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IMPLEMENTATION COMPLETION REPORT

THE REPUBLIC OF MOZAMBIQUE

**SECOND EDUCATION PROJECT
(CREDIT 2200-MOZ)**

June 28, 1999

**Africa Human Development 1
Eastern and Southern Africa
Africa Region**

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CURRENCY EQUIVALENTS

Currency unit	=	Metrical (MT); pl. Meticais
US\$1	=	MT 890 (At Appraisal, February 1990)
MT 1	=	US\$ 0.00112

FISCAL YEAR OF BORROWER

January 1 - December 31

SCHOOL YEAR OF BORROWER

February - December

UNIVERSITY YEAR OF BORROWER

August - June

MEASURES

Metric System

ACRONYMS AND ABBREVIATIONS

ADB	African Development Bank
AMME	Association for Mozambican Women and Education
CFPP	Centro de Formação Profissional de Professores (Teacher Training Center for EP1 Level)
DAF	Directorate for Administration and Finance (in MINED)
DCA	Development Credit Agreement
EDP	Education Development Plan
EP1	Grades 1 through 5 (Primary education, level 1)
EP2	Grades 6 and 7 (Primary education, level 2)
ESG	Grades 8 through 10 (Secondary education)
ESSP	Education Sector Strategic Program
GATECE	School Construction Maintenance Units
GEPE	Gabinete de Gestao de Projetos Educacionais (Education Projects Implementation Unit)
HIPC	Heavily Indebted Poor Countries
IAP	Instituto de Aperfeiçoamento do Professores (Teacher In-Service Training Institute)
ICR	Implementation Completion Report
IDA	International Development Association
INDE	Institute for the Development of Education
MINED	Ministry of Education
MPF	Ministry of Planning and Finance
NGO	Non-Governmental Organization
PIU	Project Implementation Unit
SAR	Staff Appraisal Report
SIDA	Swedish International Development Agency
UEM	Universidade Eduardo Mondlane
UNDP	United Nations Development Program
WFP	World Food Program
ZIP	Zona de Influencia Pedagogica (Pedagogical Influence Zone)

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- IBRD 22385 - Urban Population Speaking Portuguese
- IBRD 22386 - Conditions of Accessibility as of February 1990
- IBRD 22466 - Investment in Education Infrastructure

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IMPLEMENTATION COMPLETION REPORT
THE REPUBLIC OF MOZAMBIQUE

SECOND EDUCATION PROJECT
(CREDIT 2200-MOZ)

PREFACE

This is the Implementation Completion Report (ICR) for the Mozambique Second Education Project (Education II), for which Credit 2200-MOZ in the amount of SDR 38.7 million (US\$53.7 million equivalent) was approved on December 20, 1990 and made effective on July 26, 1991.

The original closing date for the project was October 31, 1996. The actual closing date was December 31, 1998, after two extensions of the original closing date. SDR 37.7 million were disbursed, and the last disbursement took place on June 2, 1999. A balance of SDR 990,000 (US\$ 1.3 million) will be cancelled. Co-financing in the amount of US\$4.8 million was provided by the United Nations Development Program (UNDP).

The ICR was prepared by Donald Hamilton (Cluster Team Leader, AFTH1), Søren Nellemann (Economist, AFTH1) and Vanessa Saldanha (AFTH1). A number of consultants contributed to earlier drafts of the report: David N. Plank, Maribel A. Sevilla and Vincent Fruchard. The ICR was reviewed by Phyllis Pomerantz (Country Director, AFC02) and Ruth Kagia (Sector Manager, AFTH1). Ricardo Silveira (LCSHD), Andrew Follmer (Operation Analyst, AFTH1), Jaime Biderman and Charles Magnus (AFTS1) provided valuable comments, as did the Borrower and co-financier during the preparation of the ICR.

Preparation of this ICR commenced during the Bank's final completion mission, which took place from March 8 to April 3, 1999. The Borrower assisted the Bank in the preparation of this ICR by participating and rendering professional assistance to the mission. The ICR is based on the mission and on documents in the project file. The Borrower's views as reflected in the mission's Aide-Memoire have been included in the preparation of the ICR, in addition to their own evaluation of the project (see *Appendix B*).

EVALUATION SUMMARY

1. **Introduction.** The Second Education Project (Education II Project) was designed and implemented during a period of tremendous economic, social and political changes in Mozambique. During this period the country moved from civil war and a one-party rule to being a post-conflict, democratic society. The project was designed in 1989-1990 during the civil war, to assist the Government in strengthening its capacity to manage education and to improve the quality and delivery of education in the areas outside the war zones, mainly the urban areas. The project was inspired and influenced by the Jomtien Conference on education. UNDP provided co-financing.

2. Project objectives, as stated in the Staff Appraisal Report (SAR), were threefold: (a) *to improve the quality and efficiency of primary education* by financing pre-service and in-service training for teachers; providing them with pedagogical support; introducing distance education for teacher training; rehabilitating and constructing schools in Maputo, Dondo, Beira and Nacala; and introducing five new initiatives to enhance effective learning – viz: instruction in the local language, student achievement testing, provision of reading materials, testing extramural programs, and student health interventions; (b) *to improve the quality and efficiency of the University of Eduardo Mondlane (UEM)*, especially in enhancing the University's capacity for strategic management and long-range planning, strengthening the teaching of physical sciences, engineering and economics, and rehabilitating and furnishing the physical facilities for these faculties; and (c) *to strengthen the management of the education sector*, particularly the Ministry's ability to address financial monitoring and control. During negotiations it was decided that support should be provided for: (i) the development of a textbook policy and action plan; (ii) the revision of the primary school curricula; (iii) the development of secondary school curricula; (iv) carrying out educational research projects, and (v) extension of the school year. The project was amended in 1993 and 1995, the latter to include: (a) girls' education; and (b) technical training. The latter was aimed at addressing the issue of reintegrating demobilized soldiers.

3. At the time of appraisal, project objectives were realistic and feasible, based on the needs of the geographical areas in which the project was going to be implemented. However, the inclusion of the university component did not take proper account of the lack of coordination between the Ministry of Education (MINED) and the University. With the Government's decision to expand the scope and coverage of the project to consolidate peace at the end of the war, new challenges emerged. In particular, there was inadequate capacity for the implementation of the quality initiatives and for the construction of rural schools

4. **Achievement of Project Objectives and Outcomes.** Overall, despite some delays and problems, the project outcomes were *satisfactory*. An important contributing factor was the restructuring of the project, which helped to accelerate implementation and enabled resources to be channeled to reconstruction needs. It helped to meet the changes in the demand for education, and to provide children with increased access to schooling during the post-war period when the environment was characterized by the return of refugees, displaced families, teacher and demobilized soldiers. In addition, the project has significantly contributed to an improved donor collaboration, by helping the Government to launch its ten-year Education Development Plan (EDP) and the Education Sector Strategic Program (ESSP) for 1999-2003.

5. The most important achievements in the context of the first component are the: (i) successful launching of the distance education program for teachers; and (ii) complete

rehabilitation and reconstruction of the primary school network to above pre-war levels. Most of the other quality initiatives were completed, some with delays but within their original scope. This included the distribution of 4.35 million textbooks. Also, a pilot on school health and nutrition was successfully implemented through a national NGO, Association for Mozambican Women and Education (AMME). With regard to the second component, the major achievement was the rehabilitation of basic science, engineering and the faculty of economics. Manpower development initiatives were limited to what was done prior to 1992, when these activities were included in the new higher education project. Finally, on the third component the most significant impact was the establishment of an education statistical system to record student and school data as a means of enhancing the Ministry's capacity to budget and record expenditures. Otherwise, little was achieved with regard to strengthening MINED's financial management and control system.

6. Measured against the revised project description, the objectives were *substantially* achieved. Beyond the achievement of specific project objectives, the project provided an opportunity for the reconstruction program to start as soon as peace returned. This established a foundation for the post-conflict restructuring of the education system and aided the transition from war to peace and democracy.

7. **Implementation Record and Major Factors Affecting the Project.** The project experienced serious delays. Project implementation was delayed due to personnel problems at Education Projects Implementation Unit (GEPE), political impediments, and a lack of ownership and knowledge about the project within a wider audience in the Ministry. Some of the implementation delays were exacerbated by significant delays in construction activities which were conditioned on compliance with two covenants. These required the Government to prepare a textbook policy and set up maintenance units at provincial level before disbursements for school construction could be made. This in turn influenced the extension of the project closing date twice. Some of the construction delays were a result of weather conditions (flooding, seasonal rains) delaying the rural school construction program with World Food Program (WFP). Others were a result of problems with contractual arrangements, particularly in relation to sub-contracting arrangements and poor performance of some contractors. This often resulted in extra overhead costs to the project and created administrative complications in moving construction activities forward within set time schedules. The procurement of 4.3 million textbooks for grades 3 to 7 was delayed, partly as result of an as yet unresolved dispute between the Borrower and the supplier on the quality of books supplied compared to tender specifications.

8. **Project Sustainability.** The accomplishments achieved under the Education II Project are mixed, but overall are *likely* to remain sustainable. The lion's share of project activities, such as the large number of new schools and rehabilitated classrooms, the launching of the distance education program, the educational statistical system and the construction and refurbishing of the university faculties will be sustained and supported in both the short to medium term by the joint donor-Government ESSP program or through the on-going Capacity Building Project. Government funding has been increased under ESSP and is consistent with the rolling Medium-Term Expenditure Framework.

9. **Bank Performance.** Bank performance was *satisfactory* during project identification and *marginally satisfactory* during preparation and appraisal, as the project was a bit ambitious for a fast changing context. However, achievement of the project objectives and the size of the project would have significantly improved the quality of education in the targeted areas and laid the foundation for further development of the system when peace returned. Furthermore, line directorates of MINED were inadequately involved in preparation. This may have resulted in a lack of broader political commitment and ownership of the project.

10. Bank performance during project supervision (rated *satisfactory*) improved over the life of the project and assisted with project implementation. In some instances the Bank could have provided better and more timely advice on procurement and disbursement. Over the life of the project, the level of resources committed to project supervision was *satisfactory*. On average, 22.5 weeks of staff time per year were earmarked for project supervision. There was been a good deal of continuity in personnel who participated in project supervision. Various teams provided a good skills mix. This helped to establish good relationships with counterparts.

11. **Borrower Performance.** Borrower performance improved gradually over the life of the project. The preparation and implementation of the project was *satisfactory*. Compliance with Covenants was *satisfactory* with the exception of delays in compliance with the textbook policy, decentralization and submission of the 1997 annual audit report. The lack of implementation in its earlier years was exacerbated by the lack of experience and detailed procedures in executing a Bank project within MINED. As a result the burden was shifted on to GEPE for the execution of sub-components, which led to further dependency on GEPE for nearly every action. At the same time GEPE was inadequately staffed to provide support on issues of educational substance. This resulted in a stalemate of the “soft” components until 1995 when implementation accelerated.

12. **Future Operation.** The Education II Project contributed to establishing a basis for broad sector dialogue and refining donor collaboration. In May 1998 the Government and donors jointly assessed the new Education Sector Strategic Program for 1999-2003. The program is being developed as a sector wide program (SWAP) to provide a joint framework for all donors and to consolidate past gains also supported by the Education II Project, and to further improve quality, access and institutional capacity.

13. **Key Lessons Learned.** Some key lessons have emerged from the experience associated with this credit:

- ⇒ *Implementation through external PIU.* To ensure impact on learning outcomes, project activities should be implemented through the line directorates, which are responsible for managing the recurrent budget and which have a better sense of appropriate programs. Furthermore, closer collaboration with end-users in the procurement decision making process must be established to ensure the delivery of desired goods and services. In this context it is important to identify clearly the authority and reporting level of the PIU. Lack of clearly defined authority can result in severe tensions between ministerial staff and the PIU. This impairs project implementation.
- ⇒ *Bank's responsiveness to change/flexibility in design and allocation of funds* are extremely important for implementing projects in highly uncertain environments such as changing political and economic circumstances like rapid economic growth or war. Such environments can bring about large shifts in the nature and scale of the objectives. The Bank's administrative and procedural requirements must be made easier in order to assist task teams to better respond to such country-related changes. Bank loan/credits should be flexible to ensure appropriate modifications of both objectives and financial allocations to a country's changing circumstances.
- ⇒ *Complexity in project design.* Care should be taken in the design and complexity of a project or program where institutional capacity is weak or factors outside the control of the Borrower have significant impact, such as civil war.

