



Evaluation of Finland's support to the education sector in Mozambique (2014-2022)

Final Evaluation Report
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Acronyms and Abbreviations

€	Euro
ADE	Apoio Direto às Escolas (Direct support to schools)
ADPP	Development Aid from People to People (Mozambique)
AFD	Agence Française de Développement (French Development Agency)
ALI-30	MFA Finland's Unit for Southern and Western Africa
COACH	World Bank programme to improve in-service teacher training
CPF	Cooperation Partners of FASE
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DFID	British Department For International Development
DP	Development Partner
ECW	Education Cannot Wait (Global Fund for Education)
EDUFI	Finnish National Agency for Education
EFM	Embassy of Finland in Mozambique
EGRA	Early Grade Reading Assessments
EMIS	Education Management Information System
EPF	Escola de Formação de Professores do Futuro (ADPP's Future Teacher Training Colleges)
EQ	Evaluation Question
ESP	Education Strategic Plan
EU	European Union
EUR	Euros
EVA-11	MFA Finland's Development Evaluation Unit
FASE	Fundo de Apoio ao Sector da Educação (Education Sector Support Fund)
FCDO	British Foreign Commonwealth and Development Office
FinCEED	Finnish Centre of Expertise in Education and Development
GAC	Global Affairs Canada; Previously CIDA (Canadian International Development Association)
GBV	Gender-Based Violence
GER	Gross Enrolment Rate
GiZ	German Enterprise for International Cooperation
GoM	Government of Mozambique
GPE	Global Partnership for Education
HEI	Higher Education Institutions
HEP	Higher Education Partnership
HRBA	Human Rights-Based Approach
ICI	Institutional Cooperation Instrument
ICT	Information and Communication Technology
IFP	Instituto de Formação de Professores (Teacher Training Institute)
INE	National Statistics Institute (Mozambique)
JAMK	Jyväskylä University of Applied Sciences
JICA	Japan International Cooperation Agency
KEO-30	MFA Finland's Unit for Civil Society
KII	Key Informant Interview
LDC	Least Developed Country
MEF	Ministry of Economy and Finance (Mozambique)
MEPT	Movement for Education for All
MFA	Ministry for Foreign Affairs (of Finland)
MINEDH	Ministry of Education and Human Development (Mozambique)
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation

ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PBC	Performance-Based Condition
PESD	Distance Education Programme (<i>Programa do Ensino Secundário à Distância</i>)
QA	Quality Assurance
RBM	Results-Based Management
SDG	Sustainable Development Goal
SoV	Source of Verification
SRHR	Sexual and Reproductive Health and Rights
STIFIMO	<i>Programme of Cooperation in Science, Technology and Innovation between Finland and Mozambique</i>
SWAp	Sector Wide Approach principles
TEPATE	Theory-Practice Balance in Teacher Education Project
ToC	Theory of Change
ToR	Terms of Reference
TTI	Teacher Training Institutions
TVET	Technical and Vocational Education and Training
UFF	U-landshjälp från Folk till Folk (Finnish ONG)
UIS	UNESCO Institute for Statistics
UN	United Nations
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
UP-M	Pedagogical University of Maputo
USAID	United States Agency for International Development
USD	US Dollars
WASH	Water, sanitation and hygiene
WB	World Bank

Executive Summary

Introduction

Education is an important sector in Finnish international development cooperation, and Mozambique is a key partner country of Finland, with a long history of cooperation of around 40 years. The Finnish support for the education sector in Mozambique is one of the highest investments in a single sector in the Finnish development portfolio.

Since 2014, Finnish support to education in Mozambique has been provided through two key aid modalities: the Education Sector Support Fund (FASE) and the World Bank's (WB) COACH initiative, in Mozambique, implemented under the name of '*Aprender mais*' (in English: learn more). The key partner of the Finnish support to education in Mozambique is the Mozambican Ministry of Education and Human Development (MINEDH). Based on the analysis of developments and results obtained in the education sector in Mozambique and Finland's specific contributions to these results and developments, this evaluation report generates a number of findings and corresponding conclusions and recommendations.

The evaluation was conducted by an external and independent evaluation team of three international consultants during the period August 2023 to February 2024. Fieldwork in Mozambique in the framework of this evaluation was conducted in October 2023. After the submission of the draft evaluation report on December 29th, 2023, the Finnish Government announced on January 18th, 2024 that the Country Programme with Mozambique will be discontinued after 2024 and bilateral cooperation with the GoM will end. As a consequence of this decision the evaluation findings and conclusions were not revised though the original recommendations were revised to reflect this new situation. It is important to highlight that the Finnish government's decision to end the bilateral cooperation with Mozambique was taken at a political level and has little to do with the good results in the education sector evidenced in this evaluation. Other three countries will have their development cooperation interrupted from 2025: Kenya, Afghanistan and Myanmar¹.

Evaluation objectives and key evaluation questions

This evaluation aims to understand the extent to which Finland's support has succeeded in the education sector and how to best continue. The specific objectives of this evaluation were:

- To assess the **relevance, coherence, efficiency, effectiveness, and system-level impact** of the education system at the central and decentral level and **sustainability** of Finland's education sector support to Mozambique since 2014;
- To analyse and assess the **quality of dialogue and alignment** of Finnish support with the Government of Mozambique (GoM) and other donors in FASE and to understand specific contributions of Finland to policy-level and strategic developments and changes in the education sector in Mozambique since 2014; and to
- To provide **recommendations and guidance** for Finland's future activities, support and programming in the sector to further boost Finland's sustained impact and role in the development of the education sector².

The scope of the evaluation covers Finland's bilateral country programme-related education sector support to Mozambique during the period 2014-2022 (covering the last three country programmes of Finland in Mozambique).

The presentation of findings in this report follows the following set of evaluation criteria and key questions:

1. **Relevance:** How well has Finnish support to the education sector in Mozambique been aligned with the policy priorities of Finnish and Mozambican Governments and to specific needs of duty-bearers and rights holders in Mozambique?
2. **Coherence:** What has been the complementarity and consistency in Finland's contributions to education sector dialogue with other FASE supporting partners and alignment and synergy in dialogue and support initiatives among the FASE supporting partners?

¹ Ministry for Foreign Affairs of Finland, Press release, 18.1.2024: https://um.fi/press-releases/-/asset_publisher/ued5t2wDmr1C/content/kehitysysteistyon-sopeutukset-tarkentuvat-ulkoministerion-kehysesdotuksessa/35732

² With the discontinuation of the Mozambique Country Programme announced in January 2024, recommendations made in this evaluation were adapted to reflect the new situation.

3. **Effectiveness and Efficiency:** To which development and crosscutting policy priorities in the education sector has Finland contributed and how is this contribution recognised and appreciated by the national and international stakeholders in the Mozambican education sector?
4. **Impact and Sustainability:** What have been key changes in Mozambican's education sector at central, provincial and local levels, where stakeholders have identified and confirmed specific contributions and influence of FASE support and its partners, and in particular Finland?

Evaluation approach and methods

This evaluation has followed a Theory-Based approach. The evaluators have looked at the Theory of Change (ToC) of the Finnish Support to education in Mozambique and have identified key assumptions that have further guided the responses to the evaluation questions. A mixed-methods approach was followed to ensure that qualitative and quantitative research data were collected and analysed. The evaluation was done in a participatory and iterative process, with an exchange of thoughts between the key evaluation stakeholders, the Ministry for Foreign Affairs of Finland (MFA), the Embassy of Finland in Mozambique (EFM) and the Ministry of Education and Human Development of Mozambique (MINEDH), during the evaluation inception and research phases. The evaluation has briefly looked at contextual political economy-related aspects of education reform and programming to interpret the progress and results obtained in Finland's support to the education sector in Mozambique. The evaluation team has applied a forward-looking perspective and a utility focus to inform the key evaluation stakeholders on possible next steps in the continuation of the development cooperation in the education sector.

Specific methods and tools for data collection and analysis used in this evaluation were: reconstruction of ToC; desk review; analysis of budgets and expenditures; review of education statistics; Key Informant Interviews (KIIs); E-mail questionnaire to provincial chiefs of planning of MINEDH; participatory observation in joint FASE monitoring visits in the province of Maputo; Stakeholder mapping; contribution analysis of three key outcomes specified in Finnish programme cooperation documents; and a debriefing and validation workshop at the end of the research phase.

Key developments in the Finnish support to the education sector in Mozambique

The ToC of the Finnish support to the education sector in Mozambique specifies a key impact area: "Girls and boys achieve better learning outcomes in primary and secondary education". Three outcomes and pathways of change are contributing to this impact area:

- Girls' retention and school completion improved;
- Teachers' (and principals') performance improved to enhance learning;
- School accountability strengthened.

The key aid modality used by Finland has been its contribution to the pooled sector-wide support to education, FASE. The FASE fund has been the most important international aid modality to education in Mozambique to complement the Government of Mozambique's budget allocations to education, amounting to above 20% of its general budget. FASE contributions have historically amounted to over 918 million € since the establishment of the fund in 2002. In the period under review, the average annual contribution has amounted to around 80 million € per year. Finland has contributed to the fund roughly 10% of this total amount (8 million € per year) until 2023. It has always been among the largest bilateral contributors to FASE. The FASE fund in the 2014-2022 period was supported by 12 international development partners, including Global Partnership for Education that were managed by some FASE-partners. In 2021, a new Memorandum of Understanding for FASE was signed by the Government of Mozambique, represented by MINEDH and the Ministry of Economy and Finance (MEF), and the development partners. This MoU aligns with MINEDH's current education strategic plan for 2020-2029.

In addition to the support to FASE, Finland has contributed with bilateral support to teacher training in the "*Aprender mais*" pilot project implemented by MINEDH with technical assistance from the WB, and through Civil Society Organisations' programme support mainly in the areas of teacher training and bilingual education and through Higher Education Institutes (HEI-ICI) support again in the area of teacher training.

This Finnish support aligns with two key sub-sectors in subsequent Mozambican education strategic plans (2012-2016/19 and 2020-2029): primary and secondary education. It aligns with the three strategic objectives presented in the current Mozambican education strategic plan:

- Ensure inclusion and equity in access, participation and retention;
- Ensure the quality of learning (under which teacher education is an important result area);
- Ensure transparent, participatory, efficient and effective governance in education.

The Finnish support to FASE and its more specific project support have contributed to significant achievements across the country and to improvements in the parity of education service delivery. Improvements in the number of school facilities and teachers are notable in all provinces of Mozambique, and enrolment in education has increased for boys and girls, though still with a gender gap, particularly for girls in secondary education. Teacher training facilities and the number of teachers have increased, though also among teachers, there is a considerable gender gap, particularly at the secondary education level. Bilingual education in Mozambique has steadily expanded and, in 2023, has reached more than 1 million students in 19 different languages.

Despite the massive progress made in general education provision in Mozambique, many challenges remain in the country, particularly in narrowing gender-gaps, increasing and improving school facilities, furniture and textbooks, improving inclusion in education and addressing the downward trend of decreasing learning outcomes among students that has accelerated during the COVID-19 pandemic.

Key findings and conclusions

The Finnish support to the education sector in Mozambique has been consistent and substantial over the past decades, with a specific focus on basic education since 2016. Key stakeholders in the education sector, particularly MINEDH, recognise this valuable partnership with Finland and highly value its expertise and technical assistance in specific areas, particularly in teacher training and bilingual education.

The use and complementarity of different Finnish aid modalities to support the Mozambican education sector has improved Finland's visibility in specific thematic areas within the education sector in Mozambique. This has been most notable in the area of teacher training. Finnish partners in the higher education sector and Civil Society have supported education interventions with national partners, particularly in teacher training and, to a lesser extent, bilingual education, contributing to Finnish visibility and relevance to Mozambican partners in these areas. Additionally, Finland's support to multilateral education initiatives provides good possibilities for leveraging support to Mozambique's education sector.

The development of a Theory of Change has contributed to the coherence of Finland's support to the education sector in Mozambique and provided a clear focus for its support. Long-term commitment and continuity in experienced local staffing at the Embassy of Finland in Mozambique have further contributed to focus and consistency in approaches and relations with MINEDH, other FASE development partners and other stakeholders in the country.

Despite the existence of multiple challenges in the education sector in Mozambique, it should be noted that over a longer period, Mozambique has made remarkable progress in improving access to basic education. However, while access to basic education has improved, there are still enormous gaps in education provision and in improving learning outcomes of students: E.g., lack of school buildings (open-air schools), furniture, learning materials and textbooks, and high teacher-pupil ratios. Key bottlenecks related to access to education are also associated with Mozambique's social and economic situation and cultural barriers that limit inclusion and girls' progress and retention in schools.

Capacity limitations at multiple levels have affected effectiveness and efficiency in transferring FASE funds to education delivery. Within FASE, capacity challenges are connected to a lack of operational guidelines and procedures for planning and management of disbursements and allocations to MINEDH. Within MINEDH, at the central and decentral levels, capacity constraints have limited the effectiveness of implementing the education strategy on the ground. These constraints are most notable on the ground at the school level, where FASE funds are not reaching the full extent and are particularly not sufficiently timely.

FASE is widely considered the preferred mechanism for consistent and efficient support to the education sector in Mozambique, adhering to international principles of aid effectiveness. However, FASE is facing challenges that need to be addressed to ensure that this sector support fund will remain effective. Mainly the earmarking of funds within FASE to the WB and GPE funded and WB managed MozLearning component is considered a contradiction to sector-wide support approaches.

Finland has contributed to key changes in the Mozambican education sector through sector support to FASE and other more specific aid modalities and partners. The Finnish contributions to changes in the education sector are also notable in addressing cross-cutting objectives and HRBA concerns, mostly related to girls' retention in basic education. Contributions to these changes were achieved through consistency in providing support to MINEDH and national education partners through policy dialogue, financial support, technical assistance, longer-term partnership and exchange approaches and activities.

Institutional sustainability of general education delivery in Mozambique is well-established through legislation, policies, strategies, and programmes. While institutional sustainability, albeit with clear capacity development needs, is strong, the financial sustainability of providing general education in Mozambique is weak. The GoM will remain dependent on international development partners to generate substantial funds for improving access to and quality of education. The medium- and long-term commitment of international development partners to pledge funds in FASE is crucial to Mozambique to achieve SDG4 goals and targets.

Main Recommendations

After the finalisation of the evaluation research and the submission of the draft evaluation report in December 2023, the Finnish Government disclosed its decision to discontinue its Country Programme in Mozambique, and after 2024 no more Finnish support will be provided to MINEDH. While the evaluation findings and conclusions were not revised, the recommendations were updated in the final report to reflect this recent decision.

MFA/ALI-30 and the Embassy of Finland in Mozambique are recommended to maintain their current focus of support on primary and secondary education in Mozambique in the remaining period of cooperation with MINEDH. MFA/ALI-30 and the Embassy are furthermore recommended to look for opportunities to link and transfer its accumulated knowledge in three key outcome areas in the education sector: girls' retention in schools, improving teachers' performance and strengthening school and education governance and accountability with other members in FASE working groups, interested in these same priority outcome areas, and with other national, international, multilateral and private sector partners that remain active in education in Mozambique.

The Embassy of Finland in Mozambique is recommended to put capacity constraints in education delivery higher on the agenda of FASE meetings and working groups in the remaining time of its FASE partnership. This is needed at different central and decentral levels and requires a comprehensive capacity assessment of MINEDH. MFA/ALI-30 and the Embassy may coordinate specific technical assistance provision with MINEDH and other FASE partners in line with Finland's specific interests and available expertise. **The Embassy, together with MINEDH and all other FASE partners, should look into possibilities to improve the reliability and timeliness of the pledging of funds to FASE and well-coordinated mechanisms of FASE management and administration to ensure reliable and timely funds transfers to the Mozambican Government.**

MFA/ALI-30, the Embassy of Finland in Mozambique and MINEDH, during the remaining period of Finland's participation in FASE, are recommended to advance discussions among all FASE-supporting partners on non-earmarking of funds in FASE and moving back towards reinstating sector-wide support principles for pledging of development partners' financial resources to sector-wide pooled funds in FASE governance meetings. As a key partner in FASE, the Finnish Embassy, and MINEDH being the recipient of the FASE funds, may further promote a joint FASE-partners' review of the experience obtained in the past years in earmarking and in application of RBM principles in FASE to permit learning from these experiences, since the MoU of 2021 entered in vigour. This would allow to apply learning in new provisions in the FASE MoU, leading to more uniformity and synergies in FASE's management and operations in the future.

The MFA is recommended to continue to combine different aid modalities and involve different actors in its education sector support actions worldwide as a future phase beyond its current bilateral development relation with Mozambique. This can include specific opportunities and partners to continue to reach out to Mozambique and to address Finnish priorities in education. Specific partnerships and cooperation may be explored and intensified both at Finnish and international level:

- Higher Education institutions, FINCEED and CSO support to actors in the education sector in Mozambique;
- Private Sector partners and initiatives involved in the education sector;
- EU, as a new partner in FASE and in the recently launched joint Sub-Saharan initiative in teacher education;
- WB in the COACH pilot in Mozambique, and in other international teacher training initiatives;
- GPE and ECW, supporting thematic and cross-cutting objectives in education.

Finland's support to the education sector, for the remainder of time of its participation in FASE, should combine the Finnish focus on key priorities in the basic education sector with key strategic priorities of MINEDH. This includes effective implementation of the recent law on compulsory education until grade 9, recovering the learning deficit from COVID-19, and address remaining gaps in inclusive education, gender equity and equality. The MFA/ALI-30 and Finnish Embassy are recommended, in the remaining time of Finnish participation in FASE, together with MINEDH and all FASE-support partners, to arrive at a more focused joint priority setting considering the priorities mentioned above, with clear sequencing of steps and actions.

MFA/ALI-30 and the Embassy should advocate and stimulate that its cross-cutting objectives and HRBA are continued to be included in other initiatives and partnerships of national and international partners, even beyond the Finnish development relation with Mozambique. Specific focus areas are: girls' retention in schools, addressing SRHR and GBV issues and supporting WASH interventions and facilities, inclusive education through bilingual education and a gender-balanced teaching force. The Embassy should ensure that these cross-cutting issues and HRBA are systematically included in monitoring and reporting, and this requires improved quality of EMIS and MINEDH's reporting on cross-cutting issues, which may require additional technical assistance by FASE partners.

MFA/ALI-30 and the Embassy of Finland in Mozambique, in the light of the recent decision of the Finnish Government to phase out the bilateral partnership relation with Mozambique towards the end of current country programme, are recommended to make stock of the lessons learned in the education sector in this country and make it available for other development partners. MFA/ALI-30 and the Embassy of Finland in Mozambique, based on the recognition of the fact that substantial international support to education in Mozambique for the medium term is still indispensable for the Government of Mozambique to meet its SGD4 goal and targets, should stimulate other partners to join FASE or to step-up efforts in support to education in Mozambique. This should be done particularly with the EU, as a recent new partner of FASE.

1 Introduction

This evaluation report provides a description and analysis of Finland's support to the education sector in Mozambique in the 2014-2022 period. This support over the entire period has been provided through two key aid modalities, the Education Sector Support Fund (FASE) and the World Bank's (WB) COACH initiative, in Mozambique implemented under the name of '*Aprender mais*' (in English: learn more). Based on the analysis of developments and results obtained in the education sector in Mozambique and Finland's specific contributions to these results and developments, this report generates several findings and corresponding conclusions and general recommendations.

Finland's support to the education sector in Mozambique has been driven by a specific intervention logic throughout the earlier years considered in this evaluation and by a Theory of Change (ToC) in more recent years. This evaluation has looked at this intervention logic in previous years and the ToC of the current Finnish Country Programme 2021-2024, and this report provides a reconstruction of the Theory of Change and critical assumptions that are relevant to consider in the interpretation of Finnish contributions to changes and results in education, or the lack thereof.

The Finnish support to the education sector in Mozambique has not taken place in a vacuum, but it has been shaped and implemented in the context of a strong and lasting partnership with MINEDH and a group of international Development Partners (DPs) that have participated in the FASE joint support fund. It is, therefore, important to analyse developments and results in the education sector in the broader context of FASE as a mechanism to leverage and pool funds from different sources to produce changes at the sector level in line with the strategic policy priorities of the Government of Mozambique (GoM) and MINEDH. Within the context of a pooled fund, it is impossible to attribute changes at the sector level to specific financial inputs of Finland, as the results obtained through FASE support are produced by contributions of all partners, including Finland as a key bilateral partner in this fund. Finland has been an important partner of Mozambique in policy dialogue and technical assistance, and this evaluation has looked at Finnish contributions in these areas.

This evaluation was conducted by an external and independent evaluation team of three international consultants during the period from August 2023 to February 2024. Fieldwork in Mozambique in the framework of this evaluation was conducted in October 2023. This evaluation report is the final product of a long and participatory process in which the key evaluation stakeholders, the Unit of Western and Southern Africa (ALI-30) at the Ministry for Foreign Affairs of Finland (MFA), the Embassy of Finland to Mozambique (EFM) and MINEDH have provided inputs to and feedback on the Terms of Reference (ToR), the Inception Report and the draft and final evaluation report.

This report consists of 7 chapters. This first introductory chapter will present the context and background to this evaluation as well as the evaluation objectives and key questions. Chapter 2 provides an overview of the evaluation approach and methods and describes limitations of the evaluation process and results. In chapter 3, the evaluators will provide an analysis of the Theory of Change and key assumptions relevant to the approach and implementation of Finnish support to the education sector in Mozambique. Chapter 4 presents key developments and results obtained through Finland's support to FASE and *Aprender Mais*. Specific attention is given to how financial support has been channelled to MINEDH and to the decentral level of provinces and districts through MINEDH. An analysis of the development and results in primary and secondary education in the country is provided based on statistical data and data from the Education Management Information System (EMIS). This analysis is focused on the key outcomes that are aspired by Finland in its ToC for its support to the education sector in Mozambique. Chapter 5 presents the key findings of this evaluation, organised according to the evaluation criteria and questions specified in the ToR (**Annex 1**) and the evaluation matrix (**Annex 4**). In Chapter 6, the key conclusions are elaborated based on the findings in the previous chapter, and the final chapter 7 presents the key recommendations that can be derived from these conclusions. To avoid repetition and an overly long report, the evaluation team chose not to present a dedicated section to lessons learned as initially proposed in the Inception Report.

The annexes contain further background to the evaluation methods and instruments and further detailed findings that serve as evidence for the conclusions of this evaluation report.

1.1 Context of Finnish support to the education sector in Mozambique

The ToR of this evaluation states that Mozambique has made good progress in access to education and in building education sector institutions. However, the education system suffers from overall inefficiency. Over one-third of students drop out before the 3rd grade, and only less than half complete primary education. Due to high teacher absenteeism and other factors, children only attend 74 out of 190 school days a year. Student learning is improving but is still critically low. In 2016, only five percent of third-grade students could read at the expected level. There has been little progress in closing the gender gap in student learning in Mozambique. Most girls tend to leave school after the 5th grade mostly due to reasons related to sexual and reproductive health, early marriage, gender-based violence and inadequate school water, sanitation and hygiene (WASH) facilities. Almost half of the adolescent girls between the ages of 15 and 19 are married, mothers or pregnant. The risk of gender-based violence at schools is alarmingly high. Around 40% of schools do not have adequate sanitation facilities, and at least 30% of them have no water. There are big regional disparities in learning and other education-related indicators, with provinces in the central and northern parts of the country significantly lagging behind. The additional challenges of weather-related emergencies worsened by climate change, the conflict in the North of Mozambique and the COVID-19 pandemic have further hampered the situation (ToR p.1, see Annex 1).

The key guiding Education sector policy document in Mozambique is the Education Strategic Plan (ESP) 2020-2029. The three strategic objectives of the ESP are (i) to ensure equitable and inclusive access, participation and retention; (ii) to ensure the quality of learning; and (iii) to ensure a transparent, participative, efficient and effective management of the sector. The Strategic Plan is aligned with wider development plans in Mozambique and, more broadly, to the Sustainable Development Goals (SDGs) – particularly SDG 4 on education – and agendas at the African Union (AU) and regional levels. The previous strategic plan covering the period 2012-2019 aimed at providing quality six-year primary education, during which mandatory education from grade 1 to 9 (including lower secondary education from grade 7 to 9) was secured in national legislation. This attention to primary and lower secondary education is also maintained in the ESP for 2020-2029.

The Government of Mozambique (GoM) and key development partners, including Finland, have been jointly promoting the strategic objectives of the education sector in Mozambique, principally through a Joint Sector Support Fund – FASE. Currently, FASE has ten donors, including the World Bank (WB), the Global Partnership for Education (GPE), the European Union (EU), the United Nations International Children’s Emergency Fund (UNICEF), Canada, Finland, Ireland, Portugal, the French Development Agency (AFD) and the United States Agency for International Development (USAID), with an approximate annual budget of 100 M\$ in 2023. Other relevant donors in previous years have been Italy and Germany.

Around 90 percent of the external funding to the education sector in Mozambique is allocated through FASE. In 2015, Finland agreed on additional funding (2 million Euros) for bilingual education in FASE on top of its average annual funding of 8 M Euros. In addition, there are various other smaller education programmes in the country. Finland provided Mozambique with general budget support in 2014, which included education support. Due to development cooperation budget cuts, Finland ended its budget support in 2015.

1.2 The subject of evaluation: Finnish support to the education sector in Mozambique

The target of the evaluation is Finland’s support to the education sector as per the country programmes since 2014, i.e. covering two previous Country Programmes³ (originally 2014-2017 and 2016-2019 that were later revised to 2014-2016 and 2016-2020) and the current country programme since 2021.

Finland’s support to the education sector in Mozambique is well aligned with the Finnish development policy, its human rights-based approach (HRBA) and its results-based approach to development cooperation (see 2015 Guidance Note).

³ In 2014-2016 and 2016-2020 these were called “Country Strategies”.

Education was included under the development policy priority area “Societies have become more democratic and better-functioning” until recently when it was separated as a stand-alone priority area “Quality Inclusive Education” (ensure inclusive and equitable quality education and promote lifelong learning opportunities for all).

Education has been one of the key impact areas in all of Finland’s Country Programmes in Mozambique during the period under review. In 2014-2017, Finland’s Country Programme in Mozambique included a result area on human and social development with an expected result on improved education and science, technology and innovation systems under which there were objectives on improved quality and reduced regional and gender disparities in education; and the implementation of the Mozambican Science, Technology and Innovation Strategy (MOSTIS). The former was done through support to FASE for the MINEDH and related policy dialogue focus on bilingual education and early childhood development, while the latter was supported until the end of 2014 through the programme STIFIMO, run by the Ministry of Science and Technology. The Finnish support to STIFIMO, however, was not in the area of higher education but in the area of Science and Technology only.

The Finnish Country Strategy 2014-2017 ended earlier than planned and was replaced by the Country Strategy 2016-2019, though the key areas of cooperation were maintained. In this period, Finland’s support to FASE was consolidated. The Country Strategy for 2016-2019 was later expanded with another year covering the period 2016-2020. The strategy for this period included an impact area on achieving the right to inclusive, effective and efficient education. Outcome 1 of this impact area aimed at improved learning at the primary school level and contained outputs on improved school management and teacher performance, and expansion of bilingual education. Outcome 2 of this impact area aimed at increased equity, gender equality, and inclusion in primary education had outputs on the operationalization of a gender strategy, an inclusive Education Management Information System (EMIS) and decrease of regional disparities. The policy dialogue goals in the country strategy for 2016-2020 were related to all the outcomes and outputs.

Finland’s current Country Programme for 2021-2024 emphasises resource sharing, inclusiveness, equity and accountability. It has two key areas: 1) increased equity and resilience and 2) a more efficient and inclusive education system that provides all boys and girls with better learning in primary and secondary education. The second impact area on education is linked to Finland’s Country Strategy for Mozambique⁴ and its strategic goals of a) Finland invests in youth and gender equality, b) Finland contributes to building stronger institutions to foster equity and resilience and c) Finland contributes to peacebuilding and conflict prevention. More specifically, the second impact area includes three outcomes. Outcome 2.1. is on improved girls’ retention and school completion, with related outputs on school availability and resilience; reduced gender-based violence in schools; the improved capacities of students and teachers on sexual and reproductive health and rights; and better gender balance among teachers. Having all girls complete primary and secondary education requires major improvements in the realisation of girls’ sexual and reproductive health and rights as well as in the reduction of gender-based violence. This is linked with efforts to reduce regional disparities in education service delivery. Outcome 2.2. is on improving the performance of teachers and school principals with outputs on teacher graduates’ skills to teach in monolingual, bilingual and inclusive classes; teachers and school principals’ continuous in-service training; and provision of adequate and sufficient teaching materials for learning. The third outcome of strengthened school-level accountability includes outputs on strengthened school supervision and schools meeting quality standards. Policy dialogue goals have been aligned with the previous country programme and are currently under review. The impact areas are interlinked, with progress in resilience and equity contributing to education (cf. Finland’s Country Programme in Mozambique).

Finland has supported the education sector in Mozambique since 1998, before the joint sector support fund FASE was launched in 2002. In that year, Finland signed the first MoU for support to the FASE.⁵ However, from 2009 onwards, the Finnish support to the education sector was mainly channelled through FASE. Therefore, in the period under review in this evaluation (2014-2022), FASE constitutes the core subject of research. FASE has also been the main aid instrument

⁴ Finland’s strategic goals are set out in Country Strategies that are prepared to guide Finland’s diverse cooperation with its most important partner countries (alignment with Finland’s foreign and security policy and Africa Strategy). NB. It is only since 2021 that there are both country strategies and programmes for the most important partner countries. Before 2021 the country programmes were called country strategies.

⁵ See: Mokoro & Indufur Oy, 2016. Evaluation of Finland’s Development Cooperation Country Strategies and Country Strategy Modality.

of many other international Development Partners (DPs) supporting the education sector. The Government of Mozambique (GoM) sees it as the most effective funding mechanism to support the sector's priorities as it reduces the transaction cost of coordinating with numerous agencies supporting the education sector and aligns support with the education sector priorities.

The FASE supports the implementation of the Education Strategic Plan, particularly in primary and secondary education and includes a wide array of related interventions from schoolbooks and school construction to teacher training and administrative and institutional development. FASE covers all provinces of Mozambique. It has a comprehensive mechanism for sector dialogue and financial management, and no specific geographic or sectoral earmarking is applied in the fund, as FASE is the instrument to support MINEDH's education strategy.⁶ Its donors have a Troika for leadership in dialogue where Finland has been a member and chair for several rounds since 2014: Member in April 2014 – April 2017 and April 2019 - December 2022, and chair in 2015-2016 and 2020-2021. Finland is currently the co-chair of the teacher training working group and a member in the Primary Education, Administrative and Institutional Development, and Gender working groups, as well as in a Textbook and a Monitoring, Evaluation and Learning taskforces (since 2023). During its Troika Presidency 2020-2021, when the classroom construction programmes needed special attention, Finland participated in the school infrastructure working group. In past years, Finland has also had leadership in, e.g., the primary education working group and, within the period 2014-2017, a special sub-working group on bilingual education.

