



**EN**

**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 1**

of the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Mozambique for 2022 – Part 1

**Action Document for “SER – Supporting Education Reform in Mozambique”**

**ANNUAL PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plans in the sense of Article 23(2) of NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title</b> <b>OPSYS business reference</b> <b>Basic Act</b>	<b>SER – Supporting Education Reform in Mozambique</b> OPSYS number: ACT-60676 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	Yes Team Europe Initiative e-Youth Mozambique
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Mozambique
<b>4. Programming document</b>	Multi-annual Indicative Programme (MIP <sup>1</sup> ) for Republic of Mozambique for 2021-2027
<b>5. Link with relevant MIP(s) objectives / expected results</b>	MIP Priority 2: Growing Youth Specific Objective: More inclusive and equitable quality basic education
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	Priority area 2: Growing Youth DAC Sector: Education – 110
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: 4 – Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all Other significant SDGs: Goal 1: No Poverty Goal 5: Achieve gender equality and empower all women and girls Goal 6: Clean water and sanitation Goal 10: Reducing inequality within and among countries

<sup>1</sup> MIP 2021-2027 for Republic of Mozambique (C(2021)9271)

8 a) DAC code(s)	Education policy and administrative management - 11110 Education facilities and training - 11120 Teacher training - 11130 Primary education - 11220 Basic life skills for youth and adults - 11230 Early childhood education - 11240 Lower secondary education – 11260 Upper Secondary education - 11320 Ending violence against women and girls - 15180			
8 b) Main Delivery Channel	13000 Third Country Government - Delegated co-operation 41000 United Nations Agencies			
9. Involvement of multilateral partners	Yes United Nations Children’s Fund (UNICEF), Global Partnership for Education (GPE) and World Bank (WB)			
10. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
11. Markers (from DAC form)	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Internal markers and Tags	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Covid-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>13. Amounts concerned</b>	<p>Budget line(s) (article, item): BGUE-B2022-14.020122-C1-INTPA</p> <p>Total estimated cost: EUR 135 387 000<sup>2</sup></p> <p>Total amount of EU budget contribution EUR 60 000 000</p> <p>This action is co-financed in joint co-financing in 2022 by:</p> <ul style="list-style-type: none"> <li>- Finland for an amount of EUR 8 000 000</li> <li>- France (AFD) for an amount of EUR 3 000 000</li> <li>- Germany (via KfW) for an amount of EUR 12 000 000</li> <li>- Ireland for an amount of EUR 5 000 000</li> <li>- Portugal for an amount of EUR 250 000</li> <li>- Canada for an amount of CAD 5 000 0000</li> </ul> <p>Amount and modality for the involvement of multilateral partners:</p> <ul style="list-style-type: none"> <li>- UNICEF for an amount of USD 500 000 contribution to FASE</li> <li>- World Bank (IDA) for an amount of USD 25 million to FASE</li> <li>- World Bank (GPE) for an amount of USD 25 million to FASE</li> </ul>			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>14. Type of financing</b>	Indirect management with the entities to be selected in accordance with criteria set out in section 4.4.4			

<sup>2</sup> Based on financial commitments communicated by the Education Sector Support Fund (FASE) partners to MINEDH on 19/10/2021, for 2022 a total of 75,387,000 EUR will be made available, excluding EU. Member States providing support: Finland, France, Ireland, Germany and Portugal. Other FASE partners include Canada, the Global Partnership for Education, UNICEF and the World Bank. USAID has expressed interest in joining FASE in 2022.

## 1.2 Summary of the Action

In recent decades Mozambique achieved huge progress towards universal access to schooling<sup>3</sup> and gender parity<sup>4</sup>. Education has been a **priority sector in the government policy agenda**, namely in the 5-Year National Development Plan 2020-2024. This has been translated in consistently high financial allocations to the sector but investment per student is still low. Yet, the majority of children are leaving school without the basic literacy and numeracy skills. The system struggles with very low primary completion rates, low quality of education and high and systemic inequalities, with the northern provinces and the rural areas being most disadvantaged. This has been further aggravated with the security crisis in the north and the COVID-19 pandemic. The ongoing mass schooling expansion with the extremely high population growth, coupled with the impact of the recurrent cyclones, the learning crisis, limited organisational capacity and ambitious education reforms make it challenging to ensure students gain the required competencies, knowledge and skills needed for long-term development of the country.

**Investing in human development is essential<sup>5</sup>** for the EU to achieve the 2021-2027 MIP objective to support Mozambique's transformation through economic, social and political inclusion and contribute to long term inclusive development. The proposed action **SER: Supporting Education Reform** in Mozambique contributes to the MIP Priority 2: Growing Youth, with the specific objective: 'Improved completion of inclusive and equitable early childhood, primary and secondary education with a focus on gender equality'. This is in line with SDG 4 on quality education and contributing to other goals, including SDG 10 on reducing inequalities.

SER will support the Ministry of Education and Human Development to implement the main education reforms outlined in the education law<sup>6</sup>, translated into the Education Sector Plan (ESP 2020-29) and the 3-year operational plans<sup>7</sup>. The ESP establishes three priority axes: (a) access, participation, retention and equity; (b) quality of learning; (c) governance. It outlines highly ambitious reforms, severely delayed due to the COVID-19 pandemic, including a major extension of early childhood education, expansion of basic education to 9 years, and a strengthening of teacher education. The specific objectives of the proposed action are consistent with the Education Sector Plan:

- **More inclusive and equitable access to quality basic education**
- **To improve effectiveness of teaching and learning, including learning outcomes for girls and boys**
- **To improve resilience of education system and school level governance**

The education action will be implemented through two complementary components:

a) The **Education Sector Support Fund (FASE) Component (EUR 50 000 000)**: FASE is a multi-donor pooled fund that supports Ministry of Education priorities as defined in the ESP, benefiting more than 8.5 million young Mozambican girls and boys and 100 000 teachers a year, towards access to quality education and achieving learning outcomes. The EU will focus the policy dialogue on education quality and equity issues, including gender equity and inclusion of children living in vulnerable situations and increased focus on learning outcomes.

Currently nine partners contribute to this coordination mechanism: Five Member States - France, Finland, Germany, Ireland, Portugal, one bilateral donor, Canada and three multilateral partners: UNICEF, World Bank (WB) and the Global Partnership for Education (GPE). WB is acting as Grant Agent<sup>8</sup> for the GPE. USAID expressed interest to join in 2022. This component will allow the EU to have a key role in the structured sector policy dialogue and influence crucial sector reforms, being one of the top contributors to the fund and improving the **coherence of the collective EU effort in Mozambique, working together with five Member States** using the existing sector coordination, monitoring and reporting mechanisms. The FASE component will be implemented via indirect management with a pillar assessed Member State agency.

b) The **Equity Component (EUR 9 700 000)**, to ensure a stronger and more consistent focus on equity and service delivery for children living in vulnerable situations as a complementary measure to FASE. This includes promoting

<sup>3</sup> From 1.8 million students in 1998 to 7.2 million in grade 1 in 2018.

<sup>4</sup> Net enrolment ration of 92.5% for girls and 93.1% global.

<sup>5</sup> International Future Current Path Projections: Prospects and Challenges: Mozambique's Growth and Human Development Outlook to 2040, Institute for Security Studies.

<sup>6</sup> National Education System Law no. 18/2018, December 2018.

<sup>7</sup> Currently the OP 2020-2022 is in place but many activities were not completed due to the COVID-19 pandemic response and the crisis in Cabo Delgado. In 2022 the new OP 2023-2025 will be elaborated, including outlining the main High Level Reforms.

<sup>8</sup> Since Mozambique joined the GPE in 2003 it has benefited from 4 grants, all supervised by the World Bank, for a total of USD365.9 M.

equitable access to education - especially for girls, children with disabilities, and children affected by emergencies. There will likely be a focus on four provinces that are particularly vulnerable to climate risks and conflict - Cabo Delgado, Nampula, Zambezia and Sofala<sup>9</sup>. This component will focus on activities that address the causes that hinder children living in the most vulnerable situations from accessing school or learning effectively in pre-primary, primary, lower-secondary and alternative education. It will also support capacity building among the central and provincial authorities in planning, implementing and monitoring programmes/interventions which mainstream and prioritise equity issues and build school and system resilience. This component will be implemented via indirect management through an international organisation.

This action has a budget of EUR 60 000 000 and will have a total duration of 72 months. It will benefit from synergies with various actions under the Annual Action Plan 2022: ÁguaNorte Programme on access to sustainable safe water and sanitation services, including 15 schools in northern Mozambique; the ResiNorte – Resilience for the North, including Sexual and Reproductive Health and Rights (SRHR) activities for girls and women and VaMoz Digital supporting digital skills of the most vulnerable.

SER is in line with the **e-Youth Team Europe Initiative**, contributing directly to support young men and women's knowledge and skills, creativity and dynamism so that they are the drivers of change. This includes preparing the education system to address 21st century challenges such as conflicts, the digital transition and climate change issues. SER contributes to the **EU-Africa: Global Gateway Investment Package on Education & Training**, through the investment in quality education, paying particular attention to the inclusion of girls and other vulnerable groups. It will lay the foundation for a more sustainable, inclusive and peaceful future for the children and youth of Mozambique.

