KfW Development Bank

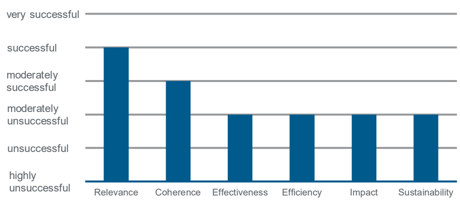
Ex-post evaluation
Education-SWAp ESSP-FASE VII-XI, Mozambique

Title	FASE - Education Sector Support Fund, phases VII - XI		
Sector and CRS code	11220 Basic education		
Project number	BMZ no.: VII 2014 67 299; VIII 2015 69 003; IX 2015 69 011; X 2016 67 294; XI 2016 68 029; 2013 70451 (BM)		
Commissioned by	Federal Ministry for Economic Cooperation and Development (BMZ)		
Recipient/Programme executing agency	Republic of Mozambique represented by the Ministry of Economy and Finance / Ministry of Education and Human Development (MINEDH)		
Project volume/ Financing instrument	Phase VII to XI - EUR 64 million grant (VII EUR 15 million, VIII EUR 15 million, IX EUR 10 million, X EUR 10 million, XI EUR 12 million)		
Project duration	2015/2016/2017/2018/2020 until 2020		
Year of report	2025	**Year of random sample**	2022

Objectives and project outline

The objective at outcome level was to improve the quantity and quality of basic education services adapted to the living conditions of the target group. At impact level, the aim was to achieve a higher level of education for the population. The FC measures supported the implementation of the third Mozambican education sector strategy in the years 2015 - 2018 via the Education Sector Support Fund (Fundo de Apoio Ao Sector da Educação, FASE) and were supplemented by a bilateral complementary measure to support the school construction program.

Overall rating:
moderately unsuccessful



Key findings

The sector-wide approach of pooled basket funding has not led to the desired results, which is why the projects are rated as rather unsuccessful.

- The harmonized support to Mozambique in implementing the education sector strategy through basket funding with technical assistance and policy dialogue was relevant and coherent to address the existing bottlenecks.
- Effectiveness falls significantly short of expectations, as the specific targets for school construction were not met, and despite extensive technical support, the capacity needed at both the central and decentralized levels to effectively implement the education strategy could not be sufficiently built up during the period under review.
- Efficiency is rather unsuccessful: the conditioning of funds within FASE by donors has undermined the necessary flexibility and efficiency of basket funding. Limited capacities have led to considerable delays and inefficiencies in the implementation of FASE investments. A lack of data and criteria has led to a lack of transparency in the allocation of funds.
- Without FASE, the situation in the education sector would be even more precarious, but despite the considerable commitment of the donors, the educational level of the target group could not be sustainably improved, which is why the impact was rather unsuccessful despite considerable expenditure.
- Sustainability is rather unsuccessful due to a persistent lack of capacity and poor maintenance of school buildings, among other things.

Conclusions

– The successful implementation of a sector basket requires solid capacities on the partner side.

– The conditioning of funds by individual donors within the framework of joint financing undermines the effectiveness and efficiency of the harmonized approach.

– Even in the event of significant supply bottlenecks, structures and funds for maintenance and repair in the education sector must be secured in parallel with the expansion of infrastructure, otherwise the allocation of funds to new investments will not be efficient and sustainable.

Ex-post evaluation - OECD DAC assessment

Overview of partial evaluations:

Relevance	2
Coherence	3
Effectiveness	4
Efficiency	4
Overall development impact	4
Sustainability	4
Overall Rating:	**4**

Abbreviations:

ADE	Apoio Directo às Escolas, Direct School Allowances
PCR	Project completion report
GDP	Gross domestic product
AM	Accompanying measure
BMZ	Federal Ministry for Economic Cooperation and Development
DAC	Development Assistance Committee
THE	Direcção para Infraestruturas e Equipamento Escolares, Directorate for School Infrastructure and Equipment
EUR	Euro
CHAMFER	Fundo de Apoio ao Sector de Educação, Education Sector Fund/Education basket
FZ	Financial Cooperation
FZ E	FC Evaluation
GPE	Global Partnership for Education
HDI	Human Development Index
MINEDH	Ministério da Educação e Desenvolvimento Humano, Ministry of Education Human Development
MoU	Memorandum of Understanding
MAN	Mozambican New Metical
PA	Project appraisal
PAR	Project appraisal report
PP	Project proposal
SWAp	Sector wide approach
TZ	Technical cooperation
UCEE	Unidade de Construção e Equipamento, Provincial Construction Department
USD	US Dollar

General conditions and classification of the project

In 1998, evaluations of Mozambique's national education strategies had already highlighted the need to move away from project financing and proposed a move towards sector budget support. This should allow the Ministry of Education greater financial flexibility in the implementation of national education strategies. In 1999, the Mozambican Government adopted its first education sector strategy. The "Fundo de Apoio ao Sector de Educao (FASE)" Sectoral basket funding for education was founded in 2002 with German participation and has since been the most significant support from international donors for the implementation of the Mozambique education strategy. The FASE provides about 90% of external funding for the Mozambiquan education sector. The *Sector Wide Approach* supports the implementation of the currently valid national strategic plan for the education sector using the framework of a basket financing. Some donors have withdrawn from the FASE over the last few years, most recently the German FC (2023) and Finland (2024), while other donors are joining. Currently, ten donors are members of the FASE. The total volume of FASE between 2002 and 2022 was around USD 2,5 billion. The FC commitment was embedded in the German FC programme "Promotion of Basic and Vocational Education and Training in Mozambique", with the last payment into the FASE being made from bilateral FC funds in 2022 – overall a total of EUR 272 million was committed to FASE from bilateral FC funds. Since the end of 2022, KfW has been contributing to FASE within an EU mandate for more than four years and continues to support the management and monitoring of the sector basket. The evaluation was carried out in 2024.

Results of previous evaluations

In 2009, an ex-post evaluation rated the first phase[1] of the FASE sector basket as moderately successful: FASE contributed to better donor harmonisation in Mozambique in 2002-2008, and in particular provided a platform for an efficient sectoral policy dialogue that was previously lacking. The 2008 agreement to use the World Bank's procurement and reporting procedures was seen as a step backwards in aligning donor procedures with the country's systems. The effectiveness was rated as successful for this period in view of the increasing enrolment rates, including for girls. At that time, the ratio of pupils to teachers as an indicator of educational quality was already developing negatively. Efficiency was unsatisfactory due to deficiencies in reporting and concerns about fiduciary management, among others. With regard to sustainability, uncertainties in donor pledges were also discussed at the time and the introduction of a system for monitoring learning success against the background of quality challenges was called for.

The evaluation of a research and development programme to promote basic education in Mozambique as a parallel financing to the FASE reached a good overall assessment in 2013, in particular due to the high relevance and achievement of the planned output of built schools and other infrastructure and their intensive use.

Phases III to VI of the FC financing were evaluated ex-post in 2018 with a 2007-2015 reporting period and related to the implementation of the second and third national education strategies PEE II and PEE III. Phase III and IV were rated as successful, and Phase V and VI as only partially successful due to declining effectiveness and efficiency - not least due to declining predictability of FASE funds. The high relevance was met by quantitative progress, the level of education could not be improved accordingly due to quality deficiencies and sustainability was considered to be ‘at significant risk’.

In 2023, the Finnish government had its cooperation with Mozambique in the field of education evaluated over the years 2014 to 2022, with the Finnish support primarily through the FASE. The present evaluation will draw on the results.

Brief description of the project

By paying into the basket in the context of the phases VII-XI evaluated here, a contribution should be made to the stable and reliably predictable financing of the implementation of the *Plano Estratégico de Educação (PEE*). In this way, the funding should directly contribute to the achievement of the objectives of the PEE and thus to the expansion of the capacity and improvement of the quality of basic education provision in Mozambique and its

[1] The first-phase funding for research and development (BMZ No. 2001 66 454) was used for measures from 2003 to 2005 - again primarily for school construction and the procurement of textbooks.

use. FC funding was always related to the school building component albeit the FC funding in FASE was not earmarked.

As part of an accompanying measure (phase 2 of the accompanying measure with BMZ No. 2013 70 451), the planning department of the Ministry of Education and Human Development (MINEDH) at central level (DIEE) and the implementation units at provincial level (UCEE) were advised by a management consultant on the planning, implementation and monitoring of the school construction programme. The accompanying measure was bilateral and was not administered through the FASE.

Breakdown of total costs

This evaluation relates to the support to the FASE in the years 2015 - 2018 with a total commitment of EUR 64.0 million of R&T funds (plus EUR 2 million accompanying measure). The total amount of other donors' contributions to FASE 2015-2018 is around EUR 215 million.

In EUR million	**Inv. 2015 Phase VII**	**Inv. 2016 Phase VIII**	**Inv. 2017 Phase IX*/X**	**Inv. 2018 Phase IX*/XI**	**FC-AM bilateral**
Total costs**	**906**	**659**	**665**	**720**	**2.00**
Own contribution	813	593	582	641	0.00
External financing	93	66	84	80	0.00
of which: FASE funds	*74*	*62*	*71*	*72*	*0.00*
of which budget funds (BMZ)	*15*	*15*	*20*	*14*	*2.00*

* Of Phase IX funds, EUR 8 million were disbursed in 2017 and EUR 2 million in 2018.

**Sector budget spent on education sector strategy III

Source: Annexe 3/2 to the final audit of the project

Map of the project country

Rating according to OECD DAC criteria

Relevance

1. Alignment with policies and priorities

In its **Strategic Education Plans (***Planos Estratégicos de Educação*, **PEE**[2]), the Mozambican Ministry of Education (MINEDH) defines objectives and measures for the education sector. In line with the National Poverty Strategy and the Government's Five-Year Plan, the PEE sets out the priorities for the development of the education sector. While the first PEE from 1999-2005 focused on basic education, the second PEE from 2006-2010/211 emphasized the quality of education with an increase in primary school completion rates (7 years), increasingly taking into account both vocational and higher education. The third PEE for the years 2012-2019 is central to this evaluation and placed greater emphasis on pre-school education and multilingual education. The fourth education plan 2020-2029, which focuses on the quality of education (in particular teacher education and training), addresses early childhood development and nutrition issues, but also includes cross-cutting topics such as gender and violence against girls for the first time. The aim is to improve the educational level of the population comprehensively in order to promote the economic and social development of the country.

<u>The three strategic objectives of the PEE 2020-2029</u> are: (i) equal access, participation and remaining in the education sector, (ii) quality of education, and last but not least (iii) transparent, participatory, efficient and effective management of the education sector (governance). The education plan is thus in line with the Sustainable Development Goals (SDGs), ensuring inclusive and quality education for all (SDG 4), and achieving gender equality and self-determination for all women and girls (SDG 5). The PEE addresses the dimensions of gender, inclusion, governance, and poverty reduction. Digitalization still plays a very minor role in Mozambique's basic education sector, but is relevant to improving transparency in the sector and results-based governance. By addressing bilingual basic education, the aim is to take into account the diverse population speaking more than 40 native languages and to introduce the basis for equal educational opportunities. Resilient construction is an important pillar to adapt to the predicted increasing number of natural disasters.