FASE has had a new Memorandum of Understanding (MoU) since 2021. It is much more comprehensive than the previous one, with a stronger focus on the quality of education, results-based approach and reforms. It also includes an implementation support team for the MINEDH to improve technical assistance, strengthen staff capacity and accelerate implementation and budget execution by the ministry across all programmes.

Since 2021, FASE has included a World Bank and GPE-funded MozLearning programme that focuses on improving the learning and empowerment of girls (299 M USD 2021-25). It differentiates from the other, relatively flexible funding in FASE with its strong earmarking and performance-based approach. This has changed the dynamics within FASE and in related planning and overall discussions. Other recent changes include the entry of France (AFD), the EU and USAID in FASE, as well as the phasing out of German support to FASE in 2023.

From 2014 to 2019, Finland's education sector support went entirely to FASE. More recently, since 2020, Finland has also funded COACH (*Aprender mais*), a World Bank pilot project implemented with the government to improve in-service teacher training and teacher materials and, through that, student learning on 1st-3rd grades in two provinces, Niassa and Manica. There are also education-related projects financed by different instruments that complement the Finnish bilateral support. For example, a Theory-Practice Balance in Teacher Education (TEPATE) improving teacher trainers' pedagogical skills at the secondary education level is financed through the Higher Education Institutional Cooperation (HEI-ICI) instrument administered by the Finnish National Agency for Education (EDUFI), coordinated by Jyväskylä University of Applied Sciences (JAMK) and implemented with the University of Lapland, Pedagogical University of Maputo and Instituto Superior de Educação e Tecnologia - One World. Also, UFF Finland has received CSO project support from MFA's Unit for Civil Society (KEO-30) for improving teaching quality and inclusion in Mozambican primary schools, partnering with Development Aid from People to People (ADPP), a Mozambican CSO.

1.3 Purpose, objectives and scope of evaluation

This evaluation fills the strategic information sought by the Finnish MFA/ALI-30 and the Embassy of Finland in Mozambique (EFM) to understand the extent to which Finland's support has succeeded in the education sector and how to best move forward. The evaluation is both formative and summative, and it is particularly important because Finland's education sector support in Mozambique is the biggest country-level bilateral education investment for Finland and one of the longest ongoing bilateral support relations of the Finnish Government.

⁶ This principle of non-earmarking, to some extent was changed with the introduction of the MozLearning programme that started in 2021, where a focus on girls' education was applied, though without specific geographic earmarking. See also further below.

The evaluation also serves MFA internal purposes, intending to support the re-thinking around the next country programme and its education component. However, after the submission of this draft evaluation report on December 29th, 2023, although not related to the results presented in this evaluation, the Finnish Government on January 18th, 2024 announced that the Country Programme with Mozambique will be discontinued after 2024 and bilateral cooperation with the GoM will end. Due to this decision, the purpose to inform future country cooperation programming has become obsolete, though lessons learned during the previous programming periods are likely to be relevant for Finnish education support programming in other Finnish partner countries and at multilateral level. To serve this purpose, the evaluation results will also be shared with the government of Mozambique and other local and international education sector partners in Mozambique.

Objectives of the evaluation:

- Assess the relevance, coherence, efficiency, effectiveness, system-level impact of the education system at the central and decentral level, and sustainability of Finland's education sector support in Mozambique since 2014;
- Analyse and assess the **quality of dialogue and alignment** of Finnish support with the Government of Mozambique (GoM) and other donors in FASE and to understand specific contributions of Finland to policy-level and strategic developments and changes in the education sector in Mozambique since 2014; and to
- Provide **recommendations and guidance** for future activities, support and programming to boost further sustained impact in the development of the education sector⁷.

Evaluation scope

The scope of the evaluation covers Finland's bilateral country programme-related education sector support (financing and policy dialogue) in Mozambique, with a period of 2014-2022 (covering the current and previous two country programmes of Finnish support to Mozambique). Programmatically, the evaluation covers Finland's support, particularly to FASE and 'Aprender mais' project.

Support through Finnish Non-Governmental Organisations (NGOs) and Higher Education institutions is looked at more lightly from a coherence and complementarity perspective. Human rights and crosscutting issues (gender equality, non-discrimination and climate resilience) are considered throughout the analysis.

System-level impacts in the education sector are also analysed, particularly the central Government of Mozambique's planning and implementation of its education sector budget in improvements and reforms at the central and decentral levels. Looking at the effects and impact on rights holders in the education sector is, therefore, beyond the scope of this evaluation.

Users of the evaluation

Primary stakeholders and direct users of this evaluation are:

- The Finnish Government: Ministry for Foreign Affairs (MFA)
- Mozambique's Ministry of Education and Human Development (MINEDH)

Indirect users of this evaluation are:

- FASE Members
- The Finnish Government: Finnish Ministry of Education and Culture
- The World Bank staff responsible for *Aprender Mais*
- Finnish Civil Society Organisations (CSOs) active in the education sector and their Mozambican partners
- Education sector supporting institutions
- Education sector delivery institutions

The evaluation involved these direct and indirect users in the different stages of the evaluation process.

⁷ With the announcement of discontinuation of the Mozambique Country Programme, recommendations made in this evaluation were adapted to reflect the new situation.

1.4 Evaluation criteria and questions

The ToR (presented in **Annex 1**) of this evaluation presents the following evaluation criteria:

1. **Relevance:** How well has Finnish support to the education sector in Mozambique been aligned with the policy priorities of Finnish and Mozambican Governments and to specific needs of duty-bearers and rights holders in Mozambique?
2. **Coherence:** What has been the complementarity and consistency in Finland's contributions to education sector dialogue with other FASE supporting partners and alignment and synergy in dialogue and support initiatives among the FASE supporting partners?
3. **Effectiveness and Efficiency:** To which development and crosscutting policy priorities in the education sector has Finland contributed and how is this contribution recognised and appreciated by the national and international stakeholders in the Mozambican education sector?
4. **Impact and Sustainability:** What have been key changes in Mozambican's education sector at central, provincial and local levels, where stakeholders have identified and confirmed specific contributions and influence of FASE support and its partners, and in particular Finland?

The four evaluation criteria were operationalised into 16 sub-questions, two or three for each criterion. A set of pointers, criteria and indicators for the evaluators' assessment were developed for each sub-question. The questions, sub-questions and judgement criteria are included in the evaluation matrix presented in **Annex 4**.

2 Evaluation approach and methodology

2.1 Evaluation approach

This evaluation approach has followed the following principles:

Theory-Based Evaluation: Finland's education sector support strategy is based on a Theory of Change (ToC) that was developed for the period 2021-2024 (**Annex 5**). During the evaluation process, this ToC was reconstructed in a participatory process with MINEDH, the Embassy of Finland in Mozambique and MFA/ALI-30 representatives. The reconstructed ToC and its assumptions have served as the basis for this theory-driven evaluation (see chapter 3).

Inclusion of political economy-related aspects of education reform and programming: the GoM's commitment and capacity to invest in its education sector (and priorities within this sector) depend on a range of factors that are related to Mozambique's social-economic development trajectory over the past decades and its national and international political constellations. These aspects were duly considered in the analysis of developments and results obtained in Finland's support to the education sector in Mozambique.

Participatory and iterative process: The participatory involvement of key stakeholders was secured during different moments of the evaluation process. During the inception phase, a meeting was organised to discuss the design and development of an inception report. The fieldwork briefing and debriefing meetings were realised with MINEDH, MFA/ALI-30 and the Embassy of Finland in Mozambique. Preliminary findings of the evaluation were shared so feedback from these stakeholders could be included in this evaluation report.

Application of mixed methods: To ensure that the complexity of Finnish sectoral support over a long period is grasped, a mixed-methods approach was applied, combining quantitative and qualitative research methods and instruments (see section 2.2 below.) Systematic attention was given to the Finnish human rights-based approach and crosscutting objectives, notably gender equality.

Forward-looking perspective and utility focus: This evaluation feeds into thinking about the continuation of Finnish support to the education sector in Mozambique and develops ideas on possible alternative approaches and instruments that may be considered for the future. This reflection may take place in the broader context of support provided by Finland to education at the global level, which was recently reviewed in a comprehensive evaluation (Particip/NIRAS,

2023. Right to Education, Right to Learn – Finland’s Development Cooperation in the Education Sector). With the announcement of discontinuation of the Mozambique Country Programme, original recommendations made in this evaluation were adapted to reflect the new situation, although the findings and conclusions based on the evaluation research, conducted in 2023, were not revised.

2.2 Data collection methods

Specific methods and tools for data collection and analysis were used during the research phase of this evaluation:

- **Workshops for a participatory reconstruction of the Theory of Change;**
- **Desk study and review of documents and digital information sources (Annex 3),** including other evaluations of Finnish education sector support (Annex 11);
- **Financial analysis of budgets and expenditures** of the GoM in the education sector in the period 2014-2022 (see Section 4.3 and Annex 8);
- **Review of education statistics** produced by MINEDH and the National Institute of Statistics (INE). The analysis of statistical data is included in Section 4.4 and Annex 10;
- **Key Informant Interviews (KIIs):** 65 KIIs were conducted with various stakeholder groups. The Key Informants interviewed during the evaluation process are listed in Annex 2 of this report.
- **E-mail questionnaire:** A questionnaire was distributed among the provincial chiefs of planning of MINEDH to obtain perspectives from the decentral level on the support provided by FASE to MINEDH (Annex 9). 4 provincial chiefs of planning replied to the questionnaire, and their feedback was considered in cross-checking of evaluation findings.
- **Participation in FASE joint monitoring visits in the Province of Maputo:** This research method was not planned during the inception phase, and as the evaluation team field visit coincided with the FASE monitoring visits, these monitoring visits were used as an additional data collection tool;
- **Network, partnerships and relations mapping** in the education sector. The stakeholder mapping and analysis of interests of different partners in FASE is presented in Section 4.1. of this report;
- **Contribution analysis** on three key outcomes to which Finland has claimed contributions (see Annex 7);
- **Debriefing and validation meeting:** At the end of the data-collection phase, a digital meeting with the primary evaluation stakeholders was realised on October 30th, 2023, to discuss preliminary findings and emerging conclusions of the evaluation process.

Further details on evaluation methods, including data collection tools, are provided in Annex 6.

2.3 Limitations

Table 1 presents the main limitations and mitigation actions taken to minimise their impact.

Table 1. Limitations faced during the evaluation and respective mitigation measures.

Limitation	Mitigation measures
The availability of specific stakeholders and key informants during the fieldwork of this evaluation was challenged (due to the joint monitoring mission of FASE happening in different provinces of Mozambique).	During the evaluation field visit to Mozambique from October 23 rd -28 th , 2023, many key informants were unavailable for interviews with the evaluation team. Instead, the evaluators have participated in joint FASE monitoring visits to obtain data on decentral level FASE-supported actions at the provincial level in Maputo and in Boane, Matola and Manhiça districts. During these visits, interviews were conducted with other participating partners in FASE and with MINEDH staff at the national, provincial and district levels. Additional interviews were done with school principals and staff at primary and secondary schools and Teacher Training Centres in Matola and Manhiça. KIIs that could not be realised during the field visit to Mozambique were conducted online over an extended period until the end of November 2023. Almost all planned KIIs were conducted, except for smaller FASE partners and some MINEDH staff. These KIIs were replaced with others to ensure that the number of KIIs realised complied with planning.
Low response rate of provincial chiefs of planning of MINEDH to	An email survey (both with an online link and the possibility for response by replying to the email) was realised among provincial planning chiefs of MINEDH. From the 11 provinces, only 4 responses were obtained. Despite a second attempt to solicit more responses, no additional replies were obtained.

the evaluation's email questionnaire.	This was insufficient to include a comprehensive analysis of feedback from provincial planning chiefs, though their responses were used in cross-checking evaluation findings.
Limited and late access to EMIS data, particularly at disaggregated data	The evaluation team has struggled to acquire all data required to analyse key EMIS and statistical data in this report. Disaggregated data at provincial level were particularly difficult to obtain. As a result, the analysis section of education statistics and the respective annex are focusing on a smaller number of data than originally planned, though including the key data relevant to analyse developments along the outcome areas in the Finnish Country Programme Theory of Change. The findings of this evaluation include observations on limitations in data provision and analysis in EMIS.
Limited access to disaggregated financial data for WB and GPE support to FASE	The FASE audited annual accounts don't specify the separate contributions of WB and GPE. At the same time, the share of GPE funding managed by WB in its support to the MozLearning component, is substantial. No data on the annual GPE and WB contributions to FASE since 2021 are available. These are combined and presented as WB/GPE contributions.

3 Review of the Theory of Change

3.1 Rationale and Theory of Change behind Finnish support to the Education Sector in Mozambique

The three programming periods of Finnish cooperation with Mozambique under review in this evaluation included the following key objectives and priority outcomes as specified in **Table 2**.

Table 2: Key development outcomes specified in Finnish Cooperation programming with Mozambique (2014-2024)

Country Strategy for Development Cooperation with Mozambique 2014-2017	Country Strategy for Development Cooperation with Mozambique 2016-2019	Country Programme for Development Cooperation Mozambique 2021-2024
<ol style="list-style-type: none"> 1. Increased production and productivity of agriculture and fisheries 2. Human and social development (including education and science and technology) 3. Good governance, macro-economic policies and public financial management 	<ol style="list-style-type: none"> 1. Right to inclusive, effective and efficient education achieved 2. Consolidated democratic state with strengthened rule of law, good governance and decentralisation 3. Chronic malnutrition reduced among rural households in Zambezia and Sofala Provinces 	<ol style="list-style-type: none"> 1. Key institutions enhance equity and resilience 2. Better learning outcomes for all boys and girls in primary and secondary education

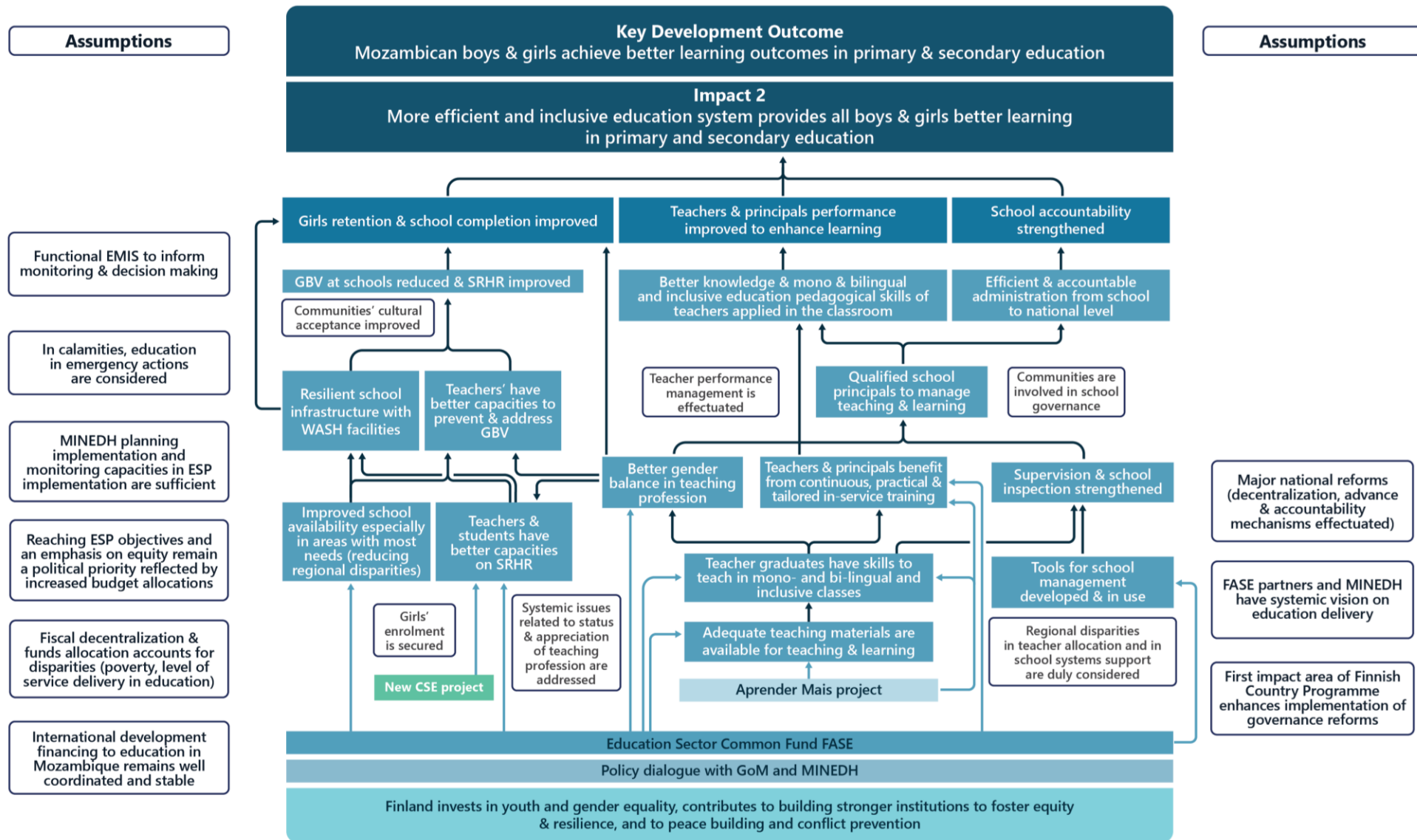
Source: Finnish Country programmes and strategies for 2014-2017, 2016-2019, 2021-2024)

Throughout the three programming periods, the education sector had featured prominently in the Finnish cooperation frameworks, particularly from 2016 onwards, when it was spelled out as its own separate impact and outcome area. In the period 2014-2017, the attention of Finland in human and social development included higher education and science and technology. Since the cooperation strategy of 2016-2019, Finland has focused more on primary and secondary education.

During the inception and research phase of this evaluation, the key stakeholders (MINEDH, MFA/ALI-30 and the EFM) and the evaluation team have reviewed the ToC for the education sector support that features in the current country programme of 2021-2024. This review resulted in the reconstruction of the ToC and the identification of several assumptions that have further guided the evaluation process. In the reconstruction process, various actions and result areas that featured in previous education strategies were incorporated. Pathways of change were specified to illustrate specific change processes and cross-cutting relations between these change processes. The original ToC from the Country Programme 2021-2024 is presented in **Annex 5**.

Figure 1 shows that the longer-term impact pursued by Finland in its support to the education sector in Mozambique has been to achieve "better learning outcomes for Mozambican boys and girls in primary and secondary education".

Figure 1. Reconstruction of the Theory of Change of Finnish Education Sector Support to Mozambique (2014-2024)



Source: Theory of Change reconstruction workshop conducted in Maputo with MINEDH and EFM stakeholders, 2023, based on the ToC in the Country Programme for Development Cooperation Mozambique 2021-2024.

More specifically, under the education sector impact area, it was specified that a “*more efficient and inclusive education system should produce better learning outcomes for all boys and girls in primary and secondary education*”. This more specific impact in the education sector illustrates that Finland’s strategy to achieve better learning outcomes is providing support to Mozambique’s national education system and the National Education Strategies (NES) of the Ministry of Education and Human Development (MINEDH) and not through supporting direct interventions.

Three key support modalities are illustrated at the bottom of the ToC diagram: Finland’s policy dialogue and technical assistance in education, the support to FASE and the support to the *Aprender Mais* pilot project focusing on teacher education. Three specific outcome areas are specified to contribute to these higher-level changes aspired by Finland in the education sector. The first outcome area (on the left-hand side of the figure) focuses on **improving girls’ retention and school completion**. Two specific change drivers are specified under this outcome: a) improving the availability of education facilities and the quality of these facilities, with specific attention to Water, Sanitation and Hygiene (WASH); and b) increasing attention to Sexual and Reproductive Health and Rights (SRHR) and Gender Based Violence (GBV) in teaching and learning of both teachers and pupils in primary and secondary education.

While inclusion aspects under this outcome area mainly focus on girls, other inclusion aspects are also considered, such as providing bilingual education and providing special support to reduce disparities in access to education, targeting provinces with most people in need and providing attention to situations of calamities (cyclones, climate change) or conflict. Attention to inclusion was also addressed with teachers, by improving gender balance in the teaching profession as a specific step in the change process to contribute to girls’ retention and school completion. In the diagram, this specific step to improve gender balance in the teaching process is placed not only under the outcome of girls’ retention but also under the second outcome area of the diagram: improvement of teacher performance. That is because gender balance in the teaching profession depends to a large extent on the recruitment and training of teachers, which is also an element of the second outcome area of teacher development in Finland’s ToC.

The second outcome area (in the centre of the figure) relates to **improving teachers’ and principals’ performance to enhance learning**. In the reconstruction process of the ToC, it was observed that the original focus on teachers alone was limited and that it is also important to consider principals’ performance and their role in improving teacher performance. With this introduction of principals’ performance, an explicit link is established with the third pathway of change, which addresses school and education systems and governance. Specific steps that contribute to better teachers’ and principals’ performance include improving pre- and in-service teacher training, improving and distributing teaching and learning materials, and improving gender balance in the teaching profession. In the area of teacher training, Finland has decided to grant additional project support for teacher training through the WB’s *Aprender Mais* project. Additional Finnish interventions under the HEI-ICI (HY+ and University of Lapland, cooperating with the Pedagogical University of Mozambique) and the CSO support (UFF cooperating with ADPP) programmes complement the support of the Finnish Government in the area of teacher training.

A third outcome area (right-hand side of the picture) is focusing on **strengthening governance and accountability of schools and the education system**. This pathway of change includes some steps in providing capacity development for school management and ensuring monitoring and inspection of education delivery. A key focus group is the school principals, who are responsible for proper school management. At the same time, the school principals’ capacities link with the second pathway of change to improve teachers’ performance.

While the revised ToC of the education support in the Mozambique country programme 2021-2024 (**Annex 5**) presents the outcomes, pathways and specific steps of its education sector in separate parallel columns, this reconstruction is an attempt to show horizontal and diagonal linkages between these pathways, illustrated by the arrows in **Figure 1**. The blue arrows show the specific actions to which Finland is providing support through policy dialogue, FASE and *Aprender Mais*. The black arrows show the most important subsequent causal links in pathways of change.

The reconstructed ToC diagram does not present a complete picture of all interventions and steps that are relevant for achieving impact in improved learning outcomes for boys and girls. Instead, it brings the actions on which Finland has

been focusing its attention. Therefore, the diagram should be considered a schematic and simplified visualisation of reality. The second step in the reconstruction of the ToC was to identify assumptions that are relevant to consider in the analysis of the contribution and effectiveness of actions of Finland in producing the outcome and impact levels of the ToC. These assumptions are briefly discussed in the Section 3.2 below and they will inform the analysis of findings in Chapter 5.

3.2 Critical assumptions identified in the ToC of Finnish Support to Education in Mozambique

3.2.1 Generic assumptions

On education delivery in general

Functional EMIS to inform planning & decision making

The EMIS function in MINEDH is established and provides regular data on access, enrolment and retention of students throughout their general education. However, most of the EMIS data are focused on the access aspect and much less on the quality of education or inclusion aspects. The capacity to analyse EMIS and education statistics exists, though there are challenges in analysing and interpreting data on the quality of education and differential quality aspects for different target groups. At provincial and district level, the capacity for analysing and interpreting EMIS data for decision making is not that well developed. The lack of data on qualitative aspects and limited capacity for analysis limit the capacity to analyse causes of inclusion aspects and girls' progress in education. *This assumption in the ToC is not met.*

Education in Emergency actions are considered in calamity situations

The emergencies in the country are considered in specific actions of MINEDH to support education in emergency situations of extreme events and conflicts. MINEDH has mobilised school feeding support especially to conflict and disaster situations (cyclones). In FASE, GPE has provided earmarked support through UNICEF to address COVID-19 recovery actions. *This assumption in the ToC is largely met, though with financial constraints.*

MINEDH planning, implementation and monitoring capacities in ESP implementation are sufficient

MINEDH's capacities are limited and have caused delays in deploying FASE budgets to education delivery on the ground. In light of the decentralisation process in Mozambique, capacity challenges, at central and decentral, although frequently discussed and with technical assistance provided by the FASE-partners, are not sufficiently met. In FASE, capacity development was systematically on the agenda of working groups, though in spite of this attention, capacity constraints in implementing and monitoring subsequent ESPs has remained limited in recent years. *This assumption is not met.*

Reaching ESP objectives & emphasis on equity are a political priority reflected by increased budget allocations

MINEDH, in its education policy and strategy, is providing substantial and systematic support to girls' retention and progress in education and other inclusion aspects. Bilingual education depends considerably on additional project support from different development partners. Budget allocation has mainly focused on access to education and less on quality and inclusion of education. *This assumption is partially met.*

Fiscal decentralization & funds-allocation account for disparities (poverty, level of service delivery in education)

FASE funds have been distributed in line with population development patterns and trends at the provincial level and, to some extent, have included regional disparities by allocating relatively more resources to central and northern Mozambique, though capacity constraints regularly cause delays in transfers. Specific (pockets) of poverty and vulnerability aspects are not considered in allocation from FASE's budget. However, specific targeted interventions to address disparities were considered in additional projects and partnerships. In school feeding, weather events and conflict-prone areas are considered, though the reach of these interventions among students is limited. *This assumption is largely met.*

International development financing for education in Mozambique remains well-coordinated and stable

The pledging of international development partners' funds to the Mozambican Education Sector shows a gradually declining trend, though the number of international partners in FASE is relatively stable. Some key partners are committed to providing support for the coming years, although some at a lower level. This reduction in pledging of

funds is a reason for concern, considering the huge needs in the education sector. Coordination among FASE partners is well established and functional, and other partners that are outside FASE also participate in FASE working groups. *This assumption is largely met.*

On education system and governance

Major national reforms (decentralization, monitoring & accountability mechanisms) effectuated

The education sector is included in the GoM's decentralisation efforts, and the structure of MINEDH is well spread across the country up to the district level. The capacities of provincial and district-level directorates of MINEDH are not yet sufficiently developed to comply with tasks and responsibilities effectively. Funds constraints and delays in decentralised transfers slow down the implementation of education reforms and limit education delivery. *This assumption is not met.*

FASE partners and MINEDH have a systemic vision for education delivery

Mechanisms for dialogue and technical coordination in FASE are well established, though dialogue and technical assistance are largely compartmentalised. This is also reflected in the functional organisation of the ministry, where different departments all have their own mandate and a tendency to operate in silos. On the other hand, educational policies and strategies show an increase in the systemic vision of educational development. *This assumption is partially met.*

The first impact area of the Finnish Country Programme enhances the implementation of governance reforms

To achieve changes under the pathway of change of education governance and accountability, the Finnish Country Programme can mobilise extra support and assistance under its first impact area of strengthening institutions. This has only been done to a limited extent, although in 2024 more effort will be made in SRHR in a project to be implemented with UNFPA. *This assumption is partially met.*

3.2.2 Specific Assumptions

On girls' retention

Communities' cultural acceptance of girls' education is improved

Cultural beliefs at the community level are a significant barrier to progress girls' education. Considerable attention is given to this area, and efforts are made to involve parents and communities in school governance and education. CSOs also regularly work on this topic. *This assumption is partially met.*

Girls' enrolment is secured

Girls' enrolment in primary and secondary education has improved significantly over the past years, although girls' retention and completion in secondary education are still not developing as desired. *This assumption is largely met.*

On teacher performance

Systemic issues related to the status & appreciation of the teaching profession are addressed

The teacher profession is generally appreciated in society, and the interest of students in pedagogical training exists. Working conditions for teachers, particularly in rural and remote areas, are not favourable. Women are not yet equally represented in the teacher labour force, particularly at the secondary school level and in school management. *This assumption is partially met.*

On School governance and teacher performance

Teacher performance management is effectuated

To improve teacher compliance and the quality of teaching in the classroom, systematic attention to teacher performance management is required. While in teacher training, attention to teaching competencies is given, less reference is made to the management of competencies on the job. The role of school principals in teacher performance management is important. In the ToC, the role of school principals was not specified. *This assumption is not met.*

Regional disparities in teacher allocation and school systems support are duly considered (in infrastructure and enrolment of pupils)

The provincial allocations in FASE show that regional disparities are considered. And specific regional challenges (extreme weather and conflict, among others) are recognised and considered in the ESP. *This assumption is partially met.*

On school governance

Communities are involved in school governance

Attention to parents' and community involvement is considered in school management. CSOs are regularly working with communities to strengthen their participation. Cultural patterns and poverty at the community level are often decisive inhibiting factors for effective involvement, though efforts are generally made. *This assumption is partially met.*

Considering the assumptions in the ToC, it can be observed that many of these assumptions are, at least to some extent, considered in education policies, strategies and implementation, and political will and commitment exist to take actions to ensure that these assumptions are not posing substantial barriers against making progress in achieving outcome changes in the ToC. However, funding and capacity constraints remain substantial, and most assumptions require further attention in designing and implementing interventions to implement policy priorities.

The following assumptions pose considerable constraints in achieving progress under the pathways of change in the Finnish country programme 2021-2024. These constraints will be further considered in the analysis of findings in Chapter 5:

- EMIS is not yet sufficiently developed and used to inform decision-making and planning of interventions;
- Organisation capacities of MINEDH in planning, implementation and monitoring of ESP implementation at central and decentral levels are currently not sufficiently developed;
- Major national reforms (decentralization, monitoring & accountability mechanisms) are ongoing, though devolution of tasks and responsibilities and related capacities and funds to decentral entities has not yet sufficiently materialised;
- While attention to the development of teachers' competencies has increased, effective monitoring and assessment of teachers' performance in teaching does not yet receive sufficient attention to allow effective teacher competency management.

4 Key developments and results of Finnish Support to Education in Mozambique

4.1 Stakeholder mapping

The primary stakeholders are situated around the two key support modalities used by Finland to support the education sector in Mozambique: The multi-donor education sector support fund FASE and the '*Aprender Mais*' pilot project.

Finland, in 2023, is one of 10 donors of FASE and one of the 13 donors that have supported FASE since 2014. Finland, after Germany, is the second largest bilateral donor of FASE, while the WB is the most important multilateral donor. Germany, in 2023, is phasing out of FASE, while the EU, in the same year, is phasing in. USAID and AFD have joined the fund since 2022.