- ⇒ *Cross conditionality and partnerships.* Cross conditionalities used in projects are difficult to manage if the Bank is not a party to the agreement or in the absence of a sector wide approach where partnerships are formed and project activities are joined together.

PART I PROJECT IMPLEMENTATION ASSESSMENT

A. Project Objectives

1. **Background and Introduction.** The Education II Project was designed in 1989-90, during a period of acute crisis in the Mozambican education system. Large numbers of schools -- about 3,400 -- had been destroyed or closed during the civil war, and gross enrollment rates continued to decline -- as they had done since 1981 -- reaching 65 percent in the early 1990s. Drought compounded the economic damage done by the war, leaving the Government without the resources necessary to address the crisis in education or in the areas they prioritized. In response, the Government initiated an Economic and Social Rehabilitation Program with World Bank support, one element of which was a renewed commitment to supporting the social sectors. The Education II Project was designed to support the Government's effort to reverse the deterioration in the education system. It was inspired and influenced by the Jomtien Conference on reaching universal basic education. UNDP provided co-financing. SIDA and other donors provided parallel financing.

2. **Project Objectives.** The project objectives, as stated in the Staff Appraisal Report (SAR), were to: (a) improve the quality and efficiency of primary education; (b) improve the quality and efficiency of the University of Eduardo Mondlane (UEM); and (c) strengthen the management of the education sector. Specifically, the project aimed to:

(a) *Improve the quality and efficiency of primary education by:*

- Improving in-service and pre-service training of teachers through: (i) the establishment of a one-month training program in math and Portuguese for 80 instructors, upgrading courses in various subjects for 160 instructors; short-term training programs through auto-instructional materials for 600 untrained primary school teachers; and a three month training course for 45 teacher trainers; (ii) shortening the pre-service teacher training program from three to two years; and (iii) providing national directorates with vehicles and equipment.
- Providing teachers with pedagogical support through: (i) training 12 central level, 44 provincial level and 102 district level staff in pedagogical methods, and supporting them with textbooks and learning materials; and (ii) revitalizing ZIPs (Pedagogical Support Zones) for continual in-service teacher training and materials development.
- Introducing distance education for upgrading untrained and unqualified teachers, including training of 15 monitors; study tours; and provision of vehicles, equipment, and learning materials.
- Focusing on special initiatives such as: (i) pilot testing local language instruction through provision of in-service training to 20 teachers in 1992 and 40 teachers in 1994; provision of teaching and learning materials; and study tours; (ii) supporting participation in a two-year international student achievement testing program to improve the examination system, including provision of materials for testing, and study tours. (iii) stocking classrooms in each of the three cities and 34 priority districts with 250 reading books in Portuguese in each school; (iv) testing extramural programs, particularly in reading and art; (v) providing de-worming tablets and micro-

nutrients to students in all schools in urban areas and in the participating districts, based on studies on student health and nutritional status; and

- Rehabilitation of 743 classrooms and construction of 97 new classrooms in Maputo, Dondo, Beira and Nacala, and provision of school furniture and equipment for these classrooms, as well as for lower secondary schools to enhance the learning environment in the “war-free zones”.
- (b) *Improve the quality and efficiency of the University of Eduardo Mondlane to address critical areas of manpower shortage in Mozambique by:*
- Enhancing the University’s capacity to develop strategic management and long-range planning capacity through training courses, study tours, fellowships and providing office equipment;
 - Starting a process of integration and strengthening of the physical sciences by constructing and rehabilitating existing infrastructure and providing laboratory equipment, library materials in math, science and biology, and vehicles; and
 - Continuing activities in the fields of engineering and economics through providing training and fellowships, re-equipping the electronic laboratories and providing software and books for libraries, learning materials and furniture for their students;
- (c) *Improve the management of the education system, particularly of the sub-systems managed by the Ministry of Education (MINED), by:*
- Strengthening MINED’s ability to address educational planning and financial management and control through training, study tours, international technical assistance for building up a new financial system, and by printing the annual statistical yearbook;
 - Providing technical assistance to support studies in important areas such as unit costs and boarding costs;
 - Strengthening school construction capacity at the national and provincial levels to deal with, *inter alia*, the needs of supporting the rural school construction program in priority districts, by providing personnel, technical assistance, vehicles, building materials and operating costs;
 - Strengthening provincial and municipal school maintenance capacity through these units; and financing one percent of the maintenance costs of the new capital stock;
 - Supporting efficient project management and implementation by strengthening GEPE (Education Projects Implementation Unit) by providing material and training support.

3. In addition to the above, the following components were added during negotiations as reflected in the Development Credit Agreement (DCA): (i) development of a textbook policy and an action plan; (ii) revision of the primary school curricula and the development of secondary school curricula; (iii) educational research projects; and (iv) extension of the school year to increase the number of hours of instruction. The project components were further revised during the 1995 project restructuring to include: (i) promotion of girl’s education through development of sector policy and action program for this area; (ii) provision of 4.3 million free textbooks for grades 3 to 7; and (iii) technical training for pre-employment and skills upgrading. The first component focused on seminars and studies, and funds to cover the financing gap for textbooks. The training component was aimed at reintegrating demobilized soldiers.

4. UNDP provided funding for local and international technical assistance in support of project activities. They also supported the pilot project in local languages, the costs of starting up the distance education program, pre-service training, student evaluation and finally the cost of supervision personnel for school construction (e.g. engineers).
5. **Evaluation of Project Objectives.** The project immediately followed the Education and Manpower Development Project (Education I). Its objectives reinforced and expanded those of the earlier project. The value of resources pledged under the project was more than three times that for Education I. Project goals were correspondingly more ambitious and complex. Choice of geographical area, and project scope were based on the objective of providing complementary social infrastructure to on-going investments. The project was planned in three cities that served as ports of three important transport corridors. Since the cities were areas under Government control, they were expected to attract skilled staff if the social infrastructure was provided.
6. The Bank's analysis of the priorities that needed to be addressed in the Mozambican education system, as reflected in the project, was consistent with the objectives of the Government's Educational Development Plan (EDP), including the support to the UEM. In 1992, a new IDA credit, the Capacity Building Project, absorbed the component on strengthening the planning and financial management capacity of the University. The Education II Project also took into consideration the findings of a public expenditure review (1988).
7. At the time of appraisal, project objectives were realistic and feasible, based on the needs of the geographical areas in which the project was to be implemented. However, the inclusion of the university component did not take proper account of the lack of coordination between MINED and the University. With the Government's decision to expand the scope and coverage of the project to consolidate peace at the end of the war, new challenges emerged. In particular, there was inadequate capacity for the implementation of the quality initiatives and for the construction of rural schools.

B. Achievement of Project Objectives

8. Measured against the revised project description, the objectives were *substantially* achieved. Beyond the achievement of specific project objectives, the project provided an opportunity for the reconstruction program to start as soon as peace returned. This established a foundation for the post-conflict restructuring of the education system and aided the transition from war to peace and democracy. In this respect, the project helped: (i) the Government to launch its ten-year Education Development Plan; and (ii) the development of appropriate education strategies, notably the National Education Policy and Strategy (1995) and the Education Sector Strategic Plan (ESSP, 1997), both of which have had a *substantial* impact on sector policies. The project had *substantial* impact on the social objectives and *partial* impact on the financial, gender, institutional development and public sector management objectives (see *Table 1*).
9. **Specific Project Achievements.** The accomplishments under the first objective of the project - to improve the quality and efficiency of primary education - have been *substantial*. The *first sub-component* concerned the development of teacher training. The Directorate of Primary Education successfully carried out in-service teacher training through courses for nearly 200 CFPP instructors at the training institute in Matola. The second sub-component was aimed at providing pedagogical teacher support through revitalizing the pedagogical zones, to design and implement training programs for teachers. This was important for the future development of the education

system, and schools and ZIPs received learning and pedagogical materials through the book supply program. However, the pace of revitalizing the ZIPs was slower than planned.

10. The third sub-component aimed at creating a distance education program for the in-service training of teachers [through IAP (Teacher In-service Training Institute)]. This program is perceived as being highly successful with approximately 3000 "Level E" teachers enrolling every year; the first 2,500 graduated in 1998. One important contributing factor to the success of the program is the removal of delays in the salary upgrade for teachers who successfully complete the course by the introduction of an automatic approval system. The program is now the backbone in the Government's effort to upgrade teachers' skills and to improve the quality of teachers.

11. The fourth sub-component was aimed at financing new initiatives to enhance effective learning. Through the textbooks initiative 4.3 million textbooks for grades 3 to 7 were distributed to the schools in spite of significant delays (see *Section C: Implementation Record and Major Factors Affecting Project*). The program to supply reading materials for the children was also completed with the distribution of 50,000 books, although GEPE rejected some of the proposed titles as being too costly.

12. The bilingual education pilot project introduced local languages (Nyanja and Tsonga) in two schools in the 1st and 5th grades in each of the provinces of Gaza and Tete over a five-year period. It also included teacher training in local languages, and development and testing of textbooks for mathematics, sciences and reading, as well as 12 booklets of children's' stories. About 357 students participated in the pilot. The results suggest that children in bilingual classrooms at best perform no better than children in traditional classrooms (on tests in Portuguese and mathematics). This finding contradicts the results of most research on bilingual education. These unexpected results are attributable to a design flaw, and the outcome of the pilot has therefore been considered inconclusive.

13. The student achievement evaluation initiative was completed in 1994 with math and science testing for eight and thirteen year-old students. Curricula for both primary and secondary education were revised to reflect the post-war context and an extended school year. The new curriculum has been introduced into the primary school system. A textbook policy study was prepared with support from SIDA in 1994 as a basis for the recently developed textbooks policy included in the ESSP. Finally, the nutrition and student health program was satisfactorily implemented through the Women's NGO AMME (Association for Mozambican Women and Education). The program provided 1,614 pupils in three provinces with iron and other micro-nutrients and food. School sanitary facilities were also rehabilitated. A report was produced in June, 1998.

14. The fifth sub-component: School rehabilitation and construction, was expanded under the project restructuring in 1995. The amount for construction and rehabilitation was increased by \$4.0 million during the restructuring to increase the number of classrooms to 1,550, involving 410 schools. This has contributed toward improving the learning environment for more than 200,000 students. The identification of alternative sites for school construction (Liberdade, Sao Damaso and Zonas Verdes) obviated the need for relocation of families and the planned payment of relocation allowances. The pilot rural construction program with World Food Program (WFP), was seriously delayed, and only 17 out of 55 schools were completed at the close of the project.

15. Achievement of the objective -- *to improve the quality and efficiency of the University of Eduardo Mondlane, to address the critical area of manpower shortage in Mozambique* -- was *partial*. The quality of the learning environment was improved through the rehabilitation and

refurbishing of the basic science, engineering and economics faculties. The largest share of the resources helped to construct, furnish, and equip a building for the natural science faculty. This activity was completed by the project closing date. Manpower development initiatives were limited to what was done before 1992, mainly because the new higher education project launched in 1992 covered these activities. Therefore, the strategic management development sub-component was not implemented and funds were re-allocated.

16. The achievements under the component to *improve the management of the education sector, were partial*. Under the first sub-component -- strengthening MINED's planning and financial management capabilities -- one of the significant achievements was the establishment of an education statistical information system. Twice per year student and school data are collected and processed at central level for the annual statistical publication. This data currently provides the Government with core information for the budgeting process, particularly since the budgeting principle involves allocation by expected enrollment numbers. A new budgeting procedure was introduced in the central ministry. However, despite these measures little has been achieved on the expenditure side or at provincial and district levels. Measures to strengthen the capacity for financial management and control were modest. In late 1992 a study on unit costs of education, including boarding, and a Financing and Expenditure Review were prepared. The findings of the former study are yet to be fully exploited.

