a measure of school performance. Although this information is not collected through the school census data, a mechanism will be designed to report and monitor (through random spot checks by an independent firm).

63. To incentivize the design and implementation of a mechanism to monitor teacher's absenteeism, this subcomponent will include a financing of US$9M tied to the achievement of the target of the following indicator:

- PBC3. Reduced teachers' absenteeism at school (US$9M)

64. Complementary to the implementation of the performance-based program, technical assistance will be provided to districts to support schools and to school councils to monitor girls' attendance. A well-evaluated program implemented in the province of Manica showed that providing regular information to parents about girls' attendance to school had a positive impact on attendance, and at a low cost.[45] That experience will be the basis of these subcomponent activities to work with school councils to inform parents about girls' attendance.

65. The results-based program will also introduce incentives at a pilot basis to districts to improve the allocation of teachers to improve pupils-teachers ratio within their schools and the presence of female teachers, especially in more isolated areas. While districts decide the allocation of teachers to schools, evidence show that this is not always done based on school enrollment and teachers' deficits at the school level. Students-to-teacher ratios show a large variance between schools within the same district, showing that reallocations could improve the system's efficiency. In addition, incentives could support districts that promote hires of female teachers (meeting needed requirements), especially for upper primary grades. Technical assistance will be provided to districts to improve allocation of teachers using available information on enrollment and gender composition of the teachers' workforce.

Component 4: Project management, monitoring and evaluation (US$ 3.5M – of which US$ 3.5M GPE Financing)

66. This subcomponent will finance overall management of the project, as well as the implementation of its monitoring and evaluation mechanisms. An Implementation Support Team (IST) will be established within MINEDH (described in section III below and Annex I of this document) to coordinate the project implementation supporting and coaching MINEDH's units, through which the different activities of the project will be implemented. The IST will also ensure the inter-ministerial coordination, where needed.

[45] D. de Walque and C. Valente, Incentivizing School Attendance in Presence of Parent-Child Information Frictions, World Bank Policy Research Working Paper No. 8476, 2018.

67. The main activities included in this component are establishment of the IST and overall project management, overall project monitoring and evaluation, verification of the PBCs targets by an independent verification agency (IVA) and project reporting and communication.

Project Costs and Financing

68. The proposed project will be financed by an IDA credit of US$100M and a GPE grant of US$140M. As required by GPE, 30 percent of the total GPE grant will be linked to the achievement of the target of Performance Based Conditions, associated to GPE's focus areas of learning, equity and efficiency. The costs by project component and subcomponent are summarized in Table 2 below.

Table 2. Project costs and financing source

Components	IDA Financing	GPE Financing		Total Project Financing
		Fixed	Variable	
Component 1. Improving learning in primary education	**50**	**30**	**10**	**90**
Subcomponent 1.1 -Strengthening school readiness		25		
Subcomponent 1.2 - Strengthening reading skills in primary education	50	5	10	
Component 2. Increasing access and retention of girls in upper primary and lower secondary education	**25**	**57**	**23**	**105**
Subcomponent 2.1 - Facilitate access to upper primary and lower secondary for girls		37	23	
Subcomponent 2.2 - Strengthen the quality and expand the scale of Distance Learning	10	20		
Subcomponent 2.3 - Promote a safe and inclusive school environment for girls	15			
Component 3. Strengthening governance to improve efficiency and monitoring of education outcomes progress	**25**	**6.5**	**9**	**40.5**
Subcomponent 3.1 - Strengthening capacity to collect and analyze data, including disaggregation by gender		6.5		6.5
Subcomponent 3.2 - Implementing result-based financing to improve education outcomes	25		9	
Component 4. Project management, monitoring and evaluation		**3.5**		**3.5**
World Bank supervision		**1**		**1**
Project total	**100**	**98**	**42**	**240**

69. The proposed project will operate through FASE, complementing other FASE financed activities. FASE's recent disbursements and indicative financial commitments for the next five years, including the proposed project, are presented in Table 3 below.

Table 3: FASE disbursements and indicative financial commitments

Agency	Amount (Million - US$)	
	Disbursements 2012-19	Indicative commitments 2020-24
World Bank	217.2	100.0

GPE (ESPIG and Multiplier Grants)	145.9	140.0
Other FASE partners*	426.1	135.8**
Total FASE	**789.2**	**375.8**

*Includes Canada, Germany (through KfW), Finland, Ireland, Italy, Portugal and UNICEF.
**Includes Canada, Germany (through KfW), Finland, France, Ireland, Portugal and UNICEF. In the case of Portugal, it includes only disbursements for 2020, since Portugal informs its commitments on an annual basis. Italy has not provided indications of FASE contributions for the next years.

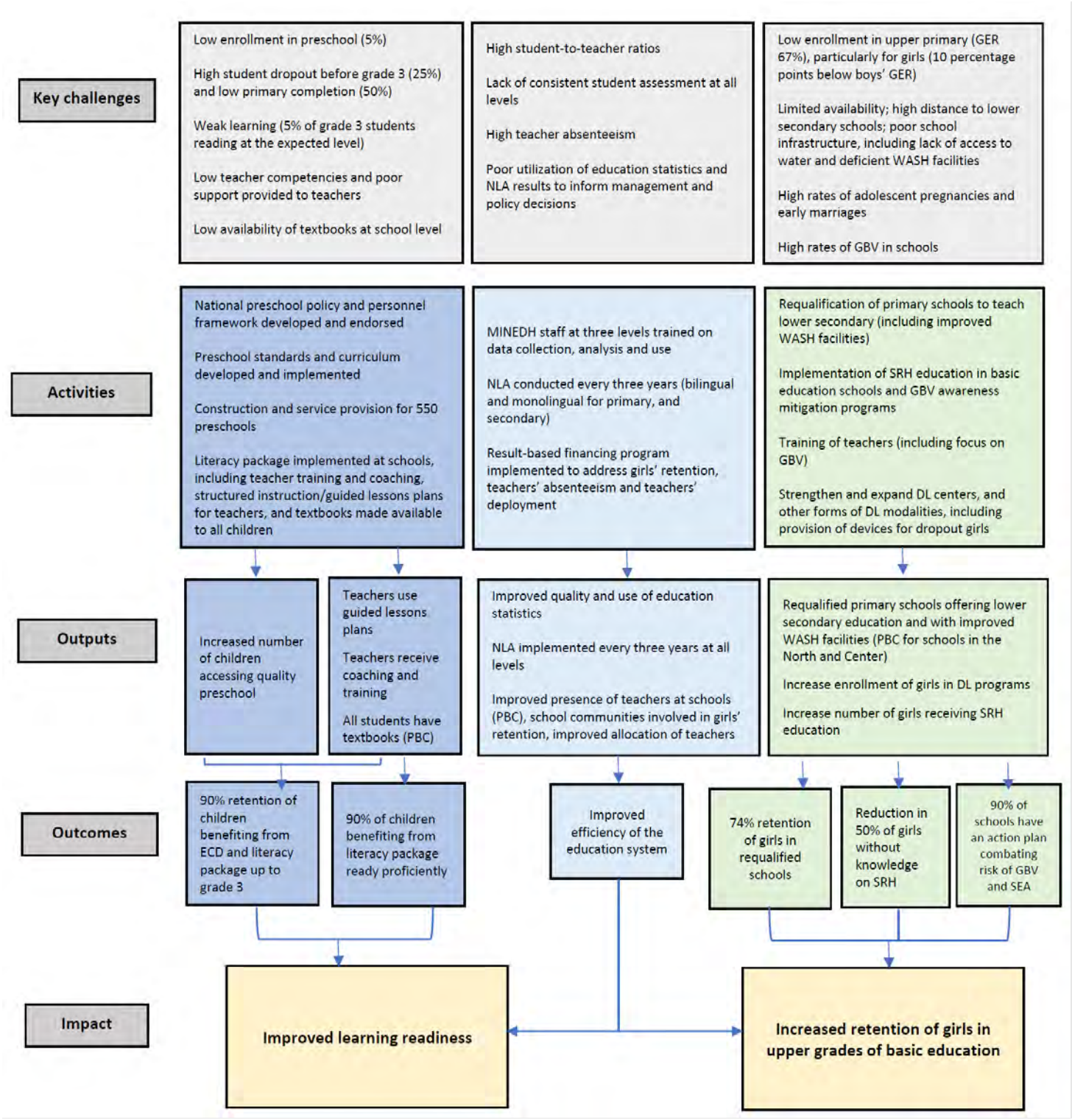
C. Project Beneficiaries

70. Primary beneficiaries of this project are 8 million school children in preschool and basic education, teachers, principals and parents. While focusing on girls in upper grades of basic education (currently near 495,000 girls), the project will equally benefit boys and girls by promoting inclusion and support to students in disadvantaged areas. In a broader sense, by strengthening the education system and its capacity, 140,000 teachers and officials at different levels will benefit from a well-functioning system. Communities in targeted areas will also benefit from different activities of the project, including parental education, awareness raising on gender issues hampering girls' participation and success in education, among others.

D. Results Chain

71. The Theory of Change underlines the challenges and associated strategies defined in this project and is fully aligned with the ESP 2020-2029. It outlines some of the key challenges facing the sector, the priority activities identified to address those challenges, and how the expected outputs from these activities seek to achieve the key objectives of the project. The challenges, activities, outputs, and outcomes are organized under the three main components of this project: Improving learning in primary education; increasing retention of girls in upper primary and lower secondary education; and strengthening governance to improve efficiency and monitoring and education outcomes progress.

Figure 4: Project results chain



E. Rationale for Bank Involvement and Role of Partners

72. The value added of World Bank's support derives from its close and efficient collaboration with the government and its extensive knowledge of evidence-based best practices across Africa and beyond, including inter-sectorial expertise. The Bank has developed a comparative advantage in the areas related to the proposed activities such as teacher training and support, development and procurement of learning materials, distance learning, and implementation of learning assessments. Additionally, it has experience in the management of GPE funds, with operational know-how for results-based financing, impact evaluations and implementation support for M&E, and is an active member of the LEG.

F. Lessons learned and reflected in the Project's design

73. The project design incorporates several lessons learned obtained from previous education projects in Mozambique and relevant World Bank projects around the world, as well as the discussion with education development partners and civil society.

74. The early literacy package, in subcomponent 1.2, adopts important elements of successful programs in Kenya, South Africa and Brazil (state of Ceará). Those programs, which resulted in visible improvement in students' learning in five to ten years, combine a group of interventions at the school level, including scripted instruction, supporting teaching and learning materials, and teacher training based on classroom observation, peer feedback and coaching. *Vamos Ler*! in Mozambique also uses some of those elements, which will help the design and implementation of this project.

75. **Effective result-based financing programs establish clear, simple and measurable targets**. The ADE-D pilot in Mozambique helped inform the design of the scale up included in this project, highlighting the challenges in implementing credible verification means. The proposed RBF programs in this project simplify the indicators used to measure performance and use administrative data to the extent possible or other established data collection means. Moreover, effective GBV interventions ensure that the main risk factors are identified, addressed and monitored, rather than measuring GBV prevalence, which is complex to do using adequate protocols in a large national scale.

76. **Ensure Government ownership and implementation capacity at all levels.** MINEDH has long experience in implementing World Bank and GPE projects and has strengthened its capacity. Yet, continuous support and coaching is critical for timely and effectively implementing the project activities, especially at the local level. The project's implementation arrangements include the support of an Implementation Support Team, which includes members ("coaches") at the provincial level to provide closer support to districts and schools clusters. The project is directly aligned with the recently approved ESP 2020-29, which was prepared through a highly consultative process, which ensures Government ownership at all levels.

77. **Multisector interventions require effective coordination between different ministries.** Several interventions in this project require a multisectoral approach and, consequently, need an effective coordination of MINEDH with different ministries. The IST will support this coordination.

78. **When using public private partnerships to implement programs, separate construction aspects of the design from other operational components.** In the case of the project ECD activities of the previous education project, the original design was somewhat ambitious given the fact that the communities selected were in extremely remote locations making implementation more challenging for construction, educators' support, distribution of materials, and others. Also, the third-party providers (TPPs) hired to implement the project in its early stages had the responsibility for all aspects of the delivery of the project, including construction. Some TTPs did not have the needed construction expertise in place which delayed the construction of ECD centers that led to implementation delays and a reduction in the number of centers developed under the project. The ECD interventions in this project will emphasize the focus on content and teacher training, simplifying infrastructure (while complying with minimal standards) and separating construction responsibilities from content development.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

79. **The Ministry of Education and Human Development (MINEDH) is responsible for the overall implementation of the project.** MINEDH will implement the project through its different units or departments and will have total fiduciary responsibility. However, in line with the multisectoral approach being proposed for this project, MINEDH will coordinate with relevant Ministries. Sub-component 1.1 – *Strengthening school readiness*, will be implemented in straight collaboration with MIGCAS, as established in the regulation on the National Education Law. Representatives of MIGCAS participated in the preparation of the project. Similarly, this sub-component will also require coordination with the Ministry of Health, especially for the nutrition-related interventions. The adjustment and implementation of the Sexual and Reproductive Health Education program will also be done in collaboration with Ministry of Health. At the local level, MINEDH will rely on existing structures, including the District Services of Education, Youth, and Technology (SDEJT).

80. **Within MINEDH, the Planning and Cooperation Department (DIPLAC) will be responsible for the coordination of the project implementation, with the support of an Implementation Support Team.** While the main responsibility of the project implementation will be on MINEDH's respective Directorates and departments, DIPLAC will be assisted by an Implementation Support Team (IST), whose role will be to strengthen MINEDH's implementation capacity at both central and local levels, help in the daily management of the project, and support the coordination with the other sectors, key for the success of this project. The IST will act as a catalyst and coach to MINEDH staff at the central and provincial level to strengthen implementation management skills and accelerate the implementation of the planned and budgeted outputs. In terms of staffing, IST will be composed of socially dynamic and agile international and national coaches that perform on-the-job training in a very applied manner. At the central level, the IST will include a "coach" or project manager, a gender/GBV specialist, an infrastructure development specialist, a procurement officer and an FM specialist. The IST will also have representatives at the local level, one official per province, who will be responsible for coordinating, training and supporting the project focal point at the SDEJT. Based on needs and requirements, other specific members with specific skill sets and expertise can be added after a joint agreement between the Bank and MINEDH. The Terms of Reference for these positions will be prepared (activity included in the PPA) and agreed with the World Bank's team. A mapping of available capacity at the SDEJT will also be developed with the PPA funds.

81. **The IST will work directly with MINEDH's Departments.** The main counterpart of IST is the Implementation Core Team, which consists of Finance, Procurement and the National Directors heading the main MINEDH programs (primary, secondary, teacher training, etc.). IST will support the Implementation Core Team on a regular basis, including with swiftly mobilized technical assistance if requested. The anticipated impact of IST's presence is rapid on-the-job skill development in implementation management and a gradual closing of the gap between what is planned and budgeted and implemented.

82. **The project will contribute to the pooled fund FASE.** As established in the FASE Memorandum of Understanding (MoU), funds will be allocated based on an agreed annual activity plan, prepared and budgeted each year by MINEDH. The annual plans are agreed with the Bank and the other cooperating partners. A new FASE MoU is being prepared and discussed between FASE members and MINEDH. As the project will be channeled through FASE, the structure of the IST will be finalized in consultation with the LEG and will be aligned with the revised implementation mechanism of FASE.