## 2 RATIONALE

### 2.1 Context

Mozambique remains one of the bottom ten countries in the world in terms of human development, aggravated by increasing inequality in recent years<sup>10</sup>, including significant gender differences<sup>11</sup> and regional disparities. There are higher levels of poverty concentrated in the centre and the north. Poverty and inequality have been further exacerbated with the COVID-19 pandemic, pushing approximately two million people more into poverty in 2020 alone.

In a country with a young population and high demographic growth – 46.6% are under 15 years old, future challenges can be expected in terms of **population growth**, the labour market, and climate change<sup>12</sup>. With now some 28.9 million habitants<sup>13</sup> and one of the highest fertility rate in the continent, it is expected that the population will reach over 50 million in 2040. This will put under growing pressure basic social and environmental services such as education, health, social protection, access to natural resources and basic infrastructure. In the education sector, **this implies a massive need for teachers, school facilities and sound school management**, in a context of budget restrictions and very low capacity for school construction<sup>14</sup>.

Mozambique has achieved considerable progress towards universal access to schooling. There has been progress on gender parity as well as a timid expansion of pre-schooling. Yet, **school completion rates remain low**: over 50% of Mozambican children do not complete primary education<sup>15</sup>, particularly in rural and urban poor areas. Mozambique ranks among the worst in Southern and Eastern Africa in terms of the number of children out-of-school. There were over 2.4 million children out-of-school in 2015. The overall illiteracy rate of 39% is among the highest in the region with substantial disparities between men (27.2%) and women (49.4%). Only 17% of the population has Portuguese as mother tongue, the official instruction language in Mozambique.

<sup>9</sup>These indicative four provinces were selected based on: (i) lowest basic social indicators, (ii) vulnerability to risk (climate change, disasters) and (iii) vulnerability to conflict.

<sup>10</sup>Gini-coefficient rose to 0.56 (2014/15) from 0.47 (2008/9), placing Mozambique among the most unequal countries in Sub-Saharan Africa.

<sup>11</sup>Human Development Index (HDI) is 0.39 for women compared to 0.44 for men.

<sup>12</sup>Global Climate Risk Index (2014) ranks Mozambique as the third most vulnerable country in Africa to natural disasters.

<sup>13</sup>Mozambique Census 2017.

<sup>14</sup>In 2021 only 40 classrooms were built under FASE. The 2022 school construction campaign was not included in the new activity plan as previous campaigns are still to be completed.

<sup>15</sup>National retention rate in grade 3 is 70%, in grade 5 is 50% and only 1 out of 3 children make it to grade 7.

Large numbers of students leave school without the academic skills expected for their grade level - **only 4.9% of grade three students master basic literacy skills**<sup>16</sup>. Less than 4% of the age-specific population has access to early childhood education<sup>17</sup>. Retention has remained a challenge. Many factors contribute to children not finishing school, including poverty, early marriage and adolescent pregnancies, lack of safe school spaces, degraded environmental resources, lack of adequate number of teachers and overcrowded classrooms. Progress towards gender parity in primary enrolment is encouraging but significant challenges are faced by girls, particularly due to child marriage (around 50% of girls marry before the age of 18), adolescent pregnancies, violence and sexual abuse in schools<sup>18</sup> and lower participation in secondary education. All these challenges contribute to **Mozambique having one of the lowest levels of human capital in the world** and fundamentally undermine efforts for Mozambican children and youth to realise their full potential.

COVID-19 has **aggravated the learning crisis**<sup>19</sup> and **increased inequalities within and between schools**. Long school closures affected children and youths and exposed the lack of learning spaces and basic WASH conditions. Various measures were taken by the government of Mozambique, including reducing the pupil/teacher ratio (to 25/1) to allow social distancing; revision of the academic year to compensate for the lost learning, support to schools with additional funds specifically for COVID-19 response, with an additional grant for all secondary schools in the country. The EU has been contributing to this emergency education response as well as other social sectors through a 2 years state resilience building contract as an exceptional EU short-term emergency response to mitigate the socio-economic impacts of the pandemic.

**The conflict in the north has heavily affected the education sector**, by disrupting education attainment but also the mental health and psychological well-being of children and youth<sup>20</sup>. Almost 38 000 students and 1 800 teachers have been displaced and relocated to new communities due to the conflict<sup>21</sup>. For the current academic year 183 schools remain closed<sup>22</sup>. Administrative buildings and district education offices have also been affected. This crisis came on top of the impacts of **climate change and extreme weather events** such as droughts, floods and cyclones. Tropical cyclones have compromised important infrastructure, as most schools were not designed to withstand the extreme weather events or to function as potential temporary emergency shelters. In the recent tropical storm Ana alone it is estimated that 500 classrooms were totally destroyed and more than 210 000 students and 3 700 teachers impacted<sup>23</sup>. The reestablishment of education in the safe areas and education in emergencies activities to reach affected families, provision of teaching and learning material, school rehabilitation, and psychosocial support to teachers and students have been essential to address the short-term needs.

The new **decentralisation law**<sup>24</sup> institutes a decentralisation process for the education sector at the level of primary, secondary education and vocational training. This foresees an increase in decision making and management at provincial and district level but the real implications for the sector are not yet clear.

The **new Law (18/2018) of the national education system** outlines a number of highly ambitious reforms, including the expansion of early childhood development, the introduction of bilingual education and teacher training reform. Introduced in a gradual way, the basic education system is foreseen to shift next year already from serving children up to grade seven to then serving children up to grade nine. This means the 7th grade will move into the secondary education and primary education reduced by one grade to six grades. There is not yet a road map on how the law will be implemented by realistic measures, and the COVID-19 pandemic severely delayed this planning.

The policy environment seems promising, as the government of Mozambique has defined education as one of the priority sectors in its 5-year plans (PQG 2015-2019 and 2020-2024). The **Education Strategic Plan (ESP) 2020-2029**, approved in early 2020, aims to 'equip citizens with knowledge, skills, cultural, moral, and civic values

<sup>16</sup> Second National Learning Assessment 2016: learning results of the Mozambican children have deteriorated during the past 3 years, to only 4.9% of the grade 3 students mastering basic literacy skills. Mathematics results are a bit better but still very low, at 7.7%.

<sup>17</sup> UNICEF (2019) MOZ ECE Diagnostic report

<sup>18</sup> The Special Rapporteur on extreme poverty noted that in one survey, 70 % of girl respondents reported that some teachers used sexual acts as a condition for promotion between grades and 50 % stated that they faced sexual abuse from teachers and boys in their peer groups.

<sup>19</sup> In Mozambique school closure has been in effect since 23 March 2020, affecting a total of 8,5 million Mozambican children and youths during its full closure. Phased school reopening had begun in August 2020. In 2021, schools closed again for a shorter period.

<sup>20</sup> Recovery and Peace Building Assessment (RPBA) sector note on education, 2021

<sup>21</sup> Recovery and Peace Building Assessment (RPBA) sector note on education, 2021. The data presented might be an underestimation considering the almost 800 000 IDPs but it provides a strong representation of the physical damages that have occurred.

<sup>22</sup> According to Cabo Delgado Provincial Directorate latest presentation, February 2022.

<sup>23</sup> Data from education in Emergencies coordination group/education cluster factsheet, January 2022.

<sup>24</sup> Decentralisation Law, Law nr 1/2018, Article 270.

capable of contributing to the development of a cohesive society adapted to a world in constant transformation.' It upholds three objectives: (i) Ensure inclusion and equity in access, participation and retention; (ii) Ensure the quality of learning; and (iii) Ensure transparent, participatory, efficient and effective governance.

Against this background, SER will contribute to strengthening the Mozambican education system with a focus on basic education, supporting the implementation of the ESP, including the expansion and quality improvements of the education system. The proposed action will contribute to the Education Sector Support Fund (FASE), **which is fully on-budget, on-system and on-report, but with additional safeguards to reduce fiduciary risks.** It will also include a specific component focused on equity to address the needs of children living in the most vulnerable situations.

This is in line with Commission objectives and priorities including the commitment of allocating at least 20 % of its Official Development Assistance (ODA) to social inclusion and human development. At global level, the EU has chosen to place education at the heart of the COVID-19 recovery, increasing by 32 % its contribution to education for the period 2021-2027, through the Global Partnership for Education (GPE). In Mozambique, the GPE support is channelled through FASE whereby the EU together with Member States will be able to monitor and follow up.