In recent years, Mozambique has undergone numerous **reforms** in the education sector, and a new national education law (18/2018) has been adopted. This has ambitious goals, including early childhood development, the introduction of bilingual education, and the reform of teacher training. So far, its concrete implementation is still unclear, leading to uncertainty at all levels. In 2023, compulsory schooling was extended from seven to nine years in line with international standards, reducing the primary education period from 7 to 6 years and integrating the seventh grade into secondary education. This creates significant organisational and logistical challenges that remain to be addressed (from infrastructure to management and adequately trained teachers).

Mozambique has given **high priority** to the **education sector** over the past decades, spending on average 19% of total government spending from 2008 to 2018, amounting to 6.3% of GDP. This was well above the average of sub-Saharan African countries (16.7% of public expenditure and 4.1% of GDP) and low-income countries (16.5% and 3.8% respectively). However, this has not yet been sufficient to achieve access and educational opportunities for all.

The **FASE as a financing vehicle** for the implementation of the government's education sector strategy is highly relevant in view of the financing constraints to overcome the enormous challenge of providing a sufficient and qualitatively adequate education supply. Overall, the proportion of children enrolled in school has increased since the beginning of the FASE in 2002 and gender inequalities in school enrolment have been almost eliminated, but an estimated 3 million children are still out of education[3]. In addition to the socio-economic challenges faced by families, the education system is also inadequately equipped due to a shortage of schools, classrooms and teachers. This situation is becoming increasingly difficult in the context of population growth (close to 3%). In 2005, MINEDH launched the Accelerated School Infrastructure Construction Programme (PCA), which is funded by the FASE, to implement the PEE in school construction.

The BMZ's education strategy (2015) also coincided with the strategic objectives of the PEE: equal opportunities, quality in education and governance in the education sector. In the BMZ Strategy 2030, basic education is only

[2] English: Education Sector Strategy Plan, ESSP

[3] UNESCO Spotlight on Basic Education Completion and Foundational Learning Mozambique, 2023.

addressed as a multilateral issue and is only supported bilaterally in the context of crises. Bilateral cooperation in basic education in Mozambique expires in 2025 and will then only be implemented multilaterally through the *Global Partnership for Education* (GPE) and *Education Cannot Wait.*

2. Alignment with the needs and capacities of the beneficiaries and stakeholders

The **core problem** has been correctly identified and can also be confirmed from today's perspective: the education sector in Mozambique was and is not capable enough to meet the growing demand for education and training in a qualitatively appropriate and fair manner as the population continues to grow (almost 3%). The challenges have been and continue to be reflected in:

- high drop-out rates (less than half of the pupil population ends basic education, more than one third leave school before completing the third grade) and high student absenteeism;
- high rates of teacher absences, unequal regional distribution of teachers and low qualification levels of teachers;
- poor learning conditions due to lack of classrooms and reduced school hours due to multi-shift learning;
- severely limited learning performance (in 2016 only 5% of third graders were able to read at their age level).

The challenges also remain from the perspective of equal access and equal opportunities:

- The gender gap has been narrowed and the enrolment rate has been close to parity, but there are significant regional differences. Most girls drop out of school after 5th grade due to early marriage (Mozambique is one of the world's highest rates of child marriage), gender-based violence and inadequate sanitation exist in around 40% of schools (30% of schools have no water).
- Large regional disparities characterise the education sector, with central and northern regions falling behind, as do rural areas compared to urban areas.
- Mozambique's linguistic diversity requires a diverse range of bilingual education, which still falls far short of what is needed. At least at primary level, mother-tongue education is needed to ensure equal access and opportunities for all children.

Behind these challenges are also governance and administrative problems. In addition, Mozambique is affected by multiple crises: extreme weather events are destroying infrastructure, and the COVID-19 pandemic has led to significant setbacks in education, as well as delays in school construction, due to school closures and socio-economic losses. The core problem has been correctly identified, and the education strategy, through its development over the years to decades, increasingly comprehensively covers the needs of the various target groups, including linguistic backgrounds, but what is lacking is implementation.

3. Appropriateness of design

For the support of the education sector in Mozambique, the coordinated donor-government approach under a sector-wide approach with the Common Sector Basket (FASE) can be considered appropriate for stable and predictable funding. In view of the existing corruption risks, the sector basket approach was preferable to sector budget financing, as it allows the use of funds to be demonstrated by direct allocation of expenditure to the individual measures approved under the activity plans. The joint planning processes within the framework of the implementation of the PEE, along with medium-term financial planning that contains a clear structure of programmes, fields of action, and concrete activities, indicate support along the priorities of the Mozambican government. While FASE primarily finances **investments** in the activity plans contributed by MINEDH on an annual basis, the Mozambican government pays for the operating costs, especially salaries. In particular, FASE supports primary and secondary education, with broad investment in textbooks/materials, school construction, and teacher training, as well as administrative and institutional development. FASE is accompanied by a comprehensive sectoral dialogue, including on financial management, and is not based on geographical or sectoral earmarking in its basic approach, as it supports the **implementation of the national education strategy**.

As already clarified in the 2018 ex-post evaluation, in order to focus on results, sector basket financing requires effective governance structures in the cooperation partner. Accordingly, the targets should realistically assess the capacity of the providers. The lack of capacity should be addressed with different **TC support** from donors during the reporting period, including the accompanying measure for the TC for the school building component.

The fundamental logic of the project's impact can be described by the following theory of change: by supporting the implementation of the PEE with financial contributions, technical advice, and policy dialogue (input), capacities should be developed, investments made, and the implementation accompanied by dialogue in order to create improved infrastructure, provide sufficient and qualitative educational materials, and improve and monitor the supply of educational services with qualified teachers both quantitatively and qualitatively through better teaching and learning conditions (output). Equitable participation should be made possible for all by exploiting the expanded and improved educational provision (outcome). This should increase learning performance and lead to a higher level of education in the population in the long term (impact). Institutional capacities in education governance in Mozambique should also be strengthened. The **theory of change** of the CHASE is plausible. In general, (basic) education is a prerequisite for society's progress in essential areas such as health and social and economic participation, which underscores its relevance.

Even if the FASE funds cannot be allocated to individual donors for the expenditure, the German FC has already focused on the **school building component** in the apprisal, which is in line with the experience in infrastructure financing and was accompanied by a specific accompanying measure for the FC. The **FC Impact Matrix** of the evaluated phases focused on inputs and outputs in the field of school construction and equipment related to maintenance (classic FC infrastructure projects) and did not reflect the entire FASE. The FC Impact Matrix lacked the explicit anchoring of the policy dialogue that forms the basis of the sectoral basket - this appears anchored in the understanding of the FASE and was thus explicitly included in the evaluation of the Finnish Government. The FC contribution to FASE is in principle suitable for contributing to the development programme objective ‘Children and young people, and girls in particular, are increasingly successfully making use of the education opportunities, which have been improved in quantity and quality and adapted to their living conditions’, and this must be located at the outcome level. The indicators were derived from the PEE and the target values were also appropriate. The monitoring with regular external learning assessments every 3 years, which is important for results-based management, was planned for the examination.

Supporting the implementation of the education strategy via a donor-harmonised sectoral basket was under consideration and is still a conceptually appropriate starting point for donor-coordinated support in the sector today. The continued low capacity of the partners limits adequacy, but this should be addressed with technical assistance.

4. Adaptability – response to change

The FASE as a sectoral basket is sufficiently flexible through the annual activity planning to respond to changes and unforeseen challenges such as natural disasters. However, the partially introduced conditionality of disbursements and the commitment of funds to specific actions by donors limits the adaptability of sector-wide basket financing (cf. efficiency).

Rating summary

Support for the implementation of the education sector strategy via the donor community sector basket FASE is clearly aligned with Mozambique's priorities and in line with international goals and the aspirations of the German FC. The different strands of FASE support were conceptually suited to tailor strategic objectives to local needs and priorities. The necessary capacity on the partner side should be built up through technical assistance and policy dialogue should accompany measures in the sector.

Relevance: 2

Coherence

5. Internal coherence

Germany's FC has supported the education sector in Mozambique in the past both through participation in joint financing instruments with other donors (general budget support and basket financing) and through bilateral projects (school construction programme). General budget support accounted for on average of around 35% of the national budget in 2006-2014, including the support of developments in the education sector. Due to disagreements with the Mozambican government, several donors withdrew from the General Budget Support as of 2012, including the German DC in 2014; the EU suspended[4] its General Budget Support to Mozambique in 2016.

At national level, the German TC advises MINEDH on the implementation of the PEE, with the current TC module for consolidating previous approaches running until 2025. This evaluation positiviely highlights the coordination of German development cooperation in the policy dialogue.

With regards to the basic education programme, the FC has set up the "Special Programme for the Reconstruction of School Infrastructure in Mozambique" (BMZ No.: 2019 68 759), which rehabilitates schools in the regions particularly affected by Cyclones Idai (August 2019) and Kenneth (December 2019). The project is in the process of completion. It again highlighted the challenges in school construction, administrative procedures being dragged down and leading to serious delays, with negative consequences for the construction companies - also in the bilateral project. There was no coordination between the activities of FASE and the reconstruction programme at central level.

There are no clear synergies with engagement in vocational education and training, although this is where significant challenges due to a lack of basic education exist. Private vocational training institutions have started to provide basic education themselves, in order to achieve the required basic education level among the target group.

With the withdrawal of the bilateral German development cooperation from the field of basic education, it is only engaged multilaterally via the Global Partnership for Education (GPE) and the activities of the World Bank, both in turn supporting FASE.

6. External coherence

The FASE is a subsidiary financing instrument that supports the government in particular in financing investments, while the government predominantly needs its own resources for operating costs (especially salaries). FASE is the largest external source of funding in the education sector. As a **donor community approach**, it strengthens harmonised support and synergies between partners in investment, technical assistance and policy dialogue. Nevertheless, there is scope for improvement, in particular in terms of coordination and cooperation in technical assistance and capacity development (cf. effectiveness). The main FASE donors in 2015-2018 were the World Bank with 46%, Germany's FC with 22%, Canada with 10%, Finland with 12% and Ireland with 8%. The Netherlands withdrew from the basket funding in 2011 and the British in 2015. Germany terminated the bilateral FC for the FASE at the end of 2023 and the Finnish support expired in 2024. New donors are the EU, France (AFD) and USAID.

Apart from the complete withdrawal of several donors from Community funding, the problem is the application of **new *aid modalities*** by some donors, in which (part of) the disbursements are linked to the fulfilment of certain indicators. As these modalities are donor-specific, they not only undermine FASE's reliable funding mechanism for medium-term predictability, but also undermine the flexibility and harmonised approach of donors in the sector-wide approach (cf. also efficiency).

