

Ex Post-Evaluation Brief

MOZAMBIQUE: Promotion of Basic Education/Parallel Financing ESSP



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| Sector | Education (11220) | |
| Project/Client | Promotion of Basic Education/Parallel Financing ESSP, phase I, – BMZ No. 2001 66 462* | |
| Programme executing agency | Ministry for Education | |
| Year of sample/ex post evaluation report: 2013/2013 | | |
| | Appraisal (planned) | Ex post-evaluation (actual) |
| Investment costs (total) | EUR 9.19 million | EUR 10.11 million |
| Borrower contribution | EUR 1.16 million | EUR 2.26 million |
| Financing, of which BMZ funds | EUR 8.03 million EUR 8.03 million | EUR 7.85 million EUR 7.85 million |

* random sample 2013

Short description: The aim of the programme was to construct 190 equipped primary school classrooms in the three provinces covered by the Germany-Mozambique development cooperation (Inhambane, Manica and Sofala). In addition, the construction of around 70 teachers' houses was intended to make it easier to recruit female teachers, in particular, in rural areas. Together with the "ESSP basket finance" (2001 66 454), the programme was the FC's first commitment in Mozambique's education sector. The programme was supplemented by a TC project to promote basic and vocational education (2001 25 138).

Objectives: The overarching development objective was to improve the population's standard of education in order to promote the country's economic and social development (no indicators). This was to be achieved by creating better learning conditions for primary schoolchildren in the programme provinces, while at the same time increasing the ratio of girls in primary schools (programme objective I). In addition an increase in the ratio of girls, a reduction in repetition rates and an increase in school completion rates were also defined as target indicators. For phase 2, which began in 2005, net school enrolment rates and the teacher-to-student ratio were added to the target indicators (overall target).

Target group: The target group comprised around 9,500 primary school students, or twice as many if a two-shift system is universally applied, who are taught in the roughly 190 newly constructed classrooms.

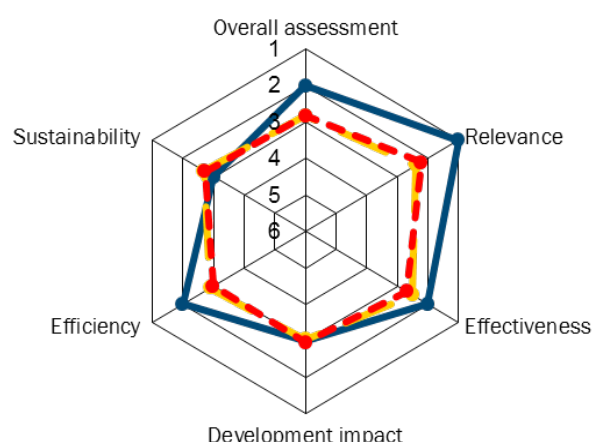
Overall rating: 2

The project addressed one of the country's development priorities, the promotion of primary education. This resulted in the quantitative expansion and qualitative improvement of primary school buildings, which are without exception in intensive use.

Points to note:

The FC's modular construction approach (phase II) was adopted for the sector basket finance and successively implemented across the country.

Rating by DAC criteria



Project
 Average rating for sector (from 2007)
 Average rating for region (from 2007)

EVALUATION SUMMARY

Overall rating

The evaluation related to the 2002 FC project "Promotion of Basic Education I/Parallel Financing ESSP". The project involved the construction of 196 classrooms, including classroom furniture, 70 teachers' houses, 16 administrative offices and 284 latrines in 38 existing and one new primary school in the key development project provinces, Inhambane, Sofala and Manica. The programme was continued in 2005 with the introduction of a second phase, which has not yet been fully completed and is therefore not part of the evaluation. The schools from the first construction phase have been in operation since 2006/2007, KfW performed its final technical inspection in December 2009.

There is a strong tie with the sector basket finance for the education sector implemented in 2001 and the TC Project "Promotion of Basic and Vocational Education in Mozambique" (BMZ No: 2001 25 138), the main aim of which was to improve education quality by providing professional/methodology training to teachers, school heads and school association coordinators, etc.