The **EU-Africa: Global Gateway Investment Package on Education & Training**, as a new European strategy places education at the heart of the collective Africa–Europe efforts with EU investment in quality education, including digital education, paying particular attention to the inclusion of girls and women and other persons living in vulnerable situations. This is translated in SER via the two components and particularly the equity piece to ensure no one is left behind. It is also aligned with the **EU Gender Action-Plan (GAP) III**<sup>25</sup> which recognises education as a key policy area to accelerate progress towards gender equality in EU external action. The EU Communication on **Education in Emergencies and Protracted Crises (COM/2018/304 final)** reinforces EU commitments in education and reflects its efforts to increase funding and support to countries most in need. SER will seek to be complementary to the programming of the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) in Education in Emergencies.

**G7 Ministerial Declaration on girls' education** (May 2021) recommends a focus on cementing girls' education as central to COVID-19 recovery.

**The Working Better Together approach** is being implemented at the practical level to improve the overall coherence of the collective EU effort in Mozambique. This action will further promote aid effectiveness principles and strengthen cross-sectoral working by joining forces with 5 Member States in FASE policy dialogue.

SER is relevant for the **2030 Agenda for Sustainable Development**. It contributes primarily to the progressive achievement of SDG(s) Goal 1: No poverty, Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, while also contributing to Goal 5: Achieve gender equality and empower all women and girls; Goal 10: Reducing inequality within and among countries; Goal 13: Take urgent action to combat climate change and its impacts and Goal 6: Clean water and sanitation. Education is a strategic investment for addressing global challenges and achieving sustainable development.

## 2.2 Problem Analysis

Several analyses<sup>26</sup> contribute to a common understanding of key bottlenecks, particularly in basic education:

- **Very low primary completion rates.** The national retention rate in grade 3 is 70 %; in grade 5, it is 50 % and only 1 out of 3 children make it to grade 7. While 97 % of children enrol in primary education, only 42 % graduate. Dropout rates for primary education are very high, with large regional disparities (20.8 % in Cabo Delgado and 1.3 % in Maputo). There are many possible factors behind this, starting with low school readiness opportunities and very low pre-primary coverage. Poverty is the main driver, contributing to a number of demand side factors; malnutrition is critical, the indirect costs of schooling, and other factors including early marriages, adolescent pregnancies and sexual gender-based violence and abuse, ranging from sexual harassment to forced marriages. There is also low coverage of secondary schooling, both in terms of supply

<sup>25</sup> EU Gender Action-Plan (GAP) III – An ambitious Agenda for Gender Equality and Women's Empowerment in EU External Action (2020-2024)

<sup>26</sup> World Bank Public Expenditure Review in the Education Sector, 2017; WB Service Delivery Indicators Study, 2015; 2017 Assessment of education sector conducted by Ireland; UNESCO Education Policy Review (2108), MINEDH Education Sector Analysis (July 2019).

and also caused by the high levels of drop out during primary schooling. This situation is a challenge to the roll out of compulsory education to grade 9.

- **Extremely low learning outcomes.** Many children and youth leave school without foundational literacy and numeracy skills. The latest national learning assessment shows a decrease from 2013 to 2016 from 6.3 to 4.9 % third-graders mastering basic literacy skills<sup>27</sup>. But inequality increased too, with most of the improvement in students' scores in the Southern provinces. There is also a prominent urban-rural divide, with student learning significantly higher in urban schools. Many factors contribute to low student learning, including the low instruction time and the high student/teacher ratio (67.2 in 2020)<sup>28</sup>. Student absenteeism remains also very high at around 45.8 % down from 55.8 % in 2014. While there have been curriculum reforms in primary, and the limited implementation of a new bilingual education policy, many children and teachers struggle with proficiency in Portuguese. The ESP prioritizes quality of learning in primary education, which will require a focus on curriculum implementation based on the basic competences of literacy and numeracy, the training of primary education teachers, gradual expansion of pre-primary and implementation of learning assessment mechanisms that bring right incentives to students, teachers and school managers.
- **Girls face particular challenges in progressing through the system.** School enrolment significantly diminishes as the level of education goes higher for both sexes but with worse situation for girls. For example, only 42.1 % girls enrol in lower secondary education compared to 44.8 % for boys<sup>29</sup>. Many factors impact the low levels of girls' retention in the Mozambican schooling system, including early marriages, sexual gender-based violence as girls in schools may face sexual harassment and abuse from teachers, school staff and colleagues<sup>30</sup>. Victims and their families are discouraged to report for fear of reprisals or lack of appropriate follow-up by school managers<sup>31</sup> leading in many cases to impunity for the perpetrators of sexual abuse and harassment of girls in the schools. In many schools, conditions for learning are not favourable, particularly for girls, including lack of proper school infrastructure, overcrowded classrooms, or gender segregated toilets. Distance to school and poor school infrastructure, including poor water and sanitation facilities are highly associated with high dropout and low attainment.
- **The teaching crisis.** Absence rates for teachers are very high, as shown in the service delivery indicators studies (45 % in 2014 and 28.4 % in 2018<sup>32</sup>), which results in a huge loss of teaching time. There seems to be a correlation with school directors' absenteeism (44 % in 2014). There is deficient preparation and management of teachers and directors. Teachers are quite often side-tracked into non-education related activities. Teacher content knowledge and pedagogical skills are low<sup>33</sup>. There is a low provision of pre-service and in-service teacher training. The new reforms on teacher careers will gradually extend the pedagogical training to a 12+3 model<sup>34</sup> but it will take time to implement, with the growing role of the provincial teacher training institutes. The new bilingual education policy as official policy is positive but also brings additional challenges for the sector considering the low Portuguese skills of many teachers and the lack of coverage of bilingual teachers who can teach in mother tongue. There is ongoing work for the development of a national teacher policy and to increase the number of female teachers, a factor that also affects the participation of girls.
- **The efficiency crisis and weak governance.** While the net enrolment ratio in Mozambique is high, it is estimated that only 48 % of a student cohort reaches the last grade of primary school and only 42 % actually complete primary education. There are high levels of repetition and dropouts. There is a need to increase internal efficiency in order to achieve better education with the available financial resources, particularly considering the expansion of the system. This partially depends on strengthening institutional capacity and the quality of public administration, given its responsibility for the management, motivation, deployment and availability of competent and motivated teachers, school principals and education managers. The role of school directors is key. The capacity of District Education Services is low including their capacity to supervise and

<sup>27</sup> Second National Learning Assessment 2016 shows that the learning results of the Mozambican children have deteriorated during the past 3 years, to only 4.9% of the grade 3 students mastering basic literacy skills. Mathematics results are a bit better but still very low, at 7.7%.

<sup>28</sup> Annual Review Meeting Progress Report 2019, 2018 and 2017.

<sup>29</sup> 2017 population census, MINEDH EducStat 2020.

<sup>30</sup> Forum Mulher et al (2009). CESC report on Students Perceptions on Sexual Harassment and Sexual Abuse in Secondary Schools CESC and CEP, (2017).

<sup>31</sup> VAC in schools (UNICEF, 2018); MINEDH meeting on Methods to Report and Combat Sexual Harassment (MINEDH, 2008)

<sup>32</sup> Service Delivery Indicators (SDI) Study for Mozambique, 2014 and SDI Study for Mozambique, 2018.

<sup>33</sup> Service Delivery Indicators (SDI) Study for Mozambique, 2014 and SDI Study for Mozambique, 2018.

<sup>34</sup> Currently the teacher training model is lower secondary as entry and one year pedagogical training (10+1 model) and under the new law it will be expanded to 3 years following completion of upper secondary education (12 + 3 model).



support schools. Engagement in schools from parents, carers and the wider community is varied, largely reflected in the varying degrees to which school councils function effectively.

- **Political economy elements impact the implementation of reforms.** There is broad recognition that various processes in the education system are affected by political interests, and certain roles are far more linked to political affiliation than to merit or competency. This has an impact on attendance and absenteeism, particularly of teachers, as they are periodically required to undertake political tasks which take them out of the classroom. Recruitment of teachers in training institutes is also affected by the political economy, as teachers are often recruited based on political party affiliation. Nomination of school directors tends in some cases to be on a political basis as is the attribution of some contracts for construction. The lack of transparency and politicisation of education jeopardises the quality of education provision, which in turn leads to poor learning outcomes. This requires strong strategic policy dialogue skills for the relations with Ministry of Education as well as other key line Ministries in order to implement high priority reforms.
- **Decreasing budget allocation to the education sector and fragile Public Finance Management system.** While domestic finance is mostly allocated to pay teachers' salaries, external funding is crucial to enable quality investments in education, to cater for the growing number of students and to deliver on the ambitious reforms. The situation became even more crucial for Government with the COVID-19 pandemic needs coupled with ensuring the continuation of services, while facing a deteriorating security situation in the North. Yet, there is a severe economic crisis to address all the needs. The Education sector's share of government spending had dropped in 2020 and 2021 in favour of spending in the Health and Social Protection sectors to respond to the COVID-19 pandemic. The proposed sector's share of state budget is not back at pre-pandemic levels but it is even lower than that in 2020 and 2021: 15.6 % of the entire proposed budget<sup>35</sup>.
- **Vulnerability to climate and natural disasters in the educational sector.** Mozambique is highly vulnerable to natural disasters and severe weather events linked to climate change. These have had dramatic impact on the education sector affecting significantly school attendance but also classroom damage and destruction. Considering the type of school construction materials (local and mixed materials) in many cases these are too fragile to resist to strong winds, floods and cyclones<sup>36</sup>. To ensure continuation of teaching and learning, significant investments such as temporary learning spaces, teaching and learning materials, school equipment and logistics are needed as the long-term impacts are quite significant.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

**Ministry of Education and Human Development (MINEDH)<sup>37</sup>:** primary implementer of the action and main duty-bearer of basic education services in Mozambique. Directorates are responsible for the key functions of education provision: Directorate of Planning and Cooperation, playing a central role in the sector strategic planning and dialogue process with partners; Directorate of Administration and Finance responsible for budgeting, financial execution and monitoring of FASE funds; Teacher Training Directorate responsible for planning and control of the teacher training system, which is provided largely by teacher training institutes; Directorate of Cross Cutting issues deals with important issues such as gender mainstreaming, equity, education in emergencies and climate change; Directorate of Infrastructures dealing with school construction and rehabilitation amongst others.