The ***Memorandum*** of ***Understanding*** (***MoU)*** is the basis for cooperation between MINEDH and the donors in the ***education basket.*** The MoU of 13 December 2012 and its updates were relevant to the phases evaluated. The MoU was completely revised with the new PEE in July 2021. The MoU sets out the principles and procedures for the provision and management of external funds provided through the FASE to implement the PEE. It also establishes a clear framework for policy dialogue between MINEDH and its partners in the education sector (not limited to the FASE partners), with MINEDH leading the dialogue. The MoU aims to achieve common

[4] See ex-post evaluation Mozambique: General budget support, 2016.

objectives, harmonisation and alignment for effective cooperation. The current MoU appears very ambitious and is therefore not lived in its actual form.

The perception of FASE in terms of its function as a financing vehicle for donor harmonisation and alignment and the goal of a consolidated sectoral dialogue varies. The structures and mechanisms are in place for the effective and efficient implementation of the FASE funds. The Troika is the central management body, composed of a rotating group of donors with alternating chairmanships. It is intended to represent not only FASE donors, but all donors in dialogue and coordination with MINEDH. In this way, all other structures should also be open to all donors in order to make overall sector coordination possible. Although coordination among FASE partners is well established and in some cases other partners participate in the FASE working groups, there is room for improvement with regards to donor coordination and the donor community is described as increasingly fragmented. Inefficiencies are partly due to the existence of parallel dialogue formats in the sector, which make harmonisation in the sector more difficult and require additional capacity. Reports from the evaluation suggest, for example, that the dialogue formats of the Local Education Group and the FASE are not fully coherent.

While the majority of external financing was and is provided through FASE, there have been and still are parallel individual projects, including from FASE donors such as the World Bank (Aprender Mais - teacher training in basic education), Canada (including teacher training), USAID in bilingual basic education and UNICEF mainly in emergency aid.

Rating summary:

Internal coherence in German development cooperation in Mozambique is good, not least through a joint policy dialogue. The sector-wide donor approach to the implementation of the national education strategy generally contributes to a high degree of external coherence and, by focussing on investment measures, is subsidiary to the government's predominant operating cost financing in the sector. The intention of making the sectoral dialogue on basket financing open to all donors in the field of education strengthens the coherence efforts, while parallel dialogue formats continue to exist. This is detrimental to the increasing individual modalities of different donors with conditional disbursements in the FASE, as it prevents a harmonised approach. Overall, in view of the trends opposing a harmonised approach, coherence is considered to be of limited success.

Coherence: 3

Effectiveness

7. Achievement of (intended) objectives

The project’s overall objective adapted in the context of this evaluation was the usage of the quantitatively and qualitatively improved living conditions of the target group. This should be done through strengthening Mozambique's capacity to implement the national education strategy and through investments in the education sector. Compared to previous target formulations, this emphasises the use of the created capacities at the outcome level. The accompanying measure was implemented from September 2015 to June 2018 with the aim of implementing the recommendations of the first accompanying measure (2013 - 2015) on the "*School Infrastructure Accelerated Construction Programme (PCA)"* and of putting the applications and systems into practical use. This technical assistance to the *Directorate of Infrastructure and School Equipment (DIEE)* should promote the effective, efficient and sustainable construction and maintenance of schools. The achievement of the target at the outcome level can be summarised as follows:

Table Target achievement Outcome:

indicator	Status at PA 2014	target value PA 2018 EPE 2022	Actual value 2018 (PCR) 2022 (EPE)	Actual value at EPE
(1a) Enrolment rate of all 6-year-olds (female)	81.5% (79.9%)	**2018** 83% (82%) **2022** 96% (94%)	**2018** 93.1% (92.5%) **2022** 90.6% (89.6%)	Met Not met

(1b) Parity between best and worst province	***2014*** *0.57*	***2018*** *0.60*	***2018*** *0.59*	*Not met*
(2a) Leaving rate up to 3rd grade *(2b) Parity between best and worst province*	69.8% (69%) *0.61*	**2018** 75% (74%) **2,022** 77.5% (76.6%) ***2018*** *0.64*	**2018** 66.0% (65.3%) **2022*** 75.3% (74.6%) ***2018*** *0.56*	Not met Not met *Not met*
(3a) Pupil-teacher ratio *(3b) Parity between best and worst province*	62.5 *0.67*	**2018** 59 **2,022** 62 (internal benchmark 40) ***2018*** *0.65*	**2018** 64.2 **2,022** 62 ***2018*** *0.62*	Not met Met *Met*
(4) Proportion of primary schools (Escolas Primarias Completas - EPCs) regularly monitored by the district authorities of the Ministry of Education (SDEJT).	25% of EPCs visited once, of which 40% follow-up	**2018** 75% of EPCs **2022** 75%	**2018** 85.4% of EPCs visited once, of which 67.4% with follow-up **2022** 78.3%	Met Met

*Final inspection 2024: System Impact Matrix

The implementation of the PEE is still not satisfactory, and fair access to quality and quantity of adequate education is not guaranteed. The development of school infrastructure fell far short of needs and objectives (see next section). Increased demand is still not sufficiently met. The strong population growth and the COVID-19 pandemic, as well as the conflict in the north combined with significant internal migration, pose major challenges. Successes can only be seen partially but are not pronounced at the national level. This is due in particular to the Ministry's weak capacity in both planning and implementation, which despite repeated discussions and technical support from FASE partners, have not developed as expected. This assessment is also shared by the Finnish evaluation. There is a lack of valid data for results-oriented planning - the management information system is inadequate, especially in terms of data on qualitative and inclusive aspects. To achieve the overall target the contributions of both the Mozambican government and donors through FASE (see next section) are crucial.

The final targets of the indicators and the 2022 targets in the context of the continuation of the FASE show a mixed picture between stagnation, slight progress and setbacks between 2014-2022, with indicators 3 and 4 limited in the impact statement (see below). Large differences remain between regions, as well as rural and urban areas, across all indicators.

(1) The **enrolment rate of all six-year-olds:** After an increase to 93.5% in 2019, the rate has fallen to around 80% due to the COVID-19 pandemic among others and has risen to 90.6% by 2022. The current enrolment rate is above the 2018 target (83%) but significantly below the 2022 target of 96%. It should be borne in mind that the absolute number of pupils in basic education increased by 22 % between 2015 and 2020, from 5,9 million to 7,2 million, and that the insufficient development of enrolment rates can already be considered as a partial result. From 2014 to 2018, the difference between the best and worst provinces was only slightly reduced, and the 2018 target was missed.

(2) The **retention rate up to the 3rd grade** reached only 66% instead of 75% at the target date of 2018, but 75.3% in 2022. This was below the 2022 target (77.5%). The differences between the best and worst provinces became even more serious during the period under review, and more recent data are not available. The chart below shows that the cohort enrolled in 2015 has almost halved by the fifth grade in 2019. This illustrates the challenges of staying in the education system and that already before the COVID-19 pandemic.

Enrolment rates for grades 1-5 over the period 2015-2019

Grade/year	Student enrolment by grade and year, EP1, 2015-19				
	2015	2016	2017	2018	2019
Grade 1	**1,366,896**	1,419,826	1,436,764	1,592,524	1,601,779
Grade 2	1,197,043	**1,223,302**	1,238,743	1,316,941	1,378,274
Grade 3	941,257	887,433	**933,798**	992,949	1,139,838
Grade 4	790,309	796,051	776,094	**828,171**	890,006
Grade 5	646,908	704,618	714,562	722,494	**769,183**
G5/G1	47.3%	49.6%	49.7%	45.4%	48.0%

Source: 2023 UNESCO Spotlight on Basic Education Completion and Foundational Learning Mozambique

(3) With regard to the **student-teacher ratio**[5], the target ratio of 59 for 2018 was not met in this year, reporting a ratio of 64.2. The indicator and was revised to 62 in 2022, which was achieved. Differences between the best and worst-performing provinces were reduced between 2014 and 2018. The development strategy for 2025-2034, published in June 2024, again indicates a higher ratio of 64.3. The objectives are not sufficiently aligned to international comparison and to ensure the quality of education and can only be derived in the light of the dramatic starting point. The *UNESCO Institute of Statistics* considers a 40:1 ratio in primary education and a 25:1 ratio in secondary education to be necessary as a benchmark for achieving the SDGs. By comparison, the average student-teacher ratio in Sub-Saharan Africa was 43:1 in primary education in 2000 and fell to 38:1 by 2019 (26:1 to 22:1, respectively, in secondary education). This shows that Mozambique is falling behind in regional comparison and faces significant challenges in achieving its educational goals. The student-teacher ratio has not been able to withstand the growth in student numbers, despite significant new recruitments (doubling the number of teachers from 2004 to 135,000 by 2018). Lack of funding to meet growing needs also limits the recruitment of teachers, so that not all trained teachers will work in their profession after graduation - of the graduates in 2017, just under 62% were recruited[6] in 2018. There are also (1) strong regional differences between the northern provinces with around 70 students per teacher in 2021 and the southern provinces with less than 60 students per teacher and (2) a gap between urban and rural areas[7]. The situation is particularly challenging in the internal migration destinations due to the conflict in the northern province of Cabo Delgado - which has already led to the internal migration of over 780,000 people since 2017. According to a media report from March 2024, not all students can be accepted in the host communities and the student-teacher ratio is between 100 to 140.

(4) Although a greater proportion of **schools** are increasingly **supervised by district authorities,** monitoring is considered deficient and performance has been shown to centrally depend on the intrinsic commitment of school leaders. If a woman is running the school, there are more children and the teacher's absence is less than if the school is run by a man. The explicit inclusion of school leaders in the PEE and donor support was not embedded in the chain of impact and actions, which would have been important in retrospect. High absenteeism rates among teachers further reduce the quality of teaching and also lead to high absenteeism rates among pupils (on average, children attend school only on 74 out of 190 school days per year).

The **lack of educational programmes, both quantitative and qualitative, limits** its **use**. The high demand combined with limited capacity is reflected in multi-shift operations, which further restrict learning and teaching conditions. While most schools operate in one- or two-shift operation with 28 teaching units of 45 minutes each, in areas with high numbers of pupils, a lack of teachers or classrooms three- or even four-shift operations are the reality, with the teaching then being reduced to 20 teaching units of 40 minutes each. The supply of textbooks for Portuguese and mathematics in grades 1 and 2 has also deteriorated from 86.2% in 2014 to 79.7% in 2019, thus falling well short of the target of 92% in 2018. Bilingual education is still far from universal, which limits access and participation for many, given the 43 different mother languages. The fact that not all schools offer all grades of basic education makes it necessary for some pupils to change schools. This comes along with a longer

[5] The two indicators therefore measure very different characteristics of the educational system. Student-teacher ratios provide information on the level of teaching resources available in a country relative to its student population, whereas class sizes measure the average num-ber of students that are grouped together in a classroom. (OECD, Education at a Glance 2020))

[6] UNESCO Spotlight, 2023

[7] UNSECO Spotlight, 2023

commute, which often constitutes a further barrier to entry. Children with disabilities often cannot access schools. Unbearable sanitation conditions and a lack of (drinking) water supply increase early school dropouts, especially among girls, as well as child marriage and other forms of violence against children, which are a major cause of early school dropout in Mozambique. An additional barrier is the socio-economic situation of the families that pushes children out of schools in order to support their family.