Given the significant lack of classrooms in the country, the project concept was appropriate for the location. The results achieved are good, with all of the classrooms constructed intensively used. In some cases, the quality of the school buildings is well above average for the country. Building on the experience gained in phase I of the programme, modular construction was introduced for phase II. This was adopted by the schools built under the sector basket finance programme in 2010 and is now being successively implemented in all provinces.

The overall developmental impact of the project is satisfactory. Most indicators point to – sometimes significant – improvements, although the highly ambitious targets have not been met in full. The number of students who go through and complete the full primary school cycle and the quality of the education provided remain unsatisfactory.

Despite higher public revenue in recent years, Mozambique is not yet in a position to fully maintain primary schools from government funds. The provision of external donor funds for the maintenance and repair of school buildings therefore remains essential for the time being.

In view of the results presented, the project is still considered to have a positive impact.

Rating: 2

Relevance

The overall development and programme objectives were derived from the Mozambique government's ESSP. The continued significance of the education sector and particularly primary education is demonstrated, among other things, by the fact that 20 % of government

spending goes to the education sector (second poverty reduction strategy, PARP II, target: 19 %), of which the majority is spent on primary education.

The core problem of the poor structural condition of existing schools and the inadequate availability of classrooms, as factors reducing the quality of the education offered, were duly recognised at the time of the programme appraisal. Given the lack of classrooms, excessive class sizes with an unfavourable student-to-teacher ratio and the still rapid growth in primary school student numbers, the development of the primary school infrastructure was a fundamental requirement for improving education. The concept of helping to improve the quality of (primary) education arose from the parallel TC project and the cooperation with other donors as part of the basket finance (FASE programme), which focused on removing constraints at the sub-sector level in addition to the required construction work. The project's results chain, namely improving learning conditions by constructing new classrooms and providing better school facilities, taking into account the needs of girls, and thus improving education quality and increasing girls' access to primary education, was and is viable.

The FC programme aimed to contribute to the MDGs for education, was consistent with the development cooperation focus on education agreed with the Mozambique side and remains relevant for the current cooperation in the sector.

The coordination of up to 20 donors in the sector is carried out in a harmonised and structured manner (e.g. through allocation to six working groups), but is sometimes a drawn-out process. In September 2012, a new Memorandum of Understanding was entered into effect between the Ministry of Education (MINED) and the donors, which updated the key processes and procedures and is aligned with the Ministry's current education strategy (PEE 2012-2016).¹

We rate the project's relevance as very good.

Sub-Rating: 1

Effectiveness

The creation of better learning conditions for primary school students (EP 1 classes 1-5 and EP 2 classes 6-7) in the programme provinces and an increased ratio of girls at primary schools were defined as the programme objectives. The indicators specified to determine the achievement of the programme objectives were the following: increased completion rates, a reduction in repetition rates, and an increase in the ratio of girls at primary school. From today's perspective, these indicators, whose targets have been reached, relate to the overall objective. Appropriate indicators for the achievement of the project objective are the use and

¹ As a pilot project, this project, which was implemented in parallel with the basket fund, demonstrated how effective and high quality school construction can be carried out in Mozambique.

capacity utilisation of classrooms, the quality of the new buildings and a functional maintenance system.

Without exception, all of the classrooms inspected during the field visits were used in accordance with their stipulated purpose, intensively in multiple-shift systems and, in some cases, also for adult evening classes. Two of the schools visited were used as secondary schools. In light of this, around 20,000 primary school students, around 1,000 secondary school students and the adults attending the evening classes benefit from the project. In addition to making rural schools more attractive, the construction of teachers' houses was designed as incentive to increase the number of female teachers, which should have a positive impact on the enrolment rate of girls (see also overall objective achievement). The wells constructed are generally also used by the community. In return, members of the community often perform repairs and maintenance free of charge.

With the exception of two schools visited in the city of Beira, where there were a few deficiencies, all of the schools inspected during the field visit were of exceptionally solid, high quality construction, well above the average for the country. The planned lifetime of the buildings is 40 years with low maintenance costs. Experience gained at the beginning of the project was taken into account in later stages of phase I and in phase II. Thus, modular construction was introduced in phase II, making it possible to implement the construction project more efficiently and in line with the local construction industry. Modular construction was adopted by the donor community and MINED for the schools constructed as part of the sector basket finance and is now being successively implemented in all provinces.