83. **To ensure synergies with other external support, IST will have a key role in coordinating Technical Assistance.** An important function IST will play is to reinforce horizontal linkages between Planning, Budgeting, Financial Management, Procurement, M&E, Reporting, and Program Departments. As part of this function, IST will guarantee that Technical Assistance is responding to MINEDH's HR Development Plan that highlights clear gaps and needs across the central and provincial levels of the ministry. An HR Development Plan will need to be developed and budgeted each year and, as a prerequisite for the approval of the annual plans and budgets. IST is in charge to manage and ensure interconnectivity and regular exchange between all Technical Assistance that is provided and relevant staff members. Given the intended shift from predominantly investing in quantity (i.e. number of students) to a targeted focus on quality through education reforms, reinforcing open exchange and joint learning is essential.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis (if applicable)

84. The economic and financial analysis for the Improving Learning and Empowering Girls in Mozambique Project addresses three key questions: (1) the rationale behind the proposed interventions; (2) what the major expected benefits and costs related to the Project are; and (3) the World Bank's value added. The cost benefit analysis assumes that the multi-level interventions would impact student education outcomes in basic education, reflected in higher transition from primary to secondary education, and higher completion rates. Benefits from project's interventions are estimated as the increased wage incomes resulting from larger numbers of students completing basic education. The net present value (NPV) of the project is estimated at US$147 million and the equivalent internal rate of return (IRR) is 16.8 percent. While the NPV is higher than the project investment it does not consider the expected positive externalities and other potential beneficiaries and represents a very conservative estimate. It considered only the impact on the future wage increase from the additional years of schooling of the expected beneficiaries of the project. A series of sensitivity analyses were conducted to assess the variations in the NPV and IRR within a reasonable range of adjustments to the assumptions (See Annex 2).

B. Fiduciary

(i) Financial Management

85. A Financial Management Assessment was undertaken to evaluate the adequacy of the proposed project financial management arrangements. The Assessment was carried out in accordance with the Directives and Policy for Investment Project Financing (IPF), the Bank Guidance on FM in World Bank IPF Operations issued on February 28, 2017, and Bank Guidance on IPF with Performance-Based Conditions (PBC) issued on January 29, 2020. The MINEDH have gained experience over the time in implementing Bank-financed operations. The latest supervision mission of the Education Sector Support Program (ESSP – P125127) concluded that the MINEDH has been working to ensure compliance with FM requirements for Bank-financed operations and the FM performance rating is Satisfactory. No major FM issues were raised under this program. The overall FM risk is Substantial due in part to country risk, capacity issues in the country, and the decentralized nature of the project.

86. The project funds, expenditures, and resources will be accounted for using the existing automated accounting software in use at education sector in parallel with the government integrated financial management information system (e-SISTAFE) used for payment of program expenditure. Disbursements of IDA funds for the IPF activities would be report-based (i.e., based on IFRs) using the following methods: (i) reimbursement; (ii) advances; (iii) direct payments; and (iv) special commitments. MINEDH will prepare semi-annual unaudited interim financial reports (IFRs) and provide such reports to the World Bank within 45 days of the end of each calendar semester. The project financial statements will be audited annually by private audit firm, in accordance in accordance with International Standards on Auditing as issued by the International Auditing and Assurance Standards Board (IAASB) within IFAC. The audit report together with management letter will be submitted to the World Bank within six months after the financial year-end, that is, June 30 of each following fiscal year.

87. For IPF-PBC components, disbursements under the project to be made through advance to the Designated Account of funds for expenditures as they are incurred (typically six months of anticipated project expenditures), and reimbursement method, upon achievement of outputs and outcome, define as Performance-Based Conditions (PBC). Confirmation that a PBC is achieved will be based on agreed verification protocols by an independent verification agent. Once the achievement of an indicator is verified, the Government can make a disbursement request.

88. Concerning the verification of the protocol, the MINEDH will be responsible for compiling all data, information and evidence of achieving the PBC (see Annex 1). The documentation, including evidence of verification, should be submitted to the World Bank to allow disbursement of agreed amounts. The contents and quality of verification should be satisfactory to the World Bank. In addition, the IFR will include information on eligible expenditures program. The overall conclusion of the fiduciary review is that, despite some weaknesses that have been identified, the country PFM systems are adequate to provide reasonable assurance that the budget lines for the eligible expenditures are currently appropriately managed. The budget preparation and execution monitoring, accounting and financial reporting are considered adequate. Detailed procedures for the verification protocol, accounting, reporting and documentation of eligible expenditures will be outlined in the Project Implementation Manual.

(ii) Procurement

89. **Procurement arrangements and capacity.** The proposed procurement activities for the project will be managed by the *Departamento de Aquisições* (DAQUI) of MINEDH, which shall be resourced with the necessary capability for a day to day management of the project, including the availability of qualified capacity in procurement, satisfactory to the Bank. While the MINEDH has implemented the recently closed Bank funded ESSP project (P125127), there was a concern on the adequacy of the capacity established to efficiently manage procurement. MINEDH has recently enhanced the team with the recruitment of a consultant with adequate qualifications in procurement, including in contract management. This arrangement will enable the Ministry to manage World Bank fiduciary requirements from an early stage in a satisfactory manner and advance the implementation of envisaged activities under the project. The World Bank will carefully monitor the compliance to the procurement provisions and DAQUI's implementation capacity and provide support and handholding as required, throughout the implementation. As some of the activities will be implemented at a decentralized level (provinces), the Project Operations Manual (procurement) will need to detail the level of delegation to the provinces and the need for certain types and amounts/complexity of procurement to be vetted by DAQUI, for compliance with the provisions of the Financing Agreement, prior to award of contract by the decentralized units.

90. **Procedures.** Procurement for the proposed operation will be carried out in accordance with the 'World Bank Procurement Regulations for IPF Borrowers', dated July 1, 2016, revised November 2017 and August 2018, and the provisions stipulated in the Financing Agreement. Furthermore, the 'Guidelines on Preventing and Combating Fraud and Corruption in projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006, and revised in January 2011 and July 2016, will apply.

91. **Country practices**. Payments to foreign providers may affect the performance of the procurement function of the project, as substantial delays are occurring throughout the portfolio. In addition, the fulfilment of the requirements of the Attorney General's Office and the Administrative Tribunal for legal vetting of contracts, may lead to delays into contract signing, after the completion of the evaluation process and of the contract award. It is instrumental that the time required for the processing by the Attorney General's Office and the Administrative Tribunal is carefully considered in the activities planning process. Furthermore, when a contract is entered with a foreign supplier/consultant, there is a need to obtain clearance from the MEF (*Repartição de Assuntos Júricos e Contratos*) and the Central Bank (*Banco de Moçambique*), before payments abroad can be authorized. These risks are portfolio wide and will be regularly monitored.

92. **Project Procurement Strategy for Development (PPSD).** MINEDH, through DAQUI, will prepare, prior to project appraisal, a Project Procurement Strategy for Development (PPSD), with support from the World Bank, as required. The PPSD will inform the project Procurement Plan and the relevant aspects to be included in the Procurement section of the Project Operations Manual, which will guide the DAQUI in carrying out procurement in accordance with the World Bank Procurement Regulations.

93. **Procurement Risk**. The overall procurement risk associated with the project is Substantial.

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

C. Environmental and Social

94. The project will likely target schools that have similar characteristics: poor water, sanitation and hygiene conditions. Schools, particularly those in rural areas, often completely lack drinking-water and sanitation and hand-washing facilities; alternatively, where such facilities do exist, they are often inadequate in both quality and quantity. Schools with poor water, sanitation and hygiene conditions, and intense levels of person-to-person contact, are high-risk environments for children and staff, and exacerbate children's susceptibility to environmental health hazards, including risks to COVID-19. Moreover, some schools have poor infrastructures, including crowded classrooms, inadequate ventilation and lighting, lack of waste management facilities and inappropriate disposal practices and the design doesn't consider children with disabilities. Project civil works envisage construction (preschools) and rehabilitation/expansion of schools (primary/secondary education schools), including access to water and overall WASH (water, sanitation and hygiene) facilities.

95. The project will include a strong emphasis on prevention through the identification and management of GBV risks and impacts as well as social norms conducive to unsafe school environment for girls and boys. Sub-component 2.3, will support the implementation of a sexual and reproductive health education (SRH) program and GBV awareness and mitigation in upper primary and lower secondary education schools. MINEDH is currently implementing an SRH program in collaboration with the Ministry of Health. This program aims at reaching 80 percent of secondary schools. The project will review the SRH program and strengthen its content and monitoring mechanisms and scale up the program to achieve all lower secondary schools and all upper primary schools. GBV activities will include the development of an assessment of the main risk factors, the design and implementation of a plan to mitigate those risks, and a mechanism to monitor the evolution of those risk factors during the implementation of the project which will be used to adapt mitigation measures in case needed. Among other measures to be identified with the risk assessment, the project will finance a program targeting in specific communities known to accept social norms conducive to GBV aiming at changing social norms. The monitoring mechanism will also evaluate the effectiveness of this program.

96. **Citizens engagement:** The project will establish a Grievance Redress Mechanism (GRM) accessible to all project beneficiaries and surrounding community members, with attention for the vulnerable groups. The priority of this mechanism is to capture any potential grievance case in its initial stage and be able to address the issues and to solve prior to use formal legal justice system. Project beneficiaries and affected communities will be informed about existence and procedures of the GRM, communication channels, entry points and response timing as well. In addition, annual surveys will be conducted throughout the life of the project to gather feedback regarding satisfaction with the completed activities and service delivery.

97. MINEDH's GRM will be consolidated, expanded and enhanced to cover all project related impacts, including GBV, Sexual Exploitation and Abuse (SEA), Sexual Harassment (SH) and Violence Against Children (VAC), and improve its accessibility and systematic monitoring prior to signature of the first civil works contract. The GRM procedure will be disseminated in the affected communities to create awareness, particularly among girls. In addition, the project will work with UNICEF and the civil society organization *Centro de Aprendizagem e*

Capacitacao da Sociedade Civil (CESC), which together with MINEDH developed a reporting mechanism in schools and in communities with specific detail on roles and responsibilities of school personnel, authorities, and community. This reporting mechanism includes different referral channels, some of which are independent from the school. This work will include sensitizing the public on SEA/SH/VAC, raise public awareness about different entry points to submit complaints, train stakeholders (contractors, communities, and teachers and students), assist and refer survivors to appropriate service providers, and monitor implementation of the SEA/SH/VAC mitigation and response measures. The information so gathered will be monitored and reported to the World Bank and other stakeholders by the implementing agency.

98. The above-mentioned GRM will empower beneficiaries by providing them with appropriate the GBV referral mechanism and will also evaluate the effectiveness of this program. GRM operator should be knowledgeable on what to do if incident of SEA/SH is reported. GRM should have specific procedures for SEA/SH including confidential reporting, with safe and ethical case documentation, and referral pathways. To ensure appropriate referral pathways, the project will map out relevant service providers in the project's target communities. Mapping should incorporate an assessment of service providers capabilities to provide quality empathetic, non-judgmental, child-friendly and survivor-centered services including case management, acting as a victim advocate, providing referral services to link other services not provided by the service provider itself (e.g. health and psycho-social support). Finally, community forums/public meetings and consultation meetings with school-councils will be held to raise GBV awareness, discuss the impact of this sub-component and inform about GRM effectiveness.

99. The above-mentioned risks and impacts will be managed through mitigation hierarchy approaches (avoid, minimize, mitigate and offset) to be included in an Environmental and Social Management Framework (ESMF) and in a Resettlement Policy Framework (RPF). Both documents will be prepared by the Borrower prior to appraisal (October 2020) and will be finalized, publicly consulted upon and disclosed after appraisal (November 2020).

100. **Climate Screening and Co-Benefits:** Climate and disaster risk screening has been conducted for the Project and resulted in recommendations to adapt the proposed interventions to increase climate co-benefits. For example, the upgrading of primary schools to teach lower secondary education and the construction of preschools will use climate resilience standards, which are already applied in all school constructions in Mozambique. Also, the upgraded schools will use solar panels to ensure access to sustainable energy.

V. GRIEVANCE REDRESS SERVICES

101. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-

service. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

102. **Taking into account mitigation measures, the overall risk of the project is Substantial.** The main risks identified, and the mitigation measures are discussed below.

103. **The political and governance risk is Substantial.** A new administration took office in January 2020, with President Nyusi reelected for another term of four years. President Nyusi nominated a new Education Minister, Ms. Carmelita Namashulua, who was formerly Minister of State Administration in the previous administration. Minister Namashulua confirmed the priorities of the sector identified in the newly developed Education Strategic Plan (ESP) 2020-29, which was approved by the Council of Ministers in April 2020. The incoming administration has the mandate to implement key institutional reforms, including a decentralization process, which – among others - changes the way the Government operates at the provincial level. While details on how the decentralization process will affect the decision making and responsibilities at the local level in the education sector are being discussed, these are relevant for the implementation of the project since coordination between the different levels of MINEDH is central for all activities. To mitigate these risks, the project is contemplating to have local representatives of the Implementation Support Team at the provincial level, to have a closer coordination with the district education authorities and project focal points. Also, increasing conflict, violence and instability in the Northern and Center regions also intensify the risks of the project in those areas. The ITS will work closely with the local authorities in these provinces in the identification of the areas that the project will support and in monitoring and supporting to ensure timely and safe implementation. During implementation, MINEDH and the World Bank team will seek collaboration with agencies with expertise and already working in these fragile contexts to adapt as needed the implementation of the project interventions in these areas. Despite mitigation measures, the political and governance risk is still considered substantial.

104. **Macroeconomic risks are rated High.** Although prospects for economic recovery over the next years are positive, the current macroeconomic risk is high. Mozambique's economic performance experienced a sharp downturn since 2016, triggered by falling commodity prices, adverse climate conditions, and the revelation of a US$ 2.2 billion previously undisclosed public debt, which had consequences on the macroeconomic and fiscal environment. In 2019 the country was also affected by the devastating impact of tropical cyclones Idai and Kenneth, that resulted in losses of lives and destruction for an estimated value of US$ 3 billion.[46] This year the economy will be severely affected by COVID-19. Growth prospects for next three years are still modest, which is likely to come with a tight fiscal scenario, possibly affecting the education sector in different ways including in the number of new teachers hired. Although the Government is implementing measures to mitigate the macroeconomic impact, the macroeconomic risk is rated high.