In addition to **internal factors**, the success in implementing the PEE is also affected by **external factors** such as natural disasters and conflicts. Cyclones Idai, Kenneth and Eloise destroyed more than 4,000 classrooms in the country, depriving 400,000 children of access to education. The reconstruction costs alone are estimated by UNICEF at around USD 122 million. The COVID-19 pandemic has led to significant school closures, from March 2020 to March 2021 and July/August 2021 there was (almost) no teaching in schools (BE 2021).

8. Contribution to the achievement of the objectives

By pooling the resources of all participating donors in the PHASE as a basket of sectors, it is not possible - at least for the non-earmarked funds - to allocate individual changes (at sector level) to specific donors. Therefore, only the contribution of FASE to sectoral changes can be analysed. More concrete is the contribution of the German FC in school construction through the sector dialogue and the accompanying measure for capacity building with a focus on the school construction component. However, the funds were not earmarked for specific purposes.

With regard to the **school building component**, FASE was able to contribute to the expansion of the infrastructure to a limited extent. Between 2015 and 2018, on average around 20% of FASE's funding was invested in building school infrastructure (23% on average in 2018-2022) to improve learning conditions and access to education. The planning was already less based on actual needs than on implementation capacities and yet the planned outputs could not be achieved: instead of the planned 1,000 classrooms per year, only 399 classrooms could be completed per year in the relevant period 2015 to 2018, i.e. only 40% of the planned output was achieved. At the end of the 2018 monitoring period, there were 12,700 schools with 52,000 classrooms for grades 1-5, with 20,000 of these classrooms (40%) classified[8] as precarious and in need of rehabilitation. In 2019, 39,000 to 45,000 classrooms were missing, depending on the estimate. The increasing deficit of additional classrooms, which is exacerbated by population growth and destruction caused by natural disasters, could not be adequately countered even in the following years. Under current circumstances, the deficit reduction is unrealistic for a further 10 years. Problems with implementing school construction activities continue. From 2018 to 2022, 800 classrooms were to be completed per year, but on average only 216 were built.[9] Missing classrooms translate into poorer educational quality, either through open-air teaching that cannot be given in rainy weather, or through multi-shift operation with reduced teaching hours.

The lack of capacity in MINEDH and in the decentralised structures at provincial and district level restricts the controlling, monitoring and approving of construction projects, according to final control. At the same time the regulatory framework with high administrative costs and delays in building permits, as well as insufficient capacity of the contractors and logistical deficiencies to serve very remote locations also limited the implementation of school construction activities. In addition, the Mozambican Metical (MZN) depreciated sharply against the USD, reducing the value of funds in the FASE in particular in the years 2015 and 2016. However, the structure and funding of the FASE through *new aid modalities/earmarking* has also experienced drastic delays due to a lack of funding availability and flexibility (cf. efficiency).

The **accompanying measure** financed the second phase of the *Management Consultant* from 10/2015 to 5/2018. During the implementation of the accompanying measure, the Directorate for School Infrastructure and Equipment (Direcção para Infraestruturas e Equipamento Escolares, DIEE) was established in 2015. The DIEE and the provincial implementation units (UCEE) were supported in the implementation of the school construction programme. In general, the foundation of DIEE has contributed to professionalisation. In addition to strengthening staff, the consultant has developed tools for tendering and procurement, construction management and construction supervision, as well as a management information system and construction cost controlling. Personnel changes on the partner side as well as the discontinuity of the accompanying measure (the third phase is not yet in operation at the time of the evaluation, although FC has withdrawn from FASE) have significantly reduced the

[8] MINEDH, 2020 - Plano Estratégico de Educacao 2020-2029

[9] It should be borne in mind that the COVID pandemic also fell during this period, and regular school construction campaigns did not take place during this time. In 2022 and 2023, regular school construction campaigns were finally planned as part of the FASE budget, as so many classrooms from previous campaigns were still outstanding. (final review of the follow-up phases in 2024)

effectiveness of this. While DIEE has made the use of the main tools mandatory, many tools are still under-used up to the time of evaluation. In addition, the framework document (*Documento* Orientador) for the school building programme (*Programa de Construção Acelerada de Infraestruturas Escolares*, PCA) prepared by the consultant has not yet been formally adopted by MINEDH[10]. The establishment of a functioning maintenance system is still lacking. Thus, the accompanying measure in relation to school construction could not achieve its objectives of more efficient, effective and sustainable construction and maintenance.

In addition to school construction, **teaching materials and textbooks** were also financed from FASE. School books (free of charge) were sometimes only available at the end of the school year due to delays in the assignments and there are often more pupils than books. The World Bank has tried to improve this situation by restructuring procurement with the introduction of framework agreements in recent years. Nevertheless, there have been recurrent problems in recent years in the timely provision of school textbooks financed by FASE (around 30 % of the 2023 FASE budget). The 2024 final audit found during field visits third hardly any school had up-to-date school textbooks for all grades. But a teacher strike over non-payment also limits the effects of quantitative expansion: no teaching without a teacher.

The "Apoio Directo às Escolas" (ADE) programme aims to improve teaching and learning conditions through **financial support for schools** and through the involvement of the community in school administration. Direct grants for schools (Apoio Directo às Escolas, ADE) are funded from the FASE and are usually the only source of funding located directly at the schools. They aim to strengthen responsibility for school management at local level. Where school advisory councils exist, they also help decide on the use of the ADE funds. Due to liquidity constraints in the FASE, however, not all schools receive the funds and they do not always receive them on time. The current PEE addresses the timely transfer as well as the monitoring of the use and the need to adapt the ADE to the different situations of the schools - such as the proportion of needy pupils in the catchment area. In addition to essential resources such as chalk and paper, ADE resources are sometimes used to provide particularly disadvantaged children with pens and the like.

9. Quality of implementation

The implementation of the PEE and the FASE has traditionally faced significant challenges. Even though procedures for cooperation, planning and monitoring were agreed in the *Memorandum of Understanding*, they are not being implemented in practice. The MoU signed in 2021 was specifically intended to improve governance and transparency. However, it is considered to be very ambitious and is not being implemented accordingly. On the positive side the long-term support from experienced, seconded staff to support the sectoral dialogue, sub-thematic working groups and coordination with partners and donors is worth mentioning.

The **coordination** of the donors involved in FASE lies with the so-called Troika, whose members and chairmanship change annually between the FASE partners. In general, efficiency and transparency have been and are heavily dependent on the respective chairmanships of the Troika and their respective capacities, with some information reportedly delayed or not accessible to all to donors outside the Troika. The working groups and task forces are responsible for coordination and dialogue in a consultative manner but do not have political decision-making power. The meeting will be chaired by the relevant national authorities. In addition to the permanent working groups on pre-school education, basic education, literacy, adult education and secondary education, there are focal task forces on teacher training, school construction and equipment, monitoring and evaluation, as well as on planning and financial management - the latter task force monitors the implementation and compliance with the MoU of cooperation. In general, the working groups are often described as overloaded, lacking in efficiency and goal-orientation. This was already the result of an evaluation conducted in 2018. The important group on *Public Financial Management (PFM)* shows, exemplary, that not all representatives of the donors are sufficiently qualified for the specific area - there are predominantly education experts involved, who are subject to very specific PFM requirements. The German FC was *Focal Point* for school construction and thus actively supported the school construction component. The necessary connection between the provinces and MINEDH was also established. Nevertheless, the transfer to the Ministry remained challenging, as did the accompanying measure (PCR 2024).

Despite the clear regulation of the processes for **planning, implementation and monitoring** of the FASE in the MoU, there is still room for improvement in terms of transparency and governance. The activity plans are broken down by the PEE from the 3-year plans for the respective year and are often adopted with considerable delays

[10] Final inspection 2024 - Appendix 23 on the follow-up phases of the FASE

(sometimes only mid-year). A clear derivation of the activities from the sectoral policy objectives is not always apparent. Planning is managed by MINEDH, with MINEDH initially having considerable flexibility in the composition of the activities to be financed. Due to the fact that the plans were often submitted late to the donor side for approval and sector financing is significantly dependent on FASE apart from salaries, the donors' scope for action was often less than originally expected in a sectoral basket programme with policy dialogue and working groups due to the time pressure. Despite the large donor funds, **control by the donors** is assessed as weak **in implementation**; as a last resort, funds are not disbursed. The numerous dialogue formats have also failed to resolve the weaknesses constructively, and there is a lack of solid and transparent monitoring. There is a working group for monitoring and a procedure for the district authorities to check schools for the existence of a parent council, maintenance, teacher presence, etc. Nevertheless, the information remain superficial and clear consequences are difficult to derive.

The **capacity to implement the sector strategy,** despite some progress and considerable technical support through consulting interventions, remains insufficient and has led to significant delays not only in the school construction component but also across the sector. Technical assistance will be provided partly without *earmarking* via FASE, with MINEDH being responsible for the procurement. A direct reporting channel is not established to the donors and steering is limited. For these reasons, some donors, as well as the FC, provided bilateral advice and capacity support. According to reports from 2018, the volume of technical assistance provided to FASE donors has led to a glaring imbalance between public employees and FASE-funded advice in MINEDH - both at central and decentralised levels.

For the **school building component,** the lack of capacity has limited the implementation of the construction measures. The condition of the infrastructure is only assessed as acceptable, since already at PCR 2020 the building fabric was in many cases heavily worn out and a maintenance culture was largely missing despite the accompanying measure. Lack of water supply or of means of payment have severely limited the usability of the sanitary facilities and have led to health and hygiene risks. There is ample evidence that sanitation is critical to schooling, especially for girls. Due to the fact that the sanitary facilities are not designed for people with disabilities, effectively excluding them from school operations both as pupils and as skilled workers. Some of the buildings have not yet been completed, but they are still being used as schools, which is a risk. Vandalism also occurs at night due to the lack of school enclosures. Maintenance concepts were missing during the ex post evaluation and even minor repairs were not carried out. In the *joint donor reviews* of 2017 and 2018, the poor performance of the school building programme was explicitly highlighted. The final inspection of the subsequent phases in 2024 came to the same conclusion: it states that some FASE school buildings were also not finalised and left as ruins because the construction companies were not paid (on time). It is reasonable to assume that the problem of non-payment of bills leads to lower services or the refusal of construction services in the school construction sector by the construction industry – to the very least it cannot be expected to strengthen the construction industry. Taking into account the evaluation results for the period prior to 2015, the quality of the implementation has not significantly improved over the decades. For years, there have been calls for greater accountability and for the use of building experts by the relevant government agencies at both the central and provincial levels, but without significant success.

10. Unintended effects (positive or negative)

Specific unintended effects were not identified during the evaluation.