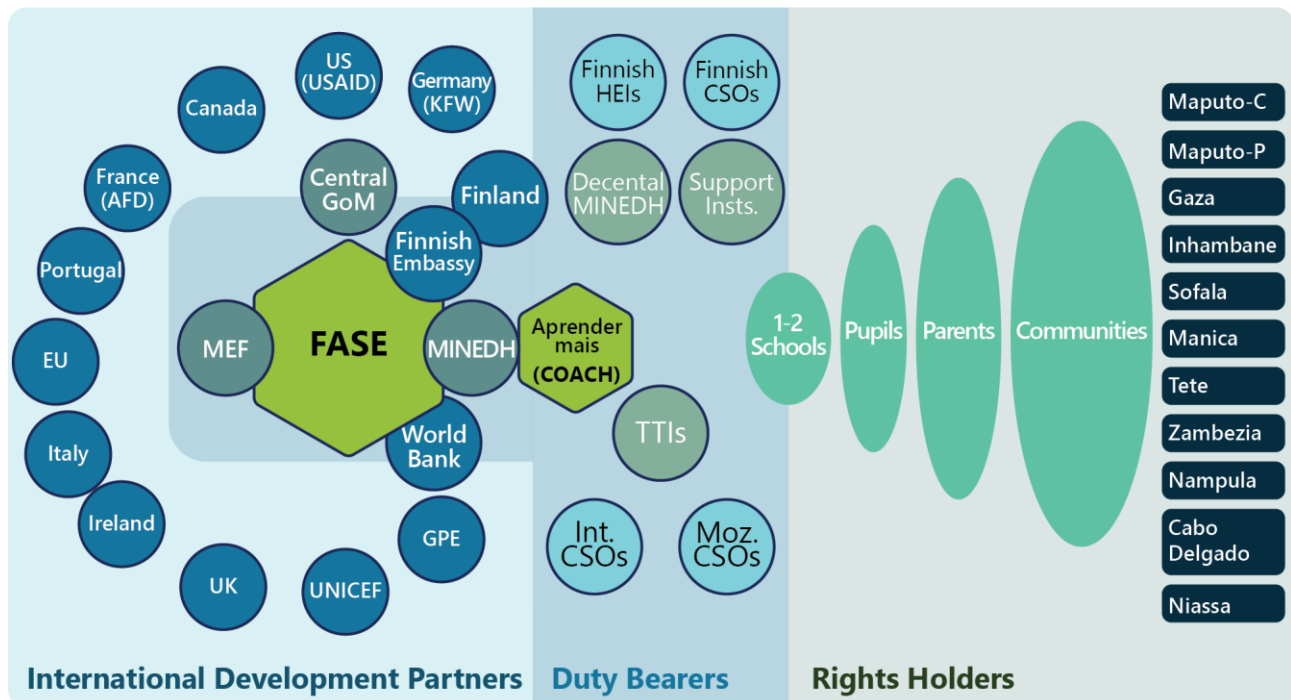
The Finnish support to *Aprender Mais* in Mozambique is provided in the framework of the WB's international COACH programme, to which Finland also provides support at the international level. Finland is the only specific donor to COACH implementation in Mozambique, currently in the format of a pilot project that will end towards the end of 2024.

The key stakeholders are illustrated in the stakeholder map presented in **Figure 2**. In the first circle of directly involved partners, the figure presents the Governments of Finland and Mozambique as key policy-level stakeholders and the Ministry of Economy and Finance (MEF) as the key partner in channelling the international resources to FASE through SISTAFE. All these partners are presented in the left-hand blue side of the figure.

In FASE and *Aprender Mais* activities and projects, duty bearers in the education sector play an essential role in implementing and supporting actions in education delivery to rights holders. Important actors are MINEDH, at the central

level, and its provincial delegations, being responsible for the education delivery to rights holders. Many support institutions are also relevant in this group, such as the national (Pedagogical University of Maputo) and the provincial Teacher Training Centres (Institutos de Formação de Professores) and CSOs active in the education sector: international CSOs and Finnish Higher Education partners that support their Mozambican partners in improving the quality of education, including the quality of teacher’s education. These duty-bearers’ institutions are presented in the centre of the stakeholder map.

Figure 2: Stakeholder map of Finnish Education Sector Support to Mozambique



Legend: TTIs=Teacher Training Institutes, CSO=Civil Society Organisations, HEI=Higher Education Institutes

On the right-hand side of the picture, the rights-holders in the education sector in all provinces of Mozambique are presented. The ultimate rights-holders, the Mozambican citizens and communities, are reached through a chain of actors in the education sector, starting with primary and secondary schools (and their teachers) that provide education. In the framework of this evaluation, the school level is seen on the border-line of duty-bearers and rights-holders. At the level of education delivery, schools act as duty-bearers, but within the education system, they can also be seen as right-holders at the lowest implementation level of the education system, dependent on political, technical and financial support from higher levels of the education system.

4.2 Key stakeholders’ interests in the Education Sector in Mozambique over time

Both the **Ministry for Foreign Affairs’ Department for Southern and Western Africa (ALI-30)** and the **Embassy of Finland in Mozambique** attach high importance to the education sector support to Mozambique. Education has remained consistently one of the main priority outcome areas throughout the three programming periods in the time frame (2014-2022) of this evaluation. The Finnish support for education in Mozambique has been among the highest investments in Finland’s international development portfolio in the past decade.

Within the education sector in Mozambique, Finland attaches a high value to primary and lower secondary (basic) education before further secondary and higher education, and Technical and Vocational Education and Training (TVET). The first step in improving primary and lower secondary (basic) education is a condition to be able to make further investments in education. The attention to basic education is based on the recognition that Mozambique is still among the poorest Low-Income Developing Countries (LICDs) worldwide and has very limited resources to address wide-spread challenges in basic education provision.

The priorities for the education sector of **the Mozambican Ministry of Education and Human Development** (MINEDH), as clearly laid out in its multi-annual education strategies, are inclusion and equity in access, participation and retention, quality of learning and transparent, participatory, efficient and effective governance. Desk review and Key Informant Interviews (KIIs) conducted in the inception phase further specified specific areas of interest, such as improving teacher education as necessary to improve the quality of education delivery. This priority is now also formalised in the first Teacher Development Policy of the GoM launched in 2022. Other priorities mentioned in KIIs with MINEDH are the improvement of education facilities and infrastructure, didactical materials and more direct support facilities for schools.

FASE is extremely important for MINEDH to implement its education strategy and to reach its strategic outcomes. Within the group of international development partners supporting FASE, Finland is recognised as one of the longest-term and most important partners. The specific technical expertise of Finland in bilingual education and teacher training is recognised by MINEDH, also referring to support given by specific HEI-ICI partners from Finland.

The **Education Sector Support Fund (FASE)** provides a significant amount for the Mozambican education sector budget. Historically, FASE has been composed of many fixed and long-term partners, among which WB, Germany, Finland, Ireland and Canada have been among the most constant partners. New partners have come in, such as the EU, France (AFD) and USA (USAID), while other important partners have ceased supporting FASE, already prior to the period under review, such as the Netherlands and the United Kingdom (UK). During the period under review, Italy has ceased its funding to FASE and Germany is currently phasing out its support to FASE, though it will remain active in the education sector with TVET and other specific projects.

In 2021, a new MoU among MINEDH and FASE partners was signed, aligned to the Mozambican Education Sector Strategic Plan for 2020–2029. With the signing of the MoU and the start of MozLearning by WB (with WB and GPE funds), a mechanism of earmarking financial support and Results-Based Management (RBM) principles was introduced, which was for the first time in the history of FASE as a sector-wide support fund.

Dialogue and cooperation among donors and MINEDH in FASE are well established in specific sectoral working groups and the Troika mechanism for coordination of FASE. Finland has repeatedly served as member (April 2014 – April 2017 and April 2019 - December 2022) of the Troika and acted as chair in 2015–2016 and 2020–2021. Finland was the Troika-Chair in 2021 when the current MoU for FASE was prepared. **Table 3** presents the specific working groups and taskforces that have been established in FASE and have been operational since the signing of the new MoU. Finland has been co-leading the priority taskforce on teacher training with MINEDH⁸, in line with Finland’s strategic interest in teacher training.

Table 3. Working groups and task forces in FASE

Education Sector Working Groups	Priority Task Forces	Normal Task Forces
Pre-primary education	Teacher Training	School nutrition
Primary education	School construction and equipment	National Learning Assessment
Secondary education	Human resource development (in 2023: Administrative and Institutional Development)	Gender and equity
Literacy and adult education	COVID-19 response (in 2023: Coordination of Education in Emergencies)	Distance education
	Monitoring of planning and financial management	In 2023: School Books
	In 2023: Monitoring, Evaluation and Learning	

Source: FASE, 2021. Background introduction into education sector partner coordination (PPT), actualised in 2023.

The working groups and task forces function as coordination, dialogue and technical assistance mechanisms. These mechanisms do not only include the FASE partners, but also other partners and civil society organisations that are active in the education sector. As such, these working groups and task forces are also a mechanism to involve and include the voices and perspectives of rights holders in FASE operations.

⁸ Finland and Save the Children co-lead the taskforce in the period July 2021–Nov 2021.

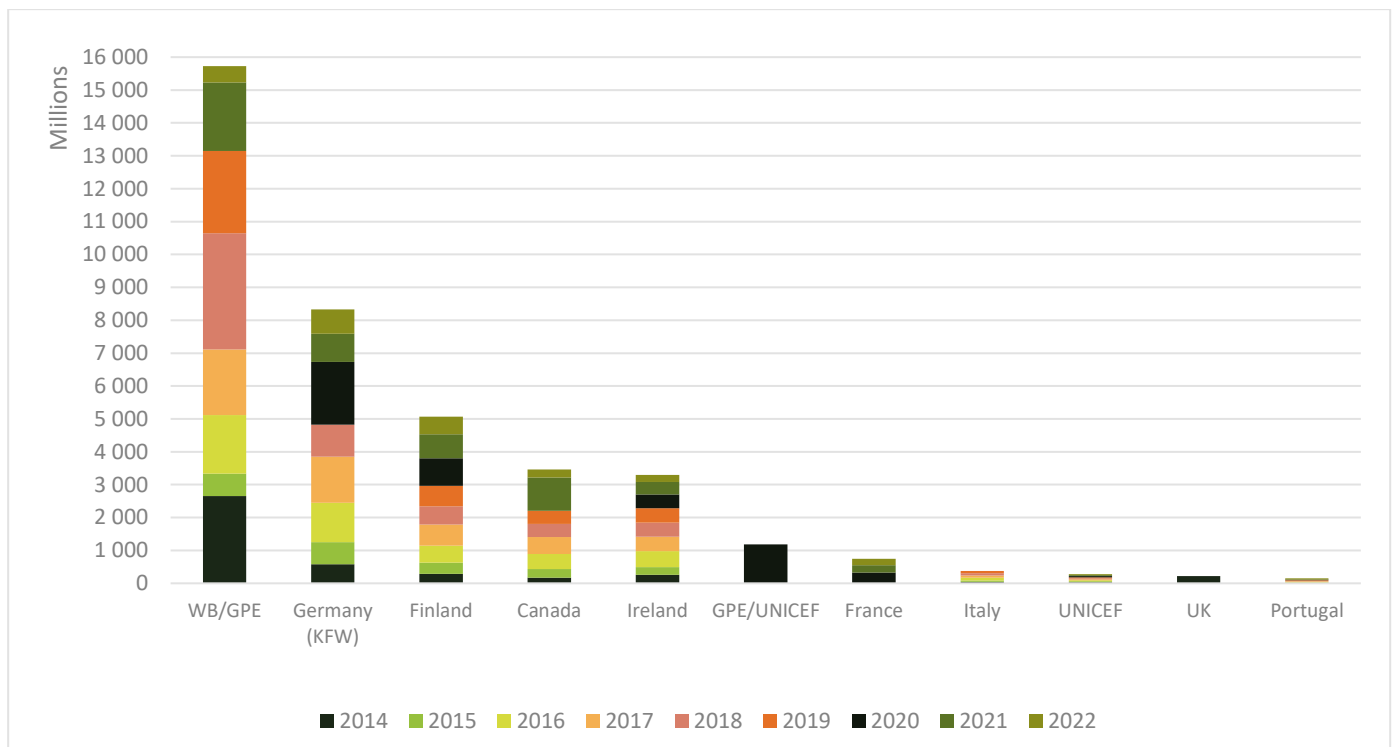
4.3 Developments in Finnish financial contributions to FASE and Aprender Mais (2014-2022)

Audited financial reports of MINEDH covering the entire period of FASE implementation (from 2014 to 2022) were available in the evaluation document-repository.⁹ These were reviewed during the inception phase, and the findings of this analysis are presented in this section. The basic data on which this analysis is based are presented in Annex 8.

Financial disbursements of development partners to FASE (2014-2022)

In this period, 12 international Development Partners (DPs)¹⁰ have been providing financial disbursements to the FASE fund. The distribution of these inputs is provided in Figure 3. The figure shows that WB has been by far the biggest contributor to FASE in the past nine years. In this period, Germany was the second largest and biggest bilateral donor, followed by Finland, Canada and Ireland, all with considerable and consistent contributions. Before 2014, Canada's support to FASE was very substantial, to the extent that in the lifetime of FASE, Canada has contributed more funds to FASE than Finland. In 2021, the Global Partnership for Education (GPE) provided a large contribution to FASE, channelled through the World Bank as grant-managing agency. These funds were channelled to the MozLearning component in FASE. GPE additionally provided special funds for COVID-19 responses in education in 2020, channelled through UNICEF. Contributions from Italy, UNICEF, the UK and Portugal are among the smallest. For the UK, this is mainly related to the fact that it ended its contribution to FASE in 2014. France has started contributing to FASE only since 2021; hence, its contribution is relatively small.

Figure 3. International DP disbursements to FASE account 2014-2022 (in M Meticais).



Source: MINEDH/MF, Financial Statements on FASE 2014-2022.¹¹

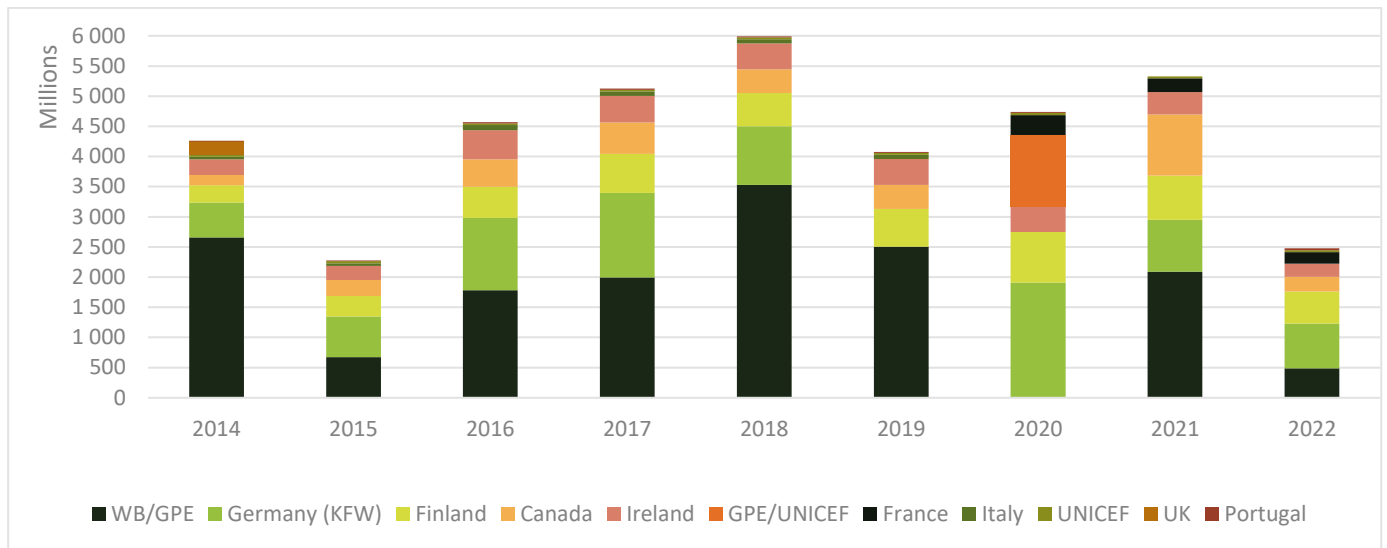
The development of disbursements of development partners to FASE over time is presented in Figure 4.

⁹ While the support of Finland to Mozambique's education sector comprised the long-term commitment of Finland to FASE, more recently this commitment also included financial support to the World Bank's COACH pilot project 'aprender mais' that started in 2021. As this is a specific project funding, it is not subject to the comprehensive analysis of the sectoral support fund to education, FASE, that is presented in this section.

¹⁰ GPE funds were provided to FASE through Grant Managing Partners. This was the case for COVID-19 related funds channelled through UNICEF and GPE funds channelled through WB in the framework of MozLearning. GPE as such is the twelfth partner of FASE.

¹¹ The Global Partnership for Education is not providing funds to the GoM, but it works through grant management agencies. GPE has provided specific funds to COVID-19 recovery responses, through grant management by UNICEF. And GPE is providing longer-term funds to FASE through WB as grant manager. With the start of MozLearning the GPE funds, within the grant-management arrangement with WB, are earmarked to MozLearning.

Figure 4: Annual disbursements International DPs to FASE account 2014-2022 (in M Meticaís).



Source: MINEDH/MF, Financial Statements on FASE 2014-2022.

The annual budget allocations of international DPs have been oscillating between 2 and 6 billion Meticaís. The year with the lowest total contribution was 2015, and the year with the highest contribution was 2018. FASE disbursements oscillate annually due to the timing of transfers of contributions of the different FASE partners, causing significant variance in FASE liquidity over time.

There is no clear trend of growth or decline over time in the overall contributions to FASE. The average annual total contribution of the DPs over the past 9 years was around 4.3 billion Meticaís, roughly corresponding with 81.2 M€ annually. After the top year, 2018, the contributions in 2019 showed a decline. However, this decline was recovered in 2020 and 2021, with significant contributions from Germany and a one-time contribution by the GPE for COVID-19 recovery actions managed by UNICEF. The year 2022 saw a sharp decline again, with the second-lowest annual total contribution in the entire period. Partners in FASE express concern that this is the start of a declining trend of DP support to FASE in the coming years, which was confirmed in the second semester of 2023, when the Finnish Government decided to decrease committed values in 2023 and 2024 from 7 M € per year to 5 M and 4 M €, respectively.

Table 4 provides a historical overview of all development partners during FASE’s entire period of existence. The amounts in the table are presented in Euros following the exchange rate from 25 August 2023. The table shows that before the period under this evaluation, the World Bank was the most important contributor to FASE. WB is acting as grant manager for GPE, and also invests a significant amount of its own funds in FASE. Before 2014, Germany and Canada were important donors, while the role of Finland before 2014 has been more modest. Considering the entire period of existence of FASE, Canada was the second largest donor, followed by Finland in the third place. After 2014, Canada and Finland have swapped positions in the ranking. Ireland has also been a consistent donor of FASE before and after 2014. The Netherlands, which was among the largest donors of FASE before 2014, has withdrawn its cooperation with Mozambique and was no longer among the donors in the period under review. GPE funds to FASE are allocated to Mozambique through grant agents (World Bank, UNICEF) and through UNESCO outside the context of FASE. Most of the GPE funds are allocated to the MozLearning component since its start in 2021. GPE has committed 140 M USD to MozLearning, with WB contributing 100 M USD, bringing the total funding to MozLearning to 240 M USD.

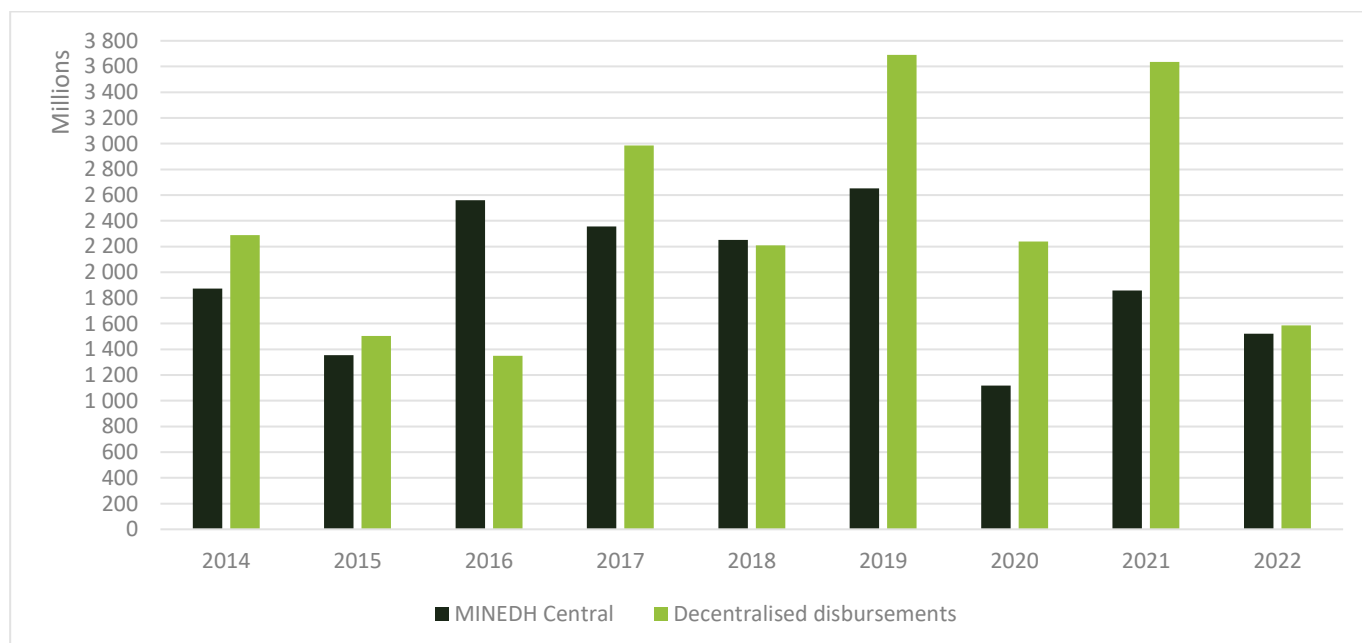
Geographic distribution of FASE disbursements 2014-2022. Figure 5 shows that the central contributions of FASE to MINEDH at the national level have been very important, oscillating between 33% (2020) and 65% (2016) of the total annual budget allocations. In 2016 and 2018, the central budget allocations were more than 50%.

Table 4: Total support of International DPs to FASE (in Euros) 2014-2022.¹²

IDP	2014-2022	prior to 2014	Total
World Bank/GPE	229.510.615	68.512.383	298.022.999
Germany (KfW)	121.606.680	67.141.999	188.748.679
Canada	50.578.772	64.139.009	114.717.781
Finland	73.927.810	27.010.287	100.938.097
Ireland	48.160.424	27.118.652	75.279.076
Netherlands		39.007.728	39.007.728
UK	3.235.333	25.939.297	29.174.630
GPE/UNICEF (COVID-19)	17.307.454		17.307.454
Denmark		11.371.246	11.371.246
France	10.876.734		10.876.734
Italy	5.500.466	1.697.516	7.197.982
EU		6.821.570	6.821.570
UNICEF	4.079.177	2.172.602	6.251.779
Spain	0	5.971.865	5.971.865
Portugal	2.140.672	1.041.703	3.182.374
Belgium		1.796.820	1.796.820
Switzerland		1.146.458	1.146.458
Germany (GTZ)		192.081	192.081
Interest		1.881	1.881
	566.924.136	351.083.096	918.007.232

Source: MINEDH/MF, Financial Statements on FASE 2014-2022. Values in Euro are against the exchange rate of Metical on 25-8-2023. Legend: blue = development partners in previous and current review periods; green = development partners only in the current period of review; and yellow = development partners that ceased to support FASE before 2014.

Figure 5: Annual disbursements to central and decentral level from FASE 2014-2022 (in M Meticais)



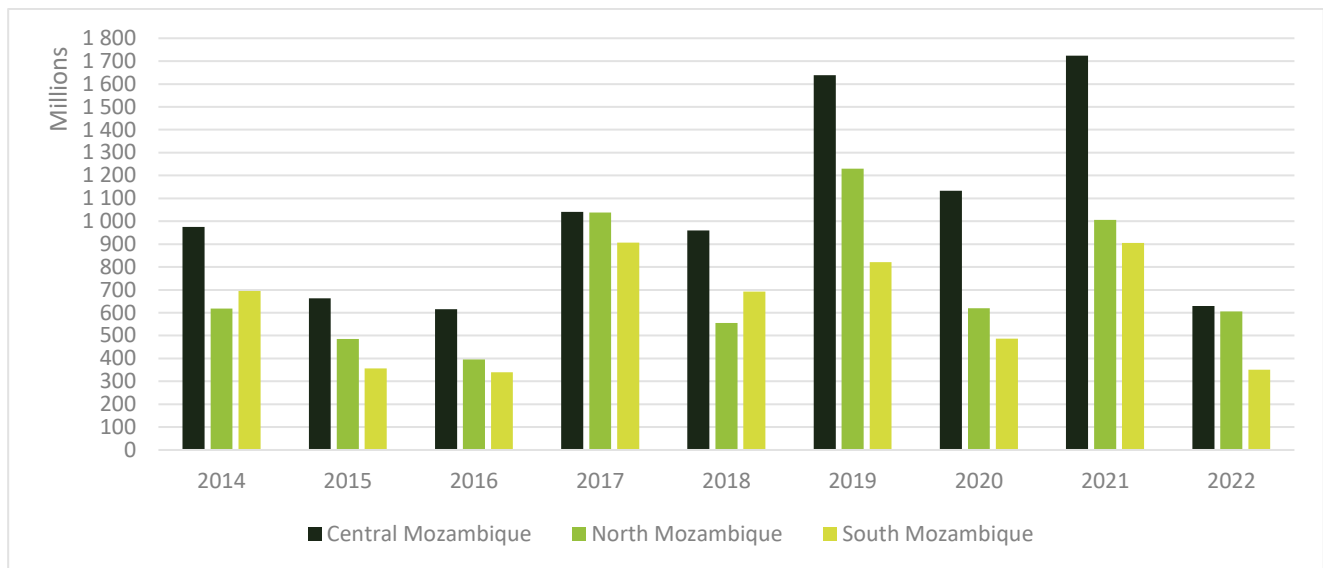
Source: MINEDH/MF, Financial Statements on FASE 2014-2022.

The decentralised budget allocation (Figure 6) shows a clear trend of more budget allocated to the Central and Northern regions in the country. Prioritising education system development and education delivery in these regions corresponds

¹² At the time of the evaluation research no final financial data on 2023 were available, as they need to be conformed in the annual audits of FASE accounts, which only occurs in the first semester of 2024.

to the ESP's strategic objective due to the historically deprived position of these regions vis-à-vis Southern Mozambique.

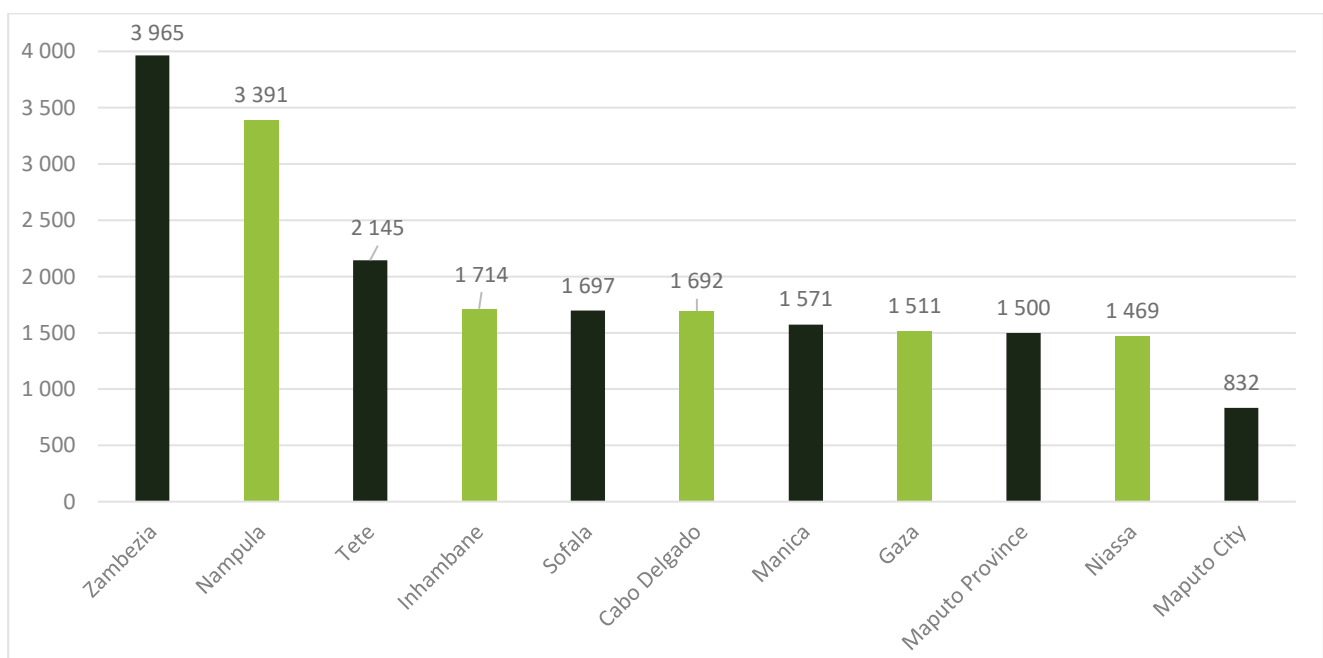
Figure 6: Regional disbursements from FASE account 2014-2022 (in M Meticaís)



Source: MINEDH/MF, Financial Statements on FASE 2014-2022.

The provincial allocation of the FASE budget is illustrated in **Figure 7**. Zambezia (central region) and Nampula (northern region) are the two provinces that have received significantly higher budget allocations than the other provinces. The fact that these provinces are the most densely populated in the country is a primary reason for the higher allocations. Other factors, such as poverty, geographic characteristics and vulnerability to climate change, are relevant but more difficult to quantify. The lowest budget allocation was to Maputo City, which again corresponds to the population size, though at the same time, the scale of Maputo is such that the costs of education delivery and education support are low.

Figure 7. Total provincial disbursements from FASE account 2014-2022 (in Millions of Meticaís).



Source: MINEDH/MF, Financial Statements on FASE 2014-2022.

While this analysis shows the period of 2014-2022 only, the analysis of accounts showed one significant change in education budget allocation before 2014 and after this period. Before 2014, the province of Niassa received significantly more resources and occupied the fourth lowest position in provincial budget allocation, but it stayed in the second lowest position since 2014. The relative position of all other provinces has remained the same.

The evaluators have crossed the education budget allocations from FASE with population statistics to analyse if there is a relation between these two variables. The results of this analysis are presented in **Table 5**, which shows that considering the population size, the education budget allocation per person¹³ has been highest in Maputo City and Sofala province. The allocations in these two locations are significantly higher than average with 46% and 37% respectively. On the other hand, Gaza has received the lowest budget allocation per person, with 28% less than average. The provinces of Niassa, Tete and Maputo have received 10-12% less than average, while the other provinces have received amounts slightly lower than average.

Table 5: FASE provincial budget allocations related to population size (2014-2022).