105. **Risks related to sector strategies and policies are rated Substantial.** The project will finance activities contributing directly to the priorities identified in the new ESP 2020-29, which was prepared within a consultative process and gained broad support both within the education sector and from other related areas of the Government. Despite this broad support to the ESP to which the project aligns, there are other risks related to

[46] Mozambique Post-Disaster National Assessment (PDNA), 2019

ongoing education reforms, which could not develop as currently envisioned, such as the expansion at the national level of the new pre-service teacher training model or the reforms to the way teachers and school principals are selected and promoted. Also, the impact of COVID-19 on the sector might need adjusting priorities in the short term and may increase difficulty of ongoing reforms. Although the success of the project does not directly depend on these reforms, they could complement and enhance the sustainability of the impact of the project. The implementation of the ECD component will be affected by how the institutional framework of this subsystem is structured and how responsibilities are allocated between MINEDH and MIGCAS. A close coordination between these two Ministries, and between each of them and the Ministry of Health (for the nutrition component) will be key for the ECD activities of the Project. To mitigate these risks, the project team is providing support to MINEDH in the organization of workshops and discussions involving all relevant stakeholders to work on the institutional framework, ensuring ownership, alignment, and effective mechanisms to coordinate. The interventions of the project has been adjusted for the potential COVID-19 impact on the sector and to ensure that synergies of activities currently being implemented with the project's intervention are considered. Despite these mitigation measures, the risks related to the sector are considered substantial.

106. **The technical design risk is rated Substantial.** The nature of interventions proposed in the project will require multisectoral coordination and coordination of different areas within MINEDH, at the central and local levels. The early literacy activities, for example, require that an integrated package of interventions occur in a coordinated way at the school level, including teacher training, learning and teaching materials, ZIP pedagogic support, monitoring and supervision from the districts, and others. Some activities will also require coordinated efforts from all stakeholders, including local communities, teachers' associations, higher education institutions, cooperating partners and civil society. The design of each component and sub-component includes mitigation measures and resources to facilitate the needed coordination. Overall, the activities aimed at being focused in few key objectives, well identified and implementable within the timeline of the project. Despite the mitigation measures considered in the design of the project, expected outcomes are ambitious (yet feasible) and the risk is considered substantial.

107. **The institutional capacity risk for implementation is rated Substantial.** MINEDH has long experience in implementing World Bank and GPE projects. Yet, the limited capacity of several main stakeholders at lower layers of the Government structure increases implementation challenges. To mitigate these risks, and based on lessons learned of the previous project, this project includes some changes in the implementation arrangement, including the IST with representatives at the central and local level. While the main implementation responsibility will be with MINEDH's main Directorates and Departments, the IST will help to identify institutional capacity needs and implement measures to address them, including coaching or coordinating further Technical Assistance within the project or with FASE financed activities. The ITS will be important to ensure key capacities at MINEDH are guaranteed, such as safeguards and GBV. Despite these mitigation measures, the institutional capacity risk for implementation is rated substantial.

108. **The fiduciary risk is Substantial**. Although MINEDH has been implementing projects of similar complexity for many years through the previous World Bank and GPE project and FASE, many interventions will be implemented at a decentralized manner. To mitigate this risk, MINEDH has hired and trained qualified staff to support procurement and FM at central level, who will provide needed support to their counterparts at the local level. Nevertheless, the residual fiduciary risk is considered substantial.

109. T**he environmental and social risks are currently considered Substantial.** The project will follow the new Environmental and Social Safeguards Framework (ESF) and although MINEDH technical staff received training additional support is required. MINEDH has limited capacity and experience in monitoring GBV risks. To mitigate this risk and help develop capacity at MINEDH, during the implementation of the project, the IST will receive support of a GBV/Gender specialist and an environmental safeguard. Yet, the environmental and social risks are rated substantial, after these mitigation measures.

110. **Stakeholders risk is Substantial.** The activities of the project will contribute to the overall implementation of the ESP 2020-29, complementing support from other cooperating partners and civil society organizations. The education sector dialogue involves several stakeholders, who participate very actively and support MINEDH in its efforts to make progress to achieve the prioritized goals. Mitigating measures included broad and continuous consultations during the different stages of the preparation of the project. Also, virtual earmarking (as described in the financial management mechanism) will allow to link the activities with the project's outcomes. However, although the activities of the project do not directly depend on other donors' support to be completed successfully, both the project and donor's support to ESP are expected to create synergies to enhance overall results for key activities aimed at transformation of the sector and therefore some degree of interdependence is embedded in the design. Thus, despite the mitigation measures the stakeholders' risk is considered substantial.

Table 4: Summary of risks and mitigation measures

Risk factors/Description of Risk	Risk Rating	Mitigating Measures Incorporated into the Project Design	Residual Risk Rating
Political and Governance: A new Government in place since January 2020. The country is embracing a decentralization process, which – among others - changes the way the Government operates at the provincial level.	H	To mitigate these risks related to decentralization, the project is contemplating to have local representatives of the Implementation Support Team at the provincial level, to have a closer coordination with the district education authorities and project focal points. The Project Implementation Manual will outline the details on the interaction between the central Ministry and decentralized institutions.	S
Macroeconomic: Since 2016 the country the country has been experiencing economic downturn, which will likely be severely impacted by COVID-19. Growth prospects for next three years are modest, which might come with a tight fiscal scenario, affecting the education sector in different ways including in the number of new teachers hired.	H	The Government is implementing measures to address the macroeconomic impact of COVID-19. While the project has no specific mitigation measures for the macroeconomic risks, the Project team will monitor this risk and be proactive in making the necessary adjustments to the Project.	H
Sector strategies and policies: The project will finance activities contributing directly to the priorities identified in the new ESP 2020-29. The implementation of the ESP will require a multisectoral approach and further capacity building, particularly for new areas such as the ECD agenda. Lack of clarity on division of roles and responsibilities in the management of this subsector could pose challenges to the project. The COVID-19 impact on the sector may require adjusting priorities in the short term.	H	The project has been adjusted to adapt to the potential impact of COVID-19. To mitigate the risks on the ECD subsystem, the project team is providing support to MINEDH in the organization of workshops and discussions involving all relevant stakeholders to work on the institutional framework, ensuring ownership, alignment, and effective mechanisms to coordinate. Implementation of interventions in the conflict affected areas in the North will be adapted as needed working in close collaboration with UN agencies and organizations with expertise working in fragile context.	S
Technical Design: The nature of interventions proposed in the project will require	H	To mitigate these risks, the design of each component and sub-component includes measures and resources to facilitate the needed coordination. Overall, the activities	S

multisectoral coordination and coordination of different areas within MINEDH, at the central and local levels. In addition, the focus in improving learning brings the school as the center of the operation, which is challenging considering the number of schools and geographical dispersion to be covered.		aimed at being focused in few key objectives, well identified and implementable within the timeline of the project.	
Institutional Capacity for Implementation: MINEDH has long experience in implementing World Bank and GPE projects. Yet, the limited capacity at lower layers of the Government structure increases implementation challenges.	H	To mitigate these risks, and based on lessons learned of the previous project, this project includes some changes in the implementation arrangement, including the IST with representatives at the central and local level. The ITS will ensure that key capacities are in place before implementation, such as in safeguards and GBV. Also, this project will have a Project Implementation Manual, which facilitate the daily operations of the project. MINEDH staff at different levels will be trained on the project and usage of the PIM.	S
Fiduciary risks: Despite MINEDH's experience in implementing projects of similar complexity through the previous World Bank and GPE project and FASE, many interventions will be implemented at a decentralized level, where capacity is limited and affected by high turnover of staff.	H	To mitigate this risk, MINEDH has hired and trained qualified staff to support procurement and FM at central level, who will provide needed support to their counterparts at the local level.	S
Environmental and Social: The project will follow the new Environmental and Social Safeguards Framework (ESF) and although MINEDH technical staff received training additional support is required. Furthermore, MINEDH has limited capacity and experience in monitoring GBV risks at school level.	H	To mitigate this risk and help develop capacity at MINEDH, during the implementation of the project, the IST will receive support of a GBV/Gender specialist and an environmental safeguard.	S
Stakeholders: The activities of the project will contribute to the overall implementation of the ESP 2020-29, complementing support from other cooperating partners and civil society organizations. The proceeds of the project will be channeled through the pool fund, Education Support Fund (FASE in Portuguese), and unpredictability of disbursements to the pool could affect projects' activities.	H	Mitigation measures included broad and continuous consultations during the different stages of the preparation and implementation of the project. Also, virtual earmarking (as described in the financial management mechanism) will allow to link the activities with the Project's outcomes.	S
OVERALL PROJECT RISK	H		S

VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Mozambique

Improving Learning and Empowering Girls in Mozambique

Project Development Objectives(s)

Increase learning readiness and girls'retention in upper grades of basic education in underserved areas of Mozambique.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Learning							
Retention up to grade 3 among children benefiting from ECD interventions and literacy package in communities with low educational attainment (disaggregated by gender) (Percentage)		75.00	78.00	81.00	84.00	87.00	90.00
Literacy proficiency at grade 3 in schools implementing the literacy package in communities with low educational attainment (disaggregated by gender) (Percentage)		0.00	10.00	30.00	50.00	70.00	90.00
Girls' retention in upper grades of basic education in		64.40	66.00	68.00	70.00	72.00	74.00

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
requalified schools (Percentage)							

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improving learning in primary education							
Additional functional ECD Centers (cumulative) (Number)		0.00	0.00	50.00	100.00	150.00	200.00
Proportion of community based pre-school facilitators receiving in-service training on the new curriculum (Percentage)		0.00	10.00	20.00	30.00	40.00	50.00
Primary schools using lessons plans and with support of structured pedagogy (Percentage)		0.00	15.00	25.00	35.00	40.00	60.00
Students with all subjects' textbooks in grades 1-3 (disaggregated by gender) (Percentage)	PBC 1	76.00	78.00	79.00	80.00	90.00	95.00
Proportion of grade 1-3 teachers benefiting from coaching support (disaggregated by gender) (Percentage)		0.00	10.00	20.00	30.00	40.00	50.00
Increasing access and retention of girls in upper primary and lower secondary education							

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Basic Education teachers trained in GBV prevention (disaggregated by gender) (Percentage)		0.00	5.00	10.00	15.00	20.00	30.00
DL centers in rural areas equipped with technology (Number)		0.00	10.00	25.00	35.00	40.00	110.00
Additional primary schools re-qualified to offer lower secondary with gender friendly WASH facilities (Number)	PBC 2	0.00	34.00	70.00	70.00	61.00	235.00
Secondary schools with GBV addressing mechanism (Percentage)		0.00	10.00	20.00	40.00	70.00	90.00
Knowledge and information on sexual and reproductive health education among girls in schools participating in the SRH education program (Text)		Not available.	Baseline study on knowledge and information about SRH among girls in schools mapped to implement the SRH program conducted.	Reduction in 5% of girls without knowledge and information on SRH.	Reduction in 20% (cumulative) of girls without knowledge and information on SRH.	Reduction in 35% (cumulative) of girls without knowledge and information on SRH.	Reduction in 50% (cumulative) of girls without knowledge and information on SRH.
Gender Based Violence risk factors identified and monitored (Text)		Not available.	Study on GBV and SEA risk factors in school completed .	Action plan for combating risk of GBV and SEA in schools developed, approved and funded.	Action plan for combating risk of GBV and SEA in schools implemented in at least 50 percent of the schools.	Action plan for combating risk of GBV and SEA in schools implemented in at least 70 percent of the schools.	Action plan for combating risk of GBV and SEA in schools implemented in at least 90 percent of the schools.
Percentage of primary female teachers in upgraded schools who comply with the requisites to teach in lower secondary provided with training (Text)		Not available.	Primary female teachers in schools to be upgraded who comply with the requirements to teach in secondary	30 percent of primary female teachers in upgraded schools who comply with the requisites to teach in	50 percent (cumulative) of primary female teachers in upgraded schools who comply with the requisites to	80 percent (cumulative) of primary female teachers in upgraded schools who comply with the requisites to teach in	100 percent (cumulative) of primary female teachers in upgraded schools who comply with the requisites to teach in

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
			identified.	secondary provided with training.	teach in secondary provided with training.	secondary provided with training.	secondary provided with training.
Strengthening governance to improve efficiency and monitoring of education outcomes progress							
National Learning Assessment conducted every three years for basic education and results disseminated at all levels (Text)		NLA implemented in Primary Education (2013 and 2016); NLA in Lower Secondary Education to be stablished.	Instruments for the NLA in Primary Education (monolingual and bilingual) developed and tested.	NLA assessment in Primary Education (monolingual and bilingual education) implemented, and framework for NLA in secondary education approved and piloted to inform its implementation in 2023.	Primary Education NLA results report disaggregated by Province and Districts aproved and disseminated in schools. NLA in Lower Secondary Education Implemented.	Lower Secondary Education NLA results report disaggregated by Province and Districts approved and disseminated in schools.	Report documenting usage of the NLAs results in informing education policies, and providing lesson learned approved and disseminated at Provincial and District levels.
Share of teachers who reported receiving pedagogical guidance based on students' performance on the NLA and annual (Percentage)		0.00	10.00	20.00	40.00	50.00	60.00
Share of schools using report cards to inform parents and teachers on students' performance on the NLA and Annual School Census. (Percentage)		0.00	10.00	30.00	60.00	80.00	90.00
Share of districts implementing Result-based financing scheme to improve teacher's allocation (Percentage)		0.00	15.00	30.00	45.00	60.00	75.00
MINEDH staff at all administrative levels trained on statistics collection, processing, and use for management (Number)		0.00	200.00	200.00	200.00	200.00	200.00

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Project Management, Monitoring and Evaluation							
Project Monitoring Report, including lesson learned produced (Yes/No)		No	Yes	Yes	Yes	Yes	Yes
Level of satisfaction of upper primary and lower secondary female students with reporting mechanism (Citizen Engagement indicator and part of Grievance Redress Mechanism) (Yes/No)		No	Yes	Yes	Yes	Yes	Yes

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Retention up to grade 3 among children benefiting from ECD interventions and literacy package in communities with low educational attainment (disaggregated by gender)	This indicator monitors students retention up to grade 3 (last year of the first cycle of primary education) in communities with low education attainments and benefiting from the Literacy Program and ECD Interventions. Results will be disaggregated by gender.	Annual	EMIS	Annual school census	MINEDH

Literacy proficiency at grade 3 in schools implementing the literacy package in communities with low educational attainment (disaggregated by gender)	The proposed program will be implemented in selected in schools with low educational attainment. This indicator will monitor literacy proficiency at grade 3 in schools benefiting from the literacy package in communities with low educational attainment (percentage disaggregated by gender).	Annual	MINEDHs supervision reports	Supevision	MINEDH
Girls' retention in upper grades of basic education in requalified schools	This indicator monitors the transition of girls from primary to lower secondary education.	Annual	EMIS	Annual school census	MINEDH

Monitoring & Evaluation Plan: Intermediate Results Indicators					
Indicator Name	**Definition/Description**	**Frequency**	**Datasource**	**Methodology for Data Collection**	**Responsibility for Data Collection**
Additional functional ECD Centers (cumulative)	This indicator monitors the introduction of new ECD centers as result of the Project.	Annual	Monitoring Reports from the Ministry of Gender, Children and Social Action (MGCAS)	Administrative data.	MGCAS