17. A network of GEPE architects and engineers at the provincial level with UNDP financing, assisted with the implementation of the third and fourth sub-components -- strengthening school construction capacity at national and provincial level, including building school maintenance capacity and supervision. The GEPE technicians were supposed to work with and strengthen school maintenance units which were established in the provinces of Maputo, Gaza, Inhambane, Tete, Niassa, Cabo Delgado and Sofala, in accordance with the covenant on decentralization. In practice, however, GEPE supervised construction almost independently. The central school construction unit within the Planning Directorate did not participate in the execution of this activity. The Directorate of Administration and Finance (DAF) did not control investments managed by GEPE.

18. Under the fifth sub-component -- strengthening project management capabilities -- the project provided technical and material support to GEPE, including the purchase of vehicles and the payment of international and local consultants, but little was achieved to strengthen the Ministry with the exception of some short-term training and study tours for officials.

19. The fourth objective, to develop a policy for girls' education and to reintegrate demobilized soldiers was *substantially* achieved. The project funded a seminar on girls' education, and the preparation of a study on promotion of girls' education in 1996. The study has assisted the Government in elaborating a strategy for girls' education under their new ESSP program. The employment-based skill development initiative was implemented under a \$2 million contract with the National Institute of Employment and Professional Training (INEFP) for the training of demobilized soldiers. This program was successful in retraining and reintegration of about 2,130 persons (80% ex-combatants and child soldiers) in the provinces of Maputo, Gaza, Inhambane, Manica, Sofala and Nampula. The program included a reintegration scheme, an information and referral service and funds for training and employment. A training needs assessment was conducted as a part of the program.

C. Implementation Experience and Results

20. **Project Restructuring and Extensions.** The project was amended twice and extended two times from the original closing date of October 31, 1996 until December 31, 1998. The first amendment was approved on April 13, 1993, when the percentage for IDA financing for the civil works category in Schedule 1 was lowered from 100% to 80%. The second amendment was to reflect the project restructuring in May, 1995. This amendment reallocated \$13.5 million (or 25 percent) from the unallocated and urban civil works categories to: rural reconstruction (\$4 million), textbooks (\$6.0 million), distance education (\$1.5 million), and training of demobilized soldiers (\$2.0 million). Schedule 1 of the DCA was also amended to allow IDA to finance 100% of foreign and 90% of local expenditures for civil works, and 45% for incremental operating costs. This helped the Government to fulfill its counterpart funding obligations. The two extensions were to ensure the completion of the Basic Science Faculty and the Rural School Construction Program under WFP. In spite of these extensions, further delays prevented the completion of 38 out of the 55 rural schools at project closing.

21. **Disbursement and Actual Costs.** Total project cost at the time of appraisal was \$67.9 million, with IDA financing of US\$53.7 million, UNDP financing up to US\$4.8 million and the Government's contribution of up to US\$9.4 million. Disbursements were slow in the beginning. As of June, 1992, only 5 percent was disbursed compared to the original estimate of 14 percent. By 1994, only 10 percent of the credit had been disbursed. However, within a year after the restructuring, disbursements doubled to 22.4 percent and continued to accelerate, reaching 64 percent in January 1997. Disbursement as of June 2, 1999, stood at 98 percent with a balance of 990,000 SDR (US\$1.3 million). Part of this amount relates to the unfinished construction of rural schools and an unexpended balance of funds allocated to "Incremental Operating Costs." *Tables 8a and 8b* show the estimated and actual project cost for the project.

22. **Procurement and Implementation of Components.** Over the life of the project, there were significant delays in construction. These can be attributed *inter alia* to: (a) shortage of local construction materials and skilled labor; (b) problems with roads and weather; (c) delays in the timely release of funds by the Ministry of Planning and Finance (MPF); (d) poor performance of some contractors; and (e) difficulties in following Bank procedures.

23. Given the need for a quick response to the Government's decision to build rural schools for which no preparation had been made, assistance was sought from the WFP and Mozambican NGOs. The WFP agreement, signed with the Ministry of Foreign Affairs in 1994, called for the construction of 174 classrooms (55 schools) with the help of NGOs to be supported under the project and the WFP "Food for Work" program. The objective was to tap into under-utilized management and technical skills of NGOs. However, a disagreement over disbursement of funds delayed the start up of construction¹. These delays made planning difficult and forced some

¹ Complications arose as the Ministry of Education rejected signing a contract to which it had not been a party. As a consequence, a separate agreement was signed with GEPE. Furthermore, the Ministry of Finance and Planning set a budget ceiling for low-cost rural schools at \$40,000 per school, which in retrospective was too low. The Ministry did not anticipate the high costs of management fees which was to be met by the NGOs. This resulted in under-budgeting for most contracts from the outset, when the bids were launched as the NGOs could not provide full coverage with the unexpected delays (a recent GTZ study has established the historical costs at about US\$60,000 for rural schools, including management fees). Also, WFP had to provide cash for work as the food security situation in Mozambique improved. Furthermore, at the time of WFP signing the agreement with GEPE, WFP expected a lump-sum payment for the full contract amount. The Bank did not agree to this condition. The issue was eventually resolved using normal Bank procedures, including direct payments.

construction during the rainy season when remote sites were difficult to access. Although the difficulties were eventually overcome, the delays made it difficult to fully disburse the at project closing. The Government intends to cover the remaining expenses under the new ESSP program.

24. Delays were also caused by some concerns about the use of NGOs and commercial firms for construction. This was aggravated by the decision to build schools on the assumption that the communities would complete construction with doors, windows and school furniture to reduce the costs to Government. This was unrealistic given the limited resources in already over-stretched communities. The project therefore built complete schools at an estimated cost of US\$48,000 for urban classrooms and US\$27,000 for rural primary school classrooms, which is considered high.

25. On financial management, an international consulting company developed procedures which included a computerized budgeting form. The contract needed to be extended as the development of the system had not been completed prior to termination of the original contract. However, the Government and the company could not agree on the terms of the extension, and their services were terminated. MINED is unable to use the computer-based system developed because of unfamiliarity with the program.

26. An otherwise reasonably successful initiative to provide 4.3 million textbooks and teachers' guides (outside the Caixa Escolar system which was not fully operational) was delayed because of a controversy over a claim by the Borrower that a good proportion of the textbooks supplied did not meet the tender specifications. This dispute is not yet fully resolved. The Government expressed regret that the Bank did not provide more support and advice in resolving this issue. However, the Bank has tried continuously to get the buyer and seller to reach an amicable agreement².

27. The Caixa Escolar was continued in 1996 after the Operational Manual for the funding and distribution mechanisms was updated and the recommendations of the 1994 audit put in place. The Caixa Escolar has now become a model for funding, delivering and distributing textbooks.

28. **Personnel.** During the first six months of project implementation, only the Project Director and one Project Coordinator had been appointed, but the latter was on study leave abroad. Differences between the Director of GEPE and the Project Coordinator subsequently seriously interfered with project execution. This led to the dismissal of the Project Coordinator. Later in the project's life, in 1996, the Project Director was also dismissed. There was a good degree of staff continuity on the Bank side.

² In 1994 the Government wished to increase the number of free textbooks in grades 3 to 7 and requested Bank financing. The Government also proposed that the distribution should go through the Caixa Escolar (Textbooks Fund and Distribution) mechanism. However, in light of a SIDA audit (which found problems with a lack of transparency in the processing and management of the textbooks by the public distributor), the Bank assessed the system as being inadequate to meet current fiduciary responsibilities. Therefore, in 1995, a tender for three lots (for grades 3-7 covering 23 textbooks and accompanying teachers' guides (4.3 million books)) under ICB and with a standard 15 percent preference towards national companies was launched, and the bid was awarded to a foreign trading company. Although all 4.3 million textbooks were delivered in 1996, they arrived 3 months late into the school year. Shortly thereafter, a number of textbooks were reported to be of inferior quality compared to tender specifications. Accusations were made against the Bank and the Government. In February, 1997, a commission of representatives from GEPE and the company prepared a report, estimating the extent of damage to about US\$200,000. However, the Government, dissatisfied with the quality of the textbooks that would not last the three years as expected, conducted a second evaluation estimating the damage to as much as US\$700,000.

29. **Covenant Compliance and Submission of Audits.** In general the Borrower complied with the covenants (listed in *Table 10*). However, compliance was deficient with regard to the development of a textbook policy, decentralization and one audit report (1997). The recommendations in the periodic SOE reviews and audit reports were complied with, with the exception of the establishment of a fixed asset register which still remains. On the financial management GEPE's management was satisfactory, but in some instances the procedures for award of contracts were unclear.

D. Major Factors Affecting Project

30. From inception project implementation was affected by internal and external factors. Early implementation was stalled, as reflected by the low disbursement rates. The project was rated as a problem project in 1994. Some of the factors explaining the rating related to problems with project preparation, counterpart funding, procurement, policy and personnel. The problems are summarized below. Following project restructuring in 1995, implementation accelerated and project performance was vastly improved.

31. **Factors beyond Government control.** External factors that affected the slow rate of implementation related to Mozambique's military and political circumstances. Implementation was difficult in the areas outside Maputo. Also, repeated flooding of the rural construction sites delayed the rural rehabilitation program. Furthermore, a number of problems arose with two major contractors. These resulted in delays in the completion of the Basic Science Faculty.

32. **Factors under Government control.** On the specific issue of civil works, construction was delayed for more than three years due to a condition in the DCA, *partially* under Government control, under which the project could not make disbursements against the civil works component until a textbook policy, judged to be adequate by SIDA, was developed. As a consequence, the absence of agreement slowed down preparation of bid documents for the civil works component until 1994.

33. **Factors under implementation agency control.** MINED did not comply with a key covenant relating to the definition of a management decentralization policy and the construction of schools. In this regard, the project could not initiate the bidding process on civil works until construction units were established in at least the priority provinces. Finally, some GEPE and MINED staff appear to have been unfamiliar with IDA procedures and guidelines. This delayed procurement.

E. Project Sustainability

34. The gains achieved under the Education II Project are mixed, but overall are *likely* to be sustainable. The lion's share of project activities -- like the large number of new schools and rehabilitated classrooms, the distance education program, the educational statistical system and the construction and refurbishing of the university faculties -- will continue to be used, and maintenance will be improved with support from the new ESSP program and the on-going Capacity Building Project. Government funding has been increased as a proportion of total expenditures under the ESSP and is consistent with the rolling Medium-Term Expenditure Framework. However, the Government will continue to depend on external financing, although the debt-reduction initiative (HIPC) will alleviate some of the pressure. Finally, the ESSP will resolve some of the problems of financial management and flows, especially at provincial and school levels.

F. Bank Performance

35. Bank performance was *satisfactory* during project identification, and *marginally satisfactory* during preparation and appraisal, as the project was a bit ambitious for a quickly changing context (see *Table 1*). However, achievement of the project objectives and the size of the project would have significantly improved the quality of education in the targeted areas and laid the foundation for further development of the system when peace returned. One concern is that the preparation of the project appeared to have been more as a result of the collaborative work between the Bank, UNDP, SIDA and GEPE, drawing on Government documents, than through interaction with Ministry personnel. This may have resulted in a lack of broader political commitment and ownership of the project. This is attributable to the “working-culture” on both sides. Perhaps GEPE’s autonomy and its lack of alignment to line directorates within MINED in its earlier years contributed to inadequate communication between the Bank and MINED, as GEPE was both the decision-making and executing unit. Wider consultation, involvement and collaborative decision-making improved over the life of the project. Later implementation was characterized by a more open dialogue and more effective partnership, and Bank staff involved with the project were flexible and responsive with regard to modifying project goals and timetables to align them to Government priorities.