At the sub-national level, planning and budgeting are overseen by the Ministry's **provincial directorates and district services (SDEJT)**. The majority of spending (65 %) is at district level, with SDEJTs responsible for teacher recruitment, salaries and school supervision. A system of School Clusters is in place for in-service training and support to school management.

At school level, stakeholders include **the school directors, the school councils and teachers**; school directors are accountable to the district administrator, who reports to the provincial governor. Every school should have a school

<sup>35</sup> Budget Memo, Mozambique Analysis of the Social Sectors in the 2022 State Budget Proposal, UNICEF November 2021.

<sup>36</sup> Education and Emergencies Strategy: Preparedness, response and recovery of education sector in situations of emergency (2020-2029), MINEDH 2020.

<sup>37</sup> The education system is composed of six sub-systems, namely pre-school education, general education (covering primary and secondary), adult education, professional education, teacher training, and higher education. Higher education is under Ministry of Science, Technology and Higher Education. Vocational training has recently become part of a separate Secretary of State.

council, though their functional capacity and understanding of their role varies greatly. They are responsible for managing the school grants (*ADE - Apoio Directo as Escolas*)<sup>38</sup>. At provincial, district and school level there is a 'gender focal point', which has been the focus of some capacity development through different partner projects.

**Ministry of Gender, Children and Social Action (MGCAS):** responsible for defining the norms for Early Childhood Education and the promotion of gender equality.

Other government partners include the Ministry of Public Works and the Ministry of Health for promotion of safe school environments.

**Civil Society Organisations (CSOs)**<sup>39</sup> are engaged in education at many levels, from working with communities and parents on the right to education and school accountability to national advocacy or direct service delivery at grassroots level. The Education for All Movement (MEPT), represents national education CSOs and is the main voice for civil society in policy dialogue and review forums. The EU is supporting MEPT through the State Resilience Building Contract (FED 2020/041-898)<sup>40</sup> until September 2023. The action aims to improve public services in education, through monitoring COVID-19 related funds and the education COVID response plan. The project is promoting advocacy for efficient and effective management of education funds, strengthening school councils for active participation in school management; strengthening MEPT members and promoting participation in the debate on education finance with various stakeholders.

## 3 DESCRIPTION OF THE ACTION

### 3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to contribute to a stronger, more equitable, efficient and resilient education system in Mozambique, which can ensure the quality of teaching and learning for all.

The Specific(s) Objective(s) (Outcomes) of this action are

- 1 More inclusive and equitable access to quality basic education**
- 2 To improve effectiveness of teaching and learning, including learning outcomes for girls and boys**
- 3 To improve resilience of education system and school level governance**

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 **contributing to Outcome 1 (or SO 1):** Enhanced access to pre-schooling for the most disadvantaged, focusing on models for 1 year of pre-school or shorter school readiness
- 1.2 **contributing to Outcome 1 (or SO 1):** Expansion of basic education to 9 years, including increased opportunities to transition from primary to secondary school
- 1.3 **contributing to Outcome 1 (or SO 1):** Increased opportunities for children from marginalised situations to stay in and complete basic education, including mainstreaming inclusive education
- 2.1 **contributing to Outcome 2 (or SO 2):** Implementation of teacher continuous professional development strategy and teacher policy for recruitment/management of teachers.
- 2.2 **contributing to Outcome 2 (or SO 2):** Support roll out of bilingual education policy, the timely provision of teaching and learning materials in primary and lower secondary schools and improved learning assessment.
- 2.3 **contributing to Outcome 2 (or SO 2):** Enhanced access to catch up / accelerated learning, re-entry to formal education and alternative pathways for children / young people who have dropped out of school
- 3.1 **contributing to Outcome 3 (or SO 3):** Consolidated / extended provision of school grants to all primary / lower secondary schools, and improved capacity for management by directors/ school councils

<sup>38</sup> ADE programme transfers funds directly from the central level, through district offices, to schools for the purchase of basic materials to support teaching and learning processes. All schools in the country receive the ADE based on a per-capita allocation.

<sup>39</sup> Some of the main CSOs in education include Action Aid, ADPP, CESC, IBIS, Progresso and Save the Children.

<sup>40</sup> MZ/FED/2020/041-898. EU budget support in response to COVID-19 crisis

**3.2 contributing to Outcome 3 (or SO 3):** Improved capacity for quality assurance and supervision of schools based on available information

**3.3 Contributing to Outcome 3 (or SO 3):** Monitoring, evaluation and learning systems for better system and school level governance, planning and decision making

**3.4 Contributing to Outcome 3 (or SO 3):** Strengthened systems for Education in Emergencies / Disaster Risk Reduction

These outputs will be delivered either through FASE contribution or through the equity component, as detailed in section 4 below.

## 3.2 Indicative Activities

While the next operational plan of FASE (2023-2025) is being developed, which will define the specific objectives and results of the sub-sectors for the coming years through FASE, the indicative activities below took as basis the current operational plan and the ESP 2020-2029 for component 1. This indicative list is not being exhaustive as there is no earmarking of EU funds in the FASE:

### Activities related to Output 1.1

- Increase and expand provision of pre-primary education, particularly in the most under-served parts of the country through *Escolinhas* in rural districts
- Test / scale up Accelerated School Readiness programme (short courses ahead of primary school entry) and innovative approaches to one year of pre-primary and increase community and parental involvement in early childhood education.
- Policy dialogue on expanded provision for 1-year compulsory preschool.

### Activities related to Output 1.2

- Support plans and measures to implement new education law, including requalification of primary schools
- School and classroom construction /rehabilitation where needed for lower secondary expansion using the resilient models and the environmental and social safeguards for school buildings as recently approved<sup>41</sup>.

### Activities related to Output 1.3

- Improved provision of sex-separated and safe WASH facilities and associated training and awareness programmes in all schools
- Targeted approaches to addressing demand side challenges faced by girls, children with disability and other vulnerable groups, including scholarships, school grants, and/or provision of in-kind support
- Dissemination of the Violence Against Children mechanism at district and school levels, capacity building for gender focal points, menstrual health and hygiene, mainstreaming of SRHR strategies
- Empowering students through school clubs on life skills and gender related issues
- Community awareness and support for girls' education, particularly on child marriage / early pregnancy
- Interventions to support the needs of children with disability, including assistive devices and training for teachers in strategies for inclusion in primary / secondary classrooms.

### Activities related to Output 2.1:

- Implementation of a new Teacher Policy, for improved recruitment, deployment, and management of teachers
- Implementation of MINEDH teacher capacity development strategy, including pre-service and in-service training of teachers by the provincial teacher training institutes.

### Activities related to Output 2.2:

- Provision of textbooks / learning materials to primary and lower secondary schools, including implementation of the bilingual education policy, foundational literacy / numeracy and potentially other areas where needed
- Implementation of regular National Learning Assessments
- Support implementation of MINEDH strategy for Information and Communication Technologies (ICT) in Education, giving priority focus to support teachers.

<sup>41</sup> 26 of October 2021 Ministerial Diploma containing the guidelines on resilience to natural disasters, environmental and social safeguards for school construction, post-disaster reconstruction and rehabilitation.

#### Activities related to Output 2.3:

- Specific approaches in targeted provinces / districts to deliver innovative non-formal, school re-entry or alternative learning pathways for young people who have dropped out.
- Advocate for strengthened and expanded provision of catch up / remedial and accelerated education programmes, targeting children who have dropped out from school or at risk of doing so

#### Activities related to Output 3.1:

- Provision of grants to schools under *Apoio Directo as Escolas (ADE)*
- Improved school governance and management for effective and transparent use of school grants.
- Explore potential use of school grant (ADE) mechanism to contribute to improved equity
- Test approaches to target the needs of most vulnerable students, and to support the work of civil society organisations to strengthen local accountability systems, especially the functioning of school councils.
- Training for school directors and leadership, especially in the lowest performing schools / districts.