Proportion of community based pre-school facilitators receiving in-service training on the new curriculum	This indicators monitors the training of ECD facilitators in public and private institutions on the National Curriculum.	Annual	MGCAS and MINEDH joint report.	ECD enters annual census	MGCAS
Primary schools using lessons plans and with support of structured pedagogy	This indicator monitors the implementation of an integrated literacy program aiming at improving reading in early grades. The program includes the use of structured lesson plans and pedagogy for teachers working with grades 1-3 students.	Annual	District Supervision Reports	Compilation of District Supervision reports on the use of lesson plans and implementation of structured pedagogy in schools.	DGGQ, MINEDH
Students with all subjects' textbooks in grades 1-3 (disaggregated by gender)	This indicator monitors the actual access to textbooks by students in the first cicle of primary education (grades 1-3).	Annual	EMIS	Annual School Census.	MINEDH
Proportion of grade 1-3 teachers benefiting from coaching support (disaggregated by gender)	This indicator monitors the implementation of coaching support to grade 1-3 teachers.	Annual	MINEDH annual supervision report.	Supervision to schools and ZIPs.	MINEDH
Basic Education teachers trained in GBV prevention (disaggregated by gender)	This Indicators measures the progress in training of primary and lower secondary teachers on GBV prevention as part of their on the job training.	Annuak	MINEDH annual report	EMIS	MINEDH

DL centers in rural areas equipped with technology	This indicator monitors the expansion of DL centers with technology for teaching and learning in rural areas.	Annual	MINEDH annual report	EMIS data.	MINEDH
Additional primary schools re-qualified to offer lower secondary with gender friendly WASH facilities	This indicator monitors the progression in the upgrading of primary schools into basic schools (grades 1-9).	Annual	MINEDH annual report	EMIS	MINEDH
Secondary schools with GBV addressing mechanism	This indicator monitors progress in the implementation of mechanisms to address GBV in primary and secondary schools. The targets are defined as the number of primary and secondary schools with implementing mechanism to address GVB divided by the number of schools in these two levels.	Annual	MINEDH annual monitoring report.	Supervision.	MINEDH.
Knowledge and information on sexual and reproductive health education among girls in schools participating in the SRH education program	This indicator monitors the effectiveness of the Sexual and Reproduction Health education program in beneficiary schools. The indicator will track the proportion of girls with knowledge and information on SRH through the project duration.	Annual	Independent Survey Report	Data will be collected through a rapid survey conducted by a third and targeting girls in schools implementing the SRH program.	MINEDH through a third party.
Gender Based Violence risk factors identified and monitored	This indicator monitors the consolidation of mechanism	Annual	MINEDH annual	Supervision to schools.	MINEDH

	to monitor and mitigate GBV at school, including the identification of risk factors, monitoring of risks, and implementation of activities aiming for prevention and mitigation of GBV risks.		report		
Percentage of primary female teachers in upgraded schools who comply with the requisites to teach in lower secondary provided with training	This indicator monitors progress in training of female teachers working in primary schools benefiting from the upgrading who qualify to teach in lower secondary.	Annual		MINEDH's HR database	MINEDH
National Learning Assessment conducted every three years for basic education and results disseminated at all levels					
Share of teachers who reported receiving pedagogical guidance based on students' performance on the NLA and annual	This indicator monitors the dissemination of NLAs results to improvements in teaching practices among teachers. The targets include both primary and secondary education teachers.	Every three years, following the implement ation of the NLAs.	MINEDH annual supervision report.	data collected through district supervision to schools.	MINEDH
Share of schools using report cards to inform parents and teachers on students' performance on the NLA and Annual School Census.	This indicator monitors the dissemination and use of statistics and NLA results within the school communities, including with parents and schools councils.	Annual	MINEDH annual supervision report.		

Share of districts implementing Result-based financing scheme to improve teacher's allocation	This indicator monitors the implementation of a results based financing mechanism at district level to improve teachers allocation within the districts.	Annual	MINEDH supervision report.	Data collected through supervision.	MINEDH
MINEDH staff at all administrative levels trained on statistics collection, processing, and use for management	This indicator monitors the capacity building on the use of statistics in the education sector from the central ministry up to schools. Due to high turn over of staff, particularly at decentralized level, the project will aim at training 200 staff every year.	Annual	MINEDH supervision report.	Supervision.	MINEDH
Project Monitoring Report, including lesson learned produced	This indicator monitors the documentation of the projects results and lesson learned throughout the implementation. Lessons learned are key to inform adjustments to the project as needed.	Annual	MINEDH	Compilation of supervision reports, assessments and evaluations done.	DIPLAC
Level of satisfaction of upper primary and lower secondary female students with reporting mechanism (Citizen Engagement indicator and part of Grievance Redress Mechanism)	Phone based/on-line satisfaction survey designed and implemented to assess the overall satisfaction of upper primary and lower secondary female students. The survey will measure student's opinions towards the safety, ethics and	Annual	Third-party verification annual report	Student satisfaction phone based/on-line survey by an independent third party.	

	referral pathways available to them through the GRM. Survey results disseminated to the school-councils and parents to raise awareness about the issue and mechanisms available.				

Performance-Based Conditions Matrix

PBC 1	Increased proportion of Grades 1 to 3 students with individual textbooks			
Type of PBC	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Outcome	Yes	Text	10,000,000.00	0.00
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	70%.			
2021	Textbooks Distribution, Tracking, management and Inventory System piloted and approved.		1,000,000.00	US$ 1 million if results achieved and US$ 0.5 million if system designed.
2022	Textbooks Distribution, Tracking, management and Inventory System implemented in all primary schools.		3,000,000.00	US$ 3 million if results achieved and US$ 1.5 million if implemented in at least 50% of schools.
2023	At least 80% of primary schools with 1:1 textbook to student ratio (grades 1 to 3).		3,000,000.00	US$ 3 million if result achieved and 1.5 million if at least 75% of schools with a 1:1 textbooks/pupil ratio

2024	At least 90% of primary schools with 1:1 textbook to student ratio (grades 1 to 3).	3,000,000.00	US$ 3 million if result achieved and US$ 1.5 million if at least 85% of schools with a 1:1 textbooks/pupils ratio

PBC 2	An additional 141 primary schools upgraded to become basic schools (grades 1 to 9), including gender-friendly and inclusive WASH facilities, in districts where girls' GER is below 60 percent.			
Type of PBC	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Output	Yes	Number	23,000,000.00	0.00
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	0.00			
2021	30.00		5,000,000.00	US$ 5 million if result achieved or an amount proportional to the number of schools requalified (floor: 10 schools)
2022	40.00		6,500,000.00	US$ 6.5 million if result achieved or an amount proportional to the number of schools requalified (floor: 15 schools)
2023	40.00		6,500,000.00	US$ 6.5 million if result achieved or an amount proportional to the number of schools requalified (floor: 15 schools)
2024	31.00		5,000,000.00	US$ 5 million if result achieved or an amount proportional to the number

				of schools requalified (floor: 10 schools)

PBC 3	Reduced teachers' absenteeism			
Type of PBC	**Scalability**	**Unit of Measure**	**Total Allocated Amount (USD)**	**As % of Total Financing Amount**
Outcome	Yes	Text	9,000,000.00	0.00
Period	**Value**		**Allocated Amount (USD)**	**Formula**
Baseline	absenteeism is monitored though district supervision to schools and there is no system to assess absenteeism on an annual basis.			
2021			0.00	
2022	Teachers' absenteeism annual monitoring system implemented at national level and baseline defined.		2,000,000.00	US$ 2 million if result achieved and US$ 0 million otherwise.
2023	Teachers' absenteeism reduced at least 10 Percentage points.		3,000,000.00	US$ 3 million if result achieved US$ 1.5 million if at least 5 percentage point reduction in teachers absenteeism.
2024	Teachers' absenteeism reduced at least 10 Percentage points.		4,000,000.00	US$ 4 million if result achieved US$ 2 million if at least 5 percentage point reduction in teachers absenteeism.

Verification Protocol Table: Performance-Based Conditions	
PBC 1	Increased proportion of Grades 1 to 3 students with individual textbooks
Description	This PBC monitors access to textbooks by students in early grades. In the first two years the focus will be in monitoring improvements in textbooks distribution, tracking, management and inventory at school level. Then, finally some improvements in textbooks/students ratio are expected and will be monitored in years 3 and 4 of the project.
Data source/ Agency	MINEDH
Verification Entity	MINEDH, IVA
Procedure	MINEDH will present evidence on the achievement of the agreed results and the IVA will verify those on a sample basis as defined in the agreed Terms of Reference for the verification process. All targets are escalable and roll over. Verification will start once MINEDH notifies the IVA on the achievement of the results. Once verified, the IVA will produce a report documenting the achievements. The report will be validated by the GCC before submission to the Bank for processing.
PBC 2	An additional 141 primary schools upgraded to become basic schools (grades 1 to 9), including gender-friendly and inclusive WASH facilities, in districts where girls' GER is below 60 percent.
Description	This PBC monitors the gradual increase in the number of primary schools upgraded to basic schools (teaching from grade 1 to 9) with gender friendly WASH facilities in districts with girls GER lower than 60 percent in Mozambique.
Data source/ Agency	MINEDH
Verification Entity	MINEDH, IVA
Procedure	MINEDH will provide a list of schools to be upgraded to teach lower secondary, therefore upgrading to basic education schools (teaching grades 1 to 9) in districts where girls GER is below 60 percent (girls aged 6 to 14 years old). These districts are located in the North and Center of Mozambique. The upgrading will include gender friendly WASH facilities to facilitate girls' participation in beneficiary schools. All targets are escalable and roll over. Once achieved the result, MINEDH will notify the IVA to confirm the schools meeting the requirements. The IVA will verify and document achievements. The GCC will review and validate the IVA report before it's submitted to the Bank for processing.

PBC 3	Reduced teachers' absenteeism
Description	This PBC monitors the consolidation of the monitoring of teachers presence at school. This will include the implementation of a system to monitor absenteeism on annual basis and targets on reducing it.
Data source/ Agency	Teachers's absenteeism annual assessment report/MINEDH
Verification Entity	IVA
Procedure	MINEDH shall provide evidence on the achievements of the agreed results under this PBC, including the development of a system for the annual monitoring of teachers absenteeism, which should representative at national level, and be independent. The PBC aims to ensure the implementation of the annual monitoring system and finally observe improvements in teachers absenteeism. The IVA will verify the implementation of the (independent) monitoring mechanism, and verify reports and evidences provided by MINEDH. Disbursements will be approved against reaching the agreed targets once verified. All targets are escalable and roll over.

ANNEX 1: Implementation Arrangements and Support Plan

1. **MINEDH will be responsible for the implementation of the project through its different Departments**. Subcomponent 1.1 "Strengthening preschool services", will be implemented by the Preschool Division within the Department of Primary Education, in coordination with the Department of Children in MIGCAS. Activities related to nutrition in this subcomponent will be coordinated with the Department of Nutrition and Health within MINEDH and the Ministry of Health. Subcomponent 1.2 "Strengthening reading skills in primary education" will require the coordination of several units within MINEDH at the central level, including Department of Primary Education, Department of Teacher Training, INDE and Department of Quality Assurance. Subcomponent 2.1 "Facilitate access to upper primary and lower secondary for girls" will be implemented by the Department of Secondary Education, in coordination with the Department of Primary Education, Department of School Infrastructures, Department of Teacher Training and Department of Human Resources. Subcomponent "Strengthen the quality and expand the scale of Distance Learning" will be implemented by the Department of Secondary Education, in collaboration with the Department of Teacher Training and INDE. Subcomponent 2.3 "Promote a safe and inclusive school environment for girls" will be implemented by the Department of Nutrition and Health (sexual and reproductive health education program) in coordination with the Ministry of Health, and by the Department of Cross-cutting Issues (GBV activities). Subcomponent 3.1 "Strengthening capacity to collect and analyze data, including disaggregation by gender will be implemented by the Department of Statistics and subcomponent 3.2 "Implementing result-based financing to improve education outcomes" will be led by the Department of Quality Assurance in coordination with the Department of Finance. The Planning and Cooperation Department (DIPLAC) will be responsible for the coordination of the project implementation. At the local level, MINEDH will rely on existing structures, with a project staff in each province and a focal point at the District Services of Education, Youth, and Technology (SDEJT).

Table A1.1: Main Implementation Units within MINEDH

Component	Main Implementing Unit(s)
Component 1. Improving learning in primary education	
Subcomponent 1.1 -Strengthening school readiness	DINEP/DICIPE (MIGCAS, MISAU)
Subcomponent 1.2 - Strengthening reading skills in primary education	DINEP, DNFP, INDE, DNGQ
Component 2. Increasing access and retention of girls in upper primary and lower secondary education	
Subcomponent 2.1 - Facilitate access to upper primary and lower secondary for girls	DINES, DIEE, DNFP, DRH
Subcomponent 2.2 - Strengthen the quality and expand the scale of Distance Learning	DINES, INDE
Subcomponent 2.3 - Promote a safe and inclusive school environment for girls	DNS, DAT
Component 3. Strengthening governance to improve efficiency and monitoring of education outcomes progress	

Subcomponent 3.1 - Strengthening capacity to collect and analyze data, including disaggregation by gender	DNE
Subcomponent 3.2 - Implementing result-based financing to improve education outcomes	DNGQ, DAF
Component 4. Project management, monitoring and evaluation	DIPLAC

2. **An Implementation Support Team (IST) will be established to support DIPLAC in the project coordination and support to implementation.** MINEDH has long experience in implementing World Bank and GPE projects. The lessons learned from the previous project highlighted the need to strengthen support to DIPLAC in the implementation of the project, coordinating activities, and coaching and supporting capacity building within MINEDH. Thus, for this project, DIPLAC will be assisted by an Implementation Support Team (IST). One of the main roles of the IST will be to strengthen MINEDH's implementation capacity at both central and local levels, coaching and providing on-the-job training to MINEDH staff at the central and provincial level to strengthen implementation management skills and accelerate the implementation of the activities. The IST will be led by a "coach" or project manager and will include specialists to support the main areas of the project, including a gender/GBV specialist, an infrastructure development specialist, and fiduciary specialists (procurement and FM). Other members of the team with specific expertise can be added as the needs are identified during the project implementation. The IST will also have representatives at the local level, one official per province, who will be responsible for coordinating, training and supporting the project focal point at the SDEJT. The project manager, fiduciary specialists and provincial representatives will be hired under a full-time contract, while the areas specialists will have part-time contracts. The Terms of Reference of the IST members and the definite structure of the team will be finalized in discussions with the LEG and in coordination with the preparation of the new FASE MoU, which will establish adjustments to the operating mechanism of the fund. While the main features of FASE (especially those related to the financial mechanism and flow of funds) are not expected to change, discussions between MINEDH and FASE partners indicate the need to strengthen support to implementation of FASE activities and the need to harmonize Technical Assistance to MINEDH. As the project will be channeled through FASE, the IST functioning will be aligned to the FASE operation design.

3. **Another key role of the IST will be to coordinate Technical Assistance (TA).** An important function IST will play is to reinforce horizontal linkages between Planning, Budgeting, Financial Management, Procurement, M&E, Reporting, and Program Departments. The IST will guarantee that TA is responding to MINEDH's HR Development Plan that highlights gaps and needs across the central and provincial levels of the ministry. An HR Development Plan will need to be developed and budgeted each year. As part of the discussions of the FASE MoU update, this plan will need to be discussed with the LEG and may become a prerequisite for the approval of the annual plans and budgets, as per the current FASE MoU discussions. IST will ensure that all TA is being effective to develop internal capacity.