36. Performance during project supervision (rated *satisfactory*) improved over the life of the project and assisted with project implementation. For a long time, however, neither the Government nor SIDA could reach agreement on the textbook policy issue. This stalled the construction of schools for more than three years. Eventually, the project was improved from being a problem project to one rated as “satisfactory.” In some instances the Bank could have provided better and more timely advice on procurement and disbursement. The Rural School Construction Program was delayed because the Bank was slow in deciding on a disbursement method for funds to WFP. Over the life of the project, the level of resources committed to project supervision was *satisfactory*. On average 22.5 weeks of staff time per year were earmarked for project supervision. Additional resources were provided through complementary activities, such as the implementation of related projects (Education I, Capacity Building) and adopting a participatory planning process. From the Bank’s side, there has been a good deal of continuity in personnel who have participated in project supervision. Various teams provided a good skills mix. This helped to establish good relationships with counterparts.

G. Borrower Performance

37. Borrower performance improved gradually over the life of the project. The preparation and implementation of the project was *satisfactory*. Compliance with covenants was *satisfactory* with the exception of delays in compliance with the textbook policy, decentralization and submission of the 1997 annual audit report. However, the Borrower is not fully to blame for the lack of compliance with the development of a textbook policy, as the drafting process was prolonged until 1994, when SIDA undertook a technical support mission. As explained earlier, the Government had a well thought-out plan (the EDP – reflecting national education priorities). Therefore, it only needed information on how the Bank could assist the Government in realizing the objectives set out in the EDP through the project. However, because most communication between the Bank and the Borrower went through GEPE and one directorate, the “traditional” counterpart for the Bank, wider collaboration was limited. As a result of this “culture” of interaction, the ownership and more importantly, the knowledge about the project, including Bank procedures, rested only with a handful of people in MINED and with the external PIU. This adversely affected project implementation.

38. Earlier in the project life, personnel problems, weak internal communication between Ministry units and GEPE, and the lack of clarity in decision-making authority resulted in obstacles to effective implementation. This resulted in delays in procurement and procurement of unsuitable items because of inadequate consultation with line directorates. Implementation problems were exacerbated by a lack of experience and detailed procedures in executing a Bank project within MINED. This burden of executing the sub-components was therefore *de facto* with GEPE. This led to further dependence on GEPE to initiate almost every action. At the same time, GEPE neither had the skills mix nor was it adequately staffed to provide support on issues of education substance. This essentially halted implementation of the "soft" components until 1995. In 1995, however, the project was turned around and tremendous progress was made during the last few years before project closure. Overall, administrative capacity has increased, but remains relatively weak in some departments, and varies widely at provincial, district and school levels. The Borrower encountered difficulties in allocating counterpart funds, particularly in foreign currency. One explanation is that counterpart funding has to come out of the capital budget, which is really a contingency for the Government. Another reason is the lack of congruence between the priorities established by GEPE and core ministerial activities.

39. A major factor contributing to the improved implementation and especially the preparation of the new ESSP program has been the increased openness and broadening of involvement of the Ministry, national directorates and personnel in project discussions and activities. To this end an increased sense of capacity and confidence has brought the collaboration to a higher and more efficient level and has had positive influence on project implementation. The change in the Director of the PIU in 1996 contributed to improving efficiency in project implementation.

H. Assessment of Outcomes

40. On balance, the outcomes of the project have been *satisfactory* and have contributed to the dramatic economic and political transition in Mozambique since 1992, despite difficulties and delays in implementation. The project has greatly assisted with improving the educational system. In absolute terms the Government has ensured expansion in enrollment by more than 10 percent per year. The project has assisted the Government to complete the reconstruction of the school network. At present the number of schools surpass pre-war levels. Textbooks and other learning materials have been provided for large numbers of students, and the Caixa Escolar funding system is showing positive results. Innovative teacher training programs, such as the distance education program, have been established under IAP. Most of the commissioned studies and pilot activities were completed. The project funding helped to ensure significant physical improvements at UEM. This has also had a positive impact on the learning environment. In the area of management, project support was extended to the Ministry of Education during the period when the Ministry was consolidating its system following the war. The Bank fully supported and participated in the Ministry's strategic planning process. This helped to lay the foundation for future improvements in the system and the development of the ESSP.

I. Future Operations

41. Resources contributed by the Education II Project have enabled the Ministry of Education to reverse the negative trends in enrollment and instructional quality which prevailed in the basic education system when the project began in 1991. More importantly, the project has contributed to establishing a basis for broad sector dialogue and refining donor collaboration. The operation of most activities funded under the project will continue to be supported under the new ESSP program -- including the pilot on bilingual education, school construction with communities, the distance

education program, revitalization of ZIPs, and increased provision of learning materials. Other components are already being supported by the Capacity Building Project or being re-designed for inclusion under the ESSP.

42. The concluding phases of the Education II Project coincided with a strategic planning process coordinated by the Ministry. The process involved participation by a wide variety of stakeholders including bilateral and multilateral donors and representatives from civil society. Bank staff participated fully in the planning process. The planning process has progressed in conjunction with the development of the Government's Education Sector Strategic Program for 1999-2003. The program, totaling US\$717 million with US\$444 million Government funding, and a US\$71 million IDA Credit (approved in February, 1999) was jointly assessed by the Government and donors in May, 1998. The ESSP is being developed as a sector-wide program (SWAP) to provide a joint framework for all donors. The objective is to further improve quality, access and institutional capacity. The new program will ensure continuing support to ongoing activities which were commenced under Education II, with modifications to the activities where needed.

J. Key Lessons Learned

43. The key lessons that emerge from the experience associated with the project are:

- ⇒ *Implementation through external PIU.* To ensure impact on learning outcomes, project activities should be implemented through the line directorates which are responsible for managing the recurrent budget and which have a better sense of appropriate programs. Furthermore, closer collaboration with end-users in the procurement decision making process must be established to ensure the delivery of desired goods and services. In this context it is important to identify clearly the authority and reporting level of the PIU. Lack of clearly defined authority can result in severe tensions between ministerial staff and the PIU. This impairs project implementation.
- ⇒ *Bank's responsiveness to change/flexibility in design and allocation of funds* are extremely important for implementing projects in highly uncertain environments such as changing political and economic circumstances like rapid economic growth or war. Such environments can bring about large shifts in the nature and scale of the objectives. The Bank's administrative and procedural requirements must be made easier in order to assist task teams to better respond to such country-related changes. Bank loan/credits should be flexible to ensure appropriate modifications of both objectives and financial allocations to a country's changing circumstances.
- ⇒ *Complexity in project design.* Care should be taken in the design and complexity of a project or program where institutional capacity is weak or factors outside the control of the Borrower have significant impact, such as civil war.
- ⇒ *Cross conditionality and partnerships.* Cross conditionalities used in projects are difficult to manage if the Bank is not a party to the agreement or in the absence of a sector wide approach where partnerships are formed and project activities are joined together.
- ⇒ *Ownership and building trust.* Without sufficient political support, trust and ownership by the people involved in project implementation, activities will be implemented with less effectiveness and will have limited impact on achieving development objectives

- ⇒ *Division of roles.* Despite the short-term advantages of blurring implementation roles, it is critical to establish and maintain a clear division of roles and responsibilities between the PIU (if one exists), the state, and its external partners. Failure to do so can compromise local “ownership” where policy decisions are concerned, and undermine administrative and political structures essential to project sustainability.

PART II STATISTICAL ANNEXES

Table 1: Summary of Assessments

	Substantial	Partial	Negligible	Not Applicable
A. Achievement of Objectives	X			
Macroeconomic policies				X
Sector policies	X			
Financial objectives		X		
Institutional development		X		
Physical objectives	X			
Gender concerns		X		
Other social objectives ^{a/}	X			
Environmental				X
Public sector management		X		
Private sector management				X
Other				
	Likely	Unlikely	Uncertain	
B. Project Sustainability	X			
	Highly Satisfactory	Satisfactory	Deficient	Highly Unsatisfactory
C. Bank Performance				
Identification		X		
Preparation			X	
Appraisal			X	
Supervision		X		
D. Borrower Performance				
Preparation		X		
Implementation		X		
Covenant compliance		X		
E. Assessment of Outcome		X		

^{a/} Training of demobilized soldiers, Health and Nutrition pilot.

Table 2: Related Bank Loans/Credits

Title	Credit	Amount US\$M	Purpose	Year of Approval	Status
A. Preceding Operations					
Education I Education and Manpower Development Project		15.9	Raise the quality and efficiency of primary education in Maputo, strengthen the training system and the capacity for education sector policy analysis with a focus on financial management and planning.	May 1988	Completed (ICR - May 1996)
B. Following Operations					
Capacity Building: Human Resources Development Project	2436- MOZ	48.6	Build and maintain capacity in key public institutions and skill areas by expanding the supply of well-trained senior planners, policy analysts, managers, and technicians, and improving incentives and working conditions for senior civil servants. Specific objectives include: (a) increasing the quantity and improving the quality of university graduates and stabilizing the capacity at the Eduardo Mondlane University through systems development and training in administration and financial management; repair and upgrading of existing campus facilities and the construction of new ones, including libraries, dormitories and staff housing; provision of textbooks, computers and other library materials; and provision of graduate training for academic staff; special emphasis on faculties of engineering and economics; (b) improving learning achievement in upper secondary education through rehabilitation of six pre-university high schools in the provinces, including improvements in these schools, including support for curriculum and examination reform, provision of textbooks and learning materials, and training of school principals and administrative staff; and special measures to increase female enrollments. Use of GEPE as PIU.	Nov 1992	On-going

Table 2: Related Bank Loans/Credits (continued)

Title	Credit	Amount US\$M	Purpose	Year of Approval	Status
Education Sector Strategic Program (ESSP)	3172-MOZ	71.0	Provide increased and equitable access to higher quality education through improvement in the management of education in order to promote economic and social development in Mozambique. Specific objectives include: Quality: (a) expand enrollment of pre-service training and upgrading 15,000 under-qualified teachers; (b) revitalize the teachers pedagogical support zones (ZIPs); (c) transform the curriculum to better reflect learning needs; (d) supply about 43 million textbooks for primary and secondary; (e) improve examinations and assessments; (f) create a school improvement fund; (g) train over 6,000 school directors in school management; Access: (a) increase the number of school places in primary by 12,000 partly through a low-cost community building program and build 25 new lower and 4 upper secondary schools; (b) create a more gender sensitive curriculum and provide 22,000 girls' scholarships; (c) complete and implement a strategy for expanding non-formal education, (d) develop and test model for providing special needs education; Institutional Capacity: (a) build organizational capacity and strengthen decentralization to improve the delivery of education; (b) strengthen capacity for policy and planning at all levels; (c) establish an improved financial and procurement management system; and (d) strengthen monitoring and evaluation, including the establishment of the Program Monitoring Reporting (PMR) system. The program is mainly focused on the primary and secondary education sub-sectors. The Government has yet to finalize a revised strategic framework for the development of technical and vocational education, adult literacy, and higher education.	Feb 1999	On-going

Table 3: Project Timetable

Steps in Project Cycle	Date Planned	Date Actual
Identification (Executive Project Summary)	November 1988	December 1988
Preparation		April 1989
Pre-Appraisal	October 1989	October 1989 ^{a/}
Appraisal	February 1990	February 1990
Negotiations	October 1990	October 1990
Letter of Prospects for Developing Education		November 29, 1990
Board Presentation	September 1990	December 20, 1990
Signing		March 28, 1991
Effectiveness	February 1991	July 26, 1991
Midterm Review		September 10, 1993
Project Completion	October 31, 1996	December 31, 1998
Credit Closing		December 31, 1998

^{a/} Pre-appraisal mission. converted to preparatory mission (Supervision Mission Report - October 21, 1989).

Table 4: Credit Disbursements, Cumulative, Estimated and Actual (US\$ million)

	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98	FY99	Total ^{a/}
Appraisal Estimate	3.2	4.3	8.6	10.7	10.8	8.0	8.1	--		53.7
Actual ^{b/}	0.0	0.0	2.8	3.3	10.5	17.4	12.2	5.9	2.0	54.1
Actual as % of Estimate	0.0	0.0	32.6	30.8	97.2	217.5	150.6	--		100.7

^{a/} Totals are not exact due to rounding

^{b/} Based on Borrower's recorded disbursements by FY. Does not take into account initial deposit into Special Account during FY91. Consistent with LOAAF disbursement records.