#### Activities related to Output 3.2:

- Consolidate progress of recent years in strengthening capacity for district level supervision of schools, ensuring that funds are available and that guidance, training and information systems are in place
- Targeted capacity development support to some of the most disadvantaged districts for planning, management.

#### Activities related to Output 3.3:

- Support the development of an integrated system for data collection and analysis, at national, provincial and district levels, more robust / reliable than the current Education Management Information System (EducStat)
- Support use of education data for policy and decision making at the national and sub-national levels, including for emergency / crisis response
- Analytical work, including the longitudinal study on School Drop-out/Out-of-school Children, and the development of other qualitative and quantitative research as needed to support the implementation of the ESP.

#### Activities related to Output 3.4:

- Strengthening school committees on education risk reduction, training at school cluster level, school supervision, schools with resilient models, accelerated construction
- Approval/dissemination of a psychosocial support manual and associated teacher training
- Provision of first aid kits, school maintenance kits, Basic Emergency Programme manual
- Mainstream conflict sensitive approaches (teacher training, curriculum, school management) and specific targeted interventions in Cabo Delgado and neighbouring provinces.

The commitment of the EU's contribution to the Team Europe Initiative foreseen under this action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the SEA screening** N/A

**Outcomes of the EIA (Environmental Impact Assessment) screening** N/A

**Outcome of the CRA (Climate Risk Assessment) screening** N/A

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. There will be a strong focus to address gender disparities in the education sector that have been described above. The EU will be supporting activities for gender equality, combating sexual gender based violence, promoting sexual reproductive health rights and providing gender and disability sensitive WASH facilities and training of teachers. Within the

equity component potential activities include zero-tolerance public campaigns against early marriage and sexual abuse, support for counselling services, and training for teachers and district officials on gender equality. Another potential is to use the sisterhood approach to reach the out-of-school children/adolescents via peer groups as pilot experience. FASE also addresses barriers common to both boys and girls attending and finishing school, such as improving access to classrooms, teacher-student ratios, quality of teachers and community involvement in school management. The EU is also supporting complementary activities through the Gender at the Center Initiative (GCI) whereby Mozambique is a pilot country and gender mainstreaming actions have been taking place as well as analytical work on girls reasons for drop-out, early pregnancies and premature unions in schools.

---

### **Human Rights**

SER action is in line with the Mozambique Human Rights and Democracy Country Strategy (2021-2024) which supports education quality and the right to education as universal, inalienable and indivisible. This is underscored in human rights treaties and international agreements; most notably, the United Nations Convention on the Rights of the Child. In Mozambique, more than half of girls and boys of primary school age do not complete primary education, particularly those located in rural and urban poor areas. SER has a component particularly focused on the out-of-school children which will address some of these challenges.

Gender-based violence remains a serious problem and has been on the rise in the COVID-19 context. United Nations agencies and non-governmental organisations (NGOs) have alerted that cases of child abuse have risen in Mozambique as a result of the COVID-19 pandemic. In addition, there have been reports of increased child marriages as a coping mechanism. The equity component of the action will address some of these issues both through demand and supply initiatives targeting girls and boys.

SER action will respect the 5 human rights-based approach principles in every phase: respect to all human rights, non-discrimination, participation, transparency and accountability. SER action will follow the principles of “do no harm” and “no-one left behind”.

---

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that there will be support to the implementation of the Inclusive Education and Development Strategy for Children with Disabilities (2020-2029) and the Education Sector Plan which promotes inclusive education. According to MINEDH it is estimated that 64.4 % of children with disabilities are out of school. SER will be supporting the access and retention of children with disabilities and special educational needs in the mainstream educational system, particularly through the equity component. Support will include awareness raising activities, promoting teacher training, improving school environment; actions foreseen teacher training for inclusive education; adapting infrastructure and school equipment implementing regulation for student learning reinforcing resource centres, invest in data collection, community sensibilisation and digital solutions for better access.

---

### **Democracy**

Mozambique has launched structural reforms to ensure constitutional rights, promote justice, good governance, public integrity and decentralisation. However, most democratic governance related indicators have followed a negative trend in recent years. SER components integrate participatory approaches in order to ensure that the local population have a say in decision-making processes that affect them. To ensure equal return of adolescent girls and boys to schools, engagement with communities will be key to this programme as they are vehicles to access families and students in rural areas. In collaboration with community influencers, particularly the equity component will sensitise families and other community members on the importance of education. The programme will also contribute to improved access to justice and rule of law so that children and youth are protected, including protection from violence and gender-based violence, including implementation of the Violence Against Children Mechanism and the work through the school councils.

---

### **Conflict sensitivity, peace and resilience**

There is a high proportion of socioeconomic vulnerable people in the northern provinces and poor rural areas, stemming from the regional imbalances of education services, which in turn are associated with underinvestment. Low enrolment and low quality contribute to a sense of alienation and disenfranchisement. Schools are important pillars of social cohesion that help create a sense of community and coexistence as well as a positive state presence. Youth is seen as an important resource and given the demographic structure of the country, can be a driver of growth and stability if its potential is positively tapped into, including through adequate and inclusive access to

education, training and employment opportunities. SER will support the overall education system to allow children and young people, in particular those out of school to have opportunities including alternative paths to learning.

#### Disaster Risk Reduction

A significant part of classrooms in Mozambique are constructed using local or non-conventional materials and these structures suffer recurrent damage posing a risk for the safety of children and teachers. This implies the need to have safety standards and contingency plans and in-country skills to construct and maintain climate resilient school infrastructure. Through SER, the EU will be supporting the implementation of the education in emergencies strategy throughout as part of broader disaster readiness system. This includes knowledge sharing, coordination, child protection support and community involvement as well as “building back better” models for resilient schools, as recently approved in the Ministerial Diploma of 26/10/2021 including the environmental, health and safety plan, to reinforce the emergency preparedness and response.

MINEDH has developed a Basic Emergency School Plan which serves as a guide for schools and communities to build resilience and better withstand and absorb shocks. The EU has been supporting the revisions of the guide and its implementation at school level, including distribution of emergency and maintenance kits. Strengthening school emergency preparedness and response skills at central level will be combined with strengthened and emergency preparedness capacity at decentralized levels.

Specific shock-sensitive solutions, such as crisis modifiers, may be defined under the implementation contracts, wherever considered feasible and suitable. This will enable early action and rapid response to new education and emergencies that could occur in the programme areas during the implementation phase.

#### Other considerations if relevant

N/A

### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
<b>Planning, processes and systems</b>	Dialogue overly focuses on central level stakeholders processes and targets rather than on the overall reform	<b>M</b>	<b>M</b>	Focus on change at school level through the equity component and bring lessons learned to FASE.  Advocate for advancing and sequencing of high level reforms under the new Memorandum of Understanding (MoU) and FASE Troika. Strong EU and Member States level advocacy and strategy.
	Lack of political commitment to address systemic inequity in education financing, resource allocation, and outcomes	<b>M</b>	<b>M</b>	Policy dialogue focused on equity as key priority. Targeted support through equity component with the government and with civil society organisations to address some specific equity challenges and bring lessons learned to the FASE dialogue.
	Over dependence on external financing for core recurrent costs	<b>M</b>	<b>H</b>	Longer term and high level political dialogue to establish conditions by

				<p>which government can take on financing of key costs (e.g. textbooks).</p> <p>Conduct analytical work, promoting transparency around sector financing. Create synergies with the ongoing EU support to Public Financial Management (PFM) reforms.</p>
	Limited absorption capacity of MINEDH to implement key reforms and FASE absorption capacity.	<b>H</b>	<b>H</b>	<p>EU and partners to build consensus to support High Priority Reforms through FASE and under the Operational Plans. Focus on phasing and prioritisation.</p> <p>Establishment of an Implementation Support Team, a Technical Assistance (TA) unit to strengthen MINEDH educational expertise and educational leadership capacity and accelerate implementation of the ESP 2020-2029.</p>
	Lack of reliable and timely data to ensure a feedback cycle and learning due to MINEDH's weak Monitoring and Evaluation (M&E) systems.	<b>M</b>	<b>M</b>	<p>Establishment of a Working Group on Monitoring and Evaluation by MINEDH and cooperation partners as foreseen in the FASE MOU.</p> <p>Partner support through FASE to strengthening the Education Management Information system.</p>
	Unclear Government responsibility over early childhood education prevents effective intervention.	<b>M</b>	<b>M</b>	<p>Strong focus under the equity component to support the development of the early childhood education policy.</p> <p>Capacity building of provincial and district level preschool officers from MINEDH and Ministry of Gender, Children and Social Action (MGCAS).</p>
<b>People and organisation</b>	Limited capacity at EU Delegation level to actively participate in FASE policy dialogue (including participation of Technical Working Groups).	<b>M</b>	<b>H</b>	<p>Build on the support and expertise of the implementing partners. Promote division of labour between the EU and its Member States.</p> <p>Mobilise Technical Assistance to support EU Delegation participation.</p>
<b>External environment</b>	Long term effects of conflict on education provision, and the potential for conflict to be exacerbated by inequitable service provision and schools a target of armed groups.	<b>H</b>	<b>H</b>	<p>Support to the government strategy for the recovery and development of the north, substantive measures to mitigate the ongoing conflicts' impact on education and specific focus on equity.</p> <p>Create synergies with the foreseen EU support ResiNorte.</p>