Province	Population 2020	Meticais/Person/Year	% deviation from average
Inhambane	1.532.000	79	-7%
Gaza	1.445.900	61	-28%
Manica	2.114.500	82	-3%
Maputo City	1.125.000	124	46%
Tete	2.900.200	77	-10%
Niassa	1.998.300	74	-12%
Zambezia	5.567.300	83	-3%
Sofala	2.457.800	116	37%
Maputo Province	2.216.500	75	-12%
Cabo Delgado	2.525.400	82	-4%
Nampula	6.183.900	82	-3%

Sources: MINEDH/MF, Financial Statements on FASE 2014-2022 and

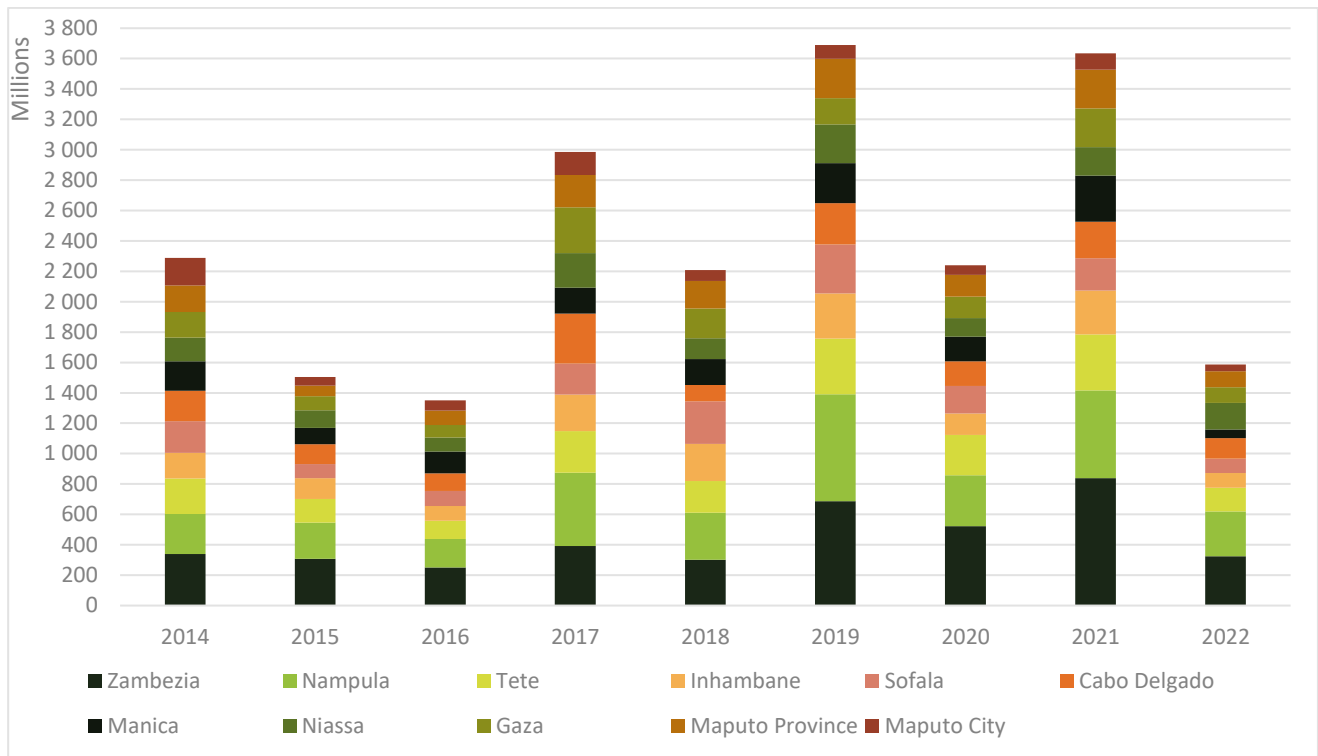
<https://www.statista.com/statistics/1267937/total-population-of-mozambique-by-province/>

Figure 8 shows further details of provincial allocations over time. Provincial budget allocations were highest in 2019 and 2021, with Zambezia, Nampula, Tete and Inhambane absorbing 50% of the total decentral budgets in most years. Budget allocations to provinces were significantly lower in 2015, 2016 and 2022 than in other years.

In addition to supporting FASE, the Finnish Government provides bilateral support to the WB *Aprender Mais* pilot project. This project has a total budget of 3.6 M € consisting of 3 M € donation from Finland and 600 K € from the WB in the form of staff time. It was started in 2021 and is expected to end in 2024 when the pilot will be further integrated and continued within the MozLearning component of the WB. Beyond 2024, no further financial support from Finland to *Aprender Mais* will be required.

¹³ The average allocations in this table are presented as per size of population. Therefore, the actual budget allocation to children in schools is significantly higher. However, using population size at provincial level in this analysis, provides a broader perspective and includes children that are outside school. Statistical data for specific age-groups are difficult to apply as the age of children in basic education can vary significantly. Therefore, population size as a whole is believed to be better applicable as an indicator to show regional disparities in budget provision to education in Mozambique. The values presented in the table should therefore not be considered as actual values of education investment per pupil at school.

Figure 8. Annual provincial disbursements from FASE account 2014-2022 (in Meticaís).



Source: MINEDH/MF, Financial Statements on FASE 2014-2022.

4.4 Key trends and developments in primary and secondary education in Mozambique

This section analyses educational statistical data that are relevant to the key outcome areas of Finnish support to the education sector in Mozambique, as described in the Finnish country programme for Mozambique 2021-2024. The analysis in this section is based on data provided by MINEDH to the evaluation team between September and December 2023. A full overview of data is provided in **Annex 10**, where more specific and detailed data are provided at the provincial level and for different school types.

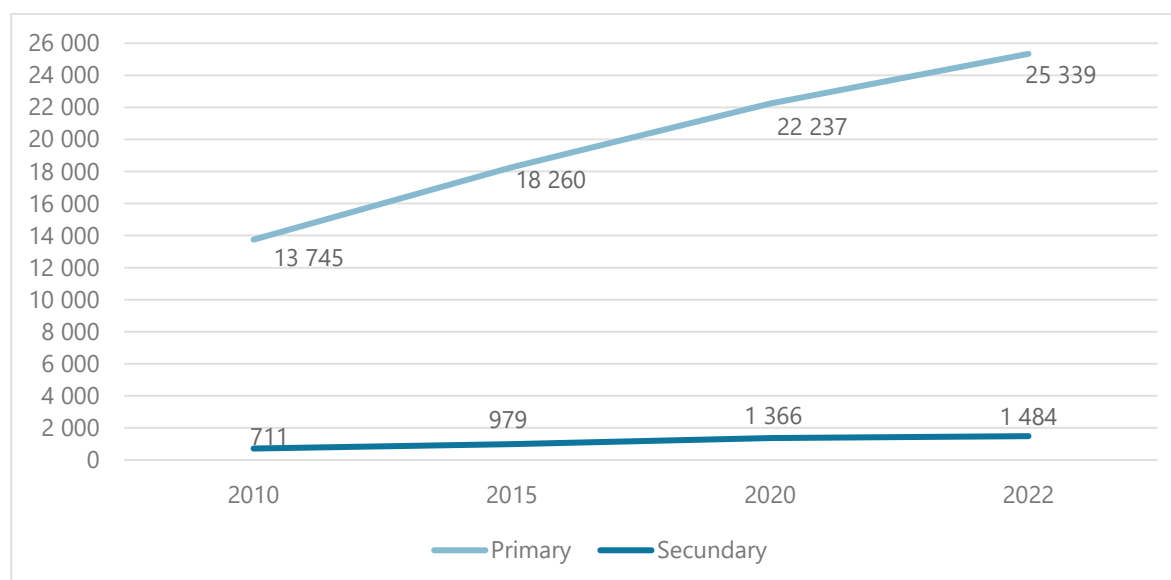
Developments in education infrastructure

Access to education in Mozambique has been a priority in implementing the education strategic plans 2012-2016/19 and 2020-2029. Adequate infrastructure, sufficient and qualified teachers, and learning materials are crucial factors still requiring attention. Insufficient resources and overcrowded classrooms hinder the effective delivery of education. Over the past decade, the GoM has been working hard to improve infrastructure for education delivery.

Figure 9 shows how education delivery infrastructure has developed over the past decade, including both public and private schools. Secondary school infrastructures have increased slowly, while the increase in primary schools was much more substantial. Private schools occupy only a small share of primary education, approximately 3% in 2022, while the share of private schools in secondary education is much higher at 46% in 2022. This indicates that providing secondary education to Mozambican children highly depends on partnerships with the private sector and CSOs.

The geographic distribution of schools in Mozambique is presented in **Table 6**. There is significant variance in the geographic distribution of schools as compared to the population size of the provinces. The analysis shows significant differences between primary and secondary schools.

Figure 9. Increase in number of schools 2010-2022



Source: MINEDH statistics, extracted December 2023

Table 6. School distribution at provincial level 2022.

	% primary schools in the province	% secondary schools in the province	% population
Niassa	9%	5%	7%
Cabo Delgado	6%	6%	8%
Nampula	16%	14%	21%
Zambezia	26%	10%	19%
Tete	10%	8%	10%
Manica	7%	7%	7%
Sofala	8%	10%	8%
Inhambane	7%	9%	5%
Gaza	6%	8%	5%
Maputo Província	5%	13%	7%
Maputo Cidade	1%	11%	4%

Source: MINEDH statistics, extracted December 2023

Legend: % in green is over-representation compared to population size, and % in orange is under-representation compared to population size.¹⁴

The percentual distributions of primary schools show that this distribution is generally in line with the population distribution, except for Cabo Delgado and Nampula, where primary schools are under-represented. In Maputo province and Maputo city, primary schools are also under-represented, but because distances are shorter, schools are bigger, and fewer schools are needed to cover the geographic areas. The % of primary schools in Zambezia is significantly higher than in other provinces, which indicates a special effort of MINEDH in the coverage of schools in this province. The table also shows that the distribution of primary schools in Central and Northern Mozambique is in line with population size, although in the larger provinces (particularly in Nampula), distances of schools to the communities are larger than average. While regional disparities in primary education delivery were largely overcome in 2022, this has not been the case for secondary schools. The table shows a clear over-representation of secondary schools in Southern and

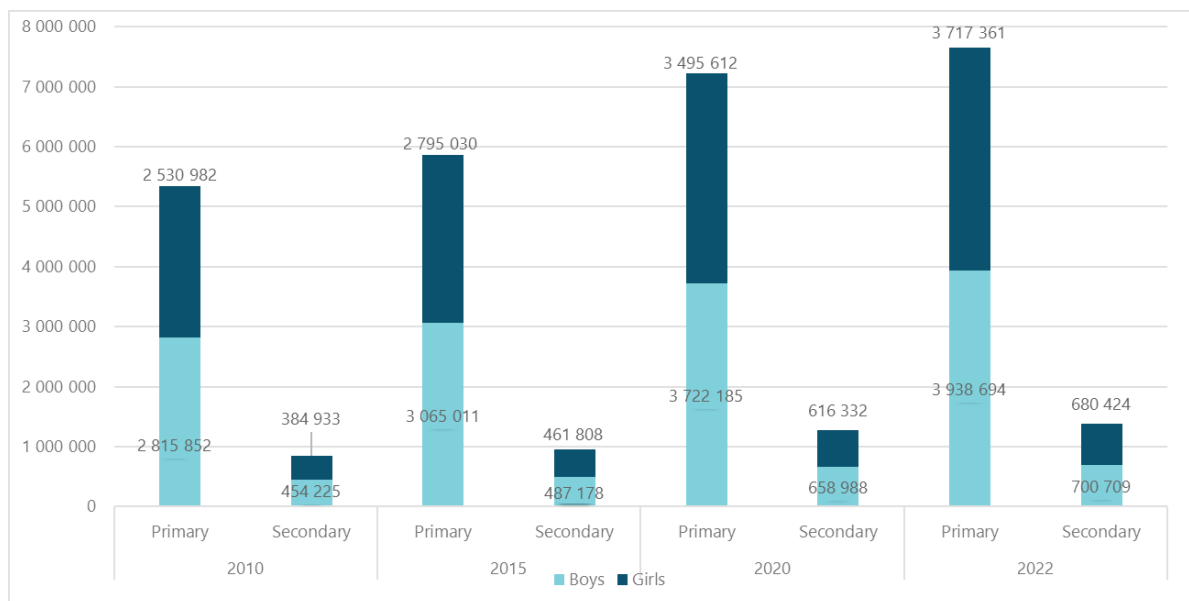
¹⁴ The percentage of schools in provinces in 2022 was compared with population size in the province in 2020 (used as a reliable proxy-indicator to analyse regional disparities).

Central Mozambique, particularly in Maputo city and Maputo province. Secondary schools are highly under-represented in Zambezia and Nampula.

Student enrolment in general education (primary and secondary education)

Thanks to the overall increase in the number of schools, access to education has been steadily growing over the last decades. **Figure 10** shows that, in 12 years, the number of students in primary schools has increased from 5.3 M children in 2010 to almost 7.7 M children in 2022, an increase of more than 43%. In secondary education, students' numbers have increased from 840,000 in 2010 to almost 1.4 M in 2022, an increase of almost 65%.

Figure 10. Number of pupils in primary and secondary education 2010-2022.



Source: MINEDH statistics, extracted December 2023

While this increase in access to education shows a great effort of the GoM in improving education, there are also challenges to absorb this enormous increase of pupils. Evening shifts are offered regularly, and many “open-air” schools are operated in Mozambique. Teacher-pupil rates remain very high in Mozambique, with sometimes 80 pupils in a single classroom. The norm in teacher-pupil ratios in the classroom in primary education is 1-50, as applied in Teacher Training Centre model schools, which is much higher than the global average of 1 to 34 (see uis.unesco.org).¹⁵ In secondary education, Distance Education was introduced from grade 10-12 as a measure to increase participation, with less pressure on classroom facilities. This distance education is developing slowly since the mid-2010s.

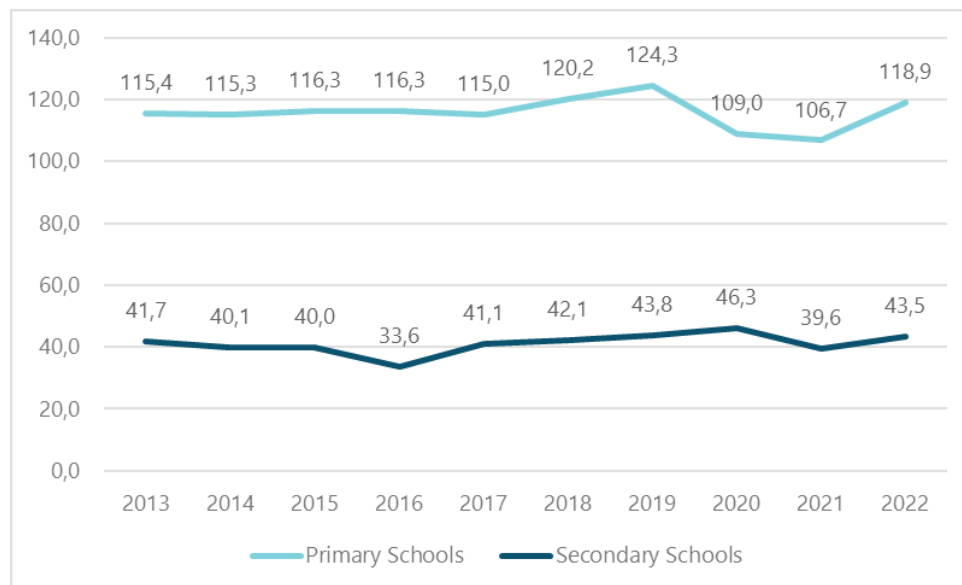
Gender balance in primary and secondary education has slowly improved over the past 12 years. The percentage of girls enrolled in primary education increased from 47.3% in 2010 to 48.6% in 2022. In secondary education, the increase in girls' enrolment was from 45.9% in 2010 to 49.3% in 2022 as a percentage of the total student population.

This improvement in enrolment rates can also be observed in gross enrolment rates. Data from MINEDH show that over the last 10 years, the Gross Enrolment Rate (GER) had increased slowly, with an average annual increase of 1.5-2% in primary schools until 2019, when the GER stood at 124.3 for primary education. When COVID-19 hit, this percentage dropped but increased again to 118.9 in 2022. The recovery from COVID-19 is not yet complete. Secondary schools show a clearly different picture, with GER well below 50% in all years. This indicates that many children do not continue school after finishing primary school.

Figure 11 shows the trends in GER at primary and secondary school level during the last 10 years.

¹⁵ <https://uis.unesco.org/sites/default/files/documents/fs39-the-world-needs-almost-69-million-new-teachers-to-reach-the-2030-education-goals-2016-en.pdf>

Figure 11. Gross Student Enrolment rates for primary and secondary education in Mozambique (2013-2022).



Source: MINEDH statistics, extracted September 2023

The Gross Enrolment data presented above show that enrolment in primary education across the entire country, except for the two COVID-19 years, has developed in line with international standards. However, at the secondary education level, enrolment rates in Mozambique are alarmingly low. With the 2018 law on compulsory education until grade 9 (the lower cycle in secondary education), it is expected that there will be a substantial increase in the secondary education GER in the coming years.

Based on the analysis of the number of pupils in the classroom, a gender-disaggregated analysis was made of regional differences in boys' and girls' participation in primary and secondary education. **Table 7** shows that gender parity in the primary education classroom was already achieved over a decade ago in Southern Mozambique and has remained stable in this region. However, the percentage of girls in schools has declined in three of the four Southern provinces (except Gaza). This decline indicates that girls' participation has suffered more from the COVID-19 pandemic than boys'. More detailed research on COVID-19's effects on basic education enrolment and retention rates is needed to understand cause-and-effect relations better.

Over the entire period, the trends in girls' participation in primary schools in all Central and Northern provinces has gradually improved, though equal participation of boys and girls was only achieved in Tete, while in most other Northern and Central provinces, girls' participation stagnated at 49% in 2022. In Sofala (47%) and Zambezia (48%), challenges in girls' participation in primary schools are still considerable. The data suggests that more effort is still needed to increase girls' participation in primary education in Northern Mozambique. In Southern Mozambique, special efforts after COVID-19 are still needed to bring the girls' enrolment rates back to pre-COVID-19 levels.

Table 8 shows consistent positive developments of increased participation of girls in secondary schools, with declines only occurring in two exceptional cases in 2020, in Zambezia and Sofala. Again, these declines in girls' participation in secondary education might be related to specific COVID-19 effects. It is also likely that socio-economic and cultural characteristics in these provinces play a role, as girls' participation in primary education was also low in these two provinces.

Despite the positive developments in girls' participation in secondary education, it should be noted that the percentages are significantly lower in Central and Northern Mozambique than in primary education, in line with patterns observed earlier under enrolment rates. Girls' participation in secondary education vis-à-vis boys is lower in Zambezia (43%),

followed by Manica (45%), and is consistently low in all provinces of Central and Northern Mozambique, with a maximum of 47% in Cabo Delgado.

Table 7. Percentage of girls in primary schools 2010-2022.

	2010	2015	2020	2022
Niassa	48%	48%	49%	49%
Cabo Delgado	47%	48%	49%	49%
Nampula	46%	47%	49%	49%
Zambezia	46%	46%	47%	48%
Tete	48%	48%	49%	50%
Manica	47%	47%	48%	49%
Sofala	46%	46%	47%	47%
Inhambane	50%	50%	49%	49%
Gaza	50%	50%	50%	50%
Maputo Provincia	50%	50%	49%	49%
Maputo Cidade	51%	50%	50%	49%

Source: MINEDH statistics, extracted December 2023

Legend: light green boxes show positive trends in girls' enrolment in schools. Dark green: school gender parity achieved. Orange boxes: negative trends in girls' enrolment.

Table 8. Percentage of girls in secondary schools 2010-2022.

	2010	2015	2020	2022
Niassa	40%	43%	44%	46%
Cabo Delgado	40%	45%	45%	47%
Nampula	39%	43%	45%	46%
Zambezia	38%	42%	41%	43%
Tete	43%	44%	45%	46%
Manica	40%	43%	44%	45%
Sofala	43%	46%	44%	46%
Inhambane	52%	54%	55%	55%
Gaza	56%	57%	57%	58%
Maputo Provincia	56%	56%	54%	54%
Maputo Cidade	55%	56%	55%	54%

Source: MINEDH statistics, extracted December 2023. Legend: light green boxes show positive trends in girls' enrolment in schools. Dark green: school gender parity achieved. Orange boxes: negative trends in girls' enrolment.

On the other hand, girls' participation in secondary education in Southern Mozambique has been consistently higher than boys, particularly in Gaza. In Maputo province and city, the percentage of girls at schools has slightly declined but is still well above 50%. These data on secondary education show that there is a high gender gap in Northern and Central Mozambique, while the challenges are opposite in Southern Mozambique, where boys' participation in schools is lagging behind. It is likely that socio-economic and cultural factors are the cause of these differences. More detailed research and crosschecking of data with gross- and net-enrolment rates across the provinces is required to obtain a more complete picture of these developments.

Developments in the teachers' workforce

To respond to the increasing demand for primary and secondary education in the country, MINEDH has invested considerable effort and resources in teachers' training. There are now Teacher Training centres in all provinces of the country. The number of teachers has increased over the past 12 years, as illustrated in **Table 9**.

Table 9. Number of teachers employed in primary and secondary education (2010-2022).

	2010		2015		2020		2022	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
Number	87.646	13.386	104.224	19.512	118.733	24.597	127.181	28.247
% Female	39%	18%	43%	21%	47%	23%	47%	25%

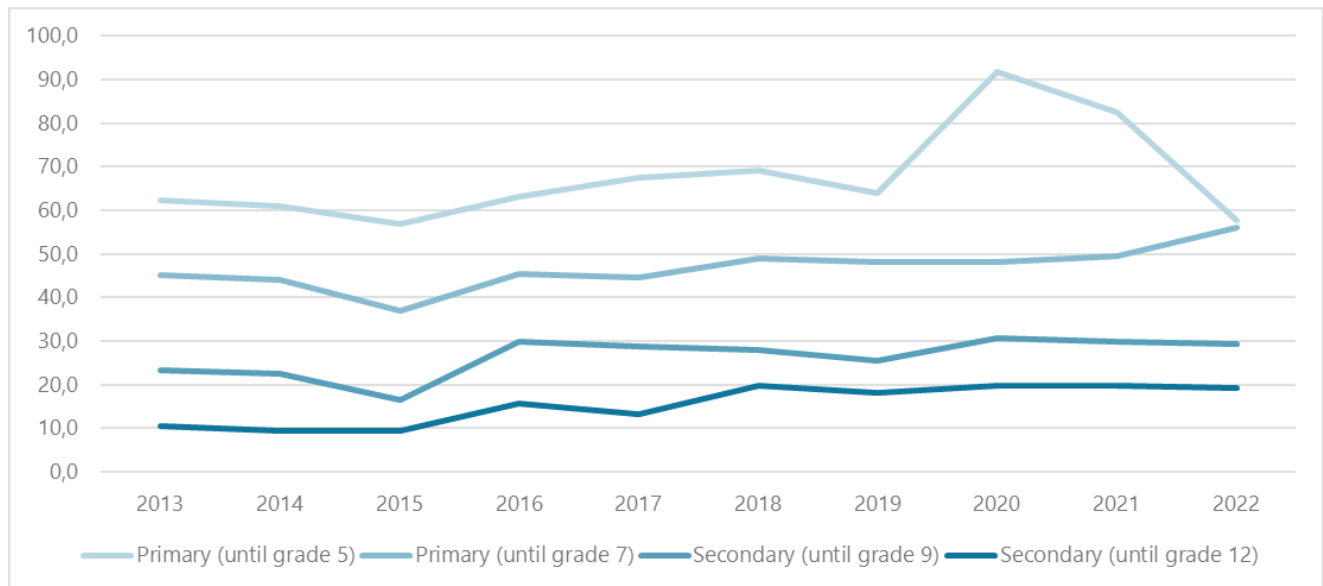
The number of teachers in primary education has increased from almost 88,000 in 2010 to more than 127,000 in 2020, an increase of more than 45%, in line with the 43% increase in students over the same period. This finding points towards the fact that the student-teacher ratio in primary education has remained roughly the same over the same period. The increase in teachers in secondary education was even more pronounced, with 110% over the past 12 years. This increase was higher than the 65% students increase in secondary education in the same period. This finding indicates a likely substantial improvement in teacher-student rates at the secondary education level.

The gender composition of the teacher workforce at the primary school level shows a sharp increase of female teachers in primary education from 39% in 2010 to 47% in 2022. In secondary education, female teachers have increased much less from 18% in 2010 to 25% in 2022, representing a big gap in gender equality. No gender-disaggregated data were available at the school principal and deputy principal level. However, through observation and stakeholder interviews, the impression is that the gender balance at this level is even worse. In **Annex 10**, a more detailed analysis at the provincial level is provided. An overall finding is that more effort is required in teacher recruitment and training to establish a better gender balance in the teaching profession.

School completion

School completion rates in Mozambique still pose considerable challenges. As shown in **Figure 12**, completion rates have gradually, but slowly, increased until 2020. There has been a trend of slow increase in completion rates in primary education since 2015. Completion rates to the end of grade 5 went up to 91.7% in 2020, but during the COVID-19 years it went down again to less than 60%. The completion rates at the higher levels of education are significantly lower than until grade 5. Students finishing the final grade of primary education, in spite of the consistent increase over the past 7 years, has reached 56% in 2022, and didn't suffer from the COVID-19 pandemic, as this age group (as well as in secondary education) could continue during COVID-19 through distance learning. With a 56% completion rate in primary education, Mozambique is among the poorest-performing countries worldwide. Completion rates in lower secondary education went up from 23.2% in 2013 to 29.3% in 2022. In higher secondary education, this increase was from 10.4% to 19.3% in the same period. These completion rates of secondary education are, despite a significant improvement, still alarmingly low. In addition, the growth-trend in completion rates had already been interrupted in the years before the COVID-19 pandemic.

Figure 12. Students' completion rates (2013-2022).



Source: MINEDH statistics, extracted September 2023

The data provided by MINEDH to the evaluation team on student completion rates did not include gender-disaggregated data on how boys and girls are progressing throughout school years. However, Key Informants and other sources confirmed that there are substantial differences between boys' and girls' survival and completion rates in primary education and the transition to secondary education. No recent statistics are available and latest available data are presented in **Table 10**.

Table 10. Dropout, survival, completion and transition rates in primary and secondary education (selected years)

Indicator	Male	Female
Completion rate primary education (2017)	49	44
Survival rate until grade 5 primary education (2019)	56.9	56.0
Survival rate until grade 7 primary education (2019)	43.5	42.7
Transition rate to secondary education (2015)	76	72

Source: Education data policy centre (www.epdc.org) and UIS (www.data.uis.unesco.org).

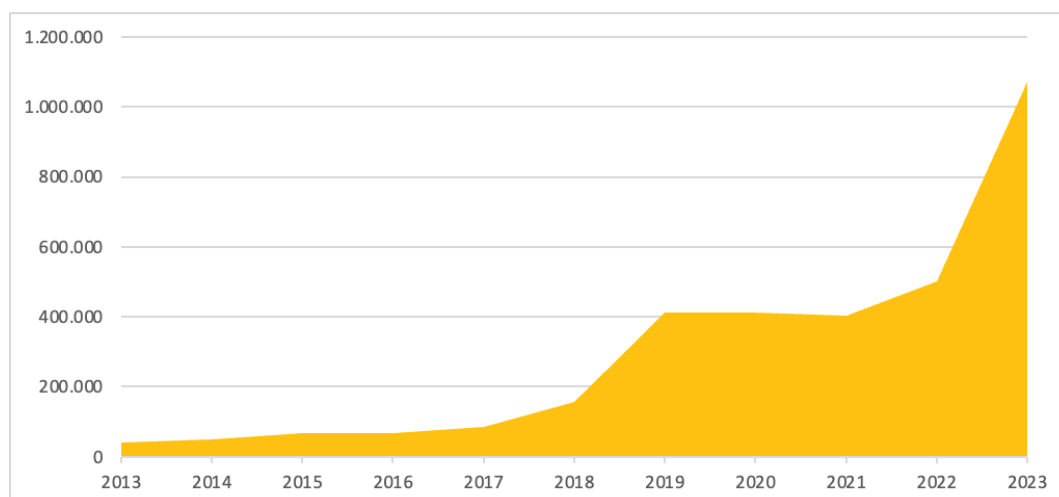
Comparing data on drop-out completing and survival rates in primary education, it can be noted that there is a considerable gender gap in key indicators between boys and girls, though the gender gap in completion and survival rates seems to be closing. Transition rates of girls into secondary education are considerably lower than for boys, though these figures are older and may have improved in more recent years.

Bilingual education

MINEDH, since the start of the previous decade, has gradually introduced bilingual education in Mozambique. Bilingual education in 2023 has now been expanded to all provinces and 92% of the districts in Mozambique.

Figure 13 shows the increase of children enrolled in bilingual (mother-tongue and Portuguese) education in lower primary schools.

Figure 13. Number of pupils with access to bilingual education (2013-2023).



Source: MINEDH statistics, extracted September 2023

The increase of children’s access to bilingual education in lower primary schools is remarkable. Since 2017, the provision of bilingual education has shown a steep increase from 100,000 students to over 1 M in 2023, which is an increase of 1000% only in 6 years. In this period, the number of languages covered through bilingual education has increased to 19 languages, which allow a national coverage of the most important languages in the country. In 2020, parallel to the education strategy, a specific strategy for bilingual education was published, underscoring the MINEDH’s efforts to further expand bilingual education in the country to 3 M students towards the end of this decade. This will be an important measure to improve learning outcomes and academic performance of children in the classroom.

Overall, Mozambique's general education statistics present a mixed picture, showcasing progress in access and literacy rates, but also highlighting persistent challenges in quality, gender equity, and access to secondary education in particular. Overall, it can be observed that there are still significant shortcomings in statistical data provision on education, for example in allowing more disaggregated gender data analysis across provinces, and in allowing analysis of disability inclusion, attention for children with special learning needs, and on the provision (and results) of the distance education programme (PESD) that was introduced in secondary schools. Such data is needed to allow for a more detailed assessment of quality of education and inclusiveness of primary and secondary education in Mozambique.

A word on Finnish contributions to the changes in education sector

In the framework of this evaluation, a contribution analysis was made of specific Finnish contributions to the education sector in key outcome areas of its education sector support. The contribution analysis, presented in **Annex 7**, shows evidence of Finnish contributions to progress shown in this chapter in the expansion and improvement of teacher education and in the language and geographical expansion of bilingual education. Furthermore, the contribution analysis shows Finnish contributions to progress in access, enrolment and completion rates of students in general education, though there are persistent challenges in improving girls’ retention and completion rates in secondary education.

5 Key Findings

This chapter presents the findings obtained during the evaluation inception and data collection phases, and are structured along the key evaluation criteria and questions.