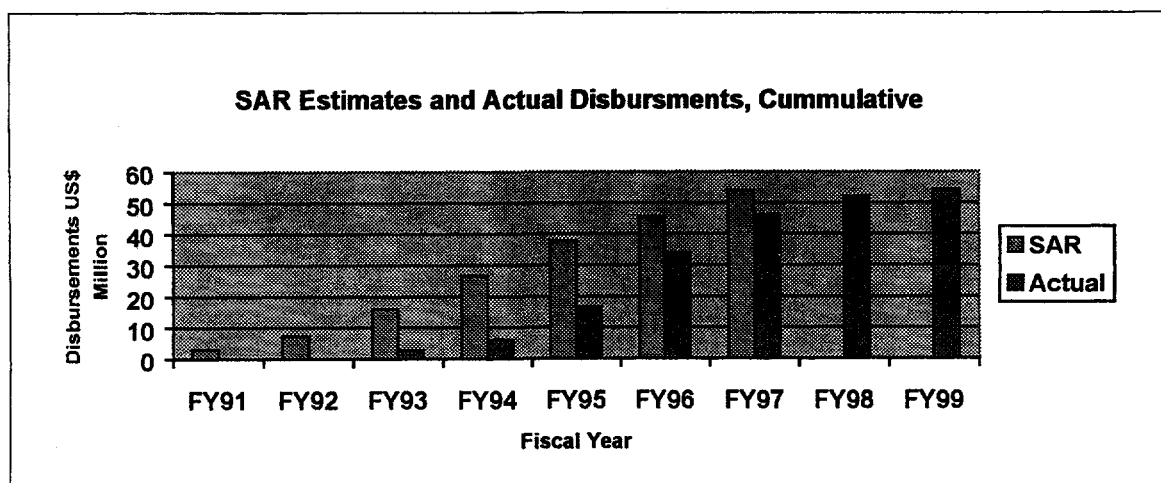


Table 5: Key Indicators for Project Implementation

Key Implementation Indicators Defined in SAR	Estimated	Actual
A. Primary Education Quality Improvement		
<p>1. Teacher Training</p> <p>a. Pre-service training:</p> <p>b. In-service training</p> <p>c. Pedagogical support</p> <p>d. Distance education - IAP staff trained</p>	<p>80 CFPP instructors upgraded in math and Portuguese and 160 in other courses.</p> <p>600 primary teacher short term training</p> <p>Train 12 central, 44 provincial and 102 district staff trained in pedagogical methods. Initiate Saturday morning sessions.</p> <p>Provide training for IAP staff and provide materials. Train 15 monitors. Launch the new distance education program and upgrade an initial 3,000 teachers. Elaborate program for the use of radio.</p>	<p>Delivered. A total of 240 instructors received training.</p> <p>Delivered. More than 600 teacher received short term training.</p> <p>Delivered, with the exception of Saturdays session which has not taken off systematically.</p> <p>Delivered. The first 2,500 teachers graduated in 1998 and the program has been expanded to cover 15,000 teacher over the next five years. The use of radio was cancelled. Instead video materials are being used where equipment are available.</p>
<p>2. Initiatives</p> <p>a. Local language instruction</p> <p>b. Student achievement evaluation</p> <p>c. Book supply program and textbooks program for grades 3 to 7.</p> <p>d. Extramural activities</p> <p>e. Student health and nutrition</p>	<p>Launch pilot project in local language (Nyanja and Tsonga) and train 60 teachers in bilingual education.</p> <p>Math and science (13 years old)</p> <p>Provide 50,000 textbooks (250 books for 4th and 5th graders in schools in three cities and 34 priority districts) and distribute 4.3 million textbooks for grades 3 to 7.</p> <p>Initiate activities outside school hours, e.g. in art.</p> <p>Coordinated latrine building/school rehabilitation program. Implemented student test for anemia, de-worming program and iron supplementation completed.</p>	<p>Delivered. However, results are inconclusive because of flaw in design.</p> <p>Delivered.</p> <p>Delivered. Books ordered per year: 35,400; 5,000; 10,000 and 4.3 million textbooks for grades 3 to 7 delivered in 1996, however, with a delay.</p> <p>Not delivered.</p> <p>Delivered: All new school delivered with new sanitary facilities. NGO AMME completed school health study and piloted program for 1,614 pupils in three provinces.</p>

Table 5: Key Indicators for Project Implementation (continued)

Key Implementation Indicators Defined in SAR	Estimated	Actual
<p>3. School Rehabilitation and Expansion</p> <p>a. Rehabilitation and new classroom construction</p> <p>b. Furniture and equipment (EP1/EP2/ESG)</p> <p>c. Training of de-mobilized soldiers</p>	<p>743 primary and 125 lower secondary classrooms rehabilitated. 97 new classrooms.</p> <p>Provide new and rehabilitated classrooms with school furniture and equipment.</p> <p>2,130 reintegrated.</p>	<p>Delivered. 1,550 classrooms constructed and rehabilitated.</p> <p>Delivered. However, in some cases with delays and in some schools furniture is still lacking.</p> <p>Delivered. 2,130 reintegrated and survey conducted.</p>
B. University Quality Improvement		
1. Strategic Management Development	Computerization policy study, decision making MS/ structure developed, conduct transportation system study, student housing study, library study, laboratory maintenance study and civil works maintenance study.	Not delivered under Education II. However, most of these studies were completed with the UEM's own resources or through support from other projects.
2. Economics Faculty	Employ lecturers and conduct training. Provide equipment.	Delivered.
3. Engineering Faculty	Provide equipment and operationalize laboratories. Develop fellowship training program.	Delivered.
4. Construction (University)	Rehabilitate and refurbish Basic Science Faculty.	Delivered.
C. Planning and Management Strengthening		
1. MINED planning and financial management program	FUNDAP (budgeting), unit costs studies, educational statistical system.	Delivered.
2. School construction department/rural reconstruction program	Define department structure. Develop rural construction program.	Delivered with the exception of the Rural School Construction Program with WFP, which was delayed. Only 17 of the 55 schools were completed.
3. School maintenance (GATECES) activity	Form GATECES in Sofala.	Delivered with delays in Maputo, Gaza, Inhambane, Tete, Niassa, Cabo delgado and Sofala. However, no provision for maintenance was provided in the budget.

Table 6: Key Indicators for Project Operation

Key Operating Indicators*/ Project Impact to be Maintained	Target in SAR by 2000	Actual by 1998	In ESSP by 2003	Issues Outstanding and Planned Actions
Gross Enrollment Rate: EP1 (grades 1-5)	Not specified	67%	86%	No target set in SAR, however, MINED statistics has recorded good progress.
EP2 (grades 6-7)	Not specified	15%	30%	No target set in SAR. However, because of the low internal efficiency rates under the ESSP targets have been identified.
Gross Admission Rate	86%	79%	90%	Target set out in SAR appears to be reachable. MINED has succeeded in increasing the admission into the 1 st grade.
Transition Rates EP1 to EP2 ^{a/}	68%	77.9%	N/A	Target set in SAR has already been surpassed. MINED preparing action plan to further improve internal efficiency.
Transition Rates EP2 to ESG	51%	63.4%	N/A	Target set in SAR has already been surpassed. MINED preparing action plan to further improve internal efficiency. To increase the number of school spaces MINED has introduced "complete schools" (grades 1 to 7).
Transition Rates ESG to EPU	39%	79.3%	N/A	Target set in SAR has already been surpassed. MINED preparing action plan to further improve internal efficiency. There is a lack of lower secondary schools. This is partly being addressed under the ESSP by new constructions.
Passing Rate EP1 (Fifth grade)	Not specified	54%	75%	MINED has redirected its attention towards passing rates as one indicators of the improved quality and efficiency of the system.

Table 6: Key Indicators for Project Operation (continued)

Key Operating Indicators* /Project Impact to be Maintained	Target in SAR by 2000	Actual by 1998	In ESSP by 2003	Issues Outstanding and Planned Actions
Student/classroom ratio (to be increased for EP1) ^{b/}	56.0	62.9	N/A	MINED has set new target at 60.
Student/classroom ratio (to be increased for EP2)	52.5	41.7	N/A	Too low. MINED is re-addressing the issue to ensure better use of resources.
Internal Efficiency Rate (Repetition/Drop-out Rates)	^{c/}	25%/9%	50% reduction	MINED is preparing an action plan to improve internal efficiency, which includes "cycles of learning" (compared to stop-examinations).
Strengthen UEM planning and institutional capacity				Under the capacity Building Project UEM is preparing a new strategy for the tertiary education sector, including institutional strengthening.
Increase institutional capacity				MINED is undertaking an institutional assessment analysis to identify skills gaps and training needs.
Completion of NGO pilot program for rural school construction with WFP	55 schools.	17 schools.		During discussion of the ESSP it was indicated by MINED that the schools will be completed with support from the new credit.

^{a/} Transition rates are calculated e.g. for EP1-EP2 as the number of 5th grade graduates over entrants into the 6th grade.

^{b/} Excludes Sofala province.

^{c/} In the SAR it is only specified that the internal efficiency should improve through a reduction in both repetition and drop out rates, not by how much.

Note: No specific targets were set within the implementation period of the Project. However, most indicators used by the Government during the same period have registered progress in both gross admission and gross enrollment rates, while transition rates and internal efficiency rates have only improved slightly. As the Project can not exclusively be rated on the overall performance of the sector, the achievements and outcomes have also been evaluated on the basis of concrete outputs and results of the Project as described in the text.

Table 7: Studies Included in Project

Study	Purpose	Status	Impact
Strategic Management Development	Review the systems and training in planning, budget, financial monitoring and control, procurement and property management.	Canceled.	The first part of the study was conducted under the Education I Project. The second part of the study, under the Education II Project, encompassed analysis to be financed by UNDP. UNDP has since decided to withdraw these studies and carry them out under a self-standing project (Supervision Mission Report - Sept. 14 to Oct. 2, 1992).
Finance and Management of Education	Identify causes of high unit costs for boarding and determine whether alternative management techniques could decrease the unit costs.	Complied.	The output provided information to a broader Bank study of expenditure and financing of social sectors in Mozambique (Annex III, pg. 2 Supervision Mission Report - Sept. 14/ Oct. 2 1992).
Administrative Costs	Establish a personnel data system, including inventory of existing staff, roles and functions of staff employed at central and provincial level, provide information for Government review of administrative costs, and identify strategies to expand the system with the same wage bill.	Complied.	System established and is currently being modified and updated in the context of the Civil Service Reform under Ministry of Public Administration.
Public Expenditure Review	Analyze the public expenditure and its impact on social sectors.	Complied.	Identification of major problems to be addressed on the design of the education sector investment program (Supervision Mission Report - Aug. 28 - Sept. 23, 1991). The study was published in 1992.
Textbooks	Analyze the utilization of textbooks in classroom, the technical and economic aspect of production, costs and pricing of textbooks, and run experiments on price sensitivity of rural population and on different management arrangements for textbooks distribution.	Complied.	Study carried out with SIDA support.