Rating summary

Despite the commitment of donors and the government, supply falls well short of what is needed in terms of both quality and quantity. This has never been covered before and is increasing due to ever-increasing numbers of students. The school construction measures carried out have led to an improved supply - far too small in scope - and good utilisation rates or overutilisation rates are to be expected. Use is limited by inadequate services due to inadequate facilities, a lack of dedicated and qualified teachers, inadequate teaching materials and low quality, as well as access barriers such as distance, socio-economic factors and violence. The donor community approach has not managed to develop the necessary capacity in cooperation with the government during the monitoring period and to implement the planned measures accordingly. An adequate supply to achieve the SDGs has not been achieved, but in the context of population growth and the dramatic starting situation in the Mozambican education sector, positive partial results can be seen through the FASE.

Overall, the effectiveness is rated as rather unsuccessful, as the implementation of the FASE and the education strategy fell short of expectations and the planned school construction outputs over the observation period were largely missed, although some positive results were observed and the support was able to mitigate further deterioration.

Effectiveness: 4

Efficiency

11. Production efficiency

By pooling donor contributions within FASE as a sector basket, transaction costs associated with coordinating with numerous donors can potentially be reduced, and it remains the preferred mechanism in accordance with the principles of *aid effectiveness*, provided that the measures are aligned with sector priorities. However, these advantages are not fully realized due to the partial tying of disbursements to donor-specific conditions, the limited capacities of the government at both the central and decentralized levels, and the sometimes difficult coordination and cooperation between donors and with the government in planning and implementation.

During the implementation of the FASE, there were increasing efforts by donors to improve effectiveness and efficiency through results-based elements and related earmarking and disbursement requirements. These **conditioned disbursements** (*earmarking* and performance-based approaches) weaken the predictability in the sector and undermine the harmonised approach of donors in the FASE when individually designed, thus counteracting the efficiency and also effectiveness of the *sector wide approach and the reliable financial planning of pooled basket financing.*[11] The linking of disbursements to the achievement of specific indicators was already used by donors in the reporting period 2015 to 2018. In the 2014 government negotiations, the German side had also agreed to introduce a variable tranche, the payment of which was tied to triggers in school construction (including the number of completed classrooms). However, this was subsequently abandoned by the German side. After these mechanisms have been formally agreed in the new 2021 MoU for donor cooperation with MINEDH, a significant part of the FASE funds will be conditioned.[12] This has led to considerable uncertainty, as the flexibility to use the funds will be further limited according to acute needs, planning and discussions will change and delayed deposits will lead to delays in all FASE activities. How decisive these arrangements are depends crucially on the level of ambition of the indicators, which has probably been revised in part for the implementation of the funds.

Capacity constraints at both national and decentralised levels have significantly reduced the efficiency and effectiveness of the use of FASE funds to improve educational services. This starts with early and result-orientated planning and the early involvement of the working groups and donors by MINEDH, which is not done accordingly (see Effectiveness). This results in delays in the approval of the activity plans, affecting procurement plans and any subsequent implementation steps. In most cases, the provincial plans are even more delayed than those of the central level. Finland's evaluation shows that the lack of guidelines at FASE is already hampering the rapid disbursement and allocation of funds to MINEDH. There is a strong need to improve the reliability and timeliness of donors' funding commitments to FASE and subsequently to improve the management of FASE for a reliable and timely disbursement to the Mozambican Government. However, the structures and procedures of the state financial management system (SISTAFE) also impede the reliable and timely provision of funds. The continuing high level of coordination and effort required by the working groups leads to high transaction costs. The disproportion between public employees and FASE-funded technical assistants (cf. effectiveness) reflects the extra cost of the basket in the case of limited capacity in the education sector. At MINEDH, both at national and decentralised level, there is a lack of capacity for implementation. This leads to bottlenecks at school level where FASE funds do not arrive fully and on time.

The **implementation of the sector budget** averaged 94 % in 2015-2018 and 2018-2022, with 99 % in 2015-2018 and 98 % in 2018-2022 compared to 76 % in 2015-2018 for FASE and only 68 % in 2018-22. Ongoing costs, mainly teachers' salaries, are largely financed from the Mozambican government budget and FASE funds

[11] GPE has also provided funding for *COVID-19 Recovery Actions* geearmarked through FASE (Evaluation of Finnish Cooperation, 2024)

[12] Since 2021, comprehensive earmarking with a performance base approach has been used in the context of FASE at MozLearning by the World Bank and GPE, which, taking into account the considerable resources of USD 240 million, also determines the structure of FASE.

have been used to the most part for investment. In the reporting period, the final inspection showed that 44 % were in kind, 26 % in services, 20 % in construction and 7 % in equipment.

The **spending of FASE funds** was first torpedoed by a crisis of confidence[13] in 2016, resulting in a high carry-over to 2017, which had an impact on subsequent years. As a result, the funds could no longer be implemented in the planned years, and from 2016 to 2018 carry-overs from the previous year increased continuously due to over-budgeting and the "*underperformance"* of the FASE measures, particularly in school construction and the procurement of school books. In 2018, FASE closed with a surplus of over USD 50 million. Transfers from the school building component during the period under review were also due to the fact that no budgeting was allowed for several years, but the implementation required at least two activity plans, which meant that regular over-planning for school construction took place. A surplus emerged both at the provincial and central levels. The unspent budget at provincial level was almost entirely due to the school building programme. However, the larger part of the balances were generated at the central level at MINEDH, without any clear cause being identified by appropriate analyses. The assessment of the implementation of the FASE as part of the annual *Joint Sector Reviews*[14] comes in only two years (2015 and 2019) from 2015 to 2019 to the top score "satisfactory" on the three-step scale, and in 2016-2018 the implementation performance is assessed as mixed. No final evaluation was carried out for the years 2020-2022.

The requirements for the **school construction programme** have been repeatedly revised by the government. After capping construction costs per classroom to $10,000 across the country in 2005 failed to produce the desired efficient and effective implementation, a new construction based on a prefabricated metal structure was introduced in 2009 and abandoned in 2015, as it did not lead to the expected lower costs, faster implementation, or improved quality. Against this backdrop, the "*group 5 design"* was introduced, which was based on brick walls with a saddle roof in accordance with the original approach and incorporated additional requirements. Thus, the "*build-back-better"* approach with resilience requirements per area - cyclones, earthquakes, flooding, drought - has been anchored. The resulting higher specific construction costs are justified in the light of the effects of climate change in Mozambique. The new requirements have proven their worth, as the buildings have already survived smaller cyclones. According to MINEDH, the cost per classroom was USD 28,000 under the PCR 2015 until 2018 (approximately USD 40,000 per classroom in 2020). The costs per classroom are therefore in a similar framework as for parallel bilateral financing. The quality and condition of the schools in the context of the field visits at PCR 2020 and the subsequent phases in 2024 are described as acceptable in terms of the building structure. Furniture, doors, window panes, paints and sanitary facilities were often heavily worn or destroyed by vandalism and a lack of maintenance culture. The critical observations of the final check for 2015-2018 are repeated in the final check for 2019-2022, which suggests that no significant improvements were made. Also at PCR 2024, ruins were found because payments to the construction companies were not made and they subsequently ceased their work. The lack of anchoring of maintenance and maintenance concepts already limits the efficiency of the construction work in the medium term.

The proper management of the FASE is subject to annual, independent audits, which have given rise to comments (including poor construction supervision), but no evidence of misuse of funds has been derived.

12. Allocation efficiency

Since independence the government has prioritised **the education sector**, which is reflected in public spending on education of over 20% of the budget. In 2022, the budget title for education was the largest at 22.5%, followed by agriculture at 15.1% and health at 13.5%. Mozambique's budget covered around 89% of all education expenditure in 2015-2018, and in the following period 2018-2022, the budget share increased to 92%. In 2015-2018, the remaining 11% covered around 87% of external funding and 13% of parallel programmes; in 2018-2022, FASE covered 96% of external funding and only 4% came from parallel programmes - i.e FASE in the sector budget has decreased due to an increase in own contributions and a decrease in donor contributions. Germany was the largest bilateral donor in 2015-2018 with 23% of FASE funding and in 2018-2022 with 20%, followed by Canada and Finland. The World Bank remains the largest donor with IDA and additional GPE funding, with a share of 47% in 2018-2022.

Despite the continuing high level of resource provision for the education sector, this has not translated into an improvement in the supply and level of education. The funds have mainly been used to expand access to

[13] The COVID pandemic in 2020 and 2021 has also caused a corresponding setback.

[14] According to the MoU, these should always take place in March of each year

education, with less attention paid to the quality of education and inclusive access for all, regardless of gender, region, mother tongue and disability. The **country-wide allocation of FASE funds** accounted for population structure and development to some extent and addressed regional differences through the relatively higher allocation of funds in the central and northern provinces. Still, it is not clear that the funds were used according to needs with clear criteria. Zambezia in the central region and Nampula in the north have received an above-average amount of funding, but this is also due to the fact that they have the densest population in the country, each with over 6 million inhabitants. Maputo city with a population of a good million has the least absolute allocation. However, specific poverty indicators or vulnerability issues are not explicitly addressed. Analyses for the years 2014 to 2022 based on the *financial statements* of FASE in the Finnish evaluation showed that the allocation of funds per person (not pupils) was highest in Maputo City and Sofala, with 46% and 37% respectively, while in Gaza the lowest was 28%. Although the absolute allocation of funds for Maputo City was the lowest among the provinces, the capital stands out from the rest at 124 meticais/person/year when considering the relative allocation per person. The poverty rate was highest in Niassa in 2014/2015 at 67%, which was not reflected in the absolute or relative allocation of funds. The high allocations to Zambezia and Nampula correspond to above-average poverty rates of 62% and 65% respectively, but the resources per person per year are only 83 MNZ and 82 MNZ respectively, significantly below the resources per person in the capital. It has to be taken into account that the poverty rate increased from 46.1% in 2014/15 to 68.2% in 2019/2020 and was around 65% in 2022. In rural areas it was 68.4%, in urban areas it was 58.4%, with regional disparities remaining[15] significant in the north at 70.2%, in the centre at 65.6% and in the south at 54.8%. The disbursement distribution between the central level of MINEDH and decentralised disbursements has fluctuated over the years with a tendency towards decentralised structures[16].

The allocation efficiency could potentially be increased through a clear focus, but it has to be taken into account that this is not politically feasible for a basket of sectors. But changes in donor positions, as in MINEDH, also make it difficult to pursue clear goals rigorously by promoting and demanding them.