5.1 Relevance

Relevance (E.Q. 1): How well has Finnish support to the education sector in Mozambique been aligned with the policy priorities of Finnish and Mozambican Governments and to specific needs of duty-bearers and rights holders in Mozambique?

Finding 1: Finland is recognised and appreciated for its long-term and consistent support to the education sector in Mozambique among MINEDH, FASE partners, and other stakeholders in the education sector. The specific attention given by Finland and the Finnish expertise in bilingual education and teacher training is widely recognised and appreciated by these stakeholders.

The Finnish Country programme for Mozambique 2021-2024 states that “development cooperation has been the traditional foundation of the relations between the two countries, and up to now, Mozambique has been one of Finland’s long-term partners. Bilateral development cooperation was initiated in 1984, building on the joint Nordic cooperation in 1977. Over the decades, “Finland’s bilateral support to Mozambique has been directed to many sectors, including infrastructure, forestry, agriculture, and health” (MFA, 2021).

Over the last decade, this focus has shifted towards education and good governance. A significant aspect of this shift is Finland’s involvement in the Education Sector Support Fund (FASE), which was established in 2002. From 2006, following the Sector Wide Approach (SWAp) principles, FASE evolved into a joint sector fund, with several international partners joining, including Finland. Before the period under review of this evaluation (2014-2022), Finland had already contributed more than 27 million euros (M EUR) to FASE, and during the period under review (2014-2022), almost 74 M EUR were pledged to the Fund, bringing the overall total of Finnish support to FASE to almost 101 M EUR. Since Germany decided to withdraw from the fund in 2023, Finland became the largest bilateral partner contributing to FASE, with an average contribution to the fund of more than 8 M EUR per year. Recent budget cuts by the Government of Finland bring the volume of Finnish support to FASE down to half the average annual contributions during the period under review (2014-2022).

In addition to Finland’s historic support to FASE and the more recent support to *Aprender Mais* in 2021-2024, Finland is also providing support through support programmes with Finnish Civil Society Organisations (CSO) and Higher Education Institutes (HEI) in partnership with local partners in Mozambique. Finland, until 2015, has also provided indirect contributions to the education sector in Mozambique through its general budget support to the GoM. Finland’s general budget support ended in 2015. While it is impossible to quantify the exact contribution to the education sector provided through general budget support, it may be assumed that this contribution is in line with the Government of Mozambique’s (GoM) budget allocation to the education sector, which has been consistently close to 20% of the total GoM budget, which is among the highest budget allocations to education in all African Sub-Saharan countries.

Finland’s role in the governance of FASE has also been significant. Finland was part of the FASE troika from 2019-2021, including during the preparation of the new MoU in 2021. Furthermore, Finland facilitated the entry of the EU as a new partner in FASE, and its participation in the FASE Troika from 2022. EU is currently leading the FASE troika.

Finland is an active partner in FASE, having regularly served as member and chair in the Troika, and actively participating in the working groups and (priority) task forces. It leads the priority task force for teacher training from the partners’ side. This leadership in the teacher training task force aligns with Finland’s priority interest in the subject, as reflected in the ToC of its education support, where teacher training features as one of the three key outcome areas.

Finland’s interest and involvement in bilingual education is also well-noted, and in 2016, additional funds were provided to support bilingual education within the FASE fund. While bilingual education was not supported through specific projects, it was included as an area of focus in teacher training and girls’ retention in basic education actions. Additionally, in the partnership between UFF and ADPP, supported under the Finnish CSO programme, bilingual education is an important component of the activities in Mozambique.

Finding 2: The Finnish support is well aligned with Mozambican education sector priorities, as FASE directly follows the Education Sector Strategic Plan of the GoM and its biannual and annual operational plans. Finland focuses on primary and secondary education, further advancing the GoM’s law on compulsory basic education until grade 9, introduced in 2018. This focus aligns with the need to strengthen the basis of the Mozambican education system, which is also clearly reflected in the current education strategy for 2020-2029.

The Mozambican Education Strategy Plan (ESP) 2020-2029 introduces the following strategic objectives:

- Ensure inclusion and equity in access, participation and retention;
- Ensure the quality of learning;
- Ensure transparent, participatory, efficient and effective governance. (MINEDH, 2020. p 44).

The ToC of the Finnish support to education in the current Finnish Country programme is closely aligned with these strategic objectives. The three outcome areas in the ToC reflect the three objectives in the Mozambique Education strategic plan, though with a more specific focus on teacher education within ESP's objective on quality of learning.

The strategic objectives of the ESP (2020-2029) are translated into the following programmes:

1. Pre-school Education
2. Primary Education
3. Secondary Education
4. Adult Education
5. Teacher Education and Training
6. Administrative and Institutional Development (ibid. p 46)

The Finnish support focuses on four programmes: primary and secondary education and teacher education and training, excluding pre-school and adult education. This focus is based on the principle that building a functional and performing education system requires a strong primary and secondary education foundation. The analysis of educational needs in Mozambique reveals significant financial and capacity constraints of the GoM, highlighting the necessity of the SWAp and donor collaboration in a joint sector support fund like FASE to enable sector-level changes.

While Finland focuses on primary and secondary education, the support does not extend to preschool education despite acknowledging its importance. This area is covered by other development partners, with UNICEF leading the preschool education working group within FASE.

The links between the ESP 2020-2029 and the Finnish ToC for the 2021-2024 programme in administrative and institutional development are less clearly developed. Beyond its support to FASE, Finland has not developed specific actions in this area. Within FASE, attention is given to the management and implementation of the education sector strategy through the implementation support team in FASE. The extent to which management and implementation support contributes to the institutional strengthening of the education system at different levels is difficult to verify. However, MINEDH is suffering considerable capacity constraints in effectively and efficiently deploying FASE resources up to the level of districts and schools (see further below under effectiveness and efficiency). This finding indicates that education capacity development at institutional and systems-levels has developed as planned and capacity constraints within MINEDH at central and decentral level are still pronounced, in spite of the considerable attention given in FASE to capacity strengthening and technical support provision. The GPE secretariat monitoring missions to Mozambique in February and June of 2023 (see GPE secretariat, 2023a and 2023b) identified this challenge as a critical constraint to be addressed within FASE.

Finding 3: While the earmarking of funds in MozLearning is well aligned with education sector priorities, earmarking is not in line with the Sector Wide Approach principles (SWAp), and it has been challenging the relevance of support of DPs in FASE to other education sector priorities. Earmarked WB and GPE funds represent a large share of the FASE funds, leaving only limited space to allocate remaining funds and technical expertise from other development partners to other priority areas.

Although earmarking of FASE resources to MozLearning is not a subject of this evaluation, its significant influence on the overall function of FASE and the interests and actions of its partners, including Finland, warrants closer examination. The earmarking of funds by WB entails that funds disbursement are for specific priorities to improve quality of education for girls. A specific results and indicator monitoring framework is developed to track the expenditures, developments and results of the earmarked funds, triggering next period's disbursements.

A significant amount of FASE funds from the WB (100 M USD) and GPE (140 M USD) is dedicated to MozLearning as an earmarked component. Delays in allocating earmarked funds significantly strain the distribution of remaining resources to MINEDH's fundamental priorities like infrastructure, equipment, and textbooks. This constraint limits the capacity of MINEDH to focus on other essential areas, such as quality improvement, teacher education, and inclusive education beyond what is already included under MozLearning. This limited remaining space for other essential areas was mitigated to some extent by most DPs in FASE, through engaging in other projects to complement their support to FASE in more specific thematic areas in the education sector, such as Finland's support to teacher training in the *Aprender Mais* project. The earmarking of WB and GPE funds to Mozlearning starting in 2021 coincided with a trend of decreasing pledging of funds to FASE by other development partners, and with the above-mentioned capacity challenges at institutional and organisational level faced by MINEDH. This has increased the difficulties of MINEDH to effectively and timely implement the MozLearning Results Framework, which further aggravated financial constraints in MINEDH and in FASE, as planned disbursements to MozLearning were postponed.

Earmarking resources within a sector support fund, as incorporated in the FASE MoU of 2021, represents a deviation from the traditional Sector Wide Approach (SWAp) principles, marking a significant shift in FASE's operational framework. Originally, earmarking was intended for allocating specific funds in emergency scenarios, such as mobilising GPE funds for COVID-19 responses or in response to natural disasters. This approach was formally introduced through a specific clause, articulated for exceptional circumstances: *'With the exception of emergency funds and bilateral and multilateral programs that require specific reporting for pre-agreed results for accountability reasons, the CPFs will not earmark their contributions to the ESSF (FASE) to specific sub-categories, sub-sectors, activities, institutions, administrative areas or specific territories in Mozambique'* (clause (iv) of Article 2b: Individual and joint roles of the Cooperation Partners (CPF) of FASE (FASE MoU, 2021, p. 6). Initially set for exceptional circumstances, this specific clause in FASE's MoU now governs around 50% of FASE's activities and disbursements during MozLearning's implementation period (2021-2025).

Box 1: Key components and objectives of MozLearning

1. Improving learning in primary education
 - School readiness
 - Strengthening reading skills in primary education
 2. Increasing access and retention of girls in upper primary and secondary education:
 - Facilitate access of girls to upper primary and secondary education
 - Strengthen quality and expand the scale of distance learning
 - Promote a safe and inclusive school environment for girls
 3. Strengthening governance to improve efficiency and monitoring of education outcomes progress:
 - Strengthening capacity to collect and analyse data, including disaggregation by gender
 - Implementing result-based financing to improve education outcomes
 4. Project Management, Monitoring and Evaluation
- (Source, WB 2020. MozLearning Project Appraisal Document. Improving learning and empowering girls in Mozambique)*

While MozLearning's key objectives align with ESP 2020-2029 (see **Box 1**), the earmarking arrangement has led to confusion and misunderstanding among FASE partners and MINEDH, leading to delayed WB and GPE disbursements. For instance, in 2021, the disbursement by WB/GPE at the start of MozLearning amounted to over 30.5 M EUR, but it significantly dropped to just above 7.1 M EUR in 2022. The reduced disbursement levels have pressured MINEDH and other FASE partners to reallocate the remaining funds to meet education priorities outlined in the ESP 2020-2029. This situation necessitated a stronger focus on investments in infrastructure, equipment, and textbooks, which, while crucial, do not encompass all areas of need within the ESP and FASE, including those prioritised by Finland.

Although with initial disbursement delays during MozLearning's start-up phase, WB, MINEDH, and other FASE partners have gradually adapted to the new funding arrangements. Since MozLearning components closely align with ESP priorities, representatives from MINEDH and WB report that the initial challenges have been mainly addressed. However, the earmarking approach introduced by WB for MozLearning is not endorsed by all FASE partners and GPE. Feedback from Key Informant Interviews (KIIs) with various FASE partners reflects this sentiment. A recent GPE secretary mission report underscores that "The issues with earmarking within FASE need to be addressed. This will involve managing at best over the short to medium term, but ultimately, the mission recommends that this type of earmarking would not be allowed at all after the closing of MozLearning" (GPE Secretariat, 2023. Mission Summary Report (4-10 July 2023).

Regional earmarking is also not favoured in FASE, as MINEDH does regional allocation of funds. However, the Mozlearning component includes a regional earmarking-related Performance-Based Condition (PBC) to invest in WASH facilities in central and northern regions of Mozambique. The exceptional clause referred to above allows territorial earmarking in FASE, though only as an exception.

In the MozLearning component of FASE, a Results-Based Management (RBM) mechanism has been implemented. This approach involves establishing five PBCs that trigger subsequent fund disbursements and additional funds allocation specifically to MozLearning activities (see **Box 2**). Integrating RBM principles into FASE, particularly as a conditional mechanism for funds disbursement to MozLearning activities, is not a new principle within the fund's framework, however its specific arrangements could be more complex and targets more challenging than before. Enhancing RBM principles within MozLearning was met with considerable support among partners as there is a broader consensus on the value of focusing on results achievement in development cooperation support. Several donors, including GPE, in backing MozLearning, have advocated for a greater emphasis on tangible results. This advocacy reflects a broader donor interest in better monitoring and follow-up of clear, measurable outcomes obtained through FASE. Partners stress that a comprehensive and uniform application of RBM principles across all aspects of FASE is needed to ensure balanced support of partners to the fund and avoid contradictions in the fund's operational procedures.

Box 2: Performance-Based Conditions in MozLearning

- Pre-Primary Sub-System implementing unified standards and national curriculum
- Increased proportion of Grades 1 to 3 students with individual textbooks
- Increased Number of Basic (Upper Primary and Lower Secondary) Schools with WASH Facilities in the Centre and Northern Regions
- National Learning Assessment conducted every three years for basic education and results disseminated at all levels (US\$ 7M)
- Improved teachers' presence at school and time on task (US\$ 8M)

(Source, WB 2020. MozLearning Project Appraisal Document. Improving learning and empowering girls in Mozambique

The application of RBM principles is relevant at this stage of FASE because the results of implementing Mozambique's education strategy are not keeping pace with its planning, especially regarding the quality of learning outcomes. There is a notable gap between the strategic objectives and the tangible achievements in the education sector. A consensus among multiple FASE partners is the need to focus more on results. However, concerns have been raised about the limited scope of RBM principles, which are currently applied only to specific segments of FASE rather than its entirety. This partial implementation of RBM principles could lead to imbalances and inconsistencies within the joint sector support fund, potentially affecting its overall effectiveness.

Most DPs that provide support to FASE enhance their sector support by participating in additional, more targeted projects in the education sector. These projects often involve bilateral collaborations or partnerships with other FASE members. A prime example is Finland's involvement in supporting the 'Aprender Mais' pilot project led by the WB, which focuses on in-service teacher training. Similarly, USAID actively engages in a well-recognised bilingual education project named 'Vamos Ler'. Other FASE partners undertake specific thematic interventions, often incorporating a regional focus. These projects, while operating outside the direct scope of FASE, are seen as complementary to the broader sectoral support offered within FASE. They allow partners to pursue specific interests and engage with distinct partners on targeted initiatives. Finland's approach exemplifies this strategy. In addition to its commitment to 'Aprender Mais', Finland employs various other support modalities.

Finding 4: Finnish cross-cutting objectives and its Human Rights-Based Approach (HRBA) are included in Mozambican education strategy priorities, addressing inclusive education, gender equality, and WASH and SRHR actions and investments to improve girls' retention rates at schools. These cross-cutting objectives are also reflected in the Finnish focus on bilingual education to promote inclusion and inclusive education approaches covered in teacher education.

While initiatives to provide education in the mother tongue date back several decades, the expansion of bilingual education has been slow until the second half of the previous decade. Bilingual education is important both for increasing access to education for different ethnic and language groups in Mozambique and as a means to improve the learning

outcomes of these students. In more recent years, the provision of bilingual education has expanded to 19 languages and in 2023, the threshold of 1 million children with access to education was reached.

While girls' retention in basic education has shown improvement, as evidenced in section 4.4, progress in secondary education is slower, except in Southern Mozambique. Across the country, completion rates, particularly among girls, are still considerably low. Current policies and actions supported by FASE, focusing on improving WASH facilities and addressing issues like SHRH and GBV, are insufficient to establish a significant trend towards better retention and completion rates. Comprehensive strategies involving community engagement and improved gender balance in teaching and school management, especially at the secondary level, are crucial yet underdeveloped in current strategies and projects, including *Aprender Mais*.

Disability inclusion and support for children with special needs, while often addressed in policies and strategies, are less evident in the implementation of actions and projects. The Finnish country programme report 2022 acknowledges this gap: "Education of children with disabilities has not been strongly on the agenda and requires more efforts considering the challenges in the access and quality" (MFA/ALI-30, 2023, p. 11). The need for more focused interventions in inclusive education and disability is recognised, suggesting greater involvement in projects like the UFF-ADPP partnership.

5.2 Coherence

Coherence (E.Q.2): What has been the complementarity and consistency in Finland's contributions to education sector dialogue with other FASE supporting partners and alignment and synergy in dialogue and support initiatives among FASE supporting and other partners?

Finding 5: Finland has been consistent in its alignment and participation in FASE and its dialogue and cooperation with other FASE partners. It has aligned its specific interests with other partners, such as WB in *Aprender Mais*, and with MINEDH and other FASE partners in leading the technical task force on teacher training, participating in working groups and task forces, and participating regularly in the FASE Troika.

Cooperation and synergies among FASE partners are generally strong, with each involved in specific sub-sector working groups that align with their priorities. Finland leads the Teacher Training working group, demonstrating active participation in policy dialogue and support within FASE. This approach of combining support within FASE with specific thematic and regional interventions is also adopted by other development partners, reflecting a coherent effort in the education sector. Additionally, non-FASE partners, including Mozambican CSOs under the Movement for Education for All (MEPT) umbrella, contribute to FASE planning and monitoring, indicating a broad-based collaborative approach.

The Global Partnership for Education (GPE) is unique among FASE partners as it does not directly fund but channels its resources through grant managing agencies. Notably, UNICEF manages GPE's financial grant for specific COVID-19 responses and the MozLearning component within FASE is managed by WB. While GPE's contributions are included in WB's overall FASE contribution and reported separately when channelled through UNICEF, their substantial involvement in MozLearning (58% of WB's total contribution) positions GPE as a critical financial player in FASE since 2021. Clarification of GPE's contributions within FASE could be enhanced if partners require more detailed financial reporting.

Although not directly funding FASE, some development partners like the Japan International Cooperation Agency (JICA) and the British Foreign Commonwealth and Development Office (FCDO)¹⁶ remain engaged in sector-level dialogue. Germany, shifting its focus from education to TVET, is expected to continue participating in education coordination despite leaving FASE. Other multilateral partners, such as WFP and UN-Habitat, also engage in dialogue and coordination, supporting in other ways than direct financial contributions to FASE, like WFP's school feeding support.

As a partner, UNESCO mostly provides policy advice and technical assistance in the education sector and, as such, is an important partner in the education sector, though not as a financial contributor in FASE. The recent inclusion of France (AFD) and USAID as bilateral partners and the EU as a multilateral partner underscores FASE's role as the primary collaborative framework in Mozambique's education sector. Despite these new entries, a declining trend in overall financial support for the education sector has been observed in recent years.

¹⁶ FCDO has replaced the British Department for International Development (DFID) that had provided support to FASE until 2013.

Finding 6: Finland has leveraged complementary and well-aligned aid modalities, instruments and partners for the education sector throughout the period under review. Finland's mix of aid modalities shows a coherent and consistent strategy to engage in policy dialogue with the Mozambican Government on its education strategy and to provide financial and technical assistance in key priority areas of the Finnish country programmes for Mozambique.

Over the entire period under review, Finland has applied the following aid modalities and instruments in its cooperation in the education sector:

- General Budget support to the GoM (applied until 2015). Through this support, the education sector has also been benefiting, as the GoM allocates roughly a fifth of its general budget to the education sector;
- Sector support to FASE has been a prominent modality of Finland's contribution to the education sector, averaging 8 M EUR per year over the past decade. However, in 2023 and 2024, Finnish sector support will decrease to 5 M EUR and 4 M EUR respectively;
- Specific bilateral and multi-bi project support has varied over time. Previously, this included the STIFIMO project in Science and Technology, while the current programme period (2021-2024) features the *Aprender Mais* pilot project. Additionally, Finland partners with the WB's COACH programme at the global level, and in 2023, a new bilateral project focused on SRHR with UNFPA was initiated;
- The CSO-programme support, from which UFF and Plan International Finland are benefiting as Finnish partners and UFF working with ADPP in Mozambique;
- HEI ICI support to higher education institutes working with Mozambican institutions;
- Finnish participation in the EU regional teacher initiative for Africa, launched in 2023, may provide new avenues for supporting teacher training projects in Mozambique in the near future;
- A specific short-term technical support mission of JAMK to MINEDH was approved by FINCEED in 2022. This mission was implemented in 2023 and focused on the Finnish priority of Teacher Training. JAMK has supported the Teacher Training Department of MINEDH in finalizing a National Framework of Professional Standards and Qualifications of teachers. KIIIs with MINEDH indicated that this support was widely appreciated.

These combined aid modalities are functional to leverage resources for specific priorities of the Finnish Government in its support of the education sector. While the other aid modalities are relatively small compared with the 8 million € annual support provided to FASE, in terms of content, these initiatives are complementary and contribute to establishing and strengthening partnerships, as illustrated in Finding 7.

Finding 7: Complementarity of interventions and synergies between actors and partnerships have enhanced Finnish visibility and relevance, reaching out to various actors in the Government, Civil Society and academic institutions. The synergies between Finnish sectoral support and these other initiatives with CSO and HEI ICI partners have enabled the Embassy of Finland to remain in close contact with developments on the ground and interests of local and regional level rights holders in the education sector.

While Finnish support of education through FASE has been the main modality for over a decade, Finland has also provided support through other modalities (see Finding 6) and actors well aligned with GoM's education strategies. Partners in these initiatives participate in policy dialogue, education sector working groups, and FASE monitoring, ensuring the representation of rights holders in the education system.

In Key Informant Interviews (KII) and country programme reporting, the following key complementary and synergetic support initiatives for the Finnish bilateral support programme to Mozambique were identified:

- Under HEI ICI, the Jyväskylä University of Applied Sciences (JAMK) collaborates with the Pedagogical University of Maputo (UP-M) and the Superior Institute for Education and Technology – One World on the TEPATE project (2020-2024), focusing on innovative pedagogical approaches in teacher training. This project links crucial partners in teacher training, including UP-M's outreach to Teacher Training Centres of MINEDH and UFF's collaboration with ADPP, which is integral to the *Aprender Mais* project and in-service teacher training. A follow-up programme under HEI ICI, the Higher Education Partnership (HEP), may decide on supporting new projects in Mozambique in December 2023;

- The Finnish CSO programme funds UFF, which partners with ADPP in teacher training and bilingual education. ADPP also plays a key role for Finland as the implementing organisation of *the Aprender Mais* pilot project. ADPP's involvement in MEPT, though not directly related to Finnish CSO funding, is also contributing to accountability and representation of rights holders in FASE;
- The EFM has facilitated connections between HY+ from the University of Helsinki and AFD for technical assistance to MINEDH's Teacher Training Department. This initiative aims to develop a teacher competency network, enhancing teacher training and performance management. EFM has also facilitated and supported a research collaboration between Aalto University School of Business/Helsinki Graduate School of Economics and UEM on the topics of student learning and bilingual education, which are both central for the ESP and FASE;
- An Education and Science counsellor of Finland is stationed in Pretoria and this counsellor serves the region of Southern Africa, including Mozambique, to support education internationalisation initiatives of Finnish education and science institutes with international partners. This counsellor position is funded by the Ministry of Education and Culture in Finland;
- Exchange visits and activities facilitated by MFA and the EFM have strengthened ties between Finland and Mozambique, particularly in teacher training.

These complementary actions and partnerships are widely recognised and valued, as evidenced in KIs. Stakeholders appreciate Finnish expertise and contributions, acknowledging their synergy and impact in Mozambique's education sector.

An essential aspect of these initiatives is their role in connecting Embassy staff with on-the-ground developments in the education sector and specific rights holders' perspectives. These engagements are crucial for monitoring regional disparities and addressing specific educational needs arising from natural disasters and conflicts, such as those in Northern Mozambique, where organisations like ADDP (a UFF-partner), and INGOs like Plan International provide targeted support and advocacy, such as in the Movement for Education for All (MEPT).

5.3 Effectiveness and Efficiency

Effectiveness and Efficiency (E.Q.3): To which development and crosscutting policy priorities in the education sector has Finland contributed, and how is this contribution recognised and appreciated by the national and international stakeholders in the Mozambican education sector?

Finding 8: Finland has focused on priority outcomes of ESPs' strategic priorities, as reflected in its programme documents' intervention logic/ToC. Finland's contributions to shared priorities through financial support, policy dialogue, and technical assistance are most clearly recognised in teacher training, where Finland has a leadership role among FASE DPs.

Priorities in the education strategic plans of the GoM during the period under review are summarised in **Table 11**. The table demonstrates the consistent prioritisation of objectives in the consecutive Education Strategic Plans (ESP) during the review period. These objectives align with the three outcome areas in the Finnish Country Programme for Mozambique 2021-2024.

Cross-cutting objectives in the ESPs show continuity, except for the shift from HIV/AIDS to education in emergencies, as highlighted in red. The focus on a safe and healthy school environment in the current ESP emphasises preventing and responding to violence against children, a notable shift from the previous plan. Gender equity and addressing Gender Based Violence (GBV) feature as cross-cutting objectives in the current country programme document.

Teacher training and bilingual education are areas of shared focus between Mozambican and Finnish priorities. Finland, co-chairing the teacher training task force in FASE, has developed specific actions to bolster teacher training. The impact and contribution of Finland in this domain are well-recognised and valued by MINEDH and other education sector partners, including the Pedagogical University in Maputo and ADPP.

While gender equity and girls' retention are addressed under the first priority objective of inclusion and equity of access to basic education, their integration into teacher training initiatives is less evident. Improving gender balance among teachers and in school management, as well as enhancing gender awareness (including on issues like SRHR and GBV),

are crucial for boosting girls' retention in basic education. However, this aspect of gender equity and awareness is not prominently featured in the ESPs, Finland's country programme document, or specific interventions like *Aprender Mais* and HEI ICI technical assistance.

Table 11. Priorities objectives and cross-cutting objectives in ESPs 2012-2016/19 and 2020-2029

	ESP 2012-2016 (extended to 2019)	ESP 2020-2029
Priority objectives	<ul style="list-style-type: none"> • Inclusion and gender equality in access to education and retention • Learning outcomes (quality of learning) • Good governance in education 	<ul style="list-style-type: none"> • Inclusion and Equity in Access, Participation and Retention. • Quality of Learning. • Transparent, Participatory, Efficient and Effective Governance
Crosscutting priorities	<ul style="list-style-type: none"> • Gender equality and equity • Children with special learning needs • Safe and healthy school environment • HIV and AIDS • Sports at School • School feeding (and food production) 	<ul style="list-style-type: none"> • Gender equity • Children with special learning needs • Prevention and response to violence against children • Education in emergencies • School feeding and nutrition • Sports at school
Links with Finnish priorities	<ul style="list-style-type: none"> • Training, capacity development and motivation of teachers is a priority under Learning outcomes • Bilingual education is a priority under inclusion and gender equality (delays in previous periods are recognised and special actions taken) 	<ul style="list-style-type: none"> • Teacher training: a) initial training; b) in-service training and c) training of trainers • Bilingual education is integrated under pre-school and in primary education • Administrative and institutional development: a) Planning, budgeting, implementation, monitoring and evaluation; b) internal control, transparency and accountability; and c) human resource management

Source: ESP 2012-2016 and ESP 2020-2029

Finding 9: The sector support planning, implementation, and monitoring and evaluation mechanisms are well established. Specific capacity constraints, particularly at MINEDH, have limited the efficiency and effectiveness of FASE resource deployment to specific education actions on the ground. These capacity constraints from the central to the district and school level constitute a bottleneck in results and outcome achievement through FASE support, as observed in FASE reports and monitoring missions.

The capacity constraints within MINEDH represent a crucial bottleneck in enhancing the efficiency and effectiveness of FASE. It is vital to understand the different levels of MINEDH's operational structure and pinpoint specific capacity challenges at each level. Additionally, these challenges must be examined in the context of Mozambique's government decentralisation and the devolution of powers and responsibilities to lower levels of education delivery.

Various key partners have identified significant capacity constraints at MINEDH, which often result in prolonged delays in fund transfers, impacting FASE's operational plans. As observed during FASE monitoring visits, many schools experience delays in receiving their biannual funds, and in some instances, the funds received are insufficient. The KIs conducted during this evaluation process have revealed multiple specific capacity constraints across various levels of the education delivery system, summarised in **Table 12**.

Decentralised capacity development across the education delivery systems and within MINEDH's operational structure has not kept pace with the ambitions of the decentralisation process. This is evident in several areas:

- Financial resources for decentralised educational entities are often delayed or insufficient, hindering the implementation of tasks at lower levels.
- ICT capacities at the decentral level are underdeveloped, impacting the management of resources and timely monitoring.
- Human resource capacities at various decentral levels are inadequate for the assigned tasks and responsibilities.

These capacity-related challenges necessitate carefully balanced approaches in devolving tasks from central to lower implementation levels. In addition to disparities in capacity at different educational levels, regional disparities also present challenges. FASE financial disbursements show MINEDH's efforts to address these disparities, particularly with more

substantial investments in Central and Northern Mozambique. However, these regions now face additional challenges due to extreme weather events and conflicts, requiring additional attention and effort.

Table 12. Key capacity constraints that limit FASE effectiveness and efficiency

Level	Capacity issues
FASE	<ul style="list-style-type: none"> - Lack of operational Manuals & procedures - Discontinuity and lack of long-term commitments of partners' contributions
GoM (MEF and SISTAFE)	<ul style="list-style-type: none"> - Slow and complex transfer of funds mechanisms and procedures - Need for strengthened accountability and transparency in financial procedures - Ongoing digitalisation of financial and transfer procedures and mechanisms
MINEDH central level	<ul style="list-style-type: none"> - Rationalise functional organisational structure, strengthening linkages across departments and units - Recruitment and development of Human Resources, including human performance management - Decentralisation and devolution of central-level power, roles and functions to lower-level - Need for stronger EMIS function and data production for analysis and evidence-based decision-making - Improvements in procurement policies, procedures and practices - Digitalisation of information management - More timely and efficient mechanism for the transfer of funds to lower education delivery levels
Provincial Directorates of Education	<ul style="list-style-type: none"> - Recruitment and development of Human Resources, including human performance management - Strengthening capacities to accept devolution of central-level power, roles and functions - Capacity to generate and process EMIS data for timely data provision at the central level - Capacity for analysis of EMIS data for evidence-based decision-making - Improvements in procurement policies, procedures and practices at the provincial level
District Directorate of Education, Youth and Sports	<ul style="list-style-type: none"> - Recruitment and development of Human Resources, including human performance management - Strengthening capacities to accept devolution of central-level power, roles and functions - Capacity to generate and process EMIS data for timely data-provision (digital) at the provincial level - Capacity for analysis of EMIS data for evidence-based decision-making - Improvements in procurement policies, procedures and practices at the district level
Teacher Training Institutes	<ul style="list-style-type: none"> - Recruitment and development of Human Resources, including human performance management - Innovation in pedagogical approaches to recover learning loss and improve inclusion - Capacity for data collection and processing for higher MINEDH levels (digital) - Capacity for analysis of EMIS data for evidence-based decision-making and curriculum development - Image of the teaching profession at the basic education level - Improve gender-balance in the teaching profession and at the level of school management
Schools	<ul style="list-style-type: none"> - School management mechanisms and capacities and gender balance in school management and the teacher-force as a whole. - Challenges in capacities and motivation of principals and teachers in providing quality education in the classroom, in spite of in-service teacher training. The current <i>Aprender Mais</i> project is a new intervention tackling lesson plans of teachers in the classroom and first results are materialising, though further impact is still a future perspective. - Involving parents and communities in the educational process and school management - Capacity for data collection and processing data at school level for higher MINEDH levels (digital), including the use of EMIS data for school-level planning. - Address WASH, GBV and SRHR challenges at school-level to increase girls' retention at schools

Source: KIs conducted during the evaluation process.