	Recurrent natural disasters / environmental impact on education provision, and lack of investment in school and system resilience.	<b>H</b>	<b>H</b>	<p>Keep education and emergencies support to recover from the crisis.</p> <p>Support MINEDH's implementation of the Education in Emergency Plan, implementation of the resilient school construction model.</p>
--	--	----------	----------	---

### Lessons Learnt:

A recent review of the Education Sector Support Fund (FASE)<sup>42</sup> noted some key findings, including:

- The FASE is an **essential part of the aid modality and coordination system in Mozambique's education sector**. It has been the main vehicle for partners support to the sector, unique for policy reform and is regarded as financially secure and effective.
- The FASE Troika system has been seen as effective, although there was a need for better defined roles and responsibilities, which have been further clarified in a new MOU 2021 between the Government of Mozambique and the Group of Cooperating Partners regarding FASE, 9/07/2021. See section 4.7 for further details.
- Sector dialogue should focus more on results rather than inputs and processes. The sector review and dialogue process needs to encourage a stronger focus on reforms to bring about improved learning outcomes.
- Development partners have engaged with sector dialogue and reforms through the various Technical Working Groups. Some of these have been more effective and have received more support than others. There is a need for more joined up work across all the sector / sub-sectoral programmes.

In addition, other key lessons from sector reviews and analytical work include:

- There is a lack of accountability at local/school levels, with politicisation of appointments, and a need for stronger supervision of schools and more transparent accountability to communities.
- Most bilateral agencies have used FASE as the main channel for financing the sector, using national systems for planning and financing; but have also maintained some distinct bilateral programmes to support capacity development or delivery in specific areas.
- Support through the sub-national level is crucial as the need is greatest. However, the meaningful engagement at central level is needed to ensure best practice at sub-national level is reflected at central level and vice-versa.
- Decentralisation processes have been in place for some years and remain complex. There is a top down tendency in sector governance and a need to further engage with provincial authorities. A better understanding of the political economy of education reforms at the provincial and district levels could help ensure that key reforms are implemented, and that sub-national voices are heard to avoid duplication and lack of coordination.
- Certain flexibility is crucial for successful interventions especially for the education in emergencies programme, as the situation evolves drastically within a short period.
- An integrated system is essential for the annual policy-making and planning and budgeting cycle as the capacity gaps at MINEDH have been addressed through technical assistance in a somehow ad-hoc manner.
- There is a need for flexibility particularly with the volatile situation in the north and the constant displacements of children and teachers. For this reason, the Action integrates a so-called 'crisis modifier', designed to quickly reallocate funding to address spikes in need and enable rapid response to new education in emergencies needs that could arise in the programme areas during the implementation, particularly through the equity component.
- Stronger synergies need to be maintained with DG ECHO funds in Education in Emergencies (EiE), as the lessons learned from the programmes (remove barriers to a safe, inclusive and quality education including climate change) can feed into specific areas of intervention of the FASE and Equity component in particular. DG ECHO is one of the largest humanitarian donors for EiE in response to the Cabo Delgado crisis and is assisting with adapted education and child protection programmes including accelerated education programmes or catch-up programmes; social-emotional learning; psychosocial support to teachers and pupils and safe and temporary learning spaces and, and to ensure teacher recruitment and retention. Moreover, DG ECHO is also funding the rehabilitation and extension of schools as well as the provision of Temporary Learning Spaces (TLS) in the context of natural and human-induced disasters.

<sup>42</sup> FASE Review and MoU Development, June 2020.



### 3.5 The Intervention Logic

Mozambique's education system faces a significant number of complex challenges, and currently performs poorly in delivering results, in terms of learning outcomes and equitable access. SER seeks to significantly improve learning outcomes and socioemotional wellbeing and to ensure the most marginalised are prioritised and their specific needs addressed. **This will require and assume EU sustained focus and long term commitment to the sector**, notably through support to the implementation of the reforms identified in the 10 year Education Sector Plan (ESP).

The ESP reforms include expanding access to pre-primary schooling, more equitable distribution of resources, fundamental change in teaching and learning including use of local languages to support initial literacy in the early grades, along with widespread availability of reading materials, introduction of structured pedagogical approaches, and support for better pre- and in-service teaching. These planned reforms are well founded on analysis and evidence, but will **need to be prioritised and strategically phased**, with consensus among partners, and likely some hard trade-offs in the best use of resources. There will need to be a strong focus on achieving results, and as part of this on the strengthening of service delivery at the school level.

In order to contribute to this effort, the majority of EU support in SER will be provided through the Education Sector Support Fund (FASE), a multi-donor pooled fund as the main mechanism by which development partners support the MINEDH's reform agenda. This puts the **EU collectively at the heart of the reform dialogue**, together with 5 Member States. By working through FASE, and playing an active role in the coordination and dialogue forums, the EU will be in a strong position to advocate for education quality and equity issues, including gender equity and inclusion of children living in vulnerable situation, and increase focus on learning outcomes. Alongside the FASE investment, SER includes an **equity component** that will provide greater flexibility to address equity and local level service delivery, to assist Mozambique to implement key aspects of the ESP, addressing the specific needs of schools and communities in the most marginalised areas and groups living in vulnerable situations.

This two-pronged approach provides the best opportunity to address broad-based reforms while ensuring that compensatory financing is available to offset deeply entrenched patterns of inequity. The FASE component will contribute through all SER outputs; the equity component will make a more targeted contribution and bring evidence and learnings to feed into the FASE policy dialogue.

The intervention logic can be summarised as:

**If** the early childhood education is expanded, including through models which enable a more rapid expansion of opportunities, for one year of pre-primary or shorter Accelerated School Readiness it will increase school readiness, support the right age of entry to primary school and improve outcomes in terms of early grade learning and progression through / retention in primary school grades<sup>43</sup>.

**If** a combination of targeted interventions will be available to address demand-side barriers to access and completion, particularly for girls and children with disability, such as models for scholarships/cash incentives and other support to encourage families to keep their children in school, at key grades for which drop out becomes a high risk, including the transition from upper primary to lower secondary. There is significant experience across low-income country contexts, including in Sub Saharan Africa, for the effective use of such demand side approaches<sup>44</sup>.

**If** other barriers to education are addressed, including gender-based violence/school safety, through mainstreamed approaches and children can go to school safely and continue learning.

**If** children have access to resilient school infrastructure or innovative learning opportunities.

<sup>43</sup> UNICEF (2019). A World Ready to Learn: Prioritizing Quality Early Childhood Education.

<sup>44</sup> See, for example, World Bank (2013). Can Scholarships Help Keep Kids in School? From Evidence to Policy. World Bank, Washington DC. <https://openknowledge.worldbank.org/handle/10986/17035>

And

*If* there is a Teacher Policy which supports improved systems for recruitment (i.e. better qualified / motivated teachers), deployment (i.e. more equitable deployment to currently under-served areas with high pupil/teacher ratios-PTR), and management (i.e. ensuring teachers are in school and on task)

*If* there is the development and implementation of a continuous Teacher professional development strategy and a broad approach to in-service training and the systemic improvement of pre-service training delivered by the provincial teacher training institutes

*If* there is the roll-out of bilingual education, as well as other key areas of learning, through provision of learning materials, and appropriate assessment of learning, complementing the World Bank/GPE focus on in-service training through school level coaching in early grade Portuguese language teaching, assuming a coherent focus on inter-related reform areas can be achieved

*If* teachers can teach students more effectively and use teaching materials to ensure effective learning in order to bring about change in classroom teaching and improve learning outcomes over time.

And

*If* the provision of school grants will be consolidated for all primary and lower secondary schools, in part offsetting existing inequities in school financing through approaches to be tested under the equity component. Evidence from DRC, Haiti, Madagascar and Togo<sup>45</sup> suggests that such grants can increase equitable access to school for children from poor households. Evidence from Madagascar and Togo (see Price, 2017) also suggests that school grants can provide an opportunity for school-level decision-making around resources linked to school improvement planning.

*If* school managers ensure that schools are safe and empowering place to learn and strive, through better capacity of school directors and school councils to manage resources effectively and transparently as school leadership actors play a critical role.

*If* relevant policies are developed based on equity-informed evidence and implemented

*If* systems of accountability, planning and decision making are in place for monitoring, evaluation and learning, quality assurance, supervision of schools and building resilience for Education in Emergencies / Disaster Risk Reduction.

And

These investments will contribute to more inclusive and equitable quality basic education from which a stronger and more resilient education system can emerge. Improved teaching and learning, including learning outcomes for girls and boys, will make the system more efficient by increasing the share of children who achieve minimum learning thresholds. Strengthened and more resilient system and school level governance can further improve the efficiency of resource allocation while improving equity and resilience.