Table 8a: Project Costs
(US\$ thousands)

Project Component	Appraisal Estimate			Actual		
	Local Costs	Foreign Costs	Total Costs	Local Costs	Foreign Costs	Total Costs (*)
A. Prim. Educ. Quality Improvement						
1. Teacher Training						
a. Pre-service training	166.4	99.3	265.7	0.0	0.0	0.0
b. In-service training	320.3	254.7	575.0	0.0	356.0	356.0
c. Pedagogical support	515.4	1,453.1	1,968.6	0.0	777.28	777.2
d. Distance education	633.4	1,287.5	1,920.9	41.7	2,400.0	2,441.7
Sub-total	1,635.5	3,094.6	4,730.2	41.7	3,533.2	3,574.9
2. Initiatives						
a. Local language instruction	263.9	338.9	602.7	0.0	229.7	229.7
b. Student achievement evaluation	8.7	165.8	174.5	0.0	0.0	0.0
c. Book flooding/supplying	25.2	344.5	369.8	4.5	143.0	147.5
- Textbook program ^{a/}				112.0	3,128.7	3,240.7
d. Extramural activity ^{a/}	5.3	95.0	100.3			
e. Student health	25.8	99.5	125.3	0.0	284.8	284.8
Sub-total	328.8	1,043.7	1,372.6	116.5	3,786.2	3,902.7
3. School Rehabilitation/Expansion	10,638.2	11,783.9	22,422.1	2,854.5	12,888.9	15,743.4
4. Training of de-mobilized soldiers ^{a/}				0.0	1,950.0	1,950.0
Sub-total	12,602.5	15,922.2	28,524.8	3,012.7	22,158.3	25,171.0
B. University Quality Improvement						
1. Strategic Management Development	19.2	250.4	269.5	0.0	0.0	0.0
2. Economics Faculty	72.1	1,189.4	1,261.5	6.0	201.4	207.4
3. Engineering Faculty	928.4	1,041.1	1,969.5	63.3	1,601.7	1,665.0
4. Science Faculty	2,448.5	4,418.4	6,866.9	960.9	8,542.8	9,503.7
Sub-total	3,468.2	6,899.3	10,367.4	1,030.2	10,345.8	11,376.0
C. Planning and Mgmt Strengthening						
1. MINED planning and finan mgmt	147.5	1,418.9	1,566.4	0.0	957.3	957.3
2. School construction dept/rural reconstruction program	366.6	1,715.0	2,081.6	6,835.4	13,578.9	20,414.3
3. School maintenance (GATECES)	1,049.1	1,465.0	2,514.1	0.0	0.0	0.0
4. Project management	638.5	1,079.5	1,718.0	46.7	1,033.6	1,080.3
Sub-total	2,201.7	5,678.4	7,880.1	6,882.1	15,569.8	22,451.9
Total Baseline Costs	18,272.4	28,499.8	46,772.3			
Physical Contingencies	2,020.2	3,044.0	5,064.2			
Price Contingencies	9,597.2	6,484.0	16,081.2			
Total Project Costs	29,889.8	38,027.8	67,917.7	10,925.0	48,073.9	58,998.9

(*) Total Disbursement on May 31, 1999 from "Resumo Geral Credito No. 2200-MOZ" Maputo, including Government funding, but excluding UNDP funding.

^{a/} Textbooks program and training of demobilized soldiers were activities not described in the table Estimated Costs and Financing Plan of the Staff Appraisal

Table 8b: Project Financing
(US\$ million)

Source	Appraisal Estimate			Actual		
	Local Costs	Foreign Costs	Total Costs	Local Costs	Foreign Costs	Total Costs
A. Original Project						
IDA	19.4	34.3	53.7	6.0	48.1 ^{c/}	54.1
UNDP	1.6	3.3	4.8	1.6	3.2	4.7
Gov. of Mozambique	8.9 ^{b/}	0.4 ^{a/}	9.4	4.8	0.0	4.8
Total	29.9	38.0	67.9	12.4	51.3	63.6

^{a/} These foreign exchange costs reflect expenditures which the Government will incur for maintenance.

^{b/} Government of Mozambique local costs include 4.9% in taxes.

^{c/} Status of Credit as of May 31, 1999. Funds remain in pipeline and US\$ 32,000 to be recovered from SA.

Note: Figures do not add up due to rounding.

Table 9: Economic Costs and Benefits

Not Applicable: No economic rate of return was calculated for this project at the time of appraisal.

Table 10: Status of Legal Covenants

DCA Section	Covenant Type	Present Status	Original Fulfillment Date	Actual Fulfillment Date	Description of Covenant	Comments
2.02 (a)	2	C			The amount of Credit may be withdrawn from the Credit Account in accordance with the Association and provisions of Schedule 1 and 2 of DCA.	Schedule 1 were amended prevailing version of Apr. 1998, with significant reallocation of funds between components (a) and (b) under Category 1. "Civil Works". Section 2 was amended in Mar. 1995. The amendment restructures the Project favoring implementation. (PSR. 6/6/95)
2.02 (b)	2	C			The borrower shall open and maintain in dollars a special account in a commercial bank on terms and conditions satisfactory of the Association, including appropriate protection against set-off, seizure or attachment. Deposits into, and payments out of, the Special Account shall be made in accordance with the provisions of Schedule 5 of DCA.	In compliance.
2.03	13	CD	1996	12/31/98	The Closing Date shall be December 31, 1996 or such later date as the Association shall establish. The Association shall promptly notify the Borrower of such later date.	The Closing date were extended twice from 10/31/96 to 12/31/98, prevailing last closing date of 04/30/97.
2.04 (a)	5	C			The borrower shall pay to the Association a commitment charge on the principal amount of the Credit not withdrawn form time to time at a rate to be set by the Association as of June of each year, but not to exceed the rate of one-half of one percent (1/2 of 1%) per annum.	Actually negative.

Table 10: Status of Legal Covenants (continued)

DCA Section	Covenant Type	Present Status	Original Fulfillment Date	Actual Fulfillment Date	Description of Covenant	Comments
3.01 (b) (i)	11	C			The borrower shall show that the share of educational sector in the national general budget is at least at 12% for recurrent expenditures, at least 6% for investment expenditures and both are maintained at real FY 1989 levels, by March 31 of each year.	The share of education sector exceeds the requirement for recurrent expenditures and meets the requirement for investment expenditures in 91, 92, 93 and 96 (Mission Supervision Reports Feb. 20-28, 1992, Sep. 14-Oct. 2, 1992, Mar. 15-23, 1993, Dec. 1-20, 1996).
3.01 (b) (ii)	11	CP			The borrower shall introduce in the national general budget line items and allocate to them funds sufficient to finance, at a rate of 1% of new construction costs the cost of maintenance of newly constructed or rehabilitated buildings under part b from FY 1993, and under part A.3 from FY 1996.	In 1993, the budget line exists but there were no funds available. Due to delays in school construction, maintenance funds were not required in that period. (Mission Supervision Report Mar. 15-23, 1993 and Dec. 1-20, 1996).
3.03 (a) and (b)			12/31/91		Not later than Dec. 31, 91 the borrower must: (a) establish and maintain a school maintenance unit in Sofala Province by 12/31/91: (b) assure a budget line for the said unit and for the school maintenance unit in Nampula Province.	In 1993, the budget line for school maintenance was passed over to the construction unit (Mission Supervision Report Mar. 15-23, 1993). In 1996, compliance after delay (Mission Supervision Report Dec. 1-20, 1996).
3.04 (a) (i)	9	C			Annually exchange views with the association on progress achieved in carrying out the Project.	In compliance (Mission Supervision Report Dec. 1-20, 1996).
3.04 (a) (ii)	9	C			Submit report on progress made in carrying out the Project, its action programs and estimated project expenditures for the next fiscal year.	Last report delivered to mission in August 1998 and March, 1998.
3.05 (a)	7	C	12/31/91		Free sites for part A.3 (b) from occupants by Dec. 31, 1991.	Alternative locations for school construction (Liberdade, Sao Damaso and Zonas Verdes) that would not necessitate removal of families were found.

Table 10: Status of Legal Covenants (continued)

DCA Section	Covenant Type	Present Status	Original Fulfillment Date	Actual Fulfillment Date	Description of Covenant	Comments
3.05 (b)	7	C			Implement the resettlement plan for persons to be relocated under part A.3 (b)	In compliance.
3.06 (a)	12	C	/91	/91	Prepare a satisfactory plan for the introduction of a longer school year by July 31, 1991.	Satisfactory plan approved by the Minister of Education on 9/30/91.
3.06 (b)	12	CD	12/31/91		Implement the longer school year by Dec. 31, 1991, starting in 1992.	Compliance after delay (Mission Supervision Report Dec. 1-20, 1996).
4.01 (b)	1	C			Have accounts audited annually and furnish to IDA annual reports on project accounts by Sept. 30 each year.	In compliance with the exception of 1997.
4.01 (a) and (c)	9	C			Maintain records until completion of the Project, enable association representatives to examine record and ensure that audited accounts include separate opinion on operation of the special account.	In compliance (Mission Supervision Report Dec. 1-20, 1996).
Sched. 1 Section 3 (b) (i)	12	C			Signature of SIDA and MINED agreement.	Textbooks policy document prepared (SIDA agreement is no longer a condition for disbursement).
Sched. 1 Section 3 (b) (ii)					Furnish implementation plans for A.2 of the Project (i.e., the initiatives).	In compliance (Mission Supervision Report Dec. 1-20, 1996).
Sched. 4 part A (i)	5	C			Establish coordination unit within the MINED and establish staff to GEPE.	In compliance (1997).
Sched. 4 part C 2 (c)	13	CP	12/01/93		Furnish to the final manpower plan for UEM by Dec. 1993.	Partial compliance.

Table 10: Status of Legal Covenants (continued)

DCA Section	Covenant Type	Present Status	Original Fulfillment Date	Actual Fulfillment Date	Description of Covenant	Comments
Sched. 4 part C 2 (b)	12	CP	/93		UEM furnish a satisfactory manpower development plan for academic management, and middle level staff, including foreign training opportunities and a comprehensive utilization space plan for UEM by July 31, 1993.	Partial compliance
Sched. 4 part C 2 (c)	12	CP	12/31/93		UEM complete and furnish recommendations of the studies on the decision making structure computerization of student registration under part B, by Dec. 31, 1993.	UNDP has decided to carry out these studies under a separate project.
Sched. 1 part 3 (c)					Sign contract for Radio transmittal for distance education.	Contract of distance education signed with CETEB. Radio will not be utilized (Mission Supervision Report Dec. 1-20, 1996).

Key:

Covenant Types

- 1 = Accounts/Audits
 2 = Financial performance/revenue generation from beneficiaries
 3 = Flow and utilization of project funds
 4 = Counterpart funding
 5 = Management aspects of project or executing agency
 6 = Environmental covenants

- 7 = Involuntary resettlement
 8 = Indigenous people
 9 = Monitoring, review, and reporting
 10 = Project implementation not covered by 1-9
 11 = Sectoral or cross-sectoral budgetary or other resource allocation
 12 = Sectoral or cross-sectoral policy/regulatory/institutional action
 13 = Other

Present Status

- C = Covenant complied with
 CD = Complied with after delay
 CP = Complied with partiality
 NC = Not complied with

Table 11: Compliance with Operational Manual Statements

Statement Number and Title	Describe and Comment on Lack of Compliance
OD 10.60 Accounting, Financial reporting and Auditing	In general audit reports were submitted on time with the exception of the 1997 report. A number of SOE reviews were conducted, but the establishment of a fixed asset register remains.
OP 6.30 Local cost, financing and cost sharing	Counterpart funding was a continuing problem and the rate under Schedule 1 of the DCA was amended.

Table 12: Bank Resources - Staff Inputs

Stage of Project Cycle	Planned		Actuals	
	Weeks	US\$ thousands	Weeks	US\$ thousands
Preparation to appraisal	N/P	N/P	116.6	164.3
Appraisal	N/P	N/P	29.0	51.9
Negotiations through Board Approval	N/P	N/P	19.4	37.0
Supervision (*)	196.3	359.3	180.1 ^{a/}	366.5 ^{a/}
Completion	18.0	26.8	12.3	18.3
Total	N/P	N/P	357.4	638.7

^{a/} Including Trust Funds

(*) Note: Assumes FY1988-FY1995 actual expenditures were equal to planned (and revised planned). The World Bank Information System did not retain the "planned" figures for those years.