Implementation Support and Monitoring Plan

4. The implementation support plan for the project is based on the previous experiences of the Bank and GPE education projects in Mozambique and the nature of activities financed by the project. It will also be guided by the FASE mechanism, with close coordination with FASE partners and the rest of the LEG. FASE

mechanism currently comprises three main LEG meetings each year: i) the main annual sector performance assessment meeting (*Reunião Annual de Revisão* - RAR), usually held in March and chaired by the Ministry of Education; and two meetings of the Extended Joint Coordination Group (GCC-Alargado), usually held in September and December, to discuss the budget execution and progress of activities, and Plan of Activities for the following year. Several monthly meetings among cooperating partners and technical meetings of the education working groups are also organized to update the LEG about main ongoing issues and challenges of the sector.

5. In addition to the main FASE mechanism, the Bank's supervision includes biannual implementation support missions, in which the progress of the activities of the project are reviewed with MINEDH, identifying critical issues and challenges, providing recommendations to address those challenges and agreeing on actions to be taken over the following six months. These missions include a review and update of FM, procurement and environmental and safeguards issues. The missions' conclusions are reflected in the Aide Memoire prepared upon each mission's completion.

6. Missions are complemented by frequent technical meetings and field visits from the World Bank team and regular communication with DIPLAC and the implementation units within MINEDH. The IST will provide support in ensuring updated information about the project progress when needed, key issues and challenges that need to be reported in between missions. Most of the World Bank team will be based in Maputo, including education specialists, and FM, procurement and safeguards specialists.

7. To monitor and assess the effectiveness, some of the interventions include impact evaluation (ECD subcomponent and literacy package, through the *Aprender +* pilot evaluation) or beneficiaries' feedback surveys (SRH education program). Also, GBV risks factors will be measured and monitored throughout the project implementation. Finally, a mid-term evaluation will be conducted during the third year of implementation and will include further beneficiaries' feedback analysis to allow for course-correction measures, if needed.

Financial Management

8. **Financial Management Assessment.** A Financial Management Assessment was undertaken to evaluate the adequacy of the proposed project financial management arrangements in MINEDH, the project implementing agency. The Assessment was carried out in accordance with the Directives and Policy for Investment Project Financing (IPF), the Bank Guidance on FM in World Bank IPF Operations issued on February 28, 2017, and Bank Guidance on IPF with Performance-Based Conditions (PBC) issued on January 29, 2020. The MINEDH have gained experience over time in implementing Bank-financed operations including the ESSP (P125127). The last supervision mission of the ESSP conducted in December 2019, concluded that the MINEDH has been working to ensure compliance with FM requirements for Bank-financed operations, despite the low capacity at provincial level, and the FM performance rating was assessed to be Satisfactory. The current project will follow the same FM arrangements as the ESSP. The overall FM arrangements were assessed to be adequate and overall FM risk as Substantial is due in part to the country risk, capacity constraints in the country, and the decentralized nature of the project.

9. Concerning the IPF-PBC component, the overall conclusion of the fiduciary review is that, despite some weaknesses that have been identified, the country PFM systems are adequate to provide reasonable

assurance that the budget lines for the eligible expenditures are currently appropriately managed. The budget preparation and execution monitoring, accounting and financial reporting are considered adequate.

10. **FM risk assessment and mitigation measures.** The risks and mitigation measures are described in the table below.

Risk factors/Description of Risk	Risk Rating	Risk Mitigating Measures Incorporated into the Project Design	Conditions of Negotiations, Board or Effectiveness (Yes or No)	Residual Risk Rating
Inherent Risk:				
Country level: shortage of human resources and limited capacities for key FM functions.	H	The Government of Mozambique is committed to implement further reforms of the country's PFMs with support from the Bank and other development partners.	No	S
Entity level: While the MINEDH has experience in handling Bank-financed operation, the decentralized nature of the project may be a challenge for the Ministry due to low capacity at provincial and district level	H	The MINEDH has finance staff at central with skills and experience to handle the program and provide support to the provinces and districts. Training and coaching program to finance staff at provincial and district level are being implemented. The provincial internal audits units at education sector will provide advice on the strengthening capacity at provincial level.	No	S
Project level: Project design relatively complex since it involves activities at provinces and districts	H	Clearly defined funds flow, accountability and reporting procedures in the Project Implementation Manual (PIM). Frequent Bank FM implementation support	No	S
Control Risk:				
Budgeting: MINEDH may not be able to produce realistic and comprehensive budget due capacity constraint at provincial and district level	S	The PIM including FM procedures will be developed. Government rules and regulation on budget preparation will be used. Core staff involved in the budget preparation will be trained. The Bank will review the draft budget as well the IFR and provide comments.	No	S
Accounting: The accounting system may not generate reliable data to enable better monitoring of the project.	S	MINEDH has a good accounting system in place. The project accounting policies and procedures will be documented in the PIM.	No	S
Internal control: Non-compliance with key project internal control procedures due to weak internal	H	The project will follow the procedures documented in the *Manual de Administração Financeira* (MAF), which has been designed to mitigate internal control risk, and	No	S

Risk factors/Description of Risk	Risk Rating	Risk Mitigating Measures Incorporated into the Project Design	Conditions of Negotiations, Board or Effectiveness (Yes or No)	Residual Risk Rating
control environment and oversight mechanisms in the country. Payment for DLI and PBF may be made without clear confirmation of the result achieved		those to be documented in the PIM. MINEDH has internal audit unit at central and provincial level and these will review the operations of the projects. Regular supervision will be carried out by the Bank. A third verification party (independent verification agent) will be established to review achievement of agreed results and indicators under agreed verification protocols before any payment can be made.		
Funds flow: Delays may occur in the flow of funds and affect implementation of the project as the project will finance activities to be implemented by sector ministries that may delay submission of vouchers for payments of providers of goods and services. The failure by commercial banks to make payments in foreign currency may impact negatively implementation of project activities	S	The disbursement arrangements will be documented in the PIM. Lower minimum threshold for the use of direct payments and reimbursement method of disbursement will be applied.	No	M
Financial reporting: Delay may be noted in the submission on time of project IFRs produced by MINEDH due to decentralized nature of the program	S	MINEDH finance staff capable of preparing financial reports for the program and provide support to the provinces. IFR and annual financial statements formats and contents will similar to those in use by the education sector support program. The Bank will provide support to ensure that required financial reports are produced on time.	No	M
Auditing: Delays in submission of audit reports.	S	MINED finance department as enough staff to prepare Project financial statements on time. The project external auditors will be appointed with four months after the project effective date. An audit plan will be developed to captures the duties and responsibilities of the AFAP and auditors, including the deadlines for each audit cycle.	No	M
Governance and accountability. Possibility of corrupt practices, including bribes, abuse of administrative and political	H	Project FM arrangements (including annually audit of project accounts and World Bank FM supervision including review of transactions and asset verification) designed to mitigate the fiduciary risks in addition to the implementing agencies overall internal control systems.	No	S

Risk factors/Description of Risk	Risk Rating	Risk Mitigating Measures Incorporated into the Project Design	Conditions of Negotiations, Board or Effectiveness (Yes or No)	Residual Risk Rating
		Appointment of the project external auditors within six months after the effective date.		
OVERALL FM RISK	S			S

***Note*: H = Higher; S = Substantial; and M = Moderate**

11. FM action plan. To mitigate FM risks, the following measures should be taken.

No.	Action	Responsibility	Completion date
1	Develop the Project Implementation Manual including FM procedures	MINEDH	By effectiveness
2	Appointment of independent verification agent	MINEDH	No later than four months after the project effective date
3	Appointment of the project external auditors	MINEDH	No later than four months after the project effective date
4	Continuous training, coaching, and supervision of the finance staff at provincial and district level	MINEDH	Throughout program implementation.

12. **Budget preparation and monitoring.** Budget preparation and monitoring budget execution will follow national procedures and those to be documented in the Project Implementation Manual (PIM). Each fiscal year, MINEDH will prepare an Annual Budgets Plan based on the Annual Work Plans (AWP) and the approved procurement plans. The AWP and Budget Plan are prepared for the sector, including FASE funds to which this project contributes. However, the AWP and budget plan will clearly identify the eligible expenditures to be financed by this project, as the project funds will be earmarked to pre-defined expenditures. MINEDH will be responsible for producing variance analysis reports comparing planned with actual expenditures on a quarterly basis. These quarterly variance analysis reports will be part of the IFRs that will be submitted to the World Bank on quarterly basis.

13. **Staffing.** MINEDH will be responsible for fiduciary aspects of the project. MINEDH finance department has staff with acceptable skills and experience to handle FM and Disbursement matters of the Bank-financed operations. The program staffing at central level is adequate. However, the training and coaching to provincial and district staff should be offered continuously during the project implementation.

14. **Internal control.** Internal controls system and procedures of the project will be based on national procedures, defined in the Manual de Administração Financeira (MAF) and PIM. The finance and administrative procedures to be employed in the implementation of the program should be documented in the FM section of the PIM taking into account the procedures outlined in MAF. The MINEDH has internal audit units at central and provincial levels and these unit will be engaged be engaged to it support an accomplishment of its objectives through review of the project operation, including the sector internal control systems. The project shall also be subject to the review of the General Inspectorate of Finance

(Inspeção Geral das Finanças [IGF]) based at the Ministry of Economy and Finance. A copy of the report shall be submitted to the WB. At same time, regular supervision through desk review and field visits (that include expenditures and asset reviews) shall be carried out by the Bank to ensure that the implementing agency is maintaining adequate systems of internal controls and key procedures are complied with. The project will apply the Bank's Guidelines on Preventing and Combating Fraud and Corruption which require that the MINEDH ensures preventive measures are in place and to report and investigate allegations of misconduct. However, the remedial actions will only apply to expenditures financed by the Bank.

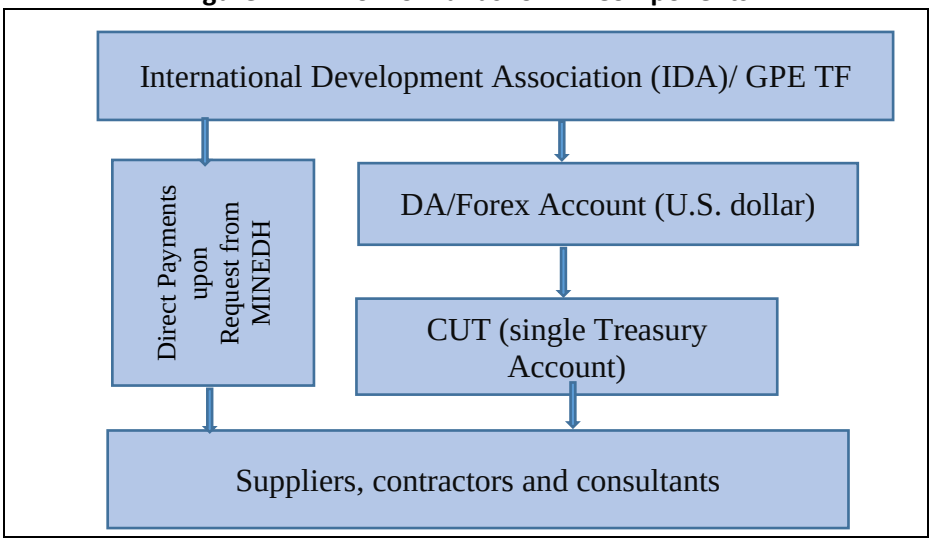
15. **Accounting.** MINEDH will account for all project funds, expenditures, and resources using the government's integrated financial management information system (e-SISTAFE) used for most Bank-financed operations in Mozambique portfolio. The project will follow e-SISTAFE's internal control procedures laid down in the government's financial management regulations. This will be completed by the existing accounting software used to produce financial reports required monitor and manage its program, and at same time meeting the cooperating partner requirements.

16. Fraudulent activities with e-SISTAFE under a Bank-financed operation took place last year. The entity managing the e-SISTAFE, the Center for Development of Information Systems and Finance (CEDSIF), took measures to address the fraudulent activities, including additional control mechanisms, additional checks and strong collaboration with commercial banks. In addition, an IT audit is planned for the second semester of the current year.

17. **Financial Reporting.** MINEDH will prepare quarterly IFRs for the project in form and content satisfactory to the World Bank, which will be submitted to the World Bank within 45 days after the end of the quarter to which they relate. These IFRs will be prepared together with the pooled FASE funds. However, FASE IFRs will show funds from IDA-GPE (as well as expenditures incurred) disaggregated from the other FASE funds. At the end of each fiscal year, MINEDH will also produce the Program Financial Statements for FASE, showing funds from IDA-GPE separated from the rest of the FASE funds, as well as expenditures incurred. The FM team of the World Bank will work with MINEDH in the next stages of the project preparation to develop templates for the financial reporting which can help ensure a clear disaggregation and tracking of this project's funds and expenditures.

18. **Disbursement - Funds Flow for IPF components.** The IDA and GPE funds will be deposited to the FASE Pooled Designated Account, known as Forex Account, in US dollars opened at the Bank of Mozambique (Central Bank). From the Forex Account funds will be transferred to the Single Treasury Account (Conta Única do Tesouro [CUT]) based on the request from MINEDH. Payment of eligible project expenditures will be made from CUT to providers of goods and services. All payments to local suppliers and consultants will be made strictly in local currency in compliance with Mozambique rules and regulations. The figure below shows funds flow mechanism for the project activities. The identification of the project's activities and eligible expenditures during the AWP discussion and approval, and the financial reporting with the detail agreed with MINEDH according to pre-established templates will allow tracking the use of the project's funds from the pooled account.

Figure A1.1. Flow of Funds for IPF Components



Disbursement arrangements

19. **Disbursement arrangements for IPF Components.** Disbursements of IDA and GPE would report-based (i.e., based on IFRs). An initial advance will be made into the Forex Account upon the effectiveness of the Credit, based on cash forecast to meet the project expenditure for the first two quarters. After every subsequent quarter, the MINEDH will submit the IFRs. And, the cash requests at the reporting date will be the amount required for the forecast period as shown in the approved IFRs less the balances in the Designated Account at the end of the quarter. The option of disbursing the IDA and TF funds through direct payment, reimbursement, and special commitment will also be available. The Disbursement Guidelines for Investment Project Financing (issued in February 2017) provide guidance on disbursement arrangements for financing provided or administered by the World Bank. In addition, the Bank will issue the Disbursement and Financial Information Letter (DFIL) which will specify the additional instructions for withdrawal of the proceeds of the IPF.

20. **Disbursement arrangements under PBC Component and verification protocols**- For IPF-PBC components, disbursements under the Project to be made through advance to the Forex Account/Designated Account of funds for expenditures as they are incurred (typically 6 months of anticipated project expenditures), and reimbursement method, upon achievement of targets defined by the agreed Performance-Based Conditions (PBC). Disbursement would be report-based, which would include Project Eligible Expenditure. Confirmation that a PBC is achieved will be based on agreed verification protocols. Once the achievement of an indicator is verified, the Government through the MINEDH can make a disbursement request. Concerning the verification of the protocol, an independent verification agent will be engaged and MINEDH will be responsible for compiling all data, information and evidence of achieving the PBC. The documentation, including evidence of verification and the Project Eligible Expenditures should be submitted to the Bank to allow disbursement of agreed amounts. The contents and quality of verification will have to be satisfactory to the World Bank. Detailed procedures for the verification protocol, accounting, reporting and documentation of eligible expenditures will be outlined in the Project Implementation Manual (PIM).