**Then, we will be contributing to a stronger, more equitable, efficient and resilient education system in Mozambique** where more children and young people, especially girls and the most vulnerable, will be able to have access and remain in schools, learn more effectively and build foundation for a more sustainable, inclusive and peaceful future.

---

<sup>45</sup> Price, Wenna (2017). Findings from Research on School Grants from Four Countries. Global Partnership for Education. <https://www.globalpartnership.org/blog/findings-research-school-grants-four-countries>

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To contribute to a stronger, more equitable, efficient and resilient education system in Mozambique, which can ensure the quality of teaching and learning for all	1 Literacy rate among youths and adults aged 15 or above disaggregated by sex (SDG 4.6.2) 2 % of children who develop the required skills for the PE 1 <sup>st</sup> cycle (including reading, writing and maths) disaggregated by sex (SDG 4.1.1 adapted)	1 61% (51.6 % female) 2 Literacy -4.9 %, Numeracy – 7.7 % (2016) <sup>46</sup>	1 66 % (55 % female) 2 30 % Literacy - 20 %, Numeracy – 20 % (2025)	1 Household Budget Survey and 2027 census 2.2 National evaluation of 3 <sup>rd</sup> grade undertaken in 4 <sup>th</sup> grade (up to March)	<i>Not applicable</i>
<b>Outcome 1</b>	1. More inclusive and equitable access to quality basic education;	1.1 Primary completion rate disaggregated by sex 1.2 Lower secondary enrolment rate disaggregated by sex 1.3 Net enrolment rate in grade 1 of EPI (disaggregated by sex in selected districts)	1.1 49 % (female 45.8 %) [from strategic matrix] 1.2 Total 46.3 % (Female – 44.6 %) 1.3 78,9% (78.2 % female) (2020)	1.1 54 % (female 48 %) 1.2 Total 52.0 % (Female – 51.0 %)	1.1 EMIS 1.2 EMIS 1.3 EMIS	Pre-school expansion of sufficient scale and quality to improve entry to / retention in primary grades. Other interventions sufficient to keep girls / boys in

<sup>46</sup> National evaluation of 3<sup>rd</sup> grade undertaken in 3<sup>rd</sup> grade

				1.3 85 % (84.5 % female).		primary school to end G6, and able to transition to G7. Supply of places in LS sufficient.
<b>Outcome 2</b>	2. To Improve effectiveness of teaching and learning, including learning outcomes for girls and boys;	2.1 Pupil-teacher ratio (primary)  2.2 % of teachers who improved teaching practice	2.1 67.2 (2020)  2.2 0 %	2.1 55  2.2. 15 %	2.1 EMIS  2.2 District Supervision Reports	Targets to be adjusted during Operational Plan (OP) 2022-4 based on COVID context
<b>Outcome 3</b>	3. To improve resilience of education system and school level governance	3.1 3.1 % of schools monitored complying with quality standards and indicators 3.2 % of teachers and school directors absent from schools disaggregated by sex	3.1 20 %  3.2 0	3.1 40 %  3.2 TBD	3.1 District supervision and Quality Standards & Indicators report  3.2 District Supervision monitoring report WB Service Delivery Indicators (SDI)	1. Promote an efficient and effective school management in Primary education. 2. Strengthen the democratic constitution and operation of School Councils so that they perform their roles efficiently.
<b>Output 1 related to Outcome 1</b>	1.1 Enhanced access to pre-schooling for the most disadvantaged, focusing on models for 1 year of pre-school or shorter school readiness	1.1.1 Number of children accessing pre-school with support of the EU-funded intervention (most disadvantaged districts) disaggregated by sex 1.1.2 Number of boys and girls reached by an effective Early Learning Standard with support of the EU-funded intervention	1.1.1 0 1.1.2 0	1.1.1 ≥ 70,000 1.1.2 ≥ 50,000	1.1 Education Provincial Directorates (DPE) Report , UNICEF Annual report 1.2 DPE report, UNICEF Annual report	Expansion of pre-school opportunities both under FASE and with more targeted approaches to be adopted.
<b>Output 2 related to Outcome 1</b>	1.2 Expanded access to 9 years of basic education, including opportunities to transition from primary to secondary school.	1.2.1 Number of lower secondary classrooms built/renovated with support of the EU-funded intervention (% with sex separated and safe WASH facilities)	1.2.1 TBD in the Operational Plan  1.2.2 0	1.2.1 TBD in the Operational Plan 1.2.2 60 (UNICEF) 1.2.3	1.2.2023-2025 Education Operational Plan (draft stage)  1.2.2 DICE report/RAR report 1.2.3	Targets to be defined with the new Education Sector Plan Operational Plan (OP). It is expected that the new

		<p>1.2.2 Number of primary / secondary school with improved gender friendly WASH facilities with support of the EU-funded intervention</p> <p>1.2.3 Number of primary schools requalified to offer lower secondary grades with support of the EU-funded intervention</p>	1.2.3			Education System Law implementation goes as planned and that the lower secondary classroom construction with girl-friendly and safe WASH facilities are well included in ESP OP & FASE Activity Plan (PdA).
<b>Output 3 related to Outcome 1</b>	1.3 Increased opportunities for children from marginalised situations to stay in and complete basic education, including mainstreaming inclusive education,	<p>1.3.1 Number of girls/boys supported through equity based pilot interventions with support of the EU-funded intervention</p> <p>1.3.2 Share of children with disabilities receiving needed services/assistive devices with support of the EU-funded intervention</p> <p>1.3.3 Number of children reported VAC issues to school council members and referred to different mechanisms disaggregated by sex</p>	<p>1.3.1 0</p> <p>1.3.2 0</p> <p>1.3.30</p>	<p>1.3.1 TBD in 2022</p> <p>1.3.2 TBD in 2022</p> <p>1.3.3. TBD</p>	<p>1.3.1 DAT report(department of mainstreaming issues)</p> <p>1.3.3 DAT report</p> <p>3.1.2 MINEDH/DPE reports</p>	The needs of the most disadvantaged in the education system, will be best met through a mix of mainstreamed national strategies and more targeted approaches. These will need to target groups including adolescent girls, children in rural / remote areas, children with disabilities, IDPs, and others
<b>Output 1 related to Outcome 2</b>	2.1 Implementation of teacher continuous professional development strategy and teacher policy for recruitment and management of teachers	<p>2.1.1 % of teachers who benefitted from continuous training initiatives with support of the EU-funded intervention, disaggregated by sex</p> <p>2.1.2 Parity index between provinces with high and low performance in terms of pupil/teacher ratio in public Primary Education</p>	<p>2.1.1 71 % (female 44%)</p> <p>2.1.2 65</p>	<p>2.1.1 95 % (female 47%)</p> <p>2.1.2 95</p>	<p>2.1.1 Teacher Training Department (DNFP) report</p> <p>2.1.2 EMIS</p>	Parity index will focus EU dialogue on equitable deployment of teachers, but recognise this is complex challenge, and no single measure which shows inequity between provinces, district and schools.

<b>Output 2 related to Outcome 2</b>	2.2 Support roll out of bilingual education policy, the timely provision of teaching and learning materials in primary and lower secondary schools and improved learning assessment	2.2.1 Number of classrooms equipped with the teaching/ learning materials for implementing bilingual education with support of the EU-funded intervention 2.2.2 Number of vulnerable children receiving learning materials with support of the EU-funded intervention	2.2.1 7,144 2.2.2 0	2.2.1 10 000 2.2.2. 10,000	2.2.1 EMIS 2.2.2 Distribution List	MINEDH will give priority to implementation of bilingual policy under OP 2022-24. There is currently no indicator for this, and will need to be developed / agreed
<b>Output 3 related to Outcome 2</b>	2.3 Enhanced access to accelerated learning, re-entry to formal education and alternative pathways for children / young people who have dropped out of school	2.3.1 Number of children reached via accelerated learning programme or alternative education/training.  2.3.2 Number of adolescent girls reached with the mentorship/ sisterhood approach with support of the EU-funded intervention  2.3.3 Number of children who have access to e-learning materials with support of the EU-funded intervention	2.3.1 0  2.3.2. 0  2.3.4. 0	2.3.1 20000  2.3.2 TBD with NGO  2.3.3 TBD with MINEDH	2.3.1 DPE activity reports 2.3.2. NGO activity reports  2.3.3 Learning passport platform	MINEDH is foreseeing a pilot Learning Passport initiative to provide learning opportunities with children through e-learning. In concrete terms, a platform where children and teachers can access teaching and learning materials through tablet and mobile phones. These can be used offline even no permanent network is available.
<b>Output 1 related to Outcome 3</b>	3.1 Consolidated provision of school grants to all primary / LS schools, and improved capacity for management by directors/ school councils	3.1.1 % of primary schools with functional and active school council in school governance 3.1.2 % of lower secondary schools with functional and active school council in school governance	3.1.1 baseline to be established in 2022 by MINEDH's SC evaluation  3.1.2 0	3.1.1 TBD based on the baseline 3.1.2 TBD	3.1.1 SC evaluation  3.1.2 MINEDH/Education Provincial Directorates (DPE) reports	Functional School Councils includes having an effective role on the planning and accountability for use of school grants
<b>Output 2 related to Outcome 3</b>	3.2 Improved capacity for quality assurance and supervision of schools	3.2.1 % of schools supervised on the basis of the online platform	3.2.1 75%	3.2.1 95%	3.2.1 DS report MINEDH	MINEDH and provincial departments will continue to ensure districts have