Table 13: Bank Resources: Missions

Stage of Project Cycle	Month/ Year	Number of Persons	Days in Field	Specialized Staff Skills Represented	Performance Rating		
					Implementation status	Development Impact	
Through appraisal	Dec. 1988	n/a	n/a	n/a			
	Apr. 1989	05	05	TM, TXS, EDP, ARC, STS			
	Oct. 1989	n/a	15	n/a			
Appraisal through Board Approval	Oct. 1990	03	04	TM, ECN, ARC			
Supervision	May 1991	01	n/a	ECN	n/a	n/a	
	Jul. 1991	01	n/a	ECN	U	U	
	Ago. 1991	02	20	ECN, ARC	S	S	
	Oct. 1991	05	n/a	ECN, PRC, PFS, TES			
	Feb. 1992	02	4	ECN, ARC	U	U	
	Mar. 1992	02	10	ECN, ARC			
	Apr. 1992	02	15	ECN, ARC			
	Ago. 1992	02	2	ECN, ARC	S	S	
	Dec. 1992	03	15	ECN, PHS, SAN	S	S	
	Jan. 1993	02	n/a	ECN, ARC			
	Mar. 1993	02	09	ECN, ARC			
	1 st Amendment	Jun. 1993	n/a	15	ECN, ARC	U	U
		Oct., 1993	n/a	n/a	n/a	U	U
		June, 1994	n/a	n/a	n/a	U	U
	2 nd Amendment	May-June, 1995	05	18	PRC, EDP, TXE, ECN, CLS	S	S
June 1995		n/a	n/a	n/a	S	S	
Jan. 1996		02	8	ECN, ARC	S	S	
Jun. 1996		06	30	TM, TXS, EDS, ECN, EDP, ARQ	S	S	
Jan. 1997		06	4	EDP, ARC, ECN, TXE, EDS, ECN	S	S	
Jun. 1997		n/a	20	ECN, EDP, ARC	S	S	
ICR	Mar. 1998	03	15	ECN, EDS, PRC, ARC, PFS	S	S	
	Sep. 1998	02	15	ECN, EDS	S	S	
ICR	Mar. 1999	02	10	ECN, EDS	S	S	

Key:

ARC: Architect
 CLS: Children's Literature Specialist
 ECN: Economist
 EDP: Educational Planner
 EDS: Educational Specialist
 PFS: Public Finance Specialist
 PHS: Public Health Specialist

PRC: Procurement Specialist.
 SAN: Social Anthropologist.
 STS: Science and Technology Specialist.
 TES: Technical Education Specialist.
 TM: Task Manager.
 TXE: Textbook Editor.
 TXS: Textbook Specialist.

PART III APPENDIXES

Second Education Project Credit 2200-MOZ

Implementation Completion Report Mission March 9 - 26

Appendix A Aide Memoire from the Implementation Completion Mission/ Comments from the Borrower

1. In accordance with the Statement of Mission Objectives dated March 3, 1999, a mission consisting of Donald Hamilton (cluster team leader) and Søren Nellemann (mission responsible) visited Mozambique between March 9-26, 1999 to join the Ministry of Education (MINED) coordinator Manuel Gomes and Ministry staff in the preparation of an Implementation Completion Report (ICR) for the Second Education Project. The following staff and persons participated in the evaluation: Minster Nhavoto (MINED, Minister and former Vice-minister and Director of Planning (DP)), Vice-minister Martins (MINED, former Director of Planning and INDE), Permanent Secretary Da Cruz (MINED, former Director of Department of Administration and Finance (DAF)), Head of Procurement Mr. Henriques, Director of DAF Mr. Chambal, Director of Planning Mr. Juvane, Head of Statistics and Informatics Mr. Rego, Director of Secondary Education Mr. Bomba, Director of INDE (former Director of Primary Education) Mr. Mucavele, Director of Documentation Center Ms. Maximiano, Mr. Mabusa (former Director of Planning), Director of Distance Education (IAP) Mr. Muianga and his staff, Mr. Malate (engineer, GEPE), Mr. Nhampossa (financial manager, GEPE), Mr. Amir (former Director of GEPE), Mr. Smoor (Architect), Ms. Aakesson (textbook specialist), Ms. Cabral (former Director of Primary Education), Mr. Cassamo (Coordinator UEM), Vice-rector UEM Mr. Venancio. In additions meetings were held with UNDP, ASDI (Sweden), Danida and World Food Program. The following NGOs were interviewed: AMME (Women and Education) and ADPP (People to People). The team also consulted extensively with the former task manager Ricardo Silveira discussed the Project with the former assistant resident representative, Jacomina de Regt.

2. The mission wishes thank the officials of the MINED for the frank and open assistance and courtesies extended to it. This Aide Memoire summarizes the missions findings and the principal outcomes and problems defined between the Bank and the MINED. As usual this Aide Memoire is subject to confirmation by Bank management. Also, for the completion of the ICR a number of former project Bank staff will need to be consulted.

3. The Project was prepared during the war and during its implementation experienced profound political, social and economic changes, first with the Peace Agreement in 1992 and

subsequently the first free elections in 1994. This coincided with a resurgence in the economic growth to unprecedented levels. In this context the Project was restructured in 1995 to meet the new demands of the MINED and the country.

4. Project outcomes. Overall, the Project, as assessed by the MINED and the Bank evaluation team, achieved good results and performed satisfactory. While the achievements of the project objectives have been substantial, in the context of the enormous political, social and economic changes that took place in Mozambique during the period, Project outcomes have exceeded expectations. In some instances, like the rehabilitating and reconstructing of the almost destroyed school network the Project exceeded its goals with the addition of resources. The rehabilitation and construction program has resulted in a total re-establishment of the school network, now superseding pre-war levels. On the quality component especially the in-service teacher training program, the distance education program, the health and nutrition component, the training of demobilized soldiers outcomes were satisfactory, however, with a more limited scope in some cases. Also, the textbook distribution is assessed satisfactory although a number of problems arose and created complications. In the area of strengthening the planning, management and policy capacity at MINED and UEM little were achieved, with the exception of establishing a computerized system systematically collecting education statistics at school level which has been highly satisfactory. It now represents one of the best systems in Sub-Saharan Africa. The results of other capacity building activities were marginally satisfactory and at the UEM essentially nothing was achieved under this component, partly as a result of similar activities undertaken in the Capacity Building Project (Human Resources Project) under the authority of the UEM. Finally, while little were achieved in strengthening capacity for policy development, a substantial and significant result of the support project has been the preparation of the follow on Education Sector Strategic Program (ESSP).

5. World Bank/Government Performance was satisfactory in supervision and implementation. However, at times Bank backstopping and Bank interaction as well as wider collaboration on behalf of the MINED has been lacking particularly in the early years of the Project. More specifically:

- the preparation, formulation and appraisal of the Project was marginally satisfactory to satisfactory as these initial phases were conducted by a very small group of Bank and MINED members with very little consultation within the MINED and with outside partners. This was partly due to a "working culture" throughout the Government, but also from the Bank's side a typical focus on collaborating with only a few high level officials. Accordingly, the knowledge and consultation within MINED was limited. The collaboration and inclusion has since then improved through the life of the Project and it was directly expressed that the Bank was perceived with increased openness and client focus. At the same time the Government - and MINED - has also been opening up.

- due to the authority invested in the Director of the GEPE (PIU) and its disconnect with MINED, especially in the area of education matters, GEPE has more been viewed as a construction unit, at some times as an extended World Bank office, and less as a PIU. This created problems in communication between MINED and GEPE and following changes in MINED priorities. In some instances the Government viewed Bank no-objection as applied by the Director of GEPE or the Bank, and therefore created an impasse for implementation of MINED activities and priorities. This essentially led to the dismissal of the Director of GEPE in 1996. Since then, collaboration has improved although the rules and regulation of the Bank is still perceived as complicated. However, as Government rules and procedures are not much different and the issue is more related to lack of

capacity. Many directors felt it impossible to overcome the "Bank rules and regulation" to access resources. Other directors said that they have had no problems, which appeared to be more as a result of their own initiative and relationship with GEPE, than that of problems in overcoming the bureaucracy (procedures and rules). Overall, the Project outcomes are considered satisfactory and the problems more a reflection of the inadequate organizational set up for the implementation of the Project.

6. The draft ICR was distributed to the Government, the annexes were jointly prepared and the Borrower are preparing their own evaluation.

The following actions are required on behalf of MINED:

- a) Submission of a revised and final borrower evaluation report after Bank ICR has been submitted.
- b) Notification of the date when IDA will receive the 1998 audit report.

Appendix B Implementation Completion Report by the Ministry of Education

The Borrower prepared a 15 page evaluation report, in Portuguese, that was discussed internally in MINED, cleared and approved. The Borrower's evaluation report reflects the conclusions of the Joint ICR mission and team work and does not differ in its conclusions as the reports were discussed thoroughly within the team and with MINED.



REPÚBLICA DE MOÇAMBIQUE
MINISTÉRIO DA EDUCAÇÃO

GEPE - GABINETE TÉCNICO DE GESTÃO DE PROJECTOS EDUCACIONAIS

From: Manuel Gomes
To: Donald Hamilton
Cc: Soren Nelleman
Subject: Gov. ICR on Education II (Cr. 2200-MOZ)

Sua Referência

Data

Nossa Referência

MAPUTO,

ASSUNTO:

Dear Mr. Donald,

**Please Find enclosed the ICR for Education II, with the coments from the Govt.
I look foreword to year from you at your earliest convenience.**

Best regards


Manuel Gomes

REPUBLIC OF MOZAMBIQUE
MINISTRY OF EDUCATION
IMPLEMENTATION COMPLETION REPORT

SECOND EDUCATION PROJECT
(CREDIT 2200-MOZ)

SUMMARY

This document represents the Implementation Completion Report (ICR), for the Second Education Project (Education II) in Mozambique. The Credit was in the amount of SRD 38,7 million, and was approved on December 20, 1990 and was effective on July 1991.

The final closing date was December 31, 1998.

The ICR was prepared by the Borrower by: Manuel Gomes (Team Leader), Herminio Malate (Head, Construction Depart.) and Antonio Nhamossa (Head, Finance) and the collaboration of the World Bank.

The objectives of the Project as stated in the SAR, are extensively complied on the evaluation, from quality improvement to technical training.

The other issues are: the achievement of Project Objectives, the implementation Record, the Project Sustainability, the Bank Performance, The Borrower Performance, the new operations and most important the key lessons learned.

In the end of the ICR, it was possible to address the assessment of the Project Implementation, objectives by objective.

Finally the statistical annexes.

You're faithfully

Manuel Gomes

SUMMARY IN ENGLISH

Project outcomes:

The second education project (BM II) achieved overall all its objectives and contributed significantly to the reconstruction of the schools in Mozambique (about 1483 classrooms were rehabilitated and constructed). In addition 4.3 million textbooks were distributed and the distance education program through IAP was successfully launched. Also the construction and rehabilitation of the Basic Science Faculty was concluded and the Engineering and Economics Faculties refurbished. Finally GEPE received a considerable amount of both training support and equipment to strengthen its implementation capacity.