21. **Auditing.** The Administrative Tribunal (the country's supreme audit institution) is mandated to audit all government funds, including donors-financed projects. However, the MoU signed between the government and FASE cooperating partners, including the Bank, establish that the project financial statement shall be audited, by an independent audit private firm, in accordance with International Standards on Auditing as issued by the International Auditing and Assurance Standards Board (IAASB) within IFAC. The audit report together with management letter will be submitted to the World Bank within six months after the financial year-end, that is, June 30 of each following fiscal year. The audit firm will be also required to issue a specific note on the PBCs, these requirements will be included in the audit terms of reference.

22. **FM Effectiveness condition**
    - Develop the Project Implementation Manual including FM procedures.
    - Dated covenants. Appointment of independent verification agent and project external auditors within four months after project effective date.

23. **FM Implementation support plan.** Based on the current overall residual FM risk of this operation, the project will be supervised at least twice a year. The FM implementation support will include field visits, desk-based reviews (review of IFR, progress reports prepared by the Recipient), and remote support as needed.

Procurement

24. **Applicable procedures.** Procurement for the Project will be carried out in accordance with the 'World Bank Procurement Regulations for Borrowers under Investment Project Financing', dated July 1, 2016, revised November 2017 and August 2018, and the provisions stipulated in the Financing Agreement. Further, the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006, and revised in January 2011 and July 2016, will apply**.**

25. **Procurement strategy.** A Project Procurement Strategy for Development (PPSD) is being developed by the MINEDH and will inform the applicable procurement arrangements during implementation of the Project. The Bank Team has discussed the content of a PPSD and remain available to support MINEDH throughout its preparation. The project does not anticipate contracts of large value or complexity which would require expertise not available within MINEDH nor will require the adoption of innovative or complex approaches beyond the capacity of the Ministry.

26. **Procurement arrangements.** The procurement team of MINEDH just completed the implementation of the ESSP (P125127), hence there is considerable experience with Bank fiduciary requirements. MINEDH's procurement team has been strengthened recently by hiring a Senior Procurement Specialist, who will lead the team and provide capacity building to MINEDH. The assessment carried out to MINEDH has concluded that there is adequate capacity in procurement to ensure that implementation will meet the required standards. The Bank team will continue to also offer support to ensure adequate and timely implementation of activities and will leverage the use of technology while limitations are being imposed by COVID-19 to support MINEDH.

27. **Procedures for selection of consultants.** Quality and Cost-Based Selection (QCBS) will be the main method for the selection of firms for assignments such as (i) design of in-service teacher training; (ii) Impact evaluation of the education system; (iii) assessment of Teacher's competencies, among others, with more details in the PPSD under preparation. Occasionally, consulting services may be procured through Consultants Qualifications based Selection (CQS) and Least-Cost Selection (LCS) procedures, whenever its complexity justify the adoption of such methods in accordance with the PPSD, as in the case of selection of Financial Auditors, Procurement Auditors and selection of Independent Verification Agents for the PBCs.

28. **Procedures for Procurement of Goods and Non-Consulting Services.** Goods under the project will include (i) Computer equipment, Servers and associated peripherical; (ii) re-printing of textbooks for Grades 1 through 3 and Teacher's guides; (iii) Tablets; (iv) school furniture; (v) equipment for classrooms; (vi) laboratory equipment and consumables; (vii) Reading material for libraries, among others. Non-Consulting Services will be mainly for the provision of Internet connectivity for Distant Learning Centers. These will mainly be procured through Open Competitive Procedure, the Request for Bids (RFB), consistent with the Mozambique Procurement Regulation (Decree 5/2016 of March 8, 2016) and with the use of the Request for Quotations approaches. The Bank's Procurement Regulations will be adopted where recommended by the PPSD.

29. **Procedures for Procurement of Works.** Works will include interventions for (i) the rehabilitation and expansion of primary schools; (ii) construction of ECD centers. Procurement will be carried out through Open Competitive Procedure, the Request for Bids (RFB), or using the Request for Quotations (RFQ), consistent with the Mozambique Procurement Regulation (Decree 5/2016 of March 8, 2016).

30. **Use of Technology**. With the limitations being imposed by COVID-19 and with the aim of fostering competition, MINEDH will assess the use of virtual tools (such as skype, zoom, webex, etc) to increase the participation of bidders in bid opening and pre-bid meetings or site visits, and allow the electronic submission (e-mail) of Bid/Proposals.

31. **Procurement Implementation Manual.** MINEDH prepared a Procurement Manual under the ESSP. The Manual will be updated to incorporate the changes brought in by the Bank's Procurement Regulations and will summarize the main procurement aspects applicable to the project. The Manual will be updated from time to time to incorporate lessons throughout the implementation.

32. **The Procurement Plan** MINEDH has experience in the preparation and update of the Procurement Plan as well as the submission and monitoring through the World Bank's tracking system, STEP. Once the PPSD has been drafted, it will inform the Procurement Plan.

33. **Review by the World Bank of procurement decisions.** The Table below indicates the initial values for prior review by the World Bank. All activities estimated to cost below these amounts shall be treated as post review and will be reviewed by the World Bank during the implementation support missions under post procurement review exercises. Direct contracting/single source selection will be subject to prior review only for contracts estimated to cost more than the amounts indicated in the Table. The World Bank may, from time to time, review the amounts, based on the performance of the implementing agencies**.**

Table A1.2: Prior Review Thresholds

Procurement Type	Prior Review (US$)
Works	5,000,000
Goods and Non-Consulting Services	1,500,000
Consultants (Firms)	500,000
Individual consultants	200,000

34. **Assessment of National Procedures.** The Mozambique Procurement Regulation, the Decree 5/2016 of March 8, has been assessed as required under the World Bank's Procurement Framework. The assessment indicated that the country's Regulations are generally consistent with international best practice for the following reasons: (a) there is adequate advertising in national media; (b) the procurement is generally open to eligible firms from any country; (c) contracts documents have an appropriate allocation of responsibilities, risks, and liabilities; (d) there is publication of contract award information in local newspapers of wide circulation; (e) the national regulations do not preclude the World Bank from its rights to review procurement documentation and activities under the financing; (f) there is an acceptable complaints mechanism; and (g) maintenance of records of the procurement process.

35. However, the request for bids/request for proposals document shall require that bidders/proposers submitting bids/proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limitation the World Bank's right to sanction and the Bank's inspection and audit rights.

36. With the incorporation of the above provision, the Mozambique Procurement Regulation will be acceptable to be used under those procurements not subject to the World Bank's prior review, as per the thresholds indicated in the above Table or any updates indicated by the World Bank in the Procurement Plan that has been created in STEP**.**

37. While there is capacity to implement the proposed project, there are risks that may impact implementation of the project and these are summarized below, including the proposed mitigation measures:

Risk Description	Risk Rating	Description of Mitigation	Residual Risk
Availability of qualifies personnel to support Procurement implementation	High	MINEDH has recruited a qualified TA to support the procurement function. This arrangement should be retained throughout the life of the project. The Bank procurement team will work closely with MINEDDH to enhance the available capacity is adequate.	Substantial

Lengthy internal procurement reviewing process that may cause project implementation delays. Country procedures for payments abroad may also affect performance the procurement.	Substantial	While these are portfolio wide issues, the adoption sound operational procedures for project implementation, with responsibilities and timelines requirements for procurement activities, will reduce the impact.	Moderate
Limited participation of foreign bidders due to Covid-19.	High	MINEDH to assess use of technology/on-line tools (pre-bid meetings, bid openings, bid submissions, negotiations) to minimize disruption due to the limitations imposed by Covid-19.	Substantial
Capacity to effectively and timely monitor Contract implementation of Works contract limited	High	MINEDH to ensure that adequate contract monitoring measures are in place, proportionate to the number of schools and ECD centers to be built/rehabilitated/expanded.	Substantial

The overall procurement risk associated with the project is **Substantial**.

ANNEX 2: Economic and Financial Analysis

1. **The economic and financial analysis for the project addresses three questions: (1) the rationale behind the proposed interventions; (2) the major expected benefits and costs related to the project; and (3) the World Bank's value added.** The main objectives of the project are to improve reading skills in early primary and increase girls' retention in basic education. Project's interventions are expected to improve the overall quality of education, promoting higher basic education attainment, with focus on the retention of girls in school. Activities comprise: (1) enhancing teaching conditions – such as reducing PTRs, developing learning materials, promoting use of TICs, ensuring adequate infrastructure to help retain girls; (2) improving teaching capacity – providing teacher training, curriculum development and pedagogical support; and (3) increasing resources management capacity – strengthening data collection and analysis capacity, consolidating the national learning assessment system, supporting better supervision, inspection and teacher allocation, and expanding and improving results-based incentives at the school and district levels. These activities are expected to lead to improved school readiness, students' learning, increased girls' access, retention and completion, and higher system efficiency.

Expected Benefits

2. **Low education outcomes are affecting Mozambique's economic productivity.** Mozambique's HCI indicates that 64 percent of productivity is lost for a child born in the country today. One of the main components of the HCI is education, measured by the adjusted years of schooling calculated using average expected years of schooling and harmonized test scores. The HCI for Mozambique was 0.36, which is below the SSA average of 0.40 and far from the worldwide average of 0.57.[47] Children in Mozambique can expect to complete 7.4 years of schooling by age 18. However, when years of schooling are adjusted for quality of learning, this is only equivalent to 4.4 years. Evidence shows that a one standard deviation from the mean in cognitive skills yields 0.17 to 0.22 proportional increases in wages, with better schooling leading to increased economic productivity.[48]

3. **Investing in ECD can lead to better school and labor market outcomes**[49] Data from the Programme for International Student Assessment (PISA) found that after controlling for socioeconomic differences, for a cohort of 15-year-olds in school, those who attended preschool scored a year ahead of their peers.[50] Attending preschool for one year was shown to increase earnings later in life and improving academic skills during elementary school. In the early 1970s, in Chapel Hill, North Carolina, a randomized experiment which provided full-time childcare services showed positive impacts on cognitive achievement of children, with lower repetition and dropouts, as well as improved learning outcomes later in life.[51] In Argentina, a study analyzed the impact of school construction

[47] HCI is new measure of countries' human capital capacity launched in 2018 by the World Bank. Available at: *https://www.worldbank.org/en/publication/human-capital*.

[48] Psacharopoulos, George, Harry Anthony Patrinos. 2018. *Returns to Investment in Education: A Decennial Review of the Global Literature. Policy Research Working Paper; No. 8402.* Washington, DC: World Bank.

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

[50] World Bank. 2018. *Growing Smarter: Learning and Equitable Development in East Asia and Pacific. World Bank East Asia and Pacific Regional Report*. Washington, DC: World Bank.

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

to support the expansion of universal preschool education and found that one year of preschool education yielded an 8 percent increase in the mean of third grade test scores.[52] The proposed ECD activities are therefore expected to increase the quality and efficiency of the overall education system by contributing to increased school readiness and reduced repetition and dropout rates in primary education. Quality ECD interventions can enhance school readiness and related educational outcomes, improve physical and mental health and reduce reliance on the health care system, and reduce the likelihood of high-risk behavior among youth. Additional benefits can also occur on girls' education and women's labor force participation.[53]

4. **Learning to read in early primary is critical for the acquisition of other skills later on.** Effective teaching is one of the most important factors influencing a student's ability to learn. High value-added teachers can significantly improve students' scores and provide them with the necessary support to successfully complete their studies.[54] McEwan (2015) found for the case of developing countries, that interventions that are successful in impacting students' learning include at least some teacher training effort. Teacher training was shown to improve test scores by 0.12 standard deviation, or a 0.59 additional year of education. The largest mean effect sizes included treatments with computers or instructional technology (0.15); teacher training (0.12); smaller classes, smaller learning groups within classes, or ability grouping (0.12); and contract or volunteer teachers (0.10).[55]

5. **The project will support the improvement of reading skills in Portuguese in grades 1 to 3 which includes implementing structure pedagogy.** Evidence shows that one of the most effective classroom interventions to boost students' learning is structured pedagogy – a combination of teacher training, ongoing teacher support, resources for teachers, and classroom learning materials for students. Structured pedagogy interventions in low- and middle-income countries yielded 0.23 and 0.14 standard deviations in Language and Mathematics learning scores, respectively.[56] In its turn, another study found that training programs accompanied by reading materials can improve test scores by up to 0.16 standard deviation.[57] The most effective structured pedagogy interventions are generally multifaceted to address the various constraints to learning, and generally include matching teaching to the students' level and targeting training to the level of the teacher with continuous feedback and re-training. In Kenya, a structured pedagogy intervention to improve literacy instruction provided training workshops, semi-scripted lesson plans, and weekly text message support to teachers and improved literacy outcomes, with larger improvements for girls than for boys.[58]

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[52] Berlinski, S., Galiani, S., and P. Gertler. 2009. The Effect of Pre-Primary Education on Primary School Performance. *Journal of Public Economics*, 93: 219-234.

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

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

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

[56] Snilstveit, B., J. Stevenson, D. Phillips, M. Vojtkova, E. Gallagher, T. Schmidt, H. Jobse, M. Geelen, M. G. Pastorello, and J. Eyers. 2015. *Interventions for Improving Learning Outcomes and Access to Education in Low- and Middle-Income Countries: A Systematic Review*. Systematic Review 24, International Initiative for Impact Evaluation (3ie), London.

[57] Popova, A., Evans, D., and V. Arancibia. 2016. *Training Teachers on the Job: What Works and How to Measure it*. World Bank Policy Research Working Paper No. 7834. Washington, DC: World Bank.

[58] Matthew C. H. Jukes, Elizabeth L. Turner, Margaret M. Dubeck, Katherine E. Halliday, Hellen N. Inyega, Sharon Wolf, Stephanie

6. **Improving girls' educational attainment can help reduce child marriage and early childbearing, and impact girls' health and labor market prospects.** Girls who drop out of school early are more likely to experience poor health, have more children over their lifetime and earn less in adulthood. Furthermore, girls of mothers who married early are possibly less likely to complete secondary education themselves.[59] Mozambique has a total fertility standing at 5.05 children per woman (2019), among the highest in the world. The speed with which countries can make the transition to low fertility rates has increased over time and those that were catching up increased *life expectancy* much faster, they reduced *child mortality* more quickly and were able to *grow their incomes* much more rapidly.[60] Each year of secondary education leads to a reduction in the likelihood of early childbearing of seven points. For instance, ending child marriage and early childbearing could reduce population growth by 0.17 percentage point. Furthermore, early childbearing may also affect the health of young children, as those born of mothers younger than 18 have substantially higher risks of dying by age five and being stunted.[61] Higher educational attainment is associated with substantial increases in earnings in adulthood.