Considering that there were no centrally defined criteria in the **school building programme** for the selection of school locations to be supported, these were determined at decentralised level and presented in total in the annual plan by MINEDH to the FASE for approval. Also at the moment, the planned budget for school construction can only be meaningfully taken from the summary of the activity plan, as it results and is distributed at provincial level, is reportedly presented in very diverse ways (from details to blanket demands), which reduces transparency. Whether the sites with the highest demand were supported cannot be assessed. But the high demand for school infrastructure in general can be expected to limit misallocation, though there is still room for interest-driven decisions. The implementation of construction measures via the basket of sectors can be critically assessed in retrospect in view of the difficulties in monitoring the allocation of funds, allocations and deficits in construction measures up to construction ruins. Even if regional focusing for a sectoral basket is difficult to implement, the "watering can" process has not led to the desired results. Bilateral programmes can have a clearer, albeit regionally more limited, impact[17] in a shorter period of time. Bilateral programmes might have made it easier to monitor selection and implementation, including procurement, more closely, but they, too, struggle with limited planning, monitoring, and maintenance capacity. Elements of the school design could have been structured more efficiently: the lack of electricity calls into question the allocation of funds for electronic devices; the equipping of sanitary facilities with water closets without water supply and secure equipment to finance them; water-independent latrines in the affected locations would have made a greater contribution here. The lack of maintenance and upkeep of existing school buildings, as well as the concepts, structures and resources needed for them, further exacerbates the problem and significantly reduces the efficiency of the use of funds in the sector.

The **level of corruption in the public sector** is high: In 2023, Mozambique ranked 145th out of 180 countries with a *score* of 25 on a scale of 0-100, with 0 representing a high level of corruption and 100 representing no corruption. In the reporting period, the situation actually worsened, from a score of 31 in 2015 to a score of 23 in 2018. In this context, basket funding with a clear investment of the funds in individual measures agreed and approved in the Activity Plan is clearly preferable to sector budget funding without the possibility of tracking the use of funds, but coordinated bilateral approaches might have had the chance to achieve a greater impact, for example in a regionally focused way, particularly with regard to school construction.

[15] MEF, 5a avaliacao da pobeza 2021

[16] In 2016, 65 % of FASE funds were paid to MINEDH, compared to 33 % in 2020 (FIN p. 18)

[17] The Taiwan-based Tzu Chi Charity Foundation has built Mozambique's largest secondary school for 10,000 students for $13 million. After the previous school was destroyed by Cyclone Idai in 2019, the new school opened in 2024.

Rating Summary

On the one hand, FASE's operational efficiency is undermined by conditional disbursements; on the other hand, limited capacity leads to significant delays in the implementation of FASE investments, resulting in projects that are left unfinished (construction sites left abandoned) or not delivered on time (distribution of school textbooks). The allocation of FASE funds across the various activities is not transparently derived from objectives with clear criteria and based on solid data through dialogue between the government and partners, which, combined with a significant level of corruption in the country, suggests scope for misappropriation. With regard to school construction, from an evaluation perspective, the allocation of further funds for school construction without maintenance and upkeep concepts and structures must be questioned. In general, given the insufficient capacity of central and decentralized government structures to implement funds effectively, efficiently, and transparently, the efficiency of the FASE program—from the perspective of both production and allocation efficiency—cannot be considered successful.

Efficiency: 4

Overall developmental impact

13. Overarching (intended) developmental changes

The objective, as adjusted under the EPE and PEE, was to raise the population's level of education. Education is a prerequisite for participation in economic and social development, which in turn is intended to drive the country's development in line with the sector strategy. The use of capacities, which is anchored at the level of the development cooperation program objective, is anchored at the outcome level in the EPE. Accordingly, the following indicators were included at the impact level within the EPE to achieve a higher level of education among the population. The achievement of the objective at the impact level can be summarized as follows.

Impact:

indicator	Status PA	PA target value	Actual value at PCR	Actual value for EPE
(1) Proportion of pupils in 3rd grade who have the basic level skills in reading and arithmetic.	**2013:** Reading 6.3%	**2016:** Reading: >6.3% **2019:** Reading: 12% Computing Competency: >7.7% **2024:** Reading: 20% Computing Competence: 20%	**2016:** Reading: 4.9% Computing Competence: 7.7% (Baseline) **Not met**	n.a. (last survey was 2016) **Assumed not fulfilled.**
(2) Completion rate *Primary Education until grade 7* (source MINEDH)	**2011:** 47% **2014:** 45%	60.8% (adjusted 54%)	**2018:** 48% **Not met**	**2022:** 56%
(3) PROXY Literacy Rate*	56% (2015)	n.a.	61% (2017)	60% (2020)

*UNESCO Institute for Statistics

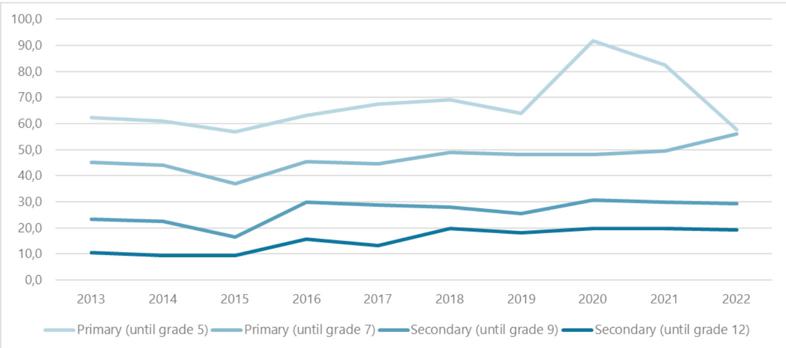
The level of education and educational equity are very low in Mozambique. There is no valid data showing that significant progress in educational attainment was achieved during the 2015-2018 reporting period.

The **level** of **learning** (indicator 1) is a key indicator for assessing the achievement of the sectoral strategy objectives and the contribution of FASE investments. The last survey was carried out in 2016[18], as the three-yearly surveys were not carried out, making it impossible to manage the investments in an impact-orientated way. Reading[19] scores worsened between 2013 to 2016: 6.3% of grade 3 pupils possessed the relevant skills in 2013, down to 4.9% in 2016. For mathematics, the share was 7.7% in 2016, with no data available for 2013. The alarming results of 2016 were published in 2017 and widely distributed to raise awareness among teachers and principals, but without further consequences (including for FASE partners). The World Bank *Service Delivery Indicators* for 2014 and 2018 indicated that learning performance in reading (from 19 to 31) and mathematics (from 25 to 31) for the fourth grades had improved in the meantime, but regional differences have increased at the same time, and the same is true for the difference between town and country.[20] Over the past decade, there has been an overall decline in learning performance, which has been exacerbated during the COVID-19 pandemic. Mozambique had the longest pandemic-related school closures in sub-Saharan Africa, cumulating to a year without any education. Digital and alternative learning opportunities had little impact, as only 2% of children had access to the internet. Restricted reopening with reduced class sizes exacerbated teacher shortages, so children were only taught 2 to 3 days per week. UNICEF estimates that around 20% of children, particularly from disadvantaged groups, will not return to school, resulting in significant setbacks in learning.

Completion **rates** (indicator 2) have improved slightly up to 2020, according to MINEDH data. The initial target of 60.8% was not achieved and was revised to 54%. In 2022, the completion rate for primary education (*primary until grade 7)* was 56%, which is low compared to similar countries (Ivory Coast 62%, Ghana 75%, Tanzania 79%, and Botswana 98%). Further individual results show:

- Completion rates for girls are consistently higher than for boys.
- Regional differences exacerbate the picture: graduation rates are particularly low in the northern provinces, and the student-teacher ratio is very high. In the southern provinces, the completion rate is around 90%, which is well above the national average, and the student-teacher ratio is also more favourable.

Completion rates 2013 - 2022



Source: Evaluation Report Finnish support to Education in Mozambique based on MINEDH statistics, extracted September 2023

- The difference between urban and rural areas is significant[21]: 7.1% of women have completed basic education in urban areas and only 4.7% in rural areas. In secondary education (12th grade), 8.7% of women in cities and only 1.2% in the countryside. For men, the figures are slightly better: primary 6.9% in urban areas and 6.3% in rural areas; secondary 11.5% (urban) vs. 2.3% (rural).
- Poorer educational opportunities also correlate with high population growth rates and the economic situation of families.

The **literacy rate** as a proxy indicator to converge on basic educational outcomes over the decades is showing progress, but also at a very low level[22] (data from different sources vary significantly). In regional comparison,

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18 In theory, the national evaluation of the language and math skills of the 3rd grade is done every 3 years and is advertised externally. This evaluation was carried out in 2013 and 2016, started for 2019 but not yet completed. UNESCO Spotlight

19 MINEDH, 2017 Relatorio do 2. Estudo da valaiacao National da 3a Classe, Maputo, Instituto Nacional de Desenvolvimento da Educacao.

20 Bassi, M., Medina, O. and Nhampossa, L. 2019. Mozambique: A Second Round of the Service Delivery Indicators Survey. Maputo, World Bank.

https://documents1.worldbank.org/curated/en/811891562864504006/pdf/Education-Service-Delivery-in-

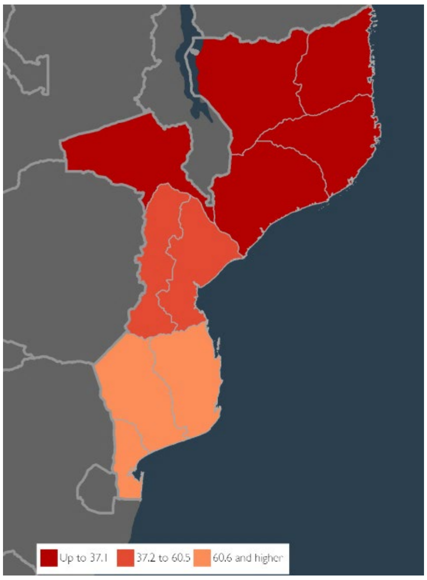
Mozambique-A-Second-Round-of-the-Service-Delivery-Indicators-Survey.pdf.

21 DHS 2022/2023

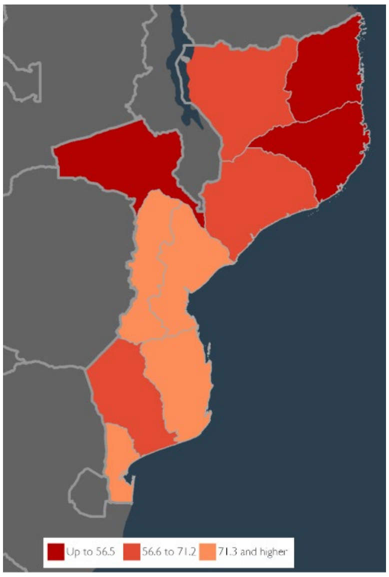
22 According to the *UNESCO Institute for Statistics,* the literacy rate of the population aged 15 and over[22] was 39% in 1997, rising to 61% by 2017, but then falling to 60% by 2020. For young adults aged 15-24 years, the levels are around 10% higher in 2015 and 2017, at 71% (70% in 2020).

Mozambique, despite high enrolment rates, also falls far behind; only Malawi has an even lower literacy rate. The disparities between the provinces in Mozambique are also significant. The differences between urban and rural areas remain significant, with an illiteracy rate of 52% compared to 19.7% [23]. The latest *Demographic Health Survey* from 2022-23 shows an overall deterioration, showing the difference between women (aged 15-49 in 46.6%) and men (15-49 in 68.5%), as well as regional differences in the picture.