Given the still limited capacity of MINED's construction department (despite the visible progress made), particularly the decentralised construction departments in the target provinces, the support and close cooperation of an international technical consultant was crucial to the project's success. This approach was also adopted for the construction project under the basket finance programme, starting in mid-2013.

To date, the maintenance system introduced only exists on paper. Most school heads are unaware of the maintenance handbook prepared by the consultant. Repairs are carried out on an *ad hoc* basis using the (according to the available information) usually inadequate funds of the government school support fund (ADE) and/or on an informal basis by parents or local authorities (see also sustainability).

Overall, the planned number of class rooms was slightly exceeded with 196 classrooms, 70 teachers' houses, 16 offices and 288 latrines, as well as 21 bore wells with hand pumps. The project thus made a significant contribution to the quantitative expansion and qualitative improvement of the primary school facilities in the three programme provinces.

Overall, we still rate effectiveness as good.

Sub-Rating: 2

Efficiency

The efficiency of the construction activities (production efficiency: input – output) is still rated as good. The estimated full cost of the project of EUR 9.19 million was exceeded by EUR 0.92 million. This was due to the sharp rise in the price of some raw materials, as well as the capacity shortfall in the domestic construction industry. The cost per classroom amounted to EUR 20,500 (or EUR 33,000 including annexes, wells, etc.). Comparisons with the construction costs of other primary schools are only meaningful to a certain extent due to various factors (such as technical design, local construction companies' capacities, accessibility of the region, etc.). Consequently, the construction cost alone of schools directly financed by the Ministry of Education during the project amounted to around EUR 14,000 to 15,000 per classroom, while a tender procedure under the World Bank's Fast Track Initiative (FTI) resulted in prices of up to EUR 38,000 per classroom. In view of the local conditions (lack of competition, poor infrastructure), sometimes remote localities and the significant distances between the individual locations, together with the generally above-average quality of construction and fittings (e.g. storm-proof roofs), which reduce maintenance costs and extend the life of the school buildings, the construction costs are appropriate and the funds were sensibly used. The funds were disbursed strictly in line with the project progress and were closely monitored by the consultant. There are no signs of the misappropriation of funds.

A total of 35 months was required rather than the planned implementation period of 24 months and the final inspection report was only presented in 2010. Initial delays arose during the planning phase. Additional delays occurred due to extensions to the construction period required as a result of inadequate performance by the construction firms.

Based on the intensive use of the classrooms described, the tackling of a key constraint in the education sector and the adoption of the FC's modular construction method for the country-wide school construction programme, the allocation efficiency (input-impact ratio) is rated as good. The shortage of teachers forecast at the beginning of the project did not materialise, so the classrooms were also able to be appropriately used for teaching.

The project's efficiency is still rated as good.

Sub-Rating: 2

Impact

The overall objective was to improve the population's standard of education in order to promote the country's economic and social development. No overall objective indicators were defined. Given that indicators regarding the quality of school education were defined in connection with the TC programme, we consider the overall objective indicators defined for phase II of the school construction programme and the basket finance (net enrolment rate,

primary school completion rate, drop-out rates, the student-to-teacher ratio and the ratio of girls at primary school) to also be appropriate for measuring the performance of phase I.

It must be stressed that the targets set for the indicators for both phase I and phase II were very ambitious, which was also explicitly stated with regard to the primary school completion rate in the project proposal. All indicators have improved, in some cases significantly, since the review. At national level, the net enrolment rate (EP 1) has increased from 83 % in 2003 to just under 93 % in 2011, almost reaching the target of 95 %. Despite the high enrolment rates, the country-wide teacher-to-student ratio improved from 1:72 during the review to 1:63. This fell slightly short of the highly ambitious target of 1:59, which has since been adjusted by the Mozambique government. All three programme provinces reported a better teacher-to-student ratio, with the target achieved in Inhambane (1:50) and Manica (1:51) (Sofala 1:61). During the project appraisal the primary school completion rate in EP 2 was around one-third; in 2010, this figure had risen to just under 50 % (45.4 % for girls), which is still well below the target of 70 % (EP 1: 66.5 %). All three programme provinces reported better rates, with Inhambane achieving the target with a rate of 79.3 % (Manica 49.7 %; Sofala 57.2 %).