7. **Based school grants have shown positive effects on learning outcomes.** Detailed analyses of the economic composition of education expenditures for the countries of Southern and East Africa show that high shares of these countries' recurrent budgets go to teacher salaries.[62] The main idea behind school grants is that schools would know how to and would like to improve students' learning but often lack the resources or motivation needed. For the lack the resources, school grants could help to implement improvement plans that would eventually improve learning outcomes. For those schools whose leaders lack motivation, a conditional grant program could induce them to improve their management practices by offering more resources contingent on the school's performance.[63] Indeed, in Senegal, a competitive schools' grant program was found to reduce student and teacher absenteeism and had positive effects on student learning, especially for schools that spent the funds on human resources rather than school materials.[64] However, research has shown that school management practices vary widely.

8. **Timely and reliable education statistics are needed to enhance resource allocation in the sector.** Improvements in the management of human resources through EMIS are of critical importance, for example, to

Simmons Zuilkowski, and Simon J. Brooker. 2017. *Improving Literacy Instruction in Kenya Through Teacher Professional Development and Text Messages Support: A Cluster Randomized Trial*. Journal of Research on Educational Effectiveness, 10:3, 449-481.

[59] Wodon, Q. T., Male, C., Nayihouba, K. A., Onagoruwa, A. O., Savadogo, A., Yedan, A., Edmeades, J., Kes, A., John, N., Murithi, L., Steinhaus, M., and S. Petroni. 2017. *Economic impacts of child marriage: global synthesis report (English). Economic Impacts of Child Marriage*. Washington, D.C.: World Bank Group.

[60] *https://ourworldindata.org/fertility-rate*.

[61] Wodon, Q., C. Male, A. Onagoruwa, A. Savadogo, and A. Yedan. 2017. The Cost of Not Investing in Girls: Child Marriage, Early Childbearing, Low Educational Attainment for Girls, and Their Impacts in Uganda. Available at: http://pubdocs.worldbank.org/en/297781512451885312/The-Cost-of-Not-Investing-in-Girls-Child-Marriage-Early-Childbearing-Low-Educational-Attainment-for-Girls-and-Their-Impacts-in-Uganda.pdf.

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

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

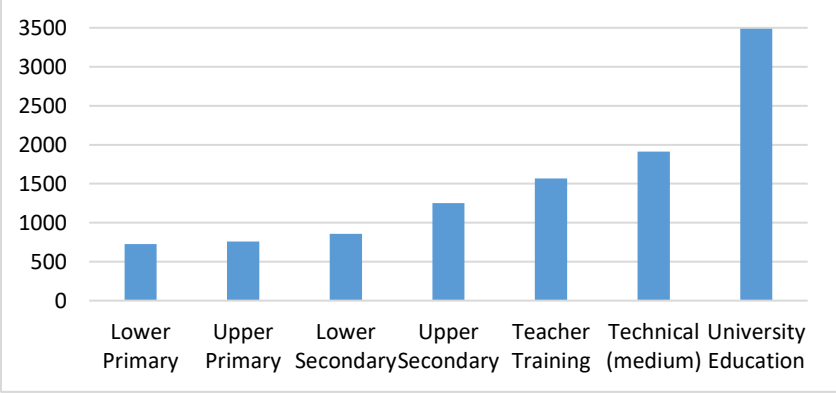
[64] Carneiro, P., O. Koussihouede, N. Lahire, C. Meghir, and C. Mommaerts. 2015. *Decentralizing Education Resources: School Grants in Senegal*. NBER Working Paper No. 21063. Cambridge, MA: National Bureau of Economic Research.

ensure a better deployment of teachers among schools. Additionally, evidence from high quality learning assessments can provide the data needed to compare the cost-effectiveness of potential education interventions, target resources to poor-performing units of analysis, identify learning gaps and monitor learning trends.

Returns to Education

9. **Investments in education can increase productivity and lead to higher economic growth.** In SSA, the return to one additional year of education is 12.4 percent, higher than the global average of 9.7 percent. For higher education, the regional average is 21 percent, while the returns to primary and secondary education are 14.4 and 10.6 percent, respectively.[65] The quality of basic education builds the foundation for knowledge capital development in progressively higher levels of education, which in turn result in a more productive labor force and increased economic growth. In Mozambique, returns to education increase at higher levels of education (Figure A2.1).

Figure A2.1. Average annual salaries by highest education level attended[66]



10. **In addition to private returns, higher education is associated with other highly desired social outcomes.** Improvements in skills can generate welfare beyond higher productivity and earnings, such as in health, prosocial behavior, and civic participation.[67] Evidence shows that education is an important mechanism for enhanced health and well-being, reducing the need for health care, helping to promote and sustain healthy lifestyles and positive choices, supporting and nurturing human development, human relationships and personal, family and community well-being.[68] Educated people are overall healthier and invest more in their families – including having fewer children. The project also aims to increase girls' education and have a positive impact in reducing early pregnancy

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

[66] *Salaries were calculated based on the IOF 2014/15, for the different levels of education and converted to annual values in US$. The exchange rate was 1US$ being equivalent to 62.3 MZN.*

[67] Oreopoulos, P., and K. G. Salvanes. 2011. *Priceless: The Nonpecuniary Benefits of Schooling*. Journal of Economic Perspectives, 25(1), Winter: 159-84.

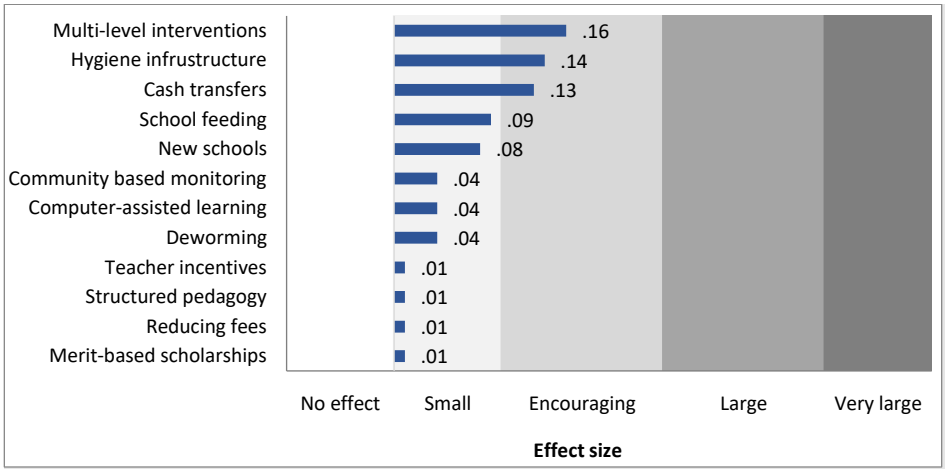
[68] Feinstein, L., Sabates, R., Anderson, T., Sorhaindo, A., and C. Hammond. 2006. *What are the effects of education on health?* OECD Centre for Educational Research and Innovation – CERI. Available at: *http://www.oecd.org/education/innovation-education/37425753.pdf*.

and GBV, which will contribute to the productivity of future generations through the increase in women's labor force participation, lower fertility, and improvements in terms of overall health and education outcomes.

Cost-Benefit Analysis

11. **There is increasing evidence on what works to improve access, attendance and learning.** The International Initiative for Impact Evaluation (3ie) prepared a review of studies that covered 52 low-income countries, including 21 SSA countries, from 1990 to 2015. It showed that some interventions are more effective in promoting enrollment in school while others have a higher impact on learning.[69] The cost benefit analysis for the project uses the standard methodology for computing the aggregated private returns to education for the students who benefit from project activities. It is assumed that the multi-level interventions will impact student progression, reflected in higher transition from primary to secondary education, and higher completion rates. Benefits from project's interventions are estimated as the increased wage incomes resulting from larger numbers of students completing basic education. Because the method does not consider the expected positive externalities and other potential beneficiaries, it underestimates the full NPV of the project.

Figure A2.2: Interventions that improve student attendance, low- and middle-income countries



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

12. **Project costs comprise the actual cost of the project and the costs related to the increase in the number of students enrolled in the system.** Additionally, a few assumptions were made in order to calculate the costs and benefits to the project: (1) students join the labor market the year after graduation and work for 40 years; (2) all graduates find employment after graduation; (3) discount rate is 11.25 percent; and (4) inflation is 3.5 percent.[70]

13. **The net present value (NPV) of the project is estimated at US$147 million and the equivalent internal rate of return (IRR) is 16.8 percent.** While the NPV is higher than the project investment, as mentioned earlier the

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

estimated NPV and the IRR of the project should be considered a conservative estimate, since it includes only the impact on the future wage increase from the additional years of schooling of the beneficiaries of the project. A series of sensitivity analyses were conducted to assess the variations in the NPV and IRR within a reasonable range of adjustments to the assumptions.

Table A2.1: Sensitivity Analysis

Scenarios	NPV	IRR
Baseline	US$ 147,238,457	16.8%
Beneficiaries work for 35 years after graduation	US$ 144,313,815	16.8%
Project impact is reduced in 15 percent	US$ 92,472,961	14.9%
Project impact is reduced in 30 percent	US$ 39,962,100	12.9%

ANNEX 3: Indicators for the GPE Variable Part Financing

1. The variable part of the project's amount to 30 percent of the total GPE grant and will be disbursed upon the achievement of the agreed targets for three indicators associated with each of the three GPE dimensions – learning, equity and efficiency. The targets, budget allocations and verification protocols are described in the Performance Based Conditions (PBC) Matrix and Verification Protocols Table, presented earlier in this document. The three PBCs were selected to contribute to key reforms and results in the education sector which would have lower (or no) chance to be developed without incentives. PBCs also try to be realistic and to a large extend dependable on MINEDH's effort and investment. The PBCs were discussed and endorsed by the LEG in Mozambique.

Table 3.1 – GPE Variable Part Indicators

GPE Dimension	Performance Based Condition
Quality	PBC1. Increased proportion of Grades 1 to 3 students with individual textbooks
Equity	PBC2. Additional 141 primary schools are requalified to become basic schools (grades 1 to 9), including with gender-friendly and inclusive WASH facilities, in districts were girls' GER is below 60 percent.
Efficiency	PBC3. Reduced teachers absenteism at school

PBC1. Increased proportion of Grades 1 to 3 students with individual textbooks

2. **Background and rationale.** Textbooks are a key input and basic condition for students learning. Evidence shows that the failure of learning materials to reach schools and classrooms is one of the factors associated to the worldwide learning crisis.[71] Textbooks also motivate students to learn and go to school. A recent study in Mozambique shows that the availability of textbooks and learning materials at schools is associated with higher students' attendance.[72] Mozambique made significant progress in reducing the unit cost of textbooks and developing internal capacity to internally produce students and teachers' materials. Although the number of textbooks produced and purchased result in a 1:1 textbook to student ratio, the SDI 2018 and data reported by MINEDH showed that textbooks are not reaching all schools and all students. One of the reasons identified for the lack of textbooks in all schools is a defective distribution and inventory mechanisms. This PBC creates incentives to increase the availability of textbooks for each student at school, which is associated with the use of learning materials as a key input of the learning process. Being part of the variable part, incentives will contribute to change the focus from buying inputs to ensure that those inputs reach the actual beneficiaries, which is the final purpose of the investment. While it is an intermediate result to contribute to learning, focusing of availability at the school level represents an important change to the way the effectiveness of this investment is tracked. Purchase and distribution of textbooks is one of the main budget allocations of external funds in Mozambique,

[71] World Development Report 2018: Learning to Realize the Education's Promise, The World Bank.
[72] Longitudinal Evaluation of School Dropout in Mozambique: Drivers of School Absenteeism and Educational Attainment, UNICEF, KOICA and Pedagogic University, 2019

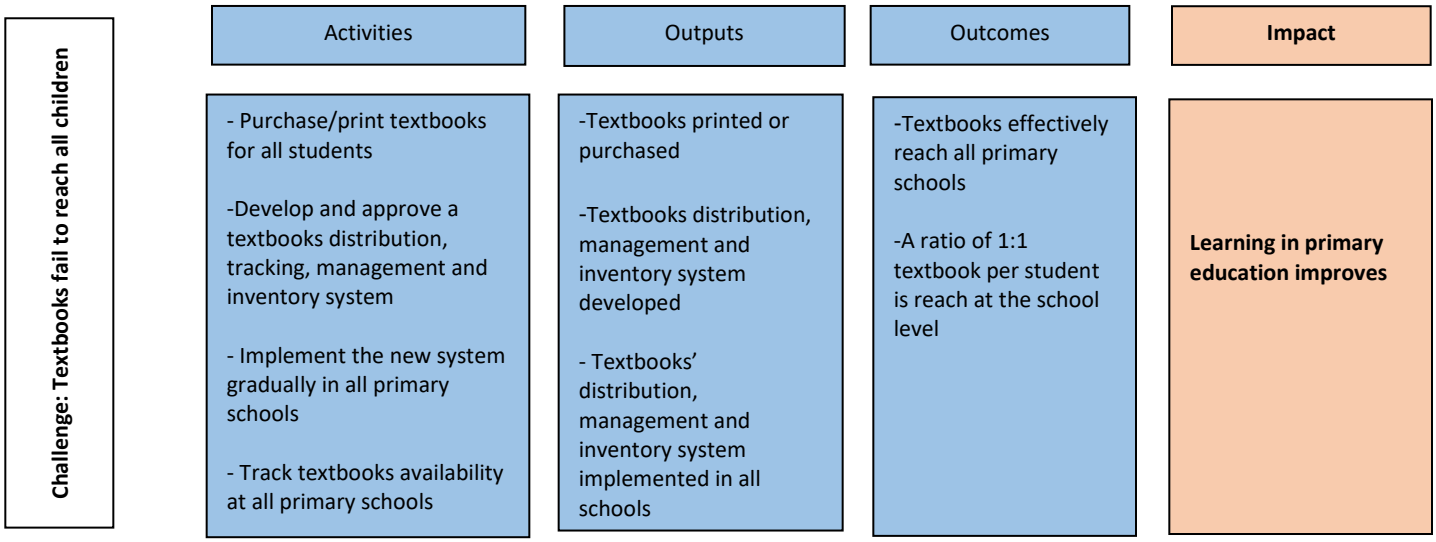
accounting to near 20 percent of the external support each year. Ensuring textbooks reach all students is a basic condition to support learning.

3. **Indicator description:** This indicator will focus on ensuring availability of textbooks for students in grades 1 to 3 in all schools, by improving distribution and inventory mechanisms. While measuring use at the school level is difficult and costly, this will be monitored during the National Learning Assessment (NLA), which is conducted every three years and collects information on students with books inside the classroom the day of the NLA survey. The NLA information will be analyzed and associated with the information collected on availability of textbooks, collected at the school level annually.

4. S**upport to ESP 2020-29 implementation**: This PBC contributes to the ESP main overall strategic objective of ensuring the quality of learning by increasing the availability of a critical input for students learning. This is linked to the priority action identified in the ESP of providing schools with more attractive means and facilitators of learning that complement the teachers work and motivate the learning.

5. **Amount:** The disbursements linked to this indicator amount to US$10 M. The eligible expenditures are detailed in Annex 4 below.

6. Results Chain for PBC1



PBC2. Additional 141 primary schools are upgraded to become basic schools (grades 1 to 9), including with gender-friendly and inclusive WASH facilities, in districts where girls GER is below 60 percent.