While FASE-MoU allows investment in capacity development and technical assistance, such efforts within FASE have been limited. Stakeholders from KIs note a decrease in the acceptance and utilisation of particularly international technical assistance by MINEDH in recent years. Several key stakeholders identify the need to invest more effort in capacity development based on a well-designed plan guided by a clear needs assessment. The GPE secretariat mission in July 2023 underscores this, recommending “a sound capacity building plan for the deployment of TA [focused on the main planning, financial management, procurement, accounting and reporting processes of FASE] needs to be developed, with the right balance. One option for this is to have flexible and *degressive* TA – TA that is tapered down over time – to avoid risks of substitution.” (GPE Secretariat 2023).

Finding 10: While mechanisms for dialogue and coordination have been in place, operational guidelines for FASE have not been developed, limiting the effectiveness of FASE in the timely disbursement of funds, implementation, and

monitoring. The absence of an operational manual also limits possibilities for the capacity development of MINEDH and FASE partners in FASE operations.

Policy dialogue and coordination in the education sector and within FASE are well-established, and effective management and mechanisms exist to ensure that the contributions of FASE are aligned with national priorities. Other planning and monitoring meetings were established to ensure effective and efficient implementation of FASE funds.

The key policy dialogue and coordination mechanism is the Education Sector Working Group (Local Education Group/LEG). This group is the most encompassing forum to include partners that support the education sector. This Group also includes international Development Partners not in FASE and CSOs active in Mozambique's education sector.

The Troika is FASE's central management and coordination mechanism, and it ensures continuity in dialogue, management, and coordination. It is responsible for overseeing policy dialogue and strategic planning meetings.

Education working groups are established to coordinate actions around four key levels of education subsystems, while more specific priority and normal task forces address key thematic and cross-cutting objectives in the national education strategy. The different FASE partner members and CSOs take responsibility for (co)managing these working groups and task forces with MINEDH coordinators.

The inclusion of CSOs, organised in the Mozambican MEPT, is crucial. This ensures the involvement of civil society not just as implementers but as rights holders, aligning FASE implementation with civil society interests and enabling their participation in joint monitoring visits.

While these arrangements and mechanisms are in place and functionally ensure proper management and implementation of FASE support to education, it can be observed that there are no well-established regulations, procedures and guidelines for the operations of FASE beyond the arrangements described in the MoU, as observed by a recent GPE secretariat mission to Mozambique (July 2023). GPE also observed that the lack of a clear and comprehensive operational manual for FASE limits possibilities for proper capacity building for MINEDH and FASE partners. (GPE Secretariat, 2023. p. 5).

The GPE mission and the Embassy of Finland's country programme report on FASE in 2022 have noted that technical assistance for capacity development has not been extensively utilised in recent years of FASE operations. This underutilisation of FASE funds for capacity building has occurred despite the recognition of several capacity constraints in effectively deploying FASE resources within the education sector. Enhancing the use of technical assistance could significantly strengthen the capacities of various actors involved in the administration and implementation of FASE funds.

FASE has evolved beyond being an exclusive coordination mechanism among its participating members. Its structures for dialogue and coordination have played a crucial role in bringing together several actors in the education sector, including those not directly involved in FASE. This inclusive approach has been instrumental in harmonising efforts across the sector and holds the potential to attract and engage new development partners to join FASE in the future.

Finding 11: While education statistics are generally and readily available and used for monitoring and reporting, data on the quality of education, learning outcomes and more specific quality aspects related to particular activities are not always available. Improved EMIS data generation and management are required to improve decision-making on strategic priorities in the education sector.

There is room for considerable improvement in generating Education Management Information System (EMIS) data for research and analysis to enable evidence-based decision-making on educational strategies and priorities. Data is missing, particularly in the quality of education-associated aspects, such as determining factors in learning outcomes, inclusive education, disability inclusion, SRHR and GBV aspects, and distance education.

While Finding 9 highlights various capacity development challenges within the education delivery system and at different organisational levels of MINEDH, a crucial area requiring specific attention is the EMIS. Identified capacity constraints in

EMIS impede the effective and efficient implementation of education strategies and limit the ability to conduct thorough analyses of existing constraints and deficiencies affecting previous periods' effectiveness and efficiency. Capacity in data generation and analysis for evidence-based decision-making and planning is not sufficiently supported by the EMIS and good quality data produced by this system.

Despite these challenges, based on EMIS data, MINEDH and the National Statistics Institute (INE) generally provide timely statistical data on education indicators, contributing to the country's reporting on SDG4 progress. These data are processed, analysed, and disseminated at MINEDH and INE levels, including provincial-level disaggregation in statistical yearbooks. The analysis of EMIS and statistical data in this evaluation report has offered significant insights into key developments in the education sector over time. While the capability of EMIS to generate and analyse educational data on access, retention, and enrolment is commendable, notable constraints need addressing to improve understanding of education quality and learning outcomes (see **Box 3**).

The generation of data for EMIS starts at the school level, and there are clear capacity-related and technological constraints to ensure that this data generation for EMIS is done in a timely, consistent manner and with regular quality. Once data is generated, it needs to be processed in EMIS to allow for analysis. While a certain routine is already built into generating access, enrolment, and completion data, the system can expand its data coverage. As an important next step, it is necessary to develop capacities to use EMIS data for analysis and to develop evidence-based decisions and actions to improve education delivery. This capacity is needed not only at the central level, but more and more at the decentral and, ultimately, school level, in light of the ongoing decentralisation process.

While EMIS-related capacity development is part of MINEDH's strategic and operational plans, it has not been a prominent feature in FASE plans and reports. For a thorough analysis of EMIS data, and particularly to scrutinise education quality and its impact on learning outcomes, comprehensive and national-level learning assessments are essential. These assessments should enable comparisons of learning outcomes across various pupil demographics, incorporating previously mentioned aspects. Comprehensive national learning assessments were conducted in 2013 and 2016, with the 2016 assessment indicating learning loss in primary education.

Box 3: Key EMIS constraints relevant to Finnish support to education in Mozambique

- Data on SRHR and GBV at school level are often underreported due to cultural sensitivities and limited awareness of gender equality and equity among teachers and school principals;
- Data on disability inclusion are scarce and vary significantly in interpreting disability characteristics. Comprehensive research, including at the community level, is necessary to align school-level disability inclusion with community prevalence;
- Information on children with special learning needs is limited and challenging to obtain as it is often hidden;
- While data on access to bilingual education is available, little is yet known about the differential effects of having access to education in the mother tongue and differential effects among different target groups and language groups;
- Data on distance education provision in higher secondary education are available only in terms of access and the final learning outcomes at the time of graduation. Data on drop-out rates from distance education and on characteristics of pupils enrolled in distance education are not available;
- Data on community involvement in school management, beyond the existence of community or parent committees at school, are limited, particularly regarding parents' perspectives on education quality.
- Data on teacher and principal attendance are available, but insights into teacher performance in the classroom are lacking. EMIS data on teacher performance are needed to enhance teacher competency frameworks and performance management.

Source: KIIs October-November 2023

Since then, national-level assessments have not been consistently repeated, though some specific studies were conducted, such as UNICEF's 2023 post-COVID-19 assessment on the impact of school closures on student literacy (UNICEF, 2023). These studies suggest that challenges in learning outcomes predate the COVID-19 pandemic. Stakeholders in KIIs expressed concerns about the need for more comprehensive pupil learning assessments. These assessments are vital for identifying specific causes and trends relevant to the declining learning outcomes among Mozambican youth. Consistent, high-quality, and timely EMIS data are crucial to enable the analysis of these cause-and-effect analyses. Stakeholders recommend increased investment in comprehensive learning assessment within the FASE framework, viewing it as a key tool for resource allocation to improve learning outcomes.

Finding 12: FASE has become a cost-effective and efficient aid delivery modality with limited transaction costs for more than 10 supporting international development partners. Provided that the size of the pooled fund and the number of partners investing in it are large enough, comparative advantages of the pooled multi-donor fund become more obvious, making FASE the preferred aid modality for all partners. Therefore, key informants in this evaluation strongly express that FASE should remain and, if possible, be strengthened with the entry of other development partners.

Since the start of FASE in 2002, important arguments for its establishment were derived from the introduction of sector-wide approaches (SWAp) as an important modality for effective and efficient aid delivery. The Paris Declaration of 2005 provided further elements for the design and development of FASE as a sector-wide support fund based on the fundamentals of ownership, alignment, harmonisation, results management and mutual accountability. When FASE was consolidated as a sector support fund with more than 10 supporting international development partners, it developed into a cost-effective and efficient aid delivery modality with limited transaction costs.

While this evaluation does not include a specific financial analysis of transaction costs of education sector support costs that would require comparative research across countries, it is evident that institutional arrangements featuring joint mechanisms for dialogue, planning, technical assistance, and monitoring and evaluation boost efficiency significantly, particularly when shared by a large number of partners. A central argument for the effectiveness of the sector fund approach is its ability to foster ownership and align various partners around common objectives and actions. In the case of FASE, this alignment is facilitated through MINEDH's ESP. For the current FASE MoU, the ESP for 2020-2029 serves as the guiding document, ensuring that all FASE disbursements align with its objectives.

Over the years, FASE has been a channel for development partners, contributing an average of 82 M EUR annually to Mozambique's education sector. Moreover, at the level of individual partners, FASE is a powerful instrument for leveraging their resources. Specifically for Finland, this leverage effect has historically translated into a multiplier effect that multiplies the value of Finland's specific contributions to FASE: its annual average contribution of 8 M Euro is part of the common pool of funds of more than ten times that value.

Finding 13: In light of the enormous needs in education delivery at the school level, transfers of funds to schools are regularly delayed and sometimes incomplete. The delays in the transfer of funds are caused by multiple capacity constraints encountered at different levels. Capacity development and technical assistance provided to MINEDH at different levels has been too limited to overcome these constraints.

A key constraint in FASE, as was observed in recent quarterly FASE status reports and witnessed by the evaluators in the FASE monitoring mission of October 2023, has been that funds allocation and distribution from the contributions of FASE partners have regularly suffered consistent and severe delays. The delays are caused by multiple capacity constraints at different levels: at the level of development partners these constraints are related with timeliness and reliability of pledging and transfer of contributions to FASE; at the level of GoM, these are related to changing set-up and procedures of the State Financial Administration System (SISTAFE); and at the level of MINEDH these are related to transfer of FASE funds to the provincial, district and ultimately school level. Many of these capacity constraints are persistent, difficult to resolve, and require more managerial and technical assistance.

The efficiency of financial transfers from FASE to schools is somewhat constrained by the requirements and regulations necessary for proper resource management. These are typically legally mandated by the various entities involved in the transfer chain. The diversity of steps in this chain often leads to an accumulation of requirements, which can cause duplication and delays in reaching the final stage of resource deployment. While most of these steps are unavoidable due to legal necessities, there is room for simplification.

Delays associated with initiating the new MoU and MozLearning component, which introduced new requirements and procedures, have largely been addressed, as reported by key informants. Additionally, several challenges within the GoM's Financial Accounting System (SISTAFE) have been mitigated by introducing and revising new (digital) components in SISTAFE. Together, these developments are anticipated to reduce future delays in financial transfers between FASE, the Ministry of Economic and Finance (MEF, overseeing SISTAFE) and MINEDH.

Further actions to ensure smoother operations may be included in the development of an operational manual for FASE.

Finding 14: With its limited staff, the Embassy of Finland in Mozambique has provided consistent and highly valued policy dialogue and technical assistance support. The recruitment of highly qualified international and national staff and long-term continuity of national staffing in the education sector has secured good follow-up and transfer of knowledge and institutional memory across generations of international staffing.

The Finnish Embassy in Maputo operates with two dedicated officers to support the education sector in Mozambique. This team, while modest in size considering the 8 M EUR annual Finnish contribution to FASE, receives additional backstopping and administrative support from MFA Finland. Given the extensive engagement required with multiple FASE partners, the workload for these two officers, especially in attending numerous working group and task force meetings, is substantial. Moreover, their responsibilities extend beyond FASE, encompassing other Finnish educational initiatives in Mozambique, such as *Aprender Mais* and various Finnish CSO and HEI support activities.

Despite the limitations in staffing, the Finnish Embassy's involvement and expertise in the education sector are widely recognised and valued by MINEDH and other stakeholders. The high quality of the Embassy's staff is ensured through the recruitment of skilled international officers, complemented by effective transfer and induction mechanisms that maintain continuity and institutional memory in education sector support. Additionally, the Embassy has bolstered its team with a high-quality national staff member on a long-term contract. This national staff member not only enhances continuity and institutional knowledge at the Embassy but is also well-connected with national education networks.

Stakeholders from MINEDH and FASE consistently express their appreciation for the professionalism of the Embassy's staff. They confirm that, despite the small team, no significant issues or delays have arisen that could be attributed to staffing limitations or capacity constraints at the Embassy.

5.4 Impact and Sustainability

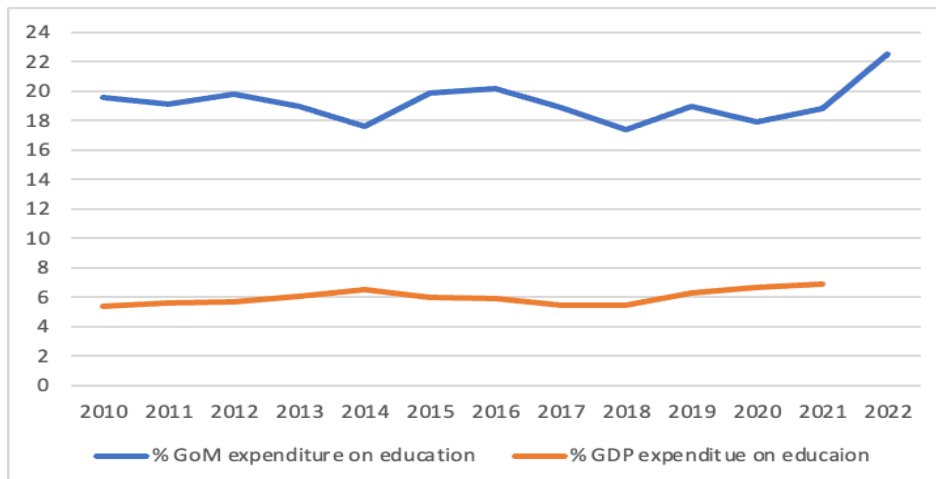
Impact and Sustainability (E.Q.4): What have been key changes in Mozambican's education sector at central, provincial and local levels, where stakeholders have identified and confirmed specific contributions and influence of FASE support and of its partners, and in particular Finland?

Finding 15: Finland has made clear contributions to education sector changes and results reported over time, particularly in teacher training and bilingual education. However, Finland's contribution is less visible in girls' retention in basic education. A key concern expressed by education stakeholders is that despite many efforts and improvements, learning outcomes of Mozambican children at the end of basic education are lagging behind expectations, even more so after the COVID-19 pandemic.

The contribution analysis conducted in this evaluation exercise (see **Annex 7**) shows Finland's contributions to the education sector changes and results reported over time. Three specific outcomes were identified for the contribution analysis. The analysis confirms Finnish contributions under these outcomes, particularly in teacher training and also under bilingual education, although its contribution is less visible in girls' retention in basic education. Finland's contributions are widely recognised by other partners in FASE, MINEDH, academic institutions and CSOs in Mozambique. The key areas of contribution were achieved through a combination of financial support through different modalities, dialogue and coordination in FASE working groups, technical assistance and partnerships with MINEDH, other FASE partners, CSOs and academic partners in Mozambique. At the same time, challenges and limitations related to the scarcity of budgetary resources and the weak capacities of MINEDH in the context of a rapidly growing population are also recognised.

The analysis of key statistical and EMIS data, detailed in Section 4.4 and **Annex 10**, reveals results and developments in education delivery aligned with the three outcome areas of Finland's education sector support in Mozambique. The support for the education sector provided by international development is met by a high level of political commitment of the GoM to invest in its education sector. This high commitment has been consistent throughout the entire period under review in this evaluation, with investments of more than 5% of Mozambique's GDP and more than 17.5% of the national government budget, as is shown in **Figure 14**.

Figure 14. GoM financial commitments to the education sector (2013-2022).



Sources: UIS UNESCO country profile Mozambique (extracted from uis.unesco.org in Nov 2023). Embassy of Finland 2022 country report (data on 2022).

The GoM budget allocation to education in 2022 increased to 22.5%. These figures show that the GoM's high commitment to investing in education is in the upper range of what is recommended by UNESCO for SDG4 achievement. This high budget expenditure in education is also confirmed in the WB's recent public expenditures overview (World Bank, no date). And GoM's commitment to education is significantly higher than among many African Sub-Saharan countries. The commitment of GoM to basic education is further illustrated by the promulgation of the national legislation on compulsory education in 2018 and more specific policies and strategies in the framework of the Education Sector Strategies.

The key results and developments in the education sector relevant to the three outcome areas in the Finnish Country Programme for 2021-2024 are summarised in **Table 13**.

Despite the high commitment of GoM, the economic and financial situation in Mozambique is assessed by UNESCO as very challenging, and it states that trends for continued investments in education are not likely to meet desired targets (UIS, 2023, Mozambique country profile and World Bank, no date. P.8). A key development in Mozambique is the decentralisation of government and devolution of decision-making and implementation to lower decentralised levels of government, the provincial and district levels. The decentralisation process is also implemented in the education sector, though with significant capacity-related challenges.

The government's commitment to the education sector (happening with enormous financial constraints) and to decentralisation of government functions (happening with enormous capacity challenges) are important contextual factors that need to be taken into account in interpreting results achievements in the context of specific outcomes areas in Mozambique's education strategy. Furthermore, the rapidly growing population in Mozambique over the past decades has multiplied both financial and capacity challenges. The population growth over the past decade can be translated into the need for hundreds of new schools and teachers annually.

In the country programme reporting in 2022, the progress and results under all three outcomes were rated satisfactory. The most important factors contributing to progress and results identified were strong national ownership, commitment to invest in education, and the quality and intensity of policy dialogue and engagement. The national capacity of MINEDH to coordinate and implement education interventions was assessed as a limiting factor for achieving results.

The contribution analysis of three key selected outcomes (see **Annex 7**) conducted in this evaluation confirms that positive developments towards these outcomes have occurred and that MINEDH and key stakeholders in the education sector recognise Finland's specific contributions. The summary outcomes of the contribution analysis are presented in **Table 14**. The table shows that Finnish contributions to changes in the education sector are particularly strong in teacher

training. While Finland has also provided a clear contribution to bilingual education, its visibility is lower than USAID's, which has developed a clear leadership role among the international development partners in bilingual education.

Table 13. Key results under priority outcomes areas of Finnish support to education in Mozambique.

Key outcome areas	Girls' retention and school completion improved	Teachers' and principals' performance improved to enhance learning	School accountability strengthened
Key results and developments reported by the Finnish Embassy	<ul style="list-style-type: none"> - Gross enrolment of girls in lower secondary education has increased from 37.8% in 2020 to 42.2% in 2022 (still lagging behind the target of 68%) - Gender disparities in Secondary Education remain high (0.17 in 2022) - Regional disparities in girls' access to primary education are decreasing - Targets in school construction and WASH facilities are consistently not met - Distance Learning as a tool to increase enrolment in upper secondary education has remained low, with 5.3% of students accessing it and 48% of girls - 2022 a mechanism for the prevention, reporting and referral of GBV cases in schools was finalized - Students benefiting from bilingual classes has surpassed 1 M in 2022 - Inclusion of students with special learning needs has decreased to 54.755 and is well below targets (COVID-19 has affected these rates negatively) 	<ul style="list-style-type: none"> - % Female teachers in primary education has decreased in 2022 to 44% and has remained low in secondary education at 24.7% in 2022. - Training of teachers has increased to 6.332 (51.5% female) in 2022 and is well above targets - <i>Aprender Mais</i> pilot has started with producing material and training of 138 teachers (89% female) - Bilingual textbooks have increased to almost 3.9 M in 2022. - Application of inclusive pedagogical practices has increased to 78% of all classes (above the target of 75%) 	<ul style="list-style-type: none"> - School managers who benefited from training have slightly decreased to 1.127 but are above target. 32% of managers trained are women - Presence of teachers and particularly managers at schools has increased to 88.5% and 90.2% in 2022 respectively - % of functioning school councils has increased to 89.9% in 2022, although their performance is not consistent (training and guides are provided) - Supervised schools (on-line) increased to 69.8%, though is still below targets - Monitored primary and secondary schools that meet quality targets is 85.6% and 81.5% respectively in 2022 and is well above targets - ADE funds are not reaching all schools (liquidity constraints in FASE)
UNESCO-UIS indicators	<ul style="list-style-type: none"> - Out-of-school rates in primary education have decreased from 10% in 2010 to 0.8% in 2020. These rates for lower and upper secondary education were 35% and 64.5% respectively in 2010 and 38% and 61.3% in 2020 (UIS) - Completion rates for both sexes have changed from 28.8%, 8.1% and 3.4% for primary, lower secondary and upper secondary in 2010 to 39.4%, 11% and 4.3% respectively in 2016 (UIS) - On gender gap in upper secondary completion data available until 2016 don't show improvements (-2.3 in 2010 and -2.6 in 2016) (UIS) - The progress on students' completion rates in primary and secondary and on reducing gender gaps in upper secondary completion are assessed as negative 	<ul style="list-style-type: none"> - Improvement in teacher qualification rates in primary education from 75.9 % in 2010 to 98.4% in 2020 (UIS) - Assessment of meeting SDG targets in teacher requirements are positive for pre-primary and (lower and higher) education, though negative on primary education, due to the strong growing demands for teachers 	<ul style="list-style-type: none"> - No specific UIS data is available for school accountability and governance aspects.

Sources: UIS UNESCO country profile Mozambique (extracted from uis.unesco.org in Nov 2023). Embassy of Finland in Mozambique 2022 country report. KIIs conducted during the research phase.

In relation to girls' retention, the Finnish contributions are less visible, which is partially because this result area is linked with MozLearning and partially because Finland has not supported specific actions in this area besides its support to FASE. This may change now that Finland has recently approved a project with UNFPA to work on improving SRHR in state institutions, and this project will also reach the education sector in 2024. This may enhance visibility and

contributions to girls' retention in basic education, particularly related to specific steps and actions (recognised in the ToC for the education sector support) in improving SRHR and WASH facilities and addressing Gender-Based Violence at schools.

Table 14. Analysis of Finnish contributions to selected key outcomes in the education sector.

Teachers' Education in Mozambique is receiving more attention and support in MINEDH's policies and structures. Teachers' performance in the classroom is gradually improving	Bilingual education in primary education is rapidly expanding across the country and more students have access to education in mother tongue	Girls' retention and progress in primary and secondary education is improving (with particular attention to aspects of (school) facilities for girls, textbooks, attention to SRHR and GBV)
<p>Teacher training has been an integral part of the education strategies of MINEDH and gradually more attention is given to in-service training to complement pre-service training and to upgrade teacher skills.</p> <p>Teacher Training Centres provide training to teachers and in a partnership with ADDP, teachers are also supported in-service and on specific subjects such as inclusive education and bilingual education.</p> <p>The number of teachers in primary and secondary education has gradually expanded, though female teachers are in the minority, particularly in secondary education and in school management. Teacher qualifications particularly in primary education have improved.</p> <p>Absenteeism among teachers and principals is decreasing, though is still too high.</p> <p>The GoM has launched a new Teacher Policy 2023-2032 to address these and other challenges in teacher education</p> <p>In spite of considerable improvements in teachers' qualifications and performance, learning outcomes among pupils are still lagging behind, which is a key challenge identified by many stakeholders in the education sector.</p>	<p>While in 2013 there were only around 40.000 children with access to education in mother tongue, this number has increased rapidly, particularly in the last 5 years and in 2023 the number of children that received education in mother tongue in first grades of primary school was more than 1 million children.</p> <p>Bilingual education was provided in 19 languages in 2022.</p> <p>MINEDH, in line with the ESP 2020-2029 has developed a strategy for expansion of bilingual education for the same year with the goal to reach 3 million children with bilingual education.</p> <p>Teachers now receive training in bilingual education and textbooks are provided.</p>	<p>Education statistics show that girls' enrolment and retention in primary education has improved but still retention and completion rates of girls in secondary education are problematic.</p> <p>Many stakeholders refer to persistent and complex cultural patterns that don't benefit girls to complete their basic education. This require more community involvement in education.</p> <p>GoM has launched a new legislation on compulsory and free education until grade 9 in 2018, which is a clear recognition of the need to expand and improve access to education among the population. The new law in recent years is creating a need for major reorganisation of primary and secondary schools at national level to adapt them to a new system of basic education provision closer to communities.</p> <p>Improving school facilities in aspects such as WASH is under pressure, due to insufficient funds and delays in transfers of funds to the school level for these investments.</p> <p>Addressing SRHR and GBV are included in teacher training and school management, but effects and results of these investment due to lack of reliable data are difficult to manage.</p> <p>The teachers' force is not yet gender-balanced, which is challenging girls' retention.</p> <p>Timely and sufficient availability of textbook has improved but still is insufficient to reach all pupils.</p>
<p>Finland's role in as the co-chair of the Task Force on Teacher education is clearly recognised by MINEDH and all FASE partners.</p> <p>Finland, in this function and also through working together in <i>Aprender mais</i>, has established close working relations with the Teacher Training directorate in MINEDH. These close relations have also enabled the provision of technical assistance in teacher training (e.g. development of a teacher competency framework by the Finnish HEI JAMK)</p> <p>Under HEI-ICI there is a close cooperation with the pedagogical university (of whom the director is ex-Minister of Education), reaching out to Teacher Training centres.</p> <p>The close working relations, exchange activities in teacher training over the past years, and the network established, have resulted in a clear recognition of Finland's important role and</p>	<p>Finland has shared and exchanged its experience in bilingual education in policy dialogue particular in the period 2016-2018 when specific resources were destined to bilingual education.</p> <p>Within the support to teacher education (<i>Aprender mais</i> and through HEI ICI partners, attention to bilingual education is given. The CSO programme support through UFF to ADDP includes attention to bilingual education.</p> <p>While Finnish contribution and expertise is recognised and valued, USAID is seen by most</p>	<p>Finland's specific contributions in the area of girls' retention are less visible and recognised than under the other two outcome areas, though girls' retention is included in the attention given by Finland in teacher training. Gender balance in the teachers' force has not yet been taken up as a key challenge, though in monitoring and reporting is recognised as a bottleneck.</p> <p>Within FASE, girls' retention in basic education has become the key overall objective largely due to the related focus of the Mozlearning component in FASE. Results in this area are therefore easily attributed to WB and GPE as the funding partners of this component. Although all FASE results are joint results, the earmarking of Mozlearning is making it more challenging to other FASE partners to claim specific financial and technical contributions to girls' retention in basic education.</p>

contribution in development of teacher training in Mozambique.

In the near future, a new HEP (follow-up of HEI-ICI) and Finland's participation in the EU initiative for teacher education in Africa are likely to further enhance these contributions and recognition by national stakeholders.

stakeholders as the leading international actor in this field

Sources: Embassy country programme reports, UIS and EMIS statistics, KIIs conducted during the evaluation fieldwork.

Finding 16: While access to education, retention, and completion rates have gradually improved, and gender gaps are (too) slowly closing, stakeholders express increasing concern that learning outcomes amongst pupils have been consistently low and are not improving. During the COVID-19 crisis, learning losses among Mozambican pupils have accumulated.

Many stakeholders have noted that despite the substantial support provided by FASE to the education sector, its impact-level results appear to be limited. The academic achievements of pupils have not shown significant improvement, and numerous schools operate under challenging conditions. Development partners, including Finland, recognise these learning losses and call for increased attention to improving the quality of learning in basic education. Improving the quality of education requires further improvements in teaching performance. Teachers often work with limited technological resources, sometimes in open-air environments or overcrowded classrooms with up to 100 children.

While these observations are pertinent, these aspects need to be looked at, taking a larger time frame that recognises the starting point for Mozambique's education system, which is only 30 years old. Furthermore, the significant population growth in Mozambique presents an ongoing challenge, necessitating the construction of numerous schools annually to capture the growing student population without deterioration of teacher-pupil ratios, infrastructure and materials availability. Recent studies (WB, 2015; Lázaro et. al, 2021; UNICEF, 2023) show that these are persistent factors that contribute to low learning outcomes of pupils in the classroom.

Persistent poor learning outcomes among students in basic education have been a long-term challenge issue, with signs of deterioration over the past decade. This decline has been exacerbated by school closures during the COVID-19 pandemic. A recent UNICEF report (UNICEF, 2023; **Box 4**) presents alarming findings, indicating serious challenges in recovering learning losses that were already showing in pre-COVID-19 years but accumulated during the pandemic.

Early Grade Reading Assessments (EGRA) have revealed students in Grades 3–4 in Mozambique experiencing learning loss. Specifically, post-school closure data from 2021 shows that Grade 3 students could identify approximately seven letters less than Grade 3 students in 2019. Similarly, Grade 4 students could identify six fewer letters compared to 2019. The assessment points towards household wealth and school resources as the factors affecting students' letter identification and reading scores. For familiar word reading, the most associated variables are wealth, death in the family, and school-related factors (being equipped with toilets and lighting, supervision visits and having more full-time teachers). There was no clear evidence of changes in scores for the familiar word reading subtask, but the scores were shallow and did not differ between pre- and post-pandemic school closures.

Box 4. UNICEF recommendations for COVID-19 responses

- Adopt a multi-strategy approach: Employing a combination of customised strategies, such as teacher training, quality school management, improvements to school infrastructure, extended school hours, and additional tutoring, can help mitigate the impact of learning loss.
- Deliver more targeted pedagogy: Evaluating the current early literacy and numeracy programmes offered by MINEDH and other partners can facilitate the development of more customised activities to improve student learning outcomes. Targeted pedagogy can be delivered by tailoring teaching methods and materials to the specific learning needs and abilities of individual students.
- Strengthen research to identify key drivers of learning: Conducting future EGRA assessments on larger sample bases can help establish causal relationships between student, household and school characteristics and early literacy. This could facilitate the development of tailored interventions that address the specific challenges and needs of Mozambique's primary school students.

Source: UNICEF, 2023. P. 6

Finding 17: Institutional sustainability of Finnish education sector support is strong within FASE through its institutional and governance mechanisms and arrangements. The fund's multi-partner long-term perspective aligned with the Mozambican education strategy also contributes to sustainability. National policies and strategies are in place, and there is a clear institutional structure for education delivery, although there are capacity constraints and challenges in the decentralisation of tasks and responsibilities at lower MINEDH levels and at the school level. At the same time, the financial sustainability of investments in education is very vulnerable due to the limited capacity of the GoM to generate a substantial budget for the education sector.