The drop-out rates in EP 1 amounted to 7.8 % across the country, 6.6 % in Inhambane, 9.9 % in Manica and 7.7 % in Sofala. Thus, the target was not met (6.2 % / 6.5 % / 5.9 %) As in EP 2, the drop-out rate for girls is significantly lower in some places.

Another positive aspect is the improved enrolment rate of girls, which is no longer or only slightly behind that of boys, and the associated increase in the ratio of girls in primary education. The ratio of girls at primary school in the programme provinces is 49.7 % in Inhambane (target: 50 %), 47.8 % in Manica (target: 44 %) and 46.7 % in Sofala (target: 46 %). The increased ratio of girls was confirmed at the school visits. Girls accounted for at least 47 % of the students at 20 of the 25 schools visited. The ratio of female teachers has risen to 44.7 % (EP 1), which was also reflected by the sampling carried out during the field visits. It is difficult to assess the extent to which the construction of teachers' houses was responsible for this. However, it was determined during the field visits that a considerable proportion of the teachers' houses were being used by female teachers.

Although the programme improved school access for around 20,000 primary school students, the results regarding the improvement in education quality are not clear. Mozambique performed relatively poorly in an international peer group test carried out in 2007 (SACMEQ III for the countries Botswana, Kenya, Lesotho, Mauritius, Malawi, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania (Mainland), Tanzania (Zanzibar), Uganda, Zambia, and Zimbabwe).

Overall, the improvements made are reflected in an increase in the standard of education (overall objective). However, measured against the ambitious targets set, this is not yet adequate. The programme contributed to the introduction of new school construction approaches and to increasing the attractiveness of rural school locations for female teachers, in particular.

However, due to the narrow scope of the programme relative to the total number of schools, visible country-wide successes are only possible in combination with the sector basket finance and TC programmes, which are focused on the effective removal of other sub-sector constraints.

Due to the fact that the indicator targets have not yet been fully met, and given the ongoing deficiencies in the quality of primary education we rate the overarching developmental impact of the project as satisfactory.

Sub-Rating: 3

Sustainability

The biggest challenge for the sustainability of the FC programme is the maintenance and repair of the newly constructed infrastructure. Despite rising public revenue (donor finance represents approx. 35 % of the government budget compared with more than 50 % in 2008), Mozambique is not yet in a position to finance the maintenance of primary schools from government funds to the required extent. A fixed annual amount (budget allocation) is defined in accordance with the number of students. However, all of the school heads interviewed during the field visits confirmed that these funds are inadequate, at less than EUR 1 per student per year. Consequently, in addition to financing from the ADE funds for the operation and maintenance of schools, maintenance is often informally funded by parents / local authorities as far as their finances allow. This means that the required maintenance work is only rarely carried out regularly and appropriately. Taking account of this fact, the buildings constructed as part of the FC programmes are of a simple and very robust construction, so their maintenance can generally be handled through self-help. In addition, the construction selected ensures that the roofs can withstand wind speeds of at least 120 km/h, limiting the damage caused by the frequent storms in Mozambique. This was confirmed by the field visits and by the good to very good condition of all of the school buildings visited (with the exception of two schools in Beira). However, following six years of intensive use, investment now needs to be made in the replacement of desks, windows, door handles and, in some cases, latrines, for example. Overall, the provision of external donor funds for the maintenance and repair of school buildings therefore remains essential for the time being. This corresponds to MINED's planning, which assumes school maintenance will be funded through sector basket finance over the medium term.

Given the continued and extensive donor support, the project sustainability is rated as satisfactory.

Sub-Rating: 3

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

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| 1 | Very good result that clearly exceeds expectations |
| 2 | Good result, fully in line with expectations and without any significant shortcomings |
| 3 | Satisfactory result – project falls short of expectations but the positive results dominate |
| 4 | Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results |
| 5 | Clearly inadequate result – despite some positive partial results, the negative results clearly dominate |
| 6 | The project has no impact or the situation has actually deteriorated |

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).