Women who are literate



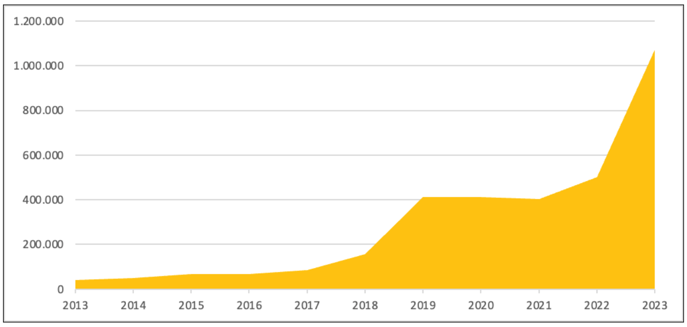
Men who are literate



Source: STATcompiler, The DHS Programme: DHS 2022-2023 Mozambique

Language of instruction is crucial for equitable access to education. Only 11% of the population speak Portuguese as their native language, while in Mozambique more than 40 different languages are spoken. This complicates native language training by requiring the translation of teaching materials and the provision of teaching staff. **Bilingual education**, in the mother tongue and Portuguese was included in the planning and goals during the period under review. The Finnish evaluation shows that it has grown in importance since 2018, reaching more than 1 million pupils in 19 different languages in 2023 (with a total of around 8 million pupils) in all provinces and 92% of districts. This development is crucial for the inclusive expansion of education provision and for the learning success of many children, although no evaluation of bilingual education in Mozambique has yet been made.

Number of students with access to bilingual education 2013-2023



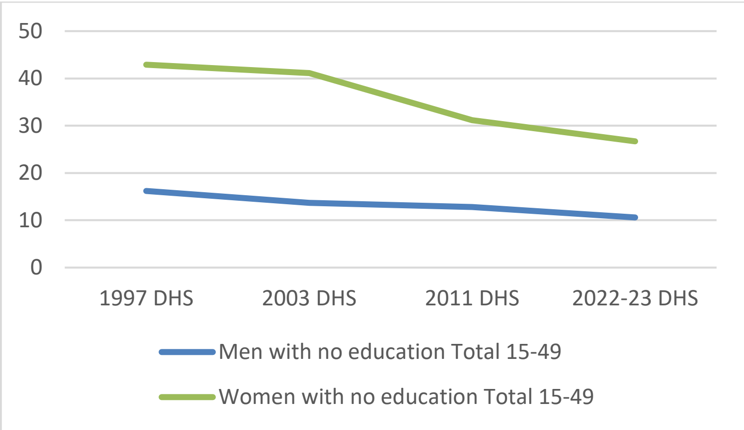
Source: Evaluation Report Finnish support to Education in Mozambique - Source: MINEDH statistics, extracted September 2023

From a **historical perspective**, it remains to be noted that during the colonial period, the educational provision and activity in it for the "natives" was considerably restricted. It was only after independence in 1975 that the state began to build up the educational offer from almost zero. Around 95% of the population was illiterate at the

[23] ESTRATÉGIA NACIONAL DE DESENVOLVIMENTO(END) 2025-2044

time. During the civil war years 1977 to 1992, the development of the education system suffered again considerable setbacks - around 68% of primary schools were closed or destroyed. Since then, Mozambique has sought to build and expand its education system, and has also made progress in the long-term perspective, as shown in the following figure.

Men and women without education



Source: DHS Statcompiler, retrieved 10/2024

Over the past decade, the **Mozambican government** has **invested significantly in the education system,** with average education spending of 6.3% of GDP, above the 3.8% average for low-income countries and 4.1% for sub-Saharan Africa, according to UNICEF. However, the share of the education budget in the State budget decreased from 21,3 % in 2016 to 17,4 % in 2021, while the nominal resources increased from MZN 44,1 billion to MZN 64 billion. More than 60% of the education budget goes to primary and pre-primary education. The share of internal resources in the budget increased from 70 % in 2008 to over 90 % since 2018 (UNICEF, 2019), i.e. the share of external financing decreased (see also allocation efficiency). Despite substantial expenditures, population growth has not been able to meet the quantitative expansion and the quality of rising demand. The bottlenecks are expected to intensify as the population is expected to double by 2050.

Data from the Demographic Health Survey (DHS) of 2022 highlight the **continuing discrepancy between men and women**. In Mozambique, for example, 28% of women are not educated, compared to only 19% of men. Only 6.5% of men have completed primary school, while women have completed only 5.6%. Yet the situation in the countryside is even more serious than in the cities: the median years of schooling completed is 5 for women and 6.1 for men in urban areas - only 1.2 for women and 2.3 for men in the countryside. In the provinces, Niassa ranks last with 39% of women not educated (33% of men), while in Maputo City, only 6% of women and 2% of men are not educated.

Against the background of the limited progress in education, the majority of Mozambicans remain less likely to improve their socio-economic situation, as unemployment is also highest when education levels are low.

14. Contribution to overarching (intended) developmental changes

The implementation of the education strategy has so far not been successful in the sense that the educational level of the population has increased accordingly in order to ensure economic and social participation and to advance the development of the country. Despite the setbacks and challenges caused by external shocks such as the COVID-19 pandemic and extreme weather events, the structures and capacities have not developed sufficiently to use the investment funds of the education budget from the FASE efficiently and effectively. The absolute expansion of education cannot meet the increasing demand and the quality does not meet the requirements, even if it has been tackled in relevant areas such as bilingual education.

The contribution to **capacity building** was to support many reforms and new approaches, but they were not sufficiently implemented. Generally, capacity has also been increased in MINEDH, but continues to depend heavily on its leadership. Data on the qualitative aspects of education and learning performance improvements are weak and make it difficult to plan and steer the implementation of the education strategy in a targeted manner to this day. The data information system EMIS focuses primarily on access aspects. As explained in Effectiveness and

Efficiency, the limited capacity of the Ministry of Education's central and decentralised structures has hampered the successful implementation of the education strategy and the bottlenecks have not been alleviated by significant to disproportionate technical assistance from FASE and its donors.

In view of the huge and constantly growing need to expand adequate quality education, FASE funds were additional to the high operating costs (in particular salaries) which were necessary in principle and covered by the State. Without financial support from FASE, the provision of education in Mozambique would be even more precarious, but the lack of effectiveness and efficiency also limits the contribution to long-term improvements in the education system.

15. Contribution to overarching (unintended) developmental changes

In general, the PEE aims to ensure the human right to education, taking into account gender equality and the **reduction of inequality** through equitable access to education. However, due to a lack of data and transparency, FASE did not work with clear structures and criteria to reduce inequalities, as the activity plans did not derive clearly from the objectives. Specific aspects such as poverty and vulnerability are not sufficiently taken into account in the budget allocation, which does not reduce regional disparities in access to educational resources, but in the worst case even exacerbates them (cf. efficiency). Inclusive education for people with disabilities is still only a goal on paper in the current education sector strategy. However, there are no resources or facilities for the necessary training of staff, nor do the enormous class sizes allow special needs to be addressed - correspondingly there are only limited offers from private schools or NGOs.

Given the low level of transparency, the lack of monitoring, and the absence of impact assessment and results-oriented management—and considering the significant corruption in the country—it remains unclear to what extent the sector basket mechanism has been able to improve governance in the education sector. Through the FASE working groups, particularly on public financial management, and the procedures established during implementation, the scope for corruption has been reduced to some extent; however, whether this has actually increased integrity cannot be assessed within the scope of this evaluation.

Support for resilient construction methods in school construction has driven forward the necessary adaptation to climate change.

Rating summary

In conclusion, although Mozambique has increased the number of school infrastructure and education in absolute terms, this has not been accompanied by the necessary increase in the quality of education. Improvements in learning performance are severely limited or declining. Higher educational levels of the population and associated socio-economic developments were not achieved as expected. The catching-up needs in terms of educational quality have been recognised and strategically anchored, but have not yet been implemented. The weak state structures and lack of accountability at all levels of the education sector have hampered progress in education and make it difficult to implement relevant policies and reforms in a results-orientated way. The development adequacy and effectiveness of the sector basket must be called into question in this context, as it has not managed to increase the efficiency and effectiveness of the education sector to any necessary extent through dialogue platforms and technical support. The new MoU of 2021, which has placed more emphasis on quality and increasing transparency, has also failed to help turn things around.

The overall development impact of FASE co-financing over the period under review is considered rather unsuccessful, taking into account the developments before and after, although it can be assumed that without FASE the supply and level of education would be even more precarious.

Overall developmental impact: 4

Sustainability

16. Capacities of the beneficiaries and stakeholders

After the retreat of the FASE donors the Ministry of Education does neither have the **human and technical capacities** nor the financial capacities to invest in the quantitative and qualitative expansion of access to education.

Corruption and the government's influence on education management and personnel remain a problem. Lack of transparency and integrity limit the performance of the sector. The decentralisation that began in 2018 without sufficient allocation of funds is also currently risking local supervision.

The **budgetary situation** in **Mozambique** is precarious given the impact of the COVID-19 pandemic and the lack of revenues from raw materials. This increases the risk of underfunding the sector with missing or delayed salary payments, lack of adequate classrooms. As a result student-teacher ratios would increase.

In addition to the **population growth** (average 2.8% p.a.), the new education law also exacerbates the supply situation by expanding compulsory education from 7th to 9th grade. Existing schools face the challenge of providing access at given capacities (rooms and teachers). As an alternative, pupils would have to commute longer to the next accessible educational facility, which is often not possible, especially for vulnerable groups. The high HIV prevalence rate of 13% among 15-49-year-olds also limits the availability of qualified (and experienced) teachers, who are unable to attend because of illness or care for family members.

17. Contribution to supporting sustainable capacities

The partially harmonised cooperation approach of a *sector wide approach* with pooled funding in a sectoral basket and extensive dialogue formats, as well as extensive technical support, has failed to improve significantly the framework conditions in the **national and local structures of the sector** over the past 20 years**.** The foundations for access to adequate quality and quantity of education, both in terms of infrastructure and equipment and in terms of suitably qualified and dedicated teachers, including dedicated principals, have not been laid. Despite the apparent challenges posed by rising demand as a result of population growth and catching-up needs due to the setbacks caused by the COVID-19 pandemic, supply does not appear to have changed significantly either. Capacity-building in state structures has been weakened at all levels, including through staff changes. The ministerial change in MINEDH 2020 has shown how personnel consequences (change of focal point for donors into advisory work for donors, change in the management of DIEE and political discontinuity) affect long-term success and trusting cooperation. The role of MINEDH in this regard in the aftermath of the elections of October 2024 is still unclear at the time of the evaluation.