The continued commitment of partners to contribute to FASE remains key in consolidating improvements in terms of availability of and access to basic education in the country, as well as improving the quality of education and, ultimately, achieving better learning outcomes for pupils graduating from basic education in Mozambique. The strong political commitment of the GoM towards education, noted in earlier findings, has been a consistent feature, with substantial resource allocation to the education sector. In 2022, this financial commitment grew, surpassing regional standards.

The GoM has developed education legislation, policies and strategies to achieve SDG 4, translating these into a clear, stable institutional structure for MINEDH, particularly in basic education delivery. While MINEDH's structure is well established, it faces substantial capacity constraints, as observed in earlier findings, including challenges linked to decentralisation and task devolution at lower implementation levels. Capacity constraints have been partially addressed by establishing partnerships with CSOs and international organisations. These collaborations have expanded education delivery and improved service quality, exemplified by partnerships like ADDP in teacher training and bilingual education. Alongside FASE, specific thematic and regionally focused projects with international partners are effectively implemented. These efforts demonstrate considerable institutional sustainability in education strategy development and delivery, though the need for continued capacity development remains clear.

FASE has been operational as an established education sector support fund for over two decades. Many partners, including Finland, have contributed to its institutional memory and continuity for over ten years. Despite institutional sustainability, financial sustainability remains a significant challenge. GoM's commitment notwithstanding, it struggles to generate adequate funding for educational development. Historically, its budget has barely covered salary costs in education delivery. International support has been crucial for expanding education infrastructure, providing learning materials, and investing in quality improvements like teacher training.

In light of Mozambique's rapidly growing population and increasing educational demands – including the extension of compulsory education to grade 9, extreme weather challenges, and learning losses exacerbated by the COVID-19 pandemic – sustained investments are essential. International commitment and substantial investment from development partners are necessary to support GoM and MINEDH in implementing the 2020-2029 education strategy and achieving SDG4 goals. The recent trend of declining international pledges to FASE is a concern among education sector stakeholders, as observed in this evaluation.

6 Conclusions

Conclusion 1: Finland has consistently been involved in the education sector during its long-term cooperation with Mozambique, although specific focuses have varied in different periods. During the period under review, education has been featured as one of the priority areas in Finnish support, with a more specific focus on basic education since 2016. The GoM and MINEDH, as the key partner institution in the GoM, have greatly appreciated the Finnish contributions to education. Other stakeholders in the education sector also recognise this important partnership with Finland and value its expertise and technical assistance in specific areas, particularly in teacher training and bilingual education. *(based on findings 1-8)*

Finland has been a key international development partner of Mozambique for almost 40 years, with the start of the development relation dating back to 1984. Finland has established itself as one of the most consistent bilateral partners in FASE, demonstrating a commitment that spans over 15 years. MINEDH highly values this long-term engagement and consistent financial support. Finland's contributions, particularly its institutional memory and the active participation of the Finnish Embassy staff in FASE's planning, implementation, and monitoring, are recognised as vital to maintaining

and strengthening the continuity and consistency of FASE. These efforts underscore Finland's role in supporting education in Mozambique and advancing the country's commitment to achieving SDG goals and targets.

Finland has taken the lead in the priority task force on teacher training in FASE and in the Troika management of FASE during important periods, including in preparing the current FASE MoU, which aligns with MINEDH's current ESP. Among the FASE partners, Finland is well recognised as a partner both in general matters of management and administration of the fund, as well as in more specific thematic support that was provided to *Aprender Mais* on Teacher Education, a pilot project implemented by the World Bank in partnership with MINEDH and ADDP.

Conclusion 2: The use and complementarity of different Finnish aid modalities to support the Mozambican education sector has improved Finland's visibility in specific thematic areas. This has been most notable in teacher training, where Finland has supported specific projects, technical assistance and research activities. Finnish partners in the higher education sector and Civil Society have supported education interventions with national partners, particularly in teacher training and, to a lesser extent, in bilingual education, contributing to Finnish visibility and relevance to Mozambican partners in these areas. Complementarity with multilateral partners is also significant and the participation of Finland in multiple multilateral education support initiatives provides good possibilities for leveraging more support to Mozambique's education sector. (based on findings 1-7)

While Finnish support to FASE has been the cornerstone of its aid to Mozambique's education sector for over a decade, the period under review in this evaluation reveals the emergence of additional aid modalities. These modalities, involving specific international and local partners, have provided valuable support complementary to the broader sector-wide assistance offered through FASE.

Though these additional support channels may be modest in financial terms, they have played a crucial role in enhancing the relevance and visibility of Finland's contribution. By strengthening policy dialogue and technical assistance and incorporating a broader range of partners, these complementary instruments have effectively merged the perspectives of both duty-bearers and rights-holders in the education sector.

Finland is historically involved in multiple international partnerships and initiatives to support the education sector. Finland is a member of GPE and provides funds to GPE and Education Cannot Wait; it partners in WB's COACH programme at global level and recently it has become a key partner in the EU's Teacher initiative for Sub-Saharan Africa. Finland's participation is active, and it brings in its expertise in teacher education and multilingual education.

The Government of Finland and the Embassy of Finland in Mozambique have successfully leveraged Finnish and multilateral partnerships to stay attuned to on-the-ground developments and align their educational support with stakeholders' needs. Finland has established a strong reputation for providing relevant and impactful policy and technical support within the Mozambican education sector through these complementary partnerships.

Conclusion 3: The development of a Theory of Change has contributed to the coherence of Finland's support to the education sector in Mozambique and a clear focus of its support. Other factors that have contributed to focus and consistency in approaches and relations with MINEDH, other FASE development partners and other stakeholders in the country are the Finnish long-term commitment to the education sector and continuity in experienced local staffing at the Embassy of Finland in Mozambique. Continuity in the Finnish support to education was also secured by good transfers between international staffing and continuity in national staffing. (based on findings 1-7)

Finland has chosen to apply a clear focus in its support of education on primary and secondary education, recognising these levels as the foundation of the entire education system. Given Mozambique's challenging economic situation and rapid population growth, Finland's emphasis on improving access and quality of basic education for younger generations is well-founded.

Finland has developed a ToC for its basic education support, focusing on key aspects of access and inclusion in education (girls' retention) and quality of education (teacher training and governance in the education system). While the ToC has functioned well in describing pathways of change under each of these key aspects of change, there have not been

strong linkages between the pathways to detect strategies and actions under pathways of change that can mutually reinforce each other. During this evaluation's inception and research phase, some suggestions were made to strengthen these linkages that could strengthen Finland's integral support strategy to the education sector. These changes are discussed and reflected in the ToC presented in chapter 3 of this report. Some of these actions could be to enhance attention to gender balance, increase gender awareness in the teachers' workforce, and give more attention to school managers and principals in teacher training and under school governance.

The MFA/ALI-30 and the Embassy of Finland in Mozambique have invested in securing continuity of staffing and strengthening institutional memory in education sector support. This was done by good transfer of knowledge and induction of international staff at the embassy and by recruiting long-term experienced local staff members. This approach has contributed to consistency in approaches, strong relations, and network building. The Finnish Embassy is well known in MINEDH and across FASE partners as one of the most experienced and long-term committed international partners in the education sector in Mozambique.

Conclusion 4: Despite multiple challenges in the education sector, Mozambique has made remarkable progress in improving access to basic education in the long run. However, there are still enormous gaps in education provision and in improving learning outcomes of students: E.g., lack of school buildings (open-air schools), school furniture, learning materials and textbooks, and high teacher-pupil ratios. Bottlenecks related to access to education are also associated with Mozambique's social and economic situation and cultural constraints that limit inclusion and girls' progress and retention in schools. (based on findings 8-14)

Mozambique is one of the poorest developing countries, with a population growth of almost 3% annually, among the highest in the world. Conflict and natural disasters have further challenged education provision in the country. Mozambique has achieved remarkable progress in expanding access to primary education since its independence in 1975. The number of primary schools has grown from around 5,000 to 13,800 by 2021, with enrolment increasing sevenfold to nearly 9 million students. This expansion, driven by the need to accommodate increasingly larger cohorts of primary school-aged children, involved adding thousands of new schools and classrooms. Significant policy changes have been implemented, such as abolishing school fees, providing free textbooks, and expanding teacher training. In 2018, new legislation made education compulsory and free until grade 9.

Despite these efforts, the GoM faces challenges in keeping pace with rapid population growth, which annually demands more classrooms and teachers. High teacher-student ratios, open-air schools, and inadequate resources, as observed during the FASE joint monitoring visits in October 2023, are still prevalent. The GoM shows a clear commitment to education with a high allocation of the national budget (around 20%) to the education sector. Nevertheless, financial constraints to keep up with growing demands limit perspectives to achieve impact in learning outcomes.

Mozambique's performance in producing quality learning outcomes has remained consistently low despite international development partners' consistent and massive support to the sector through FASE and other education support projects. Over the past decade, a decline in learning outcomes has been noted, aggravated during the COVID-19 pandemic. Quality challenges in Mozambican education are many in terms of staffing at schools, training of teachers, education in the mother tongue, inclusive education, and addressing SRHR and GBV aspects, among others. Although these constraints are consistently considered in Finland's crosscutting priorities and HRBA, and included as priorities in Mozambique's ESPs, progress in achieving results remains slow.

While access to basic education has improved, the quality of education provision remains a concern. Reading and writing skills have decreased in assessment tests conducted in 2013 and 2016. Post-COVID-19 research by UNICEF indicates a further decline in literacy outcomes. Factors contributing to this deterioration include high student and teacher absenteeism, low teaching quality, inadequate teacher training opportunities, and limited mother tongue education in early primary years. Moreover, girls' retention and completion of basic education are adversely affected by insufficient attention to WASH facilities, SRHR, GBV aspects, and a lack of gender-balanced staff, especially in secondary education.

Financial constraints have led the GoM and FASE to prioritise investments in education provision and access, often at the expense of quality-focused interventions. The GoM has done this by focusing on the salaries of teachers. In using

FASE funds, there has been a consistent focus on infrastructure, construction, school furniture and materials and textbooks, which require large investments. Quality of education and pedagogical and technological innovation in education have been more challenging to address within FASE. Different partners in FASE, therefore, have supported additional projects to address quality aspects of education, such as Finland in teacher education (with the WB) and USAID in bilingual education. In the MozLearning component, a focus on girls' retention was included, addressing access and quality challenges.

The 2018 law mandating compulsory education until grade 9 will likely intensify access challenges, necessitating further investments to restructure schools for extended basic education. This situation, coupled with limited national and international financial resources, could potentially impact the focus on the quality of education interventions.

Conclusion 5: Capacity constraints at multiple levels have limited the effectiveness and efficiency of transferring FASE funds to education delivery. Within FASE, capacity challenges are related to a lack of operational guidelines and procedures. Within MINEDH, at the central and decentral level, capacity constraints have limited the effectiveness of implementing the education strategy on the ground. These shared capacity constraints in FASE and MINEDH are most noticeable at the school level, where FASE funds are not fully or timely disbursed. (based on findings 8-14)

On the one hand, capacity constraints among FASE partners primarily stem from delays in fund commitments and pledges, resulting in moments of limited liquidity within FASE. In recent years, these constraints have been exacerbated by the earmarking of funds for the MozLearning component (see Conclusion 6). Further compounding these issues is the absence of a detailed operational manual for FASE, which leads to varying interpretations and practices among partners. Developing an operational manual, as suggested by stakeholders, could significantly enhance the clarity of FASE operations and ensure uniform compliance, thereby improving the fund's efficiency and effectiveness.

On the other hand, at various levels within MINEDH, capacity challenges have been identified, necessitating a focus on addressing these in line with the decentralisation of tasks and responsibilities. Recent trends in FASE have seen a greater emphasis on direct investments in educational infrastructure rather than tackling these capacity-related issues. Additionally, MINEDH has not actively prioritised requests for technical assistance to build capacity. There is no clear inventory of key capacity constraints at different levels that can be used to set priorities in technical assistance provision. Stakeholders observe the need for more attention to capacity challenges in the education delivery chain and recommend that a comprehensive capacity needs assessment be conducted to determine which partners in FASE can align in providing technical assistance in specific areas of their expertise.

A key priority for capacity development in FASE and MINEDH involves identifying and addressing bottlenecks in transferring funds to districts and schools where disbursements have faced consistent delays. Prioritising this will be vital to improve the overall efficiency of fund distribution and the effectiveness of educational initiatives at the ground level.

Conclusion 6: FASE is widely considered the preferred mechanism for consistent and efficient support to the education sector in Mozambique by national and international stakeholders. However, FASE is facing challenges that need to be addressed to ensure that this sector support fund will remain effective. Particularly, the earmarking of funds within FASE to the MozLearning component have created confusion among MINEDH and other FASE partners. Many stakeholders in and around FASE state that earmarking funds within FASE contradicts sector-wide support approaches and it creates scarceness of resources in other priority areas that also require support from FASE. In order to maintain FASE as a sector-wide support fund for education, reviewing the earmarking of MozLearning is deemed important by many education sector stakeholders. (based on findings 8-14)

FASE is a well-recognised sector support fund that adheres to aid effectiveness international principles. The earmarking of funds of the WB and GPE to MozLearning was introduced with the signing of the FASE MoU in 2021. The MoU introduced earmarking as a possible management arrangement only in exceptional situations, such as COVID-responses or education in emergencies. However, now that WB and GPE, which represents roughly half of the total of FASE financial funds, are earmarking their support in MozLearning, this earmarking has become an essential and not exceptional mechanism in FASE, greatly influencing the overall operations of the fund. While MINEDH and other partners, after some time, have adapted to the new reality of earmarking funds in MozLearning and applying RBM principles in the transfer

of funds, the mechanism goes against the sector-wide approach of FASE. Several partners and other stakeholders call for a revision and to adhere to the sector-wide approach, which is at the basis of FASE.

While the earmarking of funds within a sector-wide approach is not a preferred mechanism, this may differ for the application of RBM principles, as a focus on results is expected to increase effectiveness. However, applying RBM principles only for a part of FASE funds introduces a disbalance between components and influences different partners' and MINEDH's interests and priorities.

Now that MozLearning within FASE has been implemented for two years, it may be timely to review this experience among all partners and to see if and to what extent MozLearning should continue as an earmarked component within FASE and, at the same time, if and to what extent RBM principles could be applied to FASE as a whole.

Conclusion 7: Finland has contributed to changes aspired at the impact level in its Theory of Change for its support to education in Mozambique through a combination of its sector support to FASE and other more specific aid modalities and partners. The Finnish contributions to changes in the education sector are most notable in teacher training and bilingual education and in addressing cross-cutting objectives and HRBA concerns, mainly related to girls' retention in basic education. The specific Finnish contributions to these changes were achieved particularly through consistency in providing support to MINEDH and national education partners through policy dialogue, financial support, technical assistance, long-term partnership, and exchange approaches and activities. (based on findings 15-17)

The contribution analysis in this evaluation confirms that specific outcomes in the education sector to which Finland has claimed a contribution have taken place, and external partners recognised it.

The Finnish contribution is most notable in teacher training, where the complementarity of interventions was strongest. With Finnish technical and financial support, teacher training methods have been reviewed and renewed, particularly in strengthening in-service teacher training, introducing more student-centred and inclusive training methods and improving teachers' lesson plans. The Embassy of Finland has built close relations with the Teacher Training Department at MINEDH and works closely with other partners working on teacher training. MINEDH appreciates the '*Aprender Mais*' pilot project and will further integrate it into the MozLearning component in FASE.

Also, Finland's contributions to bilingual education have been recognised and appreciated, and the Finnish experience in bilingual education has served as a reference in policy dialogue, technical assistance and exchange activities. After a long period of slow expansion of bilingual education in the country until the middle of the previous decade, bilingual education is expanding more rapidly, covering 19 languages and over 1 million pupils in 2023. While Finland's contributions are noticeable, USAID is considered the leading international actor contributing to changes in this area.

Changes aspired in girls' retention and completion of basic education have been integrated into FASE, and the MozLearning component in FASE focuses on girls' retention. While changes in girls' access (enrolment) in basic education are noticeable, girls' completion of secondary education has not developed yet as planned, due to persisting cultural patterns, for example. Finland recognises this, and the Embassy has recently approved a new intervention to address SRHR issues in a project with UNFPA, which will also cover basic education.

In the third outcome area of Finnish support to education (education governance), the specific contributions of Finland were less remarkable and no specific actions were identified in this area of change.

The Finnish contributions to changes, particularly in teacher education, have materialised by providing long-term financial support to FASE and contributing to policy dialogue and technical assistance to teacher training particularly through its leadership position in the FASE teacher training task force. These efforts within FASE were combined with extra project support to teacher training by working together with WB in its global COACH initiative and the Mozambican '*Aprender Mais*' pilot, reaching out directly to MINEDH's teacher training department and teacher training centres of MINEDH and ADDP, that is also a partner in the Finnish CSO programme support.

Conclusion 8: Institutional sustainability of education delivery in Mozambique is well-established through legislation, policies, strategies and programmes. While institutional sustainability is strong, albeit with clear capacity development needs, the financial sustainability of education provision is weak. The GoM and MINEDH will remain dependent on international development partners to generate substantial funds for improving access to and quality of education. The medium- and long-term commitment of international development partners to pledge funds in FASE is crucial for Mozambique to achieve SDG4 goals and targets. (based on findings 15-17)

MINEDH is a long-term and well-established national structure for policy and strategy development and implementation on the ground through its provincial and district-level directorates. Despite the capacity constraints, the institutional structure for education delivery is a relevant guarantee for the sustainability of education support interventions. Additionally, MINEDH has involved CSOs as partners in its education delivery and in securing the voice of rights holders in education in planning, implementation, monitoring and accountability.

The institutional sustainability of basic education delivery can be seen in MINEDH's Education Strategic Plans, the 2018 legislation on compulsory education, the 2023 national teacher policy, and the bilingual education expansion strategy 2020-2029. The structure of MINEDH is well established at the national level and with directorates at the provincial and district levels across the country. In education delivery, MINEDH is working with different partners to expand its capacities and reach. Civil Society is also involved as a right holder in FASE planning, its working groups and task forces, and in monitoring FASE's support to education.

At the same, the commitment of the GoM to invest in education is confirmed by the consistently high general budget allocations to the education sector. However, the budget revenues of GoM are insufficient to address the huge challenges in education and keep up with the growing demand for education, particularly with the extension of compulsory education until grade 9.

FASE, as a support fund for education delivery, is crucial to the GoM to cope with the challenges in education and achieve SDG4 goals. In the past decade, approximately 80 M EUR on an annual basis was mobilised to support the GoM in keeping up its commitment to basic education provision.

Continued commitment of international partners is needed to maintain FASE at the current level, as the GoM has no other financial means to sustain the fund. In this light, there is reason for concern because the participation of different partners in FASE has undergone some changes in the past years, with some partners leaving and others joining, though with an overall tendency to reduce committed resources over time. This trend includes Finland, which has recently decided to bring its FASE contribution back to 4 M EUR in 2024, about half of its average annual support in 2014-2022.

7 Recommendations

After the realisation of the evaluation research and the submission of the draft evaluation report, the Finnish Government disclosed, on January 18th, 2024, that it will end its bilateral cooperation relation with Mozambique, and after 2024 no more Finnish support will be provided to MINEDH. While the evaluation research and its findings and conclusions were not revised, it was decided in the final evaluation report to update the recommendations to reflect and adapt to this recent decision.

Recommendation 1: MFA/ALI-30 and the Embassy of Finland in Mozambique are recommended to maintain their current focus of support on primary and secondary education in Mozambique in the remaining period of cooperation with MINEDH. MFA/ALI-30 and the Embassy are furthermore recommended to look for opportunities to link and transfer its accumulated knowledge in three key outcome areas in the education sector: girls' retention in schools, improving teachers' performance and strengthening school and education governance and accountability with other members in FASE working groups, interested in these same priority outcome areas, and with other national, international, multilateral and private sector partners that remain active in education in Mozambique. (Addressing conclusions 1 and 3)

Addressed to: MFA, Embassy of Finland in Mozambique

Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE.

Challenges of access to and quality of education provision in Mozambique are paramount and will remain so in the period after the Finnish support to primary and secondary education:

- The new national legislation on compulsory education until grade 9 poses challenges to the current education infrastructure and staffing;
- Aggravated learning losses have occurred during and after the COVID-19 pandemic;
- Inclusive education challenges remain paramount, particularly related to retention of girls until the end of basic education.

These challenges require continued support of international development partners. This will require to raise interest and involve other DPs continuing to work in these areas by inviting them to take stock of the Finnish experience and lessons learned.

Key priorities and lessons learned from this evaluation can be shared and advocated by Finland in the remaining period of cooperation within FASE and in other development cooperation partnerships relevant to Mozambique:

- Strengthening basic education as the basis of the pyramid of the Mozambican education system;
- Mobilising funds and expertise to recover from natural disasters, such as cyclones, floodings, pandemics, and the conflict in Northern Mozambique;
- Providing specific and targeted support to reorganise and equip schools as a key to meet the objective of compulsory education until grade 9 and to strengthen quality and inclusion in basic education;
- Stressing that quality of education in the classroom can only be achieved when specific inclusion aspects are addressed, such as bilingual education and increasing girls' retention in basic education by addressing WASH facilities at schools, textbooks, learning materials, and SRHR and GBV;
- Stressing that teacher training is a key intervention to improve teacher performance in the classroom.

Finnish cooperation has consistently focused on many of these areas over the past two programme periods. Around these areas, cooperation was built with many national and international development partners, on which future sharing of lessons and advocacy can focus.

Within the sharing of lessons and advocacy, Finland may consider including some key lessons on its Theory of Change and its change approach in basic education that were identified in this evaluation:

- a) Stronger emphasis on gender aspects in teacher training, focusing on gender balance in the teaching profession, including school management, and to strengthen the link between teacher training and enhancing girls' retention in schools;
- b) Broaden actions under teacher training to expand actions directed at school principals, empowering them to manage teacher performance and their school administration, thereby improving the quality of education;
- c) Further invest and focus more on school and education system management to bolster accountability and governance, engaging government officials and entities as duty-bearers and involving parents and communities as rights holders. This approach, representing a third pathway of change in the ToC, is essential for advancing access to and the quality of basic education, though it has received less attention than the first two pathways.

Recommendation 2: The Embassy of Finland in Mozambique is recommended to put capacity constraints in education delivery higher on the agenda of FASE meetings and working groups in the remaining time of its FASE partnership. This is needed at different central and decentral levels and requires a comprehensive capacity assessment of MINEDH. Subsequently, the FASE partners and MINEDH can look into specific capacity development priorities to ensure a more effective and efficient use of pledged funds in FASE at the national, provincial, district and school levels, with a clear one-step-at-the-time approach. MFA/ALI-30 and the Embassy may coordinate specific technical assistance provision with MINEDH and other FASE partners in line with Finland's specific interests and available expertise. At the same time, the Embassy, together with MINEDH and all other FASE partners, should look into possibilities to improve the reliability and timeliness of the pledging of funds to FASE and well-coordinated mechanisms of FASE management and administration to ensure reliable and timely funds transfers to the Mozambican Government. (*Addressing conclusions 4 and 5*)

Addressed to: Embassy of Finland in Mozambique, within FASE governance and working groups in dialogue with MINEDH.
Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE.

A primary concern in capacity development at MINEDH is addressing bottlenecks that cause delays in transferring FASE funds to schools. Providing targeted assistance should align with the ongoing Mozambican decentralisation process. This assistance should consider the appropriate pace of devolution of tasks and responsibilities to lower levels, matching the existing capacities and absorption ability at these levels.

In the context of FASE operations, the MFA/ALI-30 and the Embassy of Finland could facilitate the provision of specialised capacity development services and expertise, leveraging their comparative advantages. Offering technical expertise could enhance Finland's visibility in supporting Mozambique's education sector and create synergies with other support programmes and actors, such as HEI ICI/HEP, FINCEED and CSO support.

MFA/ALI-30, the Embassy of Finland in Mozambique, and all other FASE supporting partners should continue efforts to clarify, simplify, and strengthen FASE systems, procedures, and requirements. The FASE MoU needs to be more concise and provide concrete guidance to ensure the effective and efficient application of FASE funds and actions. Currently, the MoU allows too much room for varying interpretations and approaches among supporting partners. Being currently still involved in FASE, Finland can advocate for and promote further streamlining of these procedures.

Recommendation 3: MFA/ALI-30, the Embassy of Finland in Mozambique and MINEDH, during the remaining period of Finland's participation in FASE, are recommended to advance discussions among all FASE-supporting partners on non-earmarking of funds in FASE and moving back towards reinstating sector-wide support principles for pledging of development partners' resources to sector-wide pooled funds. The Finnish Embassy, as a key partner in FASE, and MINEDH being the recipient of the FASE funds, may further promote a joint FASE-partners' review of the experience obtained in the past years in earmarking and application of RBM principles in FASE to allow learning from these experiences, since the MoU of 2021 entered in vigour. This would allow to apply learning in new provisions in the FASE MoU, leading to more uniformity and synergies in FASE's management and operations in the future. (Addressing conclusion 6)

Addressed to: MFA, Embassy of Finland in Mozambique and MINEDH in FASE governance and working groups in dialogue with MINEDH.

Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE.

Earmarking was introduced in signing the new FASE MoU in 2021 and starting the MozLearning programme as a component of FASE with WB and GPE resources. While, after two years of implementation of MozLearning, considerable experience was gained and original bottlenecks were resolved to a large extent, the application of earmarking and results-based management principles was not sufficiently discussed and agreed upon among all FASE partners and MINEDH when this earmarking procedure was introduced. During the FASE implementation, since the new MoU entered in vigour, several partners in FASE have changed and are not yet thoroughly familiar with all procedures. This is an opportunity to review and assess the experience of MozLearning in FASE and related results-based management principles for future learning and further alignment.

While the WB's earmarking of funds in supporting FASE is dictated by its own procedures and requirements, altering this arrangement may be challenging if the WB wishes to continue committing its resources to FASE. Since WB funds historically represent more than 50% of FASE's total funding, keeping these funds within FASE is preferred rather than creating a separate funding mechanism. Without WB's contribution, FASE would significantly lose its effectiveness. Thus, any dialogue regarding earmarking should proceed under the premise that WB support remains integral to FASE.

MozLearning, with its focus on girls' education and teacher training and the continuation of the 'Aprender Mais' project, aligns with MINEDH's strategic priorities. This means that earmarking does not diverge from strategic goals. However, WB's earmarking could restrict funding availability for smaller FASE partners' other priorities. Additionally, evolving needs

in the education sector might necessitate financial support outside the scope of the MozLearning arrangement on which all FASE partners should be able to jointly agree.

The MozLearning experience, particularly the application of RBM principles, offers valuable learning potential for FASE. RBM principles could enhance fund management and implementation efficiency and effectiveness, especially if additional funds could be mobilised through RBM performance targets.

Recent changes in FASE's composition, with Germany's exit and the entry of France, USAID, and the EU, present an opportunity to review the FASE MoU and collective experience since its signing in 2021. As long-standing and leading bilateral contributors, the MFA/ALI-30 and the Embassy of Finland in Mozambique could consider initiating this review process still in the period of Finland's active participation in FASE, if possible.

Recommendation 4: The MFA is recommended to continue to combine different aid modalities and involve different actors in its education sector support actions worldwide as a future phase beyond its current bilateral development relation with Mozambique. This can include specific opportunities and partners to continue to reach out to Mozambique and to address Finnish priorities in education. Specific partnerships and cooperation may be explored and intensified both at Finnish and international level:

- a) Higher Education (HEP, following up on HEI-ICI), FINCEED and CSO support to actors in the education sector in Mozambique, with a particular focus on reaching to rights holders;
- b) Private Sector partners and initiatives involved in the education sector, for whom private sector support instruments in the Finnish international development remain available;
- c) Being a member state of the EU, exploring increased synergies with the EU, as a new partner in FASE and in the recently launched joint Sub-Saharan initiative in teacher education, which may reach out to Mozambique;
- d) Based on the cooperation with WB in the COACH pilot in Mozambique, look for possibilities to consolidate the COACH approach in teacher training and in support to other initiatives (including in MozLearning) strengthening teacher training;
- e) Consolidating partnerships with GPE and ECW to continue to advocate for Finnish thematic and cross-cutting objectives in education in international initiatives, for which Mozambique can continue to benefit. (*Addressing conclusions 2 and 7*)

Addressed to: MFA, with inputs from the Embassy of Finland in Mozambique, and other Finnish Organisations (CSOs, Academia and Private Sector) and international and multilateral development partners.

Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE. And within relevant partnerships and initiatives reaching out to Mozambique, also at medium and long-term.

This combination of efforts not only enhances the effectiveness, reach and impact of different interventions but also contributes to specific visibility and recognition of Finland in its cooperation with Mozambique, beyond the current bilateral development relation, and including in international and regional level initiatives and in working together with private sector organisations that continue to reach out to Mozambique. In these initiatives, the long-standing Finnish education priorities for Mozambique may continue to be considered, such as: teacher education, girls' retention, inclusive education, community involvement in schools; and improved learning outcomes.

Finnish support to FASE stands out as instrumental in driving change and impact in Mozambique's education sector. This effectiveness stems from Finland's ability to pool significant resources with numerous international development partners, aligning this support with the GoM's education strategy and this, at the international level, may still continue after the ending of the Finnish bilateral cooperation relation with Mozambique.

In areas where Finland has specific interests, like teacher education and bilingual education, additional projects and partnerships have been pursued through frameworks like HEI ICI and the CSO programmes and with partners at the international level. Many partners in these initiatives are already actively involved in FASE working groups and monitoring visits, ensuring that rights holders' perspectives are incorporated. CSO partners like ADPP are vital for expanding MINEDH's teacher and bilingual education capabilities. These projects and partnerships allow Finland to leave a legacy in education in Mozambique.

Recommendation 5: Finland's support to the education sector, for the remainder of time of its participation in FASE, should combine the Finnish focus on key priorities in the basic education sector with key strategic priorities of MINEDH. This includes effective implementation of the recent law on compulsory education until grade 9, recovering the learning deficit from COVID-19, and address remaining gaps in inclusive education, gender equity and equality. The MFA/ALI-30 and Finnish Embassy are recommended, in the remaining time of Finnish participation in FASE, together with MINEDH and all FASE-support partners, to arrive at a more focused joint priority setting considering the priorities mentioned above, with clear sequencing of steps and actions. The Annual Activity Plan and the annual planning meetings of FASE are appropriate mechanisms for this. *(Addressing conclusions 4, 5 and 7)*

Addressed to: MFA, Embassy of Finland in Mozambique, with MINEDH and FASE-partners in FASE governance and working groups.

Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE.

The involvement of numerous partners in FASE, alongside specific earmarking for MozLearning-related actions and additional projects by FASE partners, including Finland, creates a complex landscape in the basic education sector. These projects, often addressing specific subsectors, regions, and thematic issues, contribute valuable support and introduce the potential for overlap and gaps in education support. Moreover, new priorities arising from contextual changes may not be adequately addressed within the current framework of FASE and its associated initiatives.