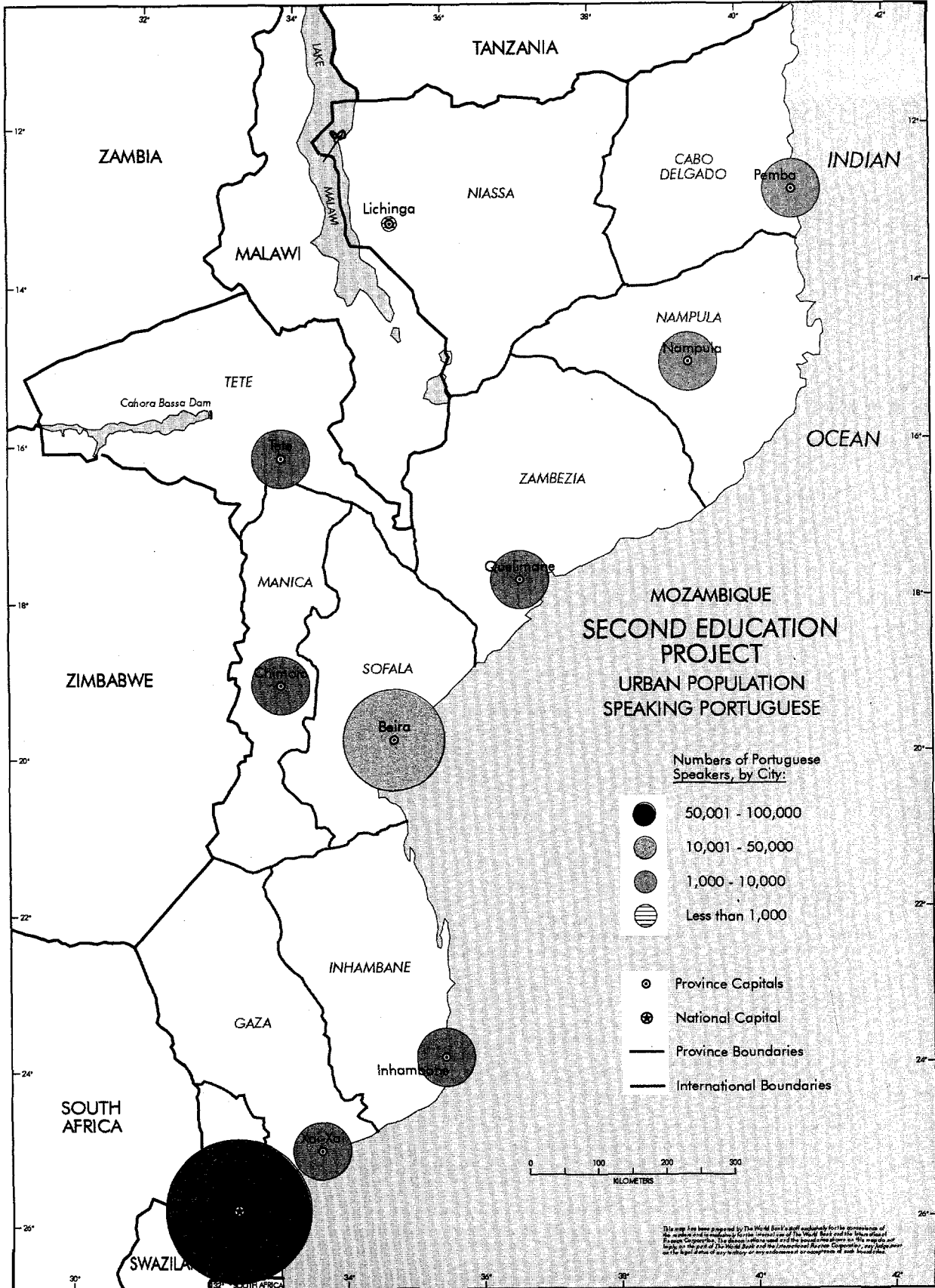
Sustainability and future operation:

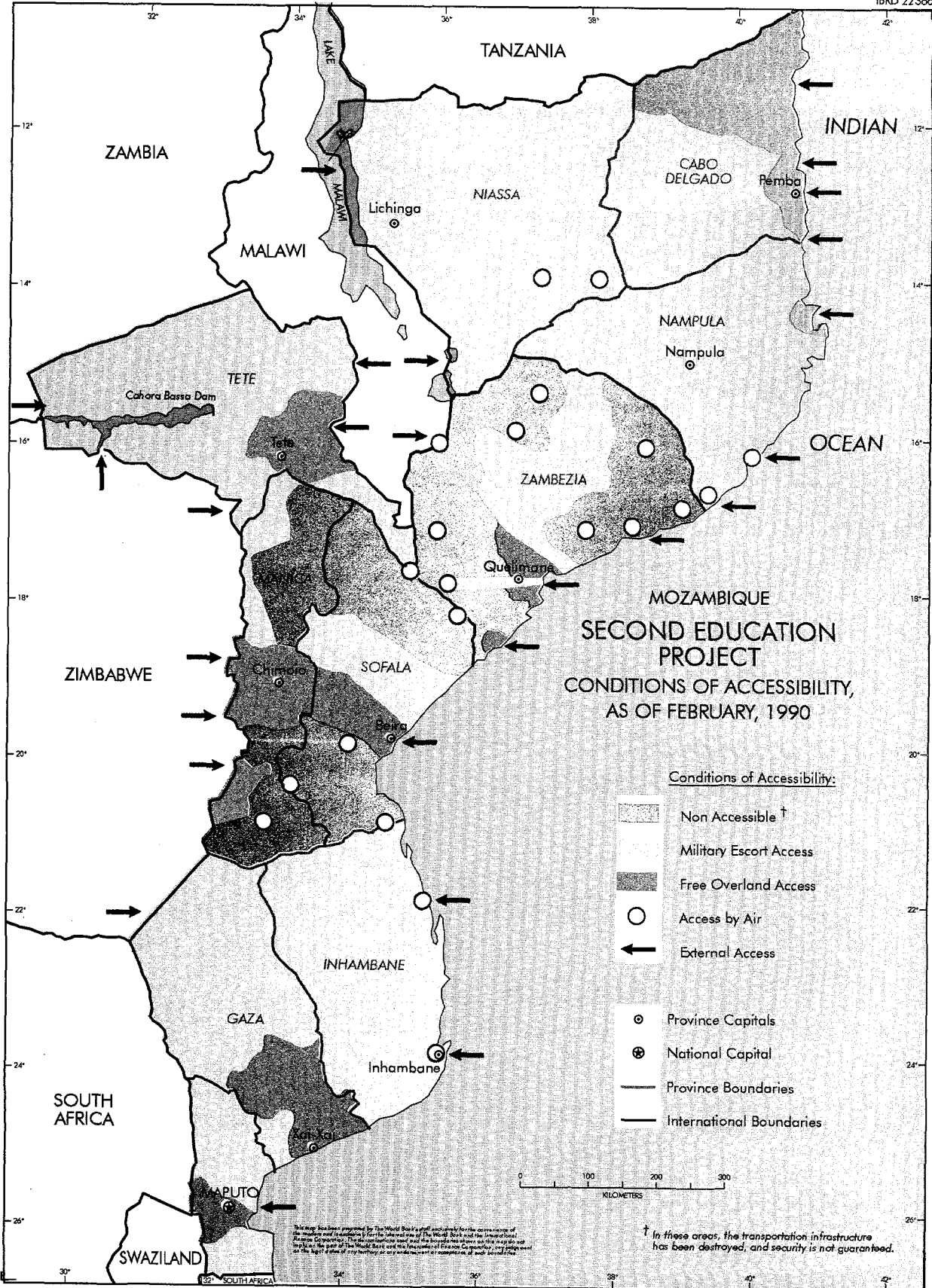
The projects activities are sustainable and will be supported from the ESSP as well as on-going project like the Capacity Building Project, BAD II and III and BID. The ESSP is focused on (a) expanding the number of classrooms particularly in rural areas, (b) continue the development of the teachers distance education program, (c) expand the participation of girls' and women in primary and secondary education, (d) increase availability of learning materials, and (e) increase institutional capacity at central, provincial and district levels.

Lessons learned:

(1) flexibility to be incorporated at the conceptual design phase to meet changes in the economy or political situation, (2) project staff continuity is important to ensure long-term stability and collaboration, (3) where implementation capacity is limited it is important to strengthen it and provide support, (4) ensure clarity in the responsibilities and roles of the partners involved in the project, (5) sustainability is very much relying on an increasing level of ownership by the local communities and the civil society, (6) evaluate the sustainability of social sector projects in other poor countries like Mozambique. Continuing expansion of the education system will continue to depend on external funding in the medium and to long term.










MAP SECTION





**MOZAMBIQUE
SECOND EDUCATION
PROJECT
CONDITIONS OF ACCESSIBILITY,
AS OF FEBRUARY, 1990**

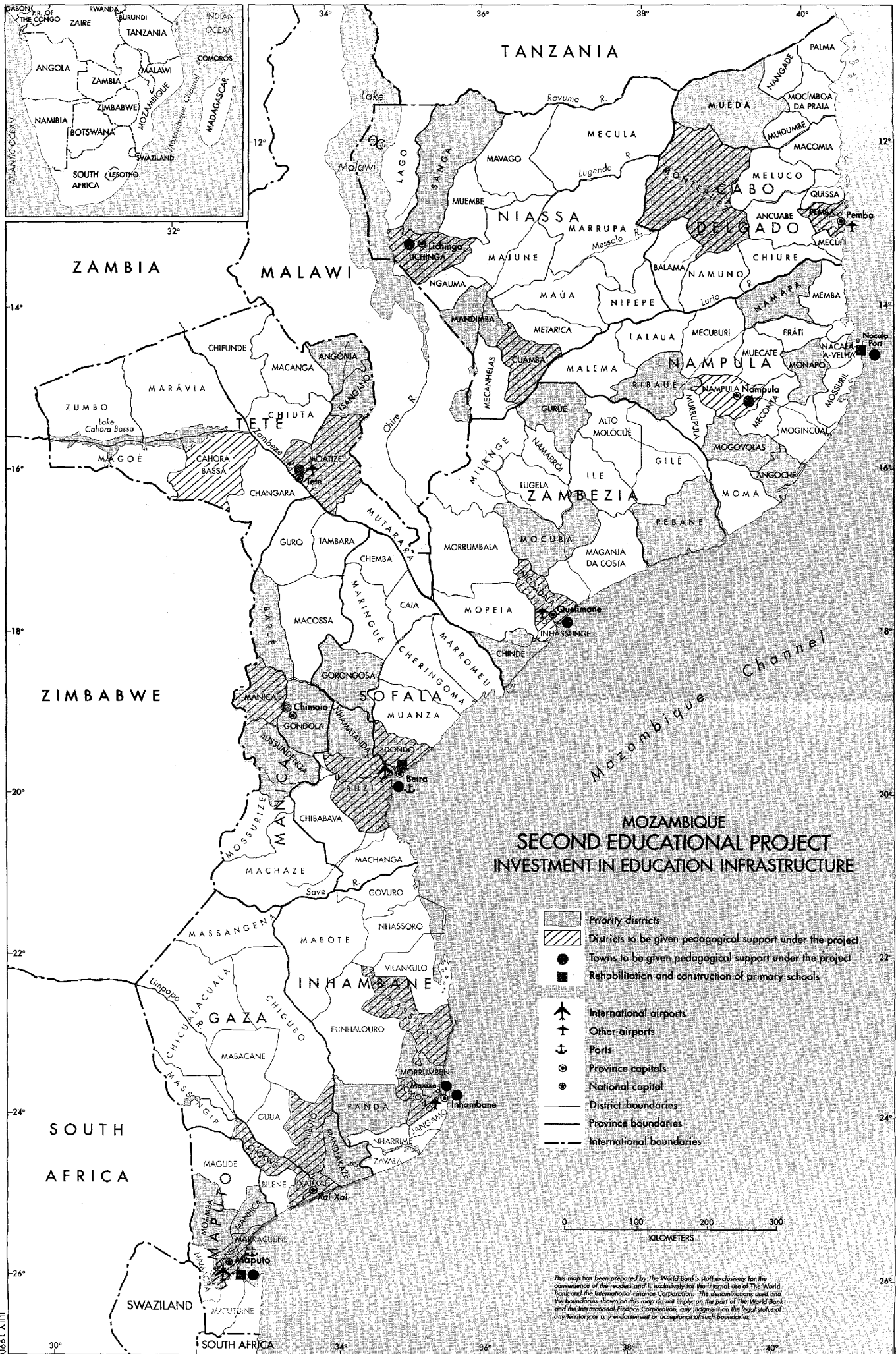
Conditions of Accessibility:

-  Non Accessible †
-  Military Escort Access
-  Free Overland Access
-  Access by Air
-  External Access
-  Province Capitals
-  National Capital
-  Province Boundaries
-  International Boundaries















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† In these areas, the transportation infrastructure has been destroyed, and security is not guaranteed.



**MOZAMBIQUE
SECOND EDUCATIONAL PROJECT
INVESTMENT IN EDUCATION INFRASTRUCTURE**

-  Priority districts
-  Districts to be given pedagogical support under the project
-  Towns to be given pedagogical support under the project
-  Rehabilitation and construction of primary schools
-  International airports
-  Other airports
-  Ports
-  Province capitals
-  National capital
-  District boundaries
-  Province boundaries
-  International boundaries

0 100 200 300
KILOMETERS

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