Although some of the planning, implementation and monitoring procedures for PEE implementation have been developed and partially implemented within the framework of the FASE, they do not appear to be properly anchored and implemented as would be necessary for an effective and efficient PEE implementation. The weak implementation capacity of MINEDH and the high risks associated with procurement processes were repeatedly highlighted by audits (in particular due to the lack of complete procurement documents). The role of integrity and ownership in successful education, especially of school leaders, is demonstrated by the striking differences at school level in terms of maintenance, teacher and student attendance and learning outcomes.

The first two phases of the **FC-funded management consultant** for the school building component sought to strengthen the capacities of MINEDH in its central and decentralised structures. However, this has not yet had a significant impact on the implementation of sectoral policies and the FASE, let alone at school level. For example, technical support for the construction departments at the provincial level will be provided for the third phase, maintenance concepts will be developed and pilot applications will be made. In addition, concepts for better school operation including water and power supply as well as wastewater disposal and hygiene are to be developed and implemented. However, these aspects are crucial for the sustained impact of the investments in education that have been made through FASE. As the third phase of the management consultant has not yet been implemented and the measures of the first two phases have not yet led to significant improvements at the grassroots level, the contribution to supporting sustainable capacity is assessed to a limited extent.

18. Durability of impacts over time

The exit of German development cooperation from the basic education sector also led to the exit from FASE. Finland has already reduced FASE support for 2023 and 2024 from EUR 7 million per year to EUR 5 million and EUR 4 million and will also stop its support thereafter. The World Bank continues to oversee the FASE until 2025 and will not necessarily provide further support to the sector through FASE. Discussions are currently underway as to whether support for the (basic) education sector will continue within the framework of a multi-donor trust fund. However, this option will only become available after the possible termination of the FASE. GPE continues to support FASE through Germany’s TC until 2028. With an EU mandate, KfW continues to contribute to FASE and actively supports the EU in the dialogue process on the ground. Within the scope of the mandate, further consulting services will be contracted and thus the expired commitment to research and development can be continued in parts. However, the EU mandate of the German FC is expected to be completed by 2025. The donor community is sometimes portrayed as fragmented and appears to be guided by diverse interests. Other donors are also **critical** about **future funding for the FASE,** and bilateral projects seem to be regaining more attention, making coordination in the sector more difficult.

The problem for the sustainable use of school infrastructure lies in the **lack** of **maintenance**, which, according to donors, is more of a mentality problem than a financial problem. The idea of the accompanying measure of the third phase was to be set in parallel with the subsequent phases of the R&C, but the R&C funding for FASE expired without the accompanying measure with its consulting services having been implemented. Given that support to the vehicle has expired and maintenance have been neglected over the last decades, an abrupt change in the maintenance situation is not to be expected. The buildings and facilities are falling into disrepair, further reducing the threshold of vandalism. Approaches have been developed under the second accompanying measure, but implementation is lacking. The establishment of an appropriate learning environment is therefore not possible in the medium to long term. The ADE funds, which are made available directly to schools, are also rarely used for maintenance purposes.

The frequent **extreme weather events** such as floods and cyclones seriously affect Mozambique and, given its vulnerability, pose a serious threat to its economic and social development, not least to access to basic services such as health and education in affected areas.

Population **growth** is rapidly undoing the incremental progress made. Although the birth rate has declined slightly in recent years, at 4.7 children per woman, it remains above the regional comparison and leads to an additional 900,000 Mozambican children requiring social services each year. Nearly half of the population is under the age of 18, and most still lack adequate access to education and health care; they are entering the labour market without the necessary skills to improve their livelihoods.

Whether and to what extent the GPE will expand its support for the education sector in Mozambique with its future commitment and what impact this would have on the FASE sector basket on the one hand, but above all on the efficiency and effectiveness of the further implementation of the PEE and a sustainable strengthening of the sector, is not foreseeable at the time of the evaluation. Given the scale and nature of these grants, this will pose major challenges to the current functioning of FASE, but also open up opportunities to initiate a change process.

Rating summary

The legislation, policies and strategies for the development of the education sector are well established. However, persistent shortcoming in institutional capacity and implementation severely limit the prospects for sustainability. The necessary expansion of educational offerings has been accompanied by a lack of maintenance for more than 20 years, since the FASE was established, which is why it is unrealistic to expect any improvement in this area.

In terms of financial sustainability, Mozambique remains dependent on international support in the medium to long term, and external financing for expanding access to and quality of education is crucial to achieving SDG 4. This need is countered by a withdrawal of bilateral donors, but new EU and GPE funds offer hope. FASE’s comprehensive engagement was unable to achieve sufficient expansion or sustainable improvement of educational provision with the necessary long-term financing for operations, maintenance, and repairs—including replacement investments—despite partial successes such as in bilingual education. Despite support from numerous donors through a joint sector basket, the government’s capacity could not be sufficiently built up to effectively and efficiently utilize the donor funds from FASE with the technical support provided. Thus, effective and efficient implementation of the PEE also appears unlikely in the future. Overall, sustainability is now assessed as rather unsuccessful.

Sustainability: 4

Overall rating

The FASE sectoral basket has been bringing donors together for over two decades and has set up dialogue formats and structures to support Mozambique in the implementation of the sector strategy in a harmonised way.

While relevance and coherence are assured, challenges persist in implementation, making it impossible to successfully assess effectiveness and efficiency. Investments are not being implemented to the extent that is necessary and feasible, not least due to a lack of capacity despite substantial technical support. The insufficient supply and poor quality of education, coupled with challenging population growth, are fundamental reasons why learning outcomes and educational levels have not improved accordingly. External factors such as the COVID-19 pandemic and natural disasters are further explanations for the deterioration of the educational situation in Mozambique. As a result, development potential remains untapped for large segments of the population—with significant disparities between provinces and between urban and rural areas. Persistently limited human, technical, and financial capacities at the central and local levels constrain the prospects for the sustainability of FASE investments and the implementation of the PEE.

The evaluated phases are assessed together as they are identical in design and their impact cannot be distinguished, just as the FC contribution cannot be considered in isolation from the contribution of the total basket of sectors. The FC's contributions to FASE in the evaluated projects are therefore assessed as rather unsuccessful.

Total rating: 4

Contributions to the 2030 Agenda

Designed as a sector basket, FASE brings together the majority of donors in the education sector in Mozambique to collaborate; it aligns with the national education strategy and is based on shared systems. Regional disparities, as well as those between urban and rural areas in basic education, were not specifically addressed, and inclusivity could not be sufficiently embedded. However, this must be assessed against the backdrop of a general lack of adequate educational opportunities. Even small improvements in educational provision contribute to the right to education (SDG 4), although socioeconomic and social factors also limit access, particularly for disadvantaged groups.

Project specific strengths/weaknesses and general conclusions/lessons learned

The project's strengths and weaknesses include:

- Despite significant expenditures in the FASE on technical support to MINEDH at both central and decentralised levels, the lack of capacity continues to limit efficiency and effectiveness in the implementation of the Education Sector Strategy and FASE.
- Dialogue formats have been established between donors and the government, but there is no common line based on joint transparent planning and monitoring.
- The lack of maintenance of the school buildings is one of the main weaknesses of the project from the perspective of the FC. This issue has not yet been adequately addressed. Capacity building in this respect, with a back-up measure starting after the completion of the project, is questionable in terms of its effectiveness. For the schools built over the last two decades, this comes too late or leads to considerable additional expenditure and necessary replacement investments, where with continuous maintenance a longer service life would have been possible.
- The implementation of the investments, especially in the school construction programme, was difficult to monitor as part of the basket financing for the FC. Audits have also repeatedly described the construction supervision of the state agencies as inadequate.

Conclusions and lessons learned

- Effective and efficient implementation of a sector wide approach via a basket of sectors requires strong capacities on the partner side.
- The conditioning of funds by individual donors in the context of Community funding undermines the effectiveness and efficiency of the harmonised approach. The basket should provide reliable funding that provides sufficient flexibility to implement the sectoral strategy. By earmarking or conditioning disbursements, the advantage of pooled funding for flexible and efficient implementation is eliminated. The same applies to results-based management,
- The monitoring, availability and quality of education data are crucial for the effective planning and implementation of sector-wide approaches. If this is not the case in planning and monitoring, transparency and control options for an impact-orientated allocation of resources are lost.

- Even in the case of general supply constraints, investment requires clear plans, structures and the resources for maintenance, otherwise the allocation of resources to new investments will not be efficient.

Evaluation approach and methods

Methodology of ex post evaluation

The ex-post evaluation follows the methodology of a Rapid Appraisal, i.e. a data-based qualitative contraction analysis and constitutes an expert judgement. The project is credited with impacts through plausibility considerations based on careful analysis of documents, data, facts and impressions. This includes, where possible, the use of digital data sources and the use of modern techniques (e.g. satellite data, online surveys, geocoding). Causes of any conflicting information are investigated, attempts are made to eliminate them and to base the assessment on such statements, which are confirmed, if possible, by several sources of information (triangulation).

Documents:
Internal project documentation, ex-post evaluation on FASE from 2018, evaluation of Finns on their involvement in the education sector with a focus on FASE (2024), strategy papers, media reports and secondary literature.

Data sources and analysis tools:
Demographic Health Survey, World Bank Survey Delivery Indicators, etc.

Interviewees:
Desk evaluation, supplemented by discussions with operational portfolio managers

The analysis of effects is based on assumed impact relationships, documented in the impact matrix already developed during project testing and updated during ex-post evaluation, where applicable. The evaluation report shall set out arguments as to why which influencing factors were identified for the observed effects and why the project under investigation is likely to have had what contribution (contraction analysis). The context of the development activity shall be taken into account in terms of its impact on the results. The conclusions shall be proportionate to the availability and quality of the data base. An evaluation design is the reference framework for evaluation.

The methodology shall provide for project evaluations a cost-benefit balance, on average, which balances intelligence and evaluation, and shall allow for a systematic evaluation of the effectiveness of FP projects across all project evaluations. The individual ex-post evaluation cannot therefore take into account the requirements of a scientific assessment in the sense of a clear causal analysis.

The following aspects limited the evaluation:
There are no data on educational attainment levels and no learning surveys since 2016.

Methodology of the performance evaluation

A six-point scale is used to assess the programme according to the OECD DAC criteria. The scale values are assigned as follows:

Level 1 Very successful: result significantly above expectations

Level 2 Successful: result fully in line with expectations, without significant deficiencies

Level 3 Moderately successful: below expectations, but positive results dominate

Level 4 Moderately unsuccessful: is significantly below expectations and negative results dominate despite recognisable positive results

Level 5 Unsuccessful: despite some positive partial results, the negative results clearly dominate

Level 6 Highly unsuccessful: the project is useless or the situation has worsened

The overall rating on the six-point scale is based on a project-specific weighting of the six individual criteria. Levels 1-3 of the overall rating indicate a "successful" project, while levels 4-6 indicate an "unsuccessful" project. It should be noted that a project can generally only be considered developmentally "successful" if the achievement of the project objective ("effectiveness") and the impact on the overall objective ("overarching developmental impact") as well as the sustainability are rated as at least "Moderately successful" (rating 3).

The annex to this report is available upon request (German only).

Imprint

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