						resource and capacity to extend school supervision and that online tool will be used for this – otherwise at point of OP 2022-24 this indicator can be revised.
<b>Output 3 related to Outcome 3</b>	3.3 Monitoring, evaluation and learning (MEL) systems implemented for better system and school level governance, planning and decision making.	3.3.1. No. of studies/evaluations conducted to contribute to improve children's learning and access to education with support of the EU-funded intervention	3.3.1. 0	3.3.1. 4	3.3.1 studies/evaluations	MINEDH and development partners will establish a specific MEL working group.
<b>Output 4 related to Outcome 3</b>	3.4 Strengthened systems for Education in Emergencies / Disaster Risk Reduction	3.4.1 number of school committee members trained by the EU-funded intervention with increased skills and/or knowledge in education risk reduction, disaggregated by gender 3.4.2 number of schools which have elaborated a basic emergency plan and/or were supplied with maintenance kits, first aid kits, etc. with support of the EU-funded intervention	3.4.1 0  3.4.2 0	3.4.1  3.4.2 150	3.4.1 pre- and post-training test reports  3.4.2 Distribution list	Security situation in the North will allow EiE activities to continue.

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Mozambique.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>47</sup>.

#### 4.3.1 Indirect Management with a pillar assessed entity

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Leverage for policy dialogue with MINEDH and within FASE structures
- Technical experience and expertise in the education sector
- Established presence in Mozambique, including management and logistical capacities
- Proven operational capacity for the management of delegated funds from the EU
- Strategic relevance for EU multilateral engagement, including implementation of e-youth TEI and to push forward the education agenda
- Demonstrated capacity to coordinate with various stakeholders
- Successfully EU pillar assessed

This implementation entails the activities related to outcomes 1 to 3. The implementation by this entity entails all the activities related to the Education Sector Support Fund (FASE) contribution in the three outcomes, as the EU funds are not earmarked to specific activities. Yet, the implementer will also be contributing for the EU will focus the policy dialogue on education quality and equity issues, including gender equity and inclusion of children living in vulnerable situations and increased focus on learner outcomes.

#### 4.3.2 Indirect Management with a pillar assessed entity

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Solid technical expertise on equity in education related issues
- Leverage for policy dialogue with MINEDH and within FASE structures

<sup>47</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



- Strong presence in the most vulnerable provinces in Mozambique with dedicated education staff
- Proven experience in education and emergencies and working across the humanitarian-development nexus

This implementation entails the activities related to outcomes 1, 2 and 3. The implementation by this entity entails activities to contribute to equitable access to education - especially for girls, children with disabilities, and children affected by emergencies linked to all outcomes, but with a strong focus on Outcome 1 on more inclusive and equitable quality basic education.

#### 4.4 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified (amount in EUR)
Indirect management with a Member State organisation which activities/outcomes 1-3 (FASE component)	50 000 000	75 387 000
Indirect management with an International organisation which activities/outcome 1-3 (equity component)	9 700 000	
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	300 000	N.A.
<b>Totals</b>	<b>60 000 000</b>	<b>75 387 000</b>

#### 4.5 Organisational Set-up and Responsibilities

Funds allocated to the **Education Sector Support Fund (FASE)** will be governed by the established structure as lay out by the Terms of Reference for Policy-Cycle and Dialogue System between MINEDH and its Partners - MoU in support of the Education Strategic Plan (2020-2029) signed by all FASE partners in July 2021.

These policy dialogue arrangement are embedded in the domestic process and based on the principles of ownership and harmonization (support to MINEDH priorities and strategies); alignment (using country's national mechanisms, promoting the use of established national procedures in terms of planning, budgeting, execution, and monitoring and evaluation); mutual accountability and focus on results-based management. FASE is fully on-budget, on-system and on-report. The flow of funds from FASE donors to the sector occurs through a specific forex treasury account, which is managed through the Government's integrated financial management information system (e-SISTAFE) allowing for detailed tracking of contributions. This also allows to reduce the transaction costs and burden for MINEDH in managing External Aid and, as a result, contribute to enhanced effectiveness and efficiency in the use of external funds and other resources.

FASE follows a **Troika Structure** for overall coordination in the sector and main communication with MINED. The three partners are selected from FASE financing partners and remain in the Troika system for 3 years: currently UNICEF is Troika Chair, Finland is outgoing and Germany incoming. Troika lead requires extra support. The Troika system plays a key role coordinating the inputs of FASE / non-FASE partners in the dialogue.

Recent changes introduced to the new FASE MoU include a commitment to agree on **High Priority Reforms**; this should better direct decision making on reform phasing and allocation of resources, to be set out in the next Operational Plan (2023-25). The main objectives of the policy and strategic level dialogue are to follow-up and monitor the performance of the sector in terms of progress made towards achieving the strategic goals and objectives of the ESP; and also to influence country adequate strategies to promote better implementation.

**Technical Dialogue Mechanism:** Technical dialogue will be conducted mainly at the level of the Education Sector Working Groups (ESWGs), which are the main Sector Programmes providing direct education services. Apart from various permanent sector programmes groups and according to the specific tasks with a time-bound mandate

two more types of teams can be established: Priority Task Forces and Task Forces. The Monitoring Group for Planning and Financial Management has a permanent status due to its oversight role on the implementation of the MoU.

The **Annual Review Meeting (RAR)** will be convened and chaired by the Minister of Education and Human Development. This meeting will be attended by MINEDH's Consultative Council members, representatives from the Provincial Directorates of Education, Human Development and from Provincial Social Affairs Services and by other senior MINEDH staff, representatives from the Cooperation Partners (CPs), MEPT, other government ministries and other relevant institutions and the private sector when applicable. A special session during the RAR is foreseen with selected schools and their representative teachers, students, school managers, parents, caregivers and local leaders that have made significant progress in improving the school environment and the teaching and learning process.

Details are further explained in the MoU, revised in 2021, signed between MINEDH and FASE partners.

A Steering Committee (SC) shall be established for oversight and overall coordination and monitoring of the Action's implementation process. The Steering Committee will meet at least once a year to discuss strategic issues and provide direction in addressing programme implementation challenges. The composition and mandate of the Steering Committee will be decided by the EU Delegation and implementing partners upon contract signature.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

For the FASE component, the monitoring and evaluation procedures described in FASE MoU will be followed. Results for FASE are guided by the ESP Strategic Matrix and/or the Operational Matrices. The assessment of sector performance will be based on the Performance Report, including the Reforms of High Priority Update, of the previous year (n-1) prepared by MINEDH in accordance with the Strategic Matrix of the Education Strategic Plan 2020-2029 and the Operational Plans (Annex VII of the MoU). The report will review annual progress towards achieving the strategic and specific objectives of the sector as set out in the results indicators and those in the priority actions expected for the year in question. The document will also assess the implementation of the recommendations from the previous RAR. These expected result and targets are reviewed by government, development partners and CSOs in the working groups. The key annual actions and activities that lead to the achievement of results are described in the annual Programme Activity Plans, which are also reviewed and approved by FASE partners. FASE stakeholders monitor sector performance also in the regular Annual Review Meeting.

Financial reporting is reviewed jointly between the Government and FASE partners, in particular through the Monitoring Group for Planning and Financial Management (MGPFM). The Working group assesses the financial reports and audits on FASE; monitors and follow-up on the audit recommendations; the FASE partners obligations with respect to commitments and disbursements and perform the fiduciary oversight of FASE.

The outcomes and overall impact measurement, the entity selected will have the responsibility to follow up in order to identify and understand the resulting impacts of the activities, notably by making use of additional studies and data collection.

Specific monitoring of activities for the equity component at provincial and district levels will be done by the entity selected through field visits, regular coordination meetings with stakeholders and reviews. Indicators shall be disaggregated at least by sex when possible. All additional specific monitoring and reporting shall assess how the action is taking into account the human rights-based approach and gender equality.

## 5.2 Evaluation

Having regard to the nature of the action, a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that some of the activities within the equity component are innovative actions and pilots being tested and require further evaluation as if successful, the activities could be incorporated into FASE regular work.

All evaluation shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment. Expertise on human rights and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 1 month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

## 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

FASE in particular is subject to independent annual external financial and procurement audits, with oversight from all FASE partners. FASE funding follows government own procedures and the procurement is established through Decreto 5/2016 of 08/03 which is consistent with the Supervising Entity - World Bank approach to local procedures. It is also subject to World Bank procurement rules above certain thresholds and special arrangements for clearance of tenders which the WB supervises.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## Appendix 1 REPORTING IN OPSYS

An Intervention (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action