7. **Background and rationale.** Difficult access to school is one of the main obstacles for retaining girls longer in the education system, especially through adolescent years. Limited availability of lower secondary schools results in long distances from communities to the closest school, making parents and girls

concerned about safety conditions and resulting in high transportation costs (when available). In Mozambique, there is only one lower secondary school per primary school, creating a big bottleneck for girls (and boys) to continue their studies after primary. The lack of schools in the North and Center of the country is even more acute, with all districts having only 1 to 2 lower secondary classrooms per 1,000 children aged 10 to 14 (as showed in Figure 1 in this document), resulting in low enrolment rates, especially among girls. This aggravates regional disparities in education outcomes for communities already living in fragile context, as these regions are affected by a violent conflict which has been escalating rapidly since 2019. Uneven provision of services and development outcomes is also a major factor of fragility, increasing social unrest.

8. Schools' lack of adequate WASH facilities in upper primary and secondary education schools is another big factor contributing to girl's dropout, increasing the gender gap in access and school dropout in the final years of primary education and in the transition to secondary. The SDI 2018 showed that although most schools have toilet facilities, less than 60 percent have access to drinking water and in only 20 water is available to wash hands. This situation is even more serious in the North and Center of the country, where water to wash hands is available to less than 10 percent (in the North) and 20 percent (in the Center), compared to near 40 percent in the South.

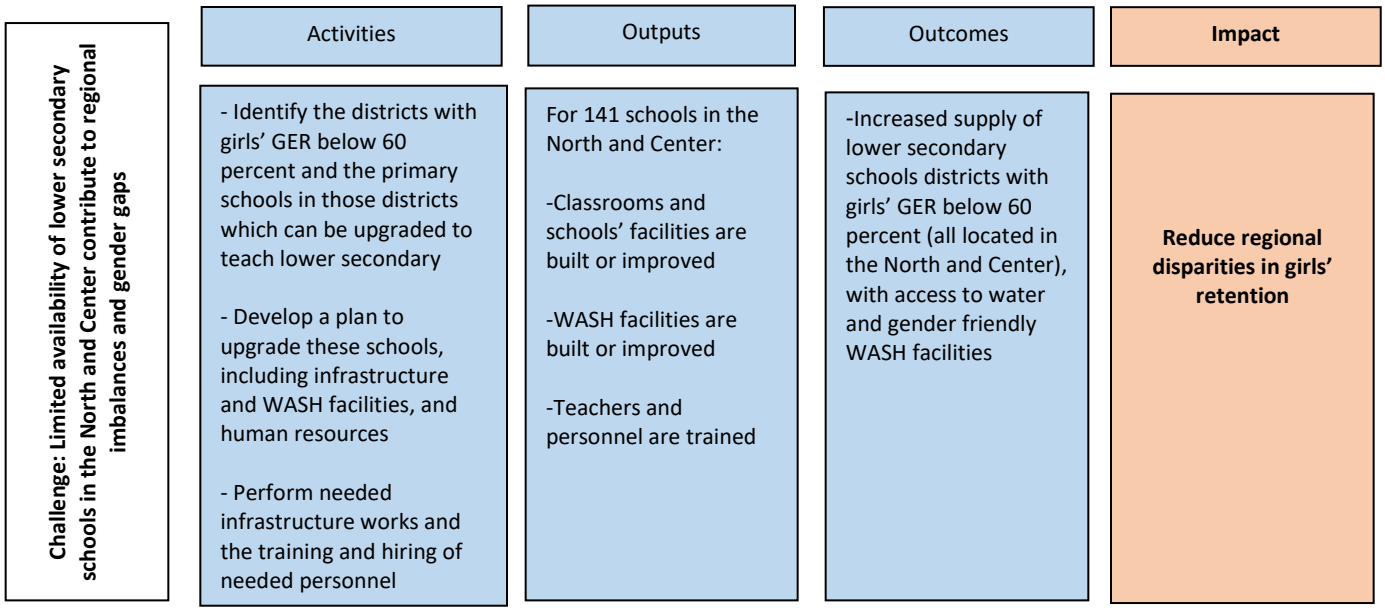
9. This PBC aims at contributing to reducing regional imbalances in access to education (especially for girls) by increasing the availability of basic schools (primary and lower secondary) in districts with low GER for girls, concentrated in the North and Center of the country. The upgrading of 141 primary schools to teach lower secondary will considerably increase the supply of lower secondary in the North and Center of Mozambique, with a special benefit for girls for the reasons described. Upgrading schools will involve improving infrastructure, building classrooms and facilities, and improving or creating new WASH facilities which are girls-friendly and adequate for children with disabilities. It will also require training and hiring teachers, with a focus on female teachers whenever possible. This PBC will complement the activities financed with the fixed part of component 2, which aim at working with the demand side for school enrolment. These activities include, for example, the SRH education program, which will contribute to reducing adolescent pregnancies, and the communication campaign to address social norms. While the PBC focus on an output, it represents a major behavioral change for MINEDH, since regional targeting in the allocation of resources is not yet a defined policy, despite the need. This PBC will allow the Government to allocate a large amount of resources in the areas with the largest gender gaps, poorest education outcomes and with increasing fragility. The existence of incentives associated with this action will support the Government to address the political challenges of this decision.

10. **Indicator description:** This indicator will focus on increasing the number of schools offering lower secondary and ensuring access to water and gender friendly sanitary facilities in lower secondary schools in districts with girls' GER below 60 percent, all located in the North and Center of the country. The schools to be upgraded under this PBC (141 schools in the North and Center) will be pre-identified, ensuring clear differentiation with schools upgraded under the fixed part.

11. S**upport to ESP 2020-29 implementation**: This PBC contributes to MINEDH's ESP main overall strategic objective of ensuring inclusion and equity in access, participation and retention, helping to reduce large regional imbalances.

12. **Amount:** The disbursements linked to this indicator amount to US$23 M. The eligible expenditures are detailed in Annex 4 below. The estimated cost for upgrading one schools is US$160,000, including the construction or improvement of WASH facilities, developing the needed infrastructure and training teachers and school's personnel. Thus, the amount allocated to this PBC would cover the cost of upgrading these schools, which is required by the new PBCs guidelines of the World Bank.

13. Results Chain for PBC2



PBC3. Reduced teachers' absenteeism at school

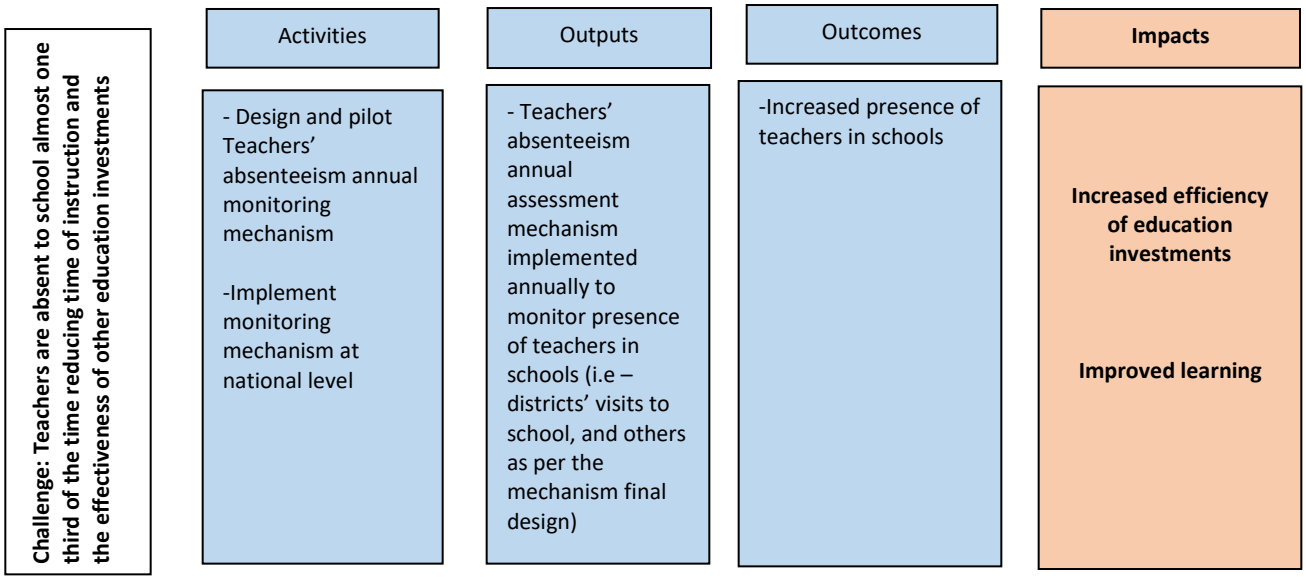
14. **Background and rationale.** The SDI 2014 indicated that 45 percent of teachers were not present in school in a given day and more than 60 percent were not in the classroom when they were supposed to be teaching. The SDI 2018 showed significant reduction in teachers' absenteeism, yet at around 30 percent. High level of teachers' absenteeism is associated with high students' absenteeism and a significant loss of time of instruction. If teachers are not at school other investments, such as teacher training, increased learning materials, better infrastructure are lost, resulting in huge inefficiencies for the education sector. The SDI 2018 showed that only the combination of better teachers' knowledge with reduced absenteeism were associated to better student learning. Therefore, reducing teachers' absenteeism becomes essential to ensure that all efforts in the sector can be effective. The SDI 2018 also indicated factors that could help increase the presence of teachers in schools, such as increased district supervisions and closer monitoring.

15. **Indicator description:** This indicator will focus on developing a mechanism to monitor teachers' absenteeism aiming at increasing the presence of teachers at school. The SDI 2018 results and a recent qualitative study by UNICEF of the reasons associated with teachers' absenteeism will help inform MINEDH's monitoring mechanism.

16. S**upport to ESP 2020-29 implementation**: This PBC contributes to MINEDH's ESP main overall strategic objective of ensuring a transparent, participative, efficient and effective governance, as well as to the strategic objective of ensuring quality of learning. Reducing teachers' absenteeism will increase time of instruction, reduce the "effective" student-to-teacher ratio at schools, and improve the effectiveness of other resources and investments (such as teacher training or textbooks), contributing to greater efficiency in the sector.

17. **Amount:** The disbursements linked to this indicator amount to US$9 M. The eligible expenditures are detailed in Annex 4 below.

18. Results Chain for PBC3



ANNEX 4: Costing and expenses

1. The total project cost for the entire implementation period (2021-2025) is US$ 240M, of which US$ 100M is IDA and US$ 140M is GPE Financing – with US$ 98M fixed and US$ 42M linked to the achievement of three PBCs. The IDA and GPE financing are separated by component. Funding allocations across components have been determined based on ESP priorities as indicated by the government (and endorsed by LEG), alignment with GPE's priorities, lessons learned from the previous project (ESSP - P125127), recommendations from development partners, and implementation capacity.

Table A4.1. Unit costs of main Project's activities

Main expenditure items	Number of beneficiaries	Unit costs	Notes
Component 1: Improving learning in primary education (US$ 90M)			
Subcomponent 1.1 – Strengthening preschool services (US$ 25M)			
Design of preschool regulatory framework; Design of preschool personnel framework; Operations of current 333 ECD centers; Construction of 200 additional ECD centers	368,000 pre-primary students	US$15/pre-primary student (current costs); US$ 170/ECD facilitator wage; US$15,000/new ECD center	Number of students based on ESP 2020-29 Budget Plan
Subcomponent 1.2 – Strengthening reading skills in primary education (US$ 55M)			
Pilot of Aprender+ Program: Development of structured pedagogy and provision of learning materials for grades 1 to 3; Training of teachers	4,500 target schools; 2,685,500 students; and 30,500 teachers	US$0.95/ textbook and US$1.54/teacher guide; US$46/week of teacher training	Data based on ESP 2020-29 Budget Plan; Target grades estimated as 60% of total for 1st cycle of primary level
PBC 1 – Increased proportion of Grades 1 to 3 students with individual textbooks (US$ 10M)			
Develop and approve a textbooks distribution, tracking, management and inventory system; Implement the new system gradually in all primary schools; Track textbooks availability at all primary schools	4,500 target schools; 2,685,500 students; and 30,500 teachers		Data based on ESP 2020-29 Budget Plan; Target grades estimated as 60% of total for 1st cycle of primary level
Component 2: Increasing access and retention of girls in upper primary and lower secondary education (US$ 105M)			
Subcomponent 2.1– Facilitate access to upper primary and lower secondary for girls (US$ 37M)			
Upgrading of primary schools, including girls' friendly and inclusive WASH facilities; Upgrading of primary teachers;	94 out of 235 eligible schools; 517 eligible teachers;	US$160,000/requalified school; US$2,000/requalified teacher;	In 2018, for EP1 and EP2, there were 5.5 teachers per school (on average); costs added as one additional year of teacher training

PBC 2 – An additional 141 primary schools upgraded to become basic schools (grades 1 to 9), including gender-friendly and inclusive WASH facilities, in districts where girls' GER is below 60 percent (US$ 23M)			
Upgrading of 141 primary schools in districts with girls' GER below 60 percent to become basic schools (Grades 1 to 9), including infrastructure, WASH facilities and human resources	141 out of 235 eligible schools; 775 eligible teachers	US$160,000/upgraded school; US$2,000/upgraded teacher;	In 2018, for EP1 and EP2, there were 5.5 teachers per school (on average); costs added as one additional year of teacher training
Subcomponent 2.2 – Strengthen the quality and expand the scale of Distance Learning (US$ 30M)			
ICT equipment for current 316 DL centers; Training of teachers; Improvement of teaching materials	38,000 students in 316 DL centers; and 12,000 teachers	US$ 140/secondary student; US$ 50/secondary students learning materials and equipment	Estimated pupil to teacher ratio of 40 based on data from 2018 statistical yearbook
Subcomponent 2.3 – Promote a safe and inclusive school environment for girls (US$ 15M)			
Support implementation of SHE program	1,500,000 female students in upper primary; 900,000 female students in lower secondary		In 2018, the share of female students was 47%in upper primary and 49% in lower secondary
Component 3: Strengthening governance to improve efficiency and monitoring of education outcomes progress (US$ 40.5M)			
Subcomponent 3.1 – Strengthening capacity to collect and analyze data, including disaggregation by gender (US$ 6.5M)			
Conduct 2 NLAs for grade 3; Develop and implement NLA in secondary level	basic education system	US$ 0.77/primary student evaluated; US$ 1.54/secondary student evaluated	Data based on ESP 2020-29 Budget Plan
Subcomponent 3.2: Implementing result-based financing to improve education outcomes (US$ 25M)			
Financing of performance mechanism at school level; Financing of performance mechanism at district level	basic education system	School-level grant (ADE): US$3/student, and US$4.5/classroom	Data based on ESP 2020-29 Budget Plan
PBC 3 – Reduced teachers' absenteeism at school (US$ 9M)			
Design and implement a mechanism to monitor teacher's absenteeism. Technical assistance to districts to support schools and to school councils to monitor girls' attendance	basic education system	US$ 2,350/year in ICT allocation to central offices; US$ 92.5/year in supervision at province and district levels	Data based on ESP 2020-29 Budget Plan
Component 4: Project management, monitoring and evaluation (US$ 3.5M)			