To navigate this complexity, MINEDH, FASE partners, and non-FASE actors in the education sector should explore strengthened coordination mechanisms and adaptive planning to respond promptly to changing realities. Leveraging existing coordination and planning structures within FASE, including sub-sectoral working groups, can provide comprehensive mechanisms for planning. Involving more partners in these meetings could ensure comprehensive inclusion of all relevant actions and actors, enabling MINEDH to more effectively coordinate and harmonise initiatives in line with MINEDH's priorities in its Education Sector Strategy and (Multi)annual planning.

Inviting additional stakeholders in joint priority setting may also serve as an opportunity to acquaint potential new partners with FASE and it would strengthen its position as the leading and inclusive mechanism for coordinated education sector support, enhancing its efficacy and reach.

Recommendation 6: MFA/ALI-30 and the Embassy should advocate and stimulate that its cross-cutting objectives and HRBA are continued to be included in other initiatives and partnerships of national and international partners, even beyond the Finnish development relation with Mozambique. Specific focus areas are: girls' retention in schools, addressing SRHR and GBV issues and supporting WASH interventions and facilities, inclusive education through bilingual education and a gender-balanced teaching force. The Embassy should ensure that these cross-cutting issues and HRBA are systematically included in monitoring and reporting and this requires improved quality of EMIS and MINEDH's reporting on cross-cutting issues, which may require additional technical assistance by FASE partners. *(Addressing conclusions 2 and 7)*

Addressed to: MFA/ALI-30, Embassy of Finland in Mozambique.

Urgency / Timeframe: In the remaining programming period and during the exit phase from the relation with MINEDH and FASE.

A significant challenge in effectively following up on cross-cutting aspects such as gender equality and inclusion is the availability of accurate and current data from EMIS and other statistical sources. Beyond data access, there is a need for specific capacity development in quantitative and qualitative EMIS data analysis, converting this analysis into evidence-based decision-making that enhances inclusion and gender equity in education provision and service delivery.

Improved functionality of EMIS and strengthening capacities in analytical reporting and analysis based on EMIS data, may greatly enhance MINEDH's capacity to communicate with its partners and to attract funding for key priority sub-sectors and actions, based on well-argued and evidence-based EMIS information.

Recommendation 7: MFA/ALI-30 and the Embassy of Finland in Mozambique, in the light of the recent decision of the Finnish Government to phase out the bilateral partnership relation with Mozambique towards the end of current country programme, are recommended to make stock of the lessons learned in the education sector in this country and make it available for other development partners. At the same time MFA/ALI-30 and the Embassy of Finland in Mozambique, based on the recognition of the fact that substantial international support to education in Mozambique for the medium term is still indispensable for the Government of Mozambique to meet its SGD4 goal and targets, should stimulate other partners to join FASE or to step-up efforts in support to education in Mozambique. This should be done particularly with the EU, as a recent new partner of FASE. Finland can use its leverage on the EU as a member state, and also in the framework of its joint leadership in the EU teachers' initiative for sub-Saharan Africa, to stimulate the EU to continue to advance Finnish priorities in education not only internationally, but also in Mozambique. (*Addressing conclusions 1, 4 and 8*)

Addressed to: MFA, Embassy of Finland in Mozambique.

Urgency / Timeframe: Urgent, following up on recent ending development cooperation with Mozambique, and on the medium term, in international forums for basic education support and teacher training (such as the EU Sub-Saharan Teachers' initiative).

Finland's bilateral development cooperation with Mozambique will not continue after 2024, leaving limited time for MFA/ALI-30 to advocate for strong international support to the education sector in Mozambique as a bilateral partner.

Maintaining a substantial level of international partners' support, even without a specific Finnish bilateral contribution beyond 2024, is required because the needs in Mozambique's education provision continue to be enormous. While the GoM shows a strong commitment to supporting education in legislation, strategies, and high general budget allocations to the sector, its own resources are just enough to cover salary expenses of education staff. On the medium and longer-term Finland may still be able to provide support to education through the other aid modalities, mentioned under recommendation 4.

Annex 1 Terms of reference

Date: 23.08.2023

Intervention Code: VSK1FADERLOT1ALI30EDUMOZ2023

Prepared by: Frans van Gerwen (TL) based on draft ToR MAP Embassy and with input from the SC Sari Laaksonen and PM Luciana Capuano Mascarenhas, and reviewed by the MAP Embassy and MFA Helsinki

Evaluation on Finland's support in the education sector in Mozambique

Terms of Reference

1. Background to the evaluation

1.1. Context

Mozambique has made good progress in access to education and in building education sector institutions. However, the education system suffers from overall inefficiency. More than one third of students drop out before the 3rd grade, and only less than half of students completes primary education. Due to high teacher absenteeism and other factors, children only attend 74 out of 190 school days in a year. Student learning is improving but still critically low. In 2016, only five percent of 3rd grade students were able to read at the expected level. There has been little progress in closing the gender gap in student learning in Mozambique. Most girls tend to leave school after the 5th grade due to reasons mostly related to sexual and reproductive health, early marriages, gender-based violence and inadequate school WASH facilities. Almost half of the adolescent girls between the ages of 15 and 19 are married, mothers or pregnant. The risk of gender-based violence is alarmingly high. Around 40% of schools do not have adequate sanitation facilities and at least 30% of them have no access to water. There are big regional disparities in learning and other education related indicators, with provinces in the central and northern parts of the country lagging behind significantly. The additional challenges of weather-related emergencies worsened by the climate change, the conflict in the North of Mozambique and the COVID-19 pandemic have further hampered the situation.

The key guiding Education sector policy document in Mozambique is the Education Strategic Plan (ESP) 2020–2029. The three strategic objectives of the ESP are (i) to ensure equitable and inclusive access, participation and retention; (ii) to ensure quality of learning; and (iii) to ensure a transparent, participative, efficient and effective management of the sector. The Strategic plan is aligned to wider development plans in Mozambique and more broadly to SDGs – particularly SDG 4 on education – and agendas at the African Union (AU) and regional level. The previous strategic plan 2012–2019 aimed at providing quality seven-year primary education with a similar emphasis as 2020 onwards: ensuring inclusion and equity in access to and retention in school; improving student learning; and assuring good governance of the system.

Mozambique and Finland have a long-term partnership in development cooperation with the overall aim of poverty reduction. The government and key development partners, including Finland, have been jointly promoting the strategic objectives of the education sector, principally through a Joint Sector Support Fund – FASE in Mozambique. Currently, the FASE has 10 donors (World Bank, GPE, EU, UNICEF, Canada, Finland, Ireland, Portugal, AFD (France) and USAID) with an approximate annual budget of 100 M\$ in 2023. Other important donors in previous years have been Italy and Germany.

Around 90 percent of the external funding to the education sector in Mozambique is allocated through FASE (on-budget funding, 2021) (see next section for more information on FASE). In 2015, Finland agreed on an additional funding (2 million euros) for bilingual education in FASE. In addition, there are various other smaller education programmes in the country. Finland has provided Mozambique with general budget support in 2014, which included support to education. Due to the development cooperation budget cuts, Finland ended its budget support in 2015.

1.2. Description of the programme to be evaluated

The target of the evaluation is Finland's support to the education sector as per the country programmes since 2014 i.e. covering two previous country programmes (originally 2014-2017 and 2016-2019 that were later revised to 2014-2016 and 2016-2020) and the current country programme since 2021.

Finland's support to the education sector in Mozambique is well aligned with the Finnish development policy, its human rights-based approach (HRBA) and results-based approach for development cooperation (see 2015 Guidance Note). Education was included under development policy priority area "Societies have become more democratic and better-functioning" until recently when it was separated as a stand-alone priority area "Quality Inclusive Education" (ensure inclusive and equitable quality education and promote lifelong learning opportunities for all).

Education has been one of the key impact areas in all Finland's Country Programmes in Mozambique during the targeted time period 2014 onwards. In 2014-2017 Finland's Country Programme in Mozambique included a result area on human and social development with an expected result on improved education and science, technology and innovation systems under which there were objectives on improved quality and reduced regional and gender disparities in basic education; and the implementation of the Mozambican Science, Technology and Innovation Strategy (MOSTIS). The former was done through support to the FASE for the Ministry of Education and Human Development (MINEDH) and related policy dialogue focus on bilingual education and early childhood development, while the latter was supported until the end of 2014 through the programme STIFIMO run by the Ministry of Science and Technology.

During the Country Programme 2016-2019 Finland's support to the FASE continued strong. The Country Programme included an impact area on the achievement of the right to inclusive, effective and efficient education. The related outcome 1 of improved learning at primary school level contained outputs on improved school management and teacher performance and expansion of bilingual education, while the outcome 2 on increased equity, gender equality, and inclusion in primary education had outputs on operationalization of a gender strategy, inclusive EMIS and decrease of regional disparities. The policy dialogue goals related to all the outcomes and outputs.

Finland's current country programme for 2021-2024 emphasizes resource sharing, inclusiveness, equity and accountability. It has two key areas: 1) increased equity and resilience and 2) more efficient and inclusive education system provides all boys and girls better learning in primary and secondary education. The second impact area on education is linked to Finland's Country Strategy for Mozambique¹⁷ and its strategic goals of a) Finland to invest in youth and gender equality, b) Finland contributes to building stronger institutions to foster equity and resilience" and c) Finland contributes to peace building and conflict prevention. More specifically, the second impact area includes three outcomes. Outcome 2.1. is on improved girls' retention and school completion, with related outputs on school availability and resilience; reduced gender-based violence in schools; the improved capacities of students and teachers on sexual and reproductive health and rights; and better gender balance among teachers. Having all girls complete basic education requires major improvements in the realization of girls' sexual and reproductive health and rights as well as in the reduction of gender-based violence. This is linked with efforts to reduce regional disparities in education service delivery. Outcome 2.2. is on improving the performance of teachers and school principals with outputs on teacher graduates' skills to teach in monolingual, bilingual and inclusive classes; teachers and school principals' continuous in-service training; and provision of adequate and sufficient teaching materials for learning. The third outcome on strengthened school level accountability includes outputs on strengthened school supervision and schools meeting quality standards. Policy dialogue goals have been aligned with the previous country programme and are currently under a review. The impact areas are interlinked, with progress in resilience and equity contributing to education (cf. Finland's Country Programme in Mozambique).

Finland has supported the education sector since 1997. All in all, the support has been directed mainly through the Joint sector support fund FASE, making FASE central for this upcoming evaluation. FASE has been the main aid instrument

¹⁷ Finland's strategic goals are set out in Country Strategies that are prepared to guide Finland's diverse cooperation with its most important partner countries (alignment with Finland's foreign and security policy and Africa Strategy). NB. It is only since 2021 that there are both country strategies and programmes for the most important partner countries. Before 2021 the country programmes were called country strategies.

to the sector. The Government sees it as the most effective funding mechanism to support the sector's priorities as it reduces the transaction cost of coordinating with numerous agencies supporting the education sector and aligns support with the education sector priorities. Finland is the 2nd biggest bilateral donor in the FASE, with 7 million euros per year in 2023-2025. The projected total donor support to FASE is 98 M USD in 2023, 108 M USD in 2024 and 109 M USD for 2025. The FASE promotes the Education Strategic Plan, namely primary and secondary education and includes a wide array of related interventions from schoolbooks and school construction, to teacher training and administrative and institutional development. The FASE covers all students, teachers and other education professionals in the formal education system in Mozambique. It has a comprehensive mechanism for sector dialogue and financial management. Its donors have a Troika for leadership in dialogue where Finland has been as a member and chair for several rounds since 2014: Member April 2014 – April 2017 and April 2019 - December 2022, and chair in 2015-2016 and 2020-2021. Finland is currently the co-chair of the teacher training working group and a member in the PFM, Primary Education, Administrative and Institutional Development, and Gender working groups as well as in a Textbook Taskforce and Monitoring, Evaluation and Learning taskforce (since 2023). During its Troika Presidency 2020-2021, when the classroom construction programmes needed special attention, Finland also participated in the construction working group. Finland has also had the leadership in e.g. the primary education working group in past years.

The FASE has a new Memorandum of Understanding (MoU) since 2021. It is much more comprehensive than the previous one. It has a stronger focus on quality of education, results-based approach and reforms than before. It also includes an Implementation support team for the MINEDH to improve technical assistance from partners and to strengthen staff capacity and accelerate implementation and budget execution by the ministry across all programs.

Since 2021, the FASE has included a World Bank and GPE funded MozLearning programme that focuses on improving the learning and empowerment of girls (299 M USD 2021-25). It clearly differentiates from the other, relatively flexible funding in FASE with its strong earmarking and performance-based approach. This has changed the dynamics within FASE and in related planning and overall discussions. Other recent changes include the entry of France (AFD), the EU and USAID in the FASE.

While in 2014-2019 Finland's education sector support went entirely for the FASE, since 2020 Finland has also funded COACH (Aprender mais), a World Bank pilot project implemented with the government to improve in-service teacher training, teacher materials and through that student learning on 1-3 grades in 2 provinces. There are also education related projects supported by Finnish NGOs and higher education institutions and their national partners in Mozambique that are complementing the Finnish bilateral support.

1.3. Results of previous evaluations

Relevant evaluations and reviews that serve as reference for this evaluation include a comprehensive education sector evaluation 2012-2019 (UPI Consultancy, commissioned by the government of Mozambique), the evaluation of Finland's development cooperation country strategy and country strategy modality in Mozambique (2016), the Review of Finland's Country Programme by KPMG in 2019, a self-assessment of the Finland's Country Programme (2018) and the FASE Review in 2020.

The education sector evaluation 2012-2019 pointed to critically low learning outcomes by students in primary and secondary school and related challenges with e.g. school infrastructure, study materials, GBV and other harmful practices and coping mechanisms in communities, school management, teacher recruitment, training and performance. There is some improvement but the evaluation recommended further attention to teacher recruitment, teacher education and qualification standards of principals as well as further development of in-service training of education sector professionals. There is also a study Stepping up Finland's role in Education in Mozambique (2019) that had similar findings. In addition, the study points to constant reforms in the education system that, while being well intentioned, cause confusion and dysfunction. The new Education Law (2018) is considered an important milestone and opportunity to pivot the education system towards learning.

KPMG Review of the Country Programme (2019) also noted similar challenges as the sector evaluation 2012-2016/2019. It considered the lack of learning among students as the biggest challenge for FASE to reach its objectives. The low level of operational budget in the sector was also a challenge for reaching objectives. The review saw the FASE model and mechanisms a strength for improved stakeholder coordination and results. It recommended, among others, to improve financial management of FASE by further integrating financial management of FASE to internal financial management processes of the Ministry of Education and Human Development in Mozambique. This has been considered in the preparation of the latest Sector Strategy and in other discussions with partners and the ministry. The review also recommended boosting the mitigating of risks related to the country programme, many of them already considered.

The evaluation of the bilateral cooperation between Finland and Mozambique (2016) found the support of Finland to the education sector in Mozambique relevant, efficient and successful at producing results considering the limited capacity of the education sector. The evaluation recommended focusing Finnish support to a limited number of sectors including the education sector, which has indeed happened. According to the evaluation, Finnish added value was best demonstrated in policy dialogue and related chair positions and other active influencing in the donor coordination that boosted Finland's impact in the sector further.

The self-assessment of Finland's Country Programme (2018) also considered Finland's support in the education sector relevant from multiple angles. The FASE was considered to provide a good instrument to enhance HRBA principles and capacity building of education sector duty bearers and rights holders. Finland has been able to deliver messages in FASE context well and the relations with the MINEDH were considered very good. It recommended more focus under FASE for solving the learning crisis. It also considered important for Finland to actively promote transparency and professionalism within Education Sector Cooperation by for example supporting and advocating for the competence-based selection of teacher trainers; to continue active and take leadership where possible in donor coordination and dialogue; and to strengthen efforts to boost MINEDH's capacity with other actors.

FASE review (2020, commissioned by the Government of Mozambique) saw FASE a relevant part of donor support and donor coordination in the education sector. FASE mechanisms were financially secure and the role of the World Bank in financial oversight was a central factor for credibility and sustainability. While the MINEDH has limited performance capacity, several efforts are on-going and supported by FASE partners to improve the programme, such as a development of a new MEL system programme-based planning and budgeting and Implementation Support Team as a consistent approach to providing technical assistance and capacity building of the MINEDH. The new FASE MoU includes several related improvements for financial capacity and coordination mechanisms.

Like Finland, other donors of FASE have likely conducted their own evaluations of their support to the education sector in Mozambique. While at this stage of developing the ToR for this evaluation, no stock was taken of other available evaluations of other donors, these other evaluation reports are likely to contain relevant and useful information on the performance and results of FASE in developing the education sector in Mozambique. It is suggested to make a further inventory of these evaluations, during the inception phase of this evaluation.

Finally, as a part of the evaluation "Right to education, right to learn – Finland's development cooperation in the education sector" a case study focusing on teacher education in Mozambique in 2019-2022 is currently (2022-2023) being conducted by Particip-NIRAS Consortium. Results of the evaluation will be made available to the Evaluation Team latest at the beginning of the implementation phase.

2. Rationale Purpose, objectives, scope and intended users of the evaluation

2.1. Purpose

The evaluation will fill strategic information needs to understand how successful Finland's support has been in the education sector and how to best continue in the future. The evaluation is intended to be both formative and summative. The importance of the evaluation is linked both to the long-term nature of Finland's support to the education sector and the FASE programme within it as well as to the size of it: Finland's education sector support in Mozambique is the biggest single country-level bilateral education investment for Finland. For the purposes of accountability and learning,

it is timely and informative to conduct a comprehensive evaluation that will inform Finland's results as well as give guidance for the way forward with education sector support in Mozambique.

The evaluation serves also for internal purposes, supporting the re-thinking around the next country programme and its education component. The evaluation results will also be shared with the government of Mozambique and other education sector local and international partners in Mozambique.

2.2. Objectives

The objectives of the evaluation are

- a) to assess the **relevance, coherence, efficiency, effectiveness, system level impact at the level of the education system at central and decentral level and sustainability** of Finland's education sector support in Mozambique since 2014;
- b) to analyse and assess the **quality of dialogue and alignment** of Finnish support with the GoM and other donors in FASE and to understand specific contributions of Finland to policy-level and strategic developments and changes in the education sector in Mozambique since 2014; and to
- c) Give **recommendations and guidance** for Finland's future activities, support and programming in the sector in order to further boost Finland's sustained impact and role in education sector development.

2.3. Scope of the evaluation

The scope of the evaluation covers Finland's bilateral country programme related education sector support (financing and policy dialogue) in Mozambique, with a time span of 2014-2022 (covering the current and previous 2 country programmes of Finnish support to Mozambique). Programmatically this will cover Finland's support particularly to the FASE and also COACH – a smaller yet important additional component in the portfolio during the last years (see chapter 1). The programme STIFIMO is excluded from the scope. It ended at the end of 2014 with no further funding in 2014 and had a different focus on science and technology. Support through Finnish NGOs and Higher Education institutions will be looked at, more lightly from the viewpoint of coherence and complementarity. Human rights and crosscutting issues (gender equality, non-discrimination and climate resilience) will be considered throughout the analysis. Finnish private sector support to the education sector is still very nascent and hence outside the scope.

It is suggested to establish a focus in analysing and assessing system level impact in the education sector, particularly at the level of the central Government of Mozambique in the planning and implementation of its education sector budget in improvements and reforms in the education sector at central and decentral level. Looking at effects and impact at the level of rights holders in the education sector therefore is beyond the scope of this evaluation.

2.4. Intended users of the evaluation

Primary stakeholders and direct users of this evaluation are:

- The Finnish Government: Ministry for Foreign Affairs (MFA)
- Mozambique's Ministry of Education and Human Development

Indirect users of this evaluation are:

- (Members of the) Education Sector Working Groups and FASE-Troika
- The Finnish Government: Finnish Ministry of Education
- The World Bank colleagues responsible for COACH/Aprender Mais
- Finnish CSOs active in education sector and their Mozambican partners
- Education sector supporting institutions
- Education sector delivery institutions

The evaluation will involve these direct and indirect users of this evaluation in the different stages of the evaluation process.

Different communication materials will be developed for all different user groups of this evaluation.

3. Issues to be addressed and key evaluation questions

The evaluation criteria to be applied and the key evaluation questions are presented below. Particularly the questions around relevance, effectiveness and efficiency and system level impact in the education sector are important.

Relevance

- To what extent has Finland's country programme education sector support objectives and design responded to the needs of beneficiaries as well as to the policies and priorities of the GoM, civil society and other relevant stakeholders in Mozambique?
- Has the choice of instruments and the choices/priorities within instruments (particularly FASE) contributed to the relevance of the Finnish support – how?
- Has Finland's support to the sector been able to respond to changes in the context of sectoral support to the education sector in Mozambique? Did discontinuation of the general budget support affect the FASE functions?
- How well has the support aligned with Finland's development policy priorities, HRBA and cross-cutting objectives, and strengthened Finland's role and added value in the sector

Coherence

- Have the interlinkages and synergies between the bilateral support to education sector and other country programme interventions and other interventions/instruments financed by Finland been used effectively?
- Is the Finnish bilateral support consistent with other related external interventions, including those of other development partners in FASE, in the same context by adding value vs. duplication of efforts?
- Has Finnish policy dialogue with the GoM and within FASE been consistent, coherent and complementary with GoM and other development partners' priorities as well as in operationalisation of education reform priorities addressing key bottlenecks for change in the system?

Effectiveness and efficiency

- What have been the relative and overall effectiveness of the various measures taken by Finland in development cooperation (including the selected instruments/modalities) as a response to education sector challenges and changing context?
- To what extent and how has Finland put on the agenda its policy and cross cutting priorities, and what to what extent and how have these priorities been recognised and addressed within FASE and COACH and in GoM's education sector policies?
- Has the Finnish support delivered, or is it likely to deliver results in an economic and timely manner?
- What internal and external factors have contributed to the efficiency of the Finnish support?

Impact and sustainability

- Has Finland's development cooperation support contributed to the emergence of intended or unintended higher-level impacts on GoM's and other relevant duty bearers' capacities to shape, structure an effective education sector and to ensure that specific structural entities and arrangements in the education sector and system at central and decentral level are sufficiently funded and supported? What internal and external factors have contributed to making a difference?
- How sustainable have the results and changes, to which Finland has contributed, been?
- Has the Finnish support been able to contribute to fulfilment of human rights and the cross-cutting objectives of Finland's development policy?
- To what extent are the system reforms/changes at the level of duty-bearers' institutional capacities; and GOM's education sector's funding priorities and arrangements, that Finland has contributed to, expected to continue?

At the inception phase, an evaluation matrix will be developed to ensure that all final evaluation criteria and questions can be responded in the evaluation report. This matrix will specify further lines of inquiry and specific indicators to be considered under the specific evaluation questions. And for each question, specific sources of information and methods for data collection and analysis will be specified.

4. Approach and Methodology

4.1. Approach

The following generic evaluation approach will be applied and further refined during the inception phase of this evaluation.

Theory-Based Evaluation: The education sector support strategy of Finland is based on a Theory of Change (ToC) that may be partially explicit and partially implicit. It is important to develop a Theory of Change that describes Finland's intervention logic in providing sector support, through FASE, to the Mozambican Education Sector. This logic is complemented with providing additional support to COACH, which need to be taken into account to come to a full reconstruction of the ToC. The ToC is required as a basis for a theory-driven evaluation. The ToC needs to be tested throughout the different periods of the education sector support and changes over time. This may lead to different ToCs for the different periods of Finnish support, each with their own critical assumptions in specific pathways of change. The ToC will focus on the choice of Finland to use sectoral support as the priority instrument to contribute to changes in Mozambique's education sector. Available documents, until the current country programme, didn't include a clear ToC for this sectoral support, hence this ToC will need to be largely developed from existing documents, complemented with participatory meetings with key stakeholders to check the relevance and applicability of the ToC and the usefulness of critical assumptions as hypotheses in the research process of this evaluation.

Inclusion of political economy related aspects of education reform and programming: The GoM's commitment and capacity to invest in its education sector (and priorities within this sector) are depending on a range of factors that are related to Mozambique's social-economic development trajectory over the past decades and its national and international political constellations. This context is also relevant as background for understanding on how the international cooperation and policy dialogue on education sector development in Mozambique is taking shape. Therefore, this evaluation should draw upon available elements of political economy analysis to provide sufficient context and background to Finland's sectoral support to the education process and where relevant additional exploration of political economy aspects might be needed.

Participatory and iterative process: As this evaluation covers a long period and a range of national and international stakeholders, it is important to secure sufficient participation of the key-stakeholder groups throughout the evaluation process. This participatory involvement of key stakeholders in the beginning of the evaluation process facilitates design and planning of evaluation steps and action and throughout the evaluation process, to allow for finetuning and adaptation if and when required and to ensure that proceeding insights can be tested and validated at different stages.

Ensure ownership and participation of all relevant stakeholders throughout all phases of the evaluation process: Representatives of relevant key stakeholders will be engaged in the evaluation process, not only as providers of information but also as users and stakeholders in the evaluation results. In this evaluation this will require a balanced participation of key Finnish and Mozambican stakeholders in key activities of this evaluation. Furthermore other development partners that are participating as donors in FASE should also be involved in critical stages of the evaluation process, particularly in debriefing and validation of findings and in discussion and dissemination of the final evaluation results.

Building on knowledge that is already available: The concept note mentions a significant number of existing reviews and evaluations conducted in the direct context of the Finnish sector support to the education sector in Mozambique. It is likely that other development partners participating in FASE have produced additional reviews and evaluations of their education sector support, which may be used to complement data from the Finnish reviews. Making ample use of existing evaluation and review reports will be key for an efficient utilisation of the limited time available for this evaluation.

Application of mixed methods: To ensure that complexity of Finnish sectoral support to the education sector in Mozambique over a longer period of time can be grasped, a mixed-methods approach will be required. **Longitudinal analysis** will be needed to understand developments over time, in the three planning periods (Country Programmes) of Finnish Support to Mozambique and of Mozambique's education strategies over the past period of 9 years. A **quantitative financial analysis** of investments of the GoM in key priority areas of its education sector is required to understand how political and strategic priorities are translated into concrete actions and investments. An analysis of multi-stakeholder dialogue and partnership is required to understand the dynamics of the Finnish-Mozambican policy dialogue on the education sector and of the dynamics of this dialogue at education sector working group level. A **contribution analysis** is required to analyse and assess to what extent and how Finland has succeeded in bringing across its policy priorities in the education sector working group and in its dialogue with the GoM. A **comparative perspective** in the evaluation is required at two levels: a) to understand how and to what extent Finnish support as a whole to the education sector is coherent and synergetic; and b) how and to what extent Finnish support in FASE is coherent and synergetic with the other key supporting donors to FASE. In this comparative perspective, specific attention is needed to the Finnish human rights-based approach and **crosscutting objectives**, notably gender equality.

Forward looking perspective and utility focus: This evaluation is required to feed into thinking about continuation of Finnish Support to the education sector in Mozambique and to develop ideas on possible alternative approaches and instruments that may be considered for the future. A key question in this respect is: What kind of support to the sector (including specific (also private) sectors of Finnish expertise) would yield best results vs. current key challenges in the education sector and also strengthen Finland's role and added value in the sector? What evidence is there to support focusing more on any sub-sector or theme within education? Here, it should be noted that EVA-11 has commissioned a meta-analysis on the current country programme cycle (2021–2024). The meta-analysis is being conducted in the context of the Evaluation Management Services and it is implemented by the Particip-NIRAS Consortium. Based on syntheses of reported results, the meta-analysis team will facilitate workshops with each country team to self-assess contributions to results and to discuss future scenarios. Such workshop with the Mozambique country team is planned by EVA-11 to take place in the early 2024 and this evaluation at hand is well timed to contribute to it.

4.2. Evaluation methods and tools for data collection and analysis

The approach described above may be translated in the following key evaluation methods and tools.

Key methods and tools for data collection

The following specific methods and tools for data collection are to be applied and further elaborated during the inception phase:

- **Reconstruction of Theory of Change workshop** with key evaluation stakeholders to analyse the intervention logic of the Finnish sector support to the education sector to develop and reconstruct a ToC for this sectoral support and to identify a number of key assumptions in this ToC, that will be further tested and analysed during the further evaluation process. This ToC workshop may be planned at the end of the inception phase or as the first step in the evaluation research phase. During the inception phase, the evaluators will develop a draft reconstruction of the ToC that will be used as input for this workshop. This reconstruction will focus on the current country programme period for which a ToC is available
- **Desk study and review of documents and digital information sources:**
 - Desk-review of key programming, reporting and reviews of the Finnish sector support to education in the period 2014-2023, including FASE and COACH;
 - Review of Mozambique's Ministry of Education and Human Development policies, strategic plans, reviews and reports;
 - Review of contextual and political economy analyses of Mozambique in the period 2014-2023, as far relevant to education sector;
 - Review of reports and reviews and researches of other Finnish development partners (CSOs) and their national partners on the education sector, and other key (inter)national development partners knowledgeable of Mozambique's education sector;

- Review of statistical reports produced by the Ministry of Education and Human Development and the National Institute of Statistics (INE) on education statistics.

(Key documents to be analysed are listed in Annex 2 of this ToR).

- **Meta review of existing evaluations** of the Finnish sector support to Mozambique's education sector, complemented with additional available development partners to FASE in the period 2014-2023.
- **Financial mapping of budgets and expenditures** of the GoM in the education sector in the period 2014-2023. This analysis will look at longitudinal developments and shifts in educational expenditures at the sector level and within the education sector. Specific attention will be given to budget allocations and expenditures on cross-cutting issues: gender and inclusion (e.g. multi-lingual education)
- **Key Informant Interviews:** These interviews are likely the most important source of information in this evaluation process. Due to the strategic and policy-level nature of the evaluation these interviews will be conducted as open interviews and as semi-structured interviews. Interviews will be conducted with a range of different stakeholder groups, for some of which sampling may be needed, in case relevant key informants in specific stakeholder groups may be numerous (to be verified during the inception phase). The following key stakeholder groups are identified:
 - Ministry for Foreign Affairs, Department for Africa and the Middle East and the Education advisor in the MFA Development Policy Department;
 - Embassy of Finland in Mozambique (previous and current relevant staff) members), and key members of Team Finland members;
 - Ministry of Education and Culture in Finland;
 - Finnish CSOs and HEIs active in the Education Sector in Mozambique;
 - Mozambican Ministry of Education and Human Development;
 - Key Mozambican Government institutes (central and decentral, if and where relevant) that provide services or support to the education sector (e.g. INE);
 - Key staff and managers in FASE, and COACH;
 - Members of the Education Sector Working Groups, FASE-Troika and other FASE donors and partners (incl. CSOs, UN, etc.);
 - Other Mozambican CSOs and Knowledge institutes that are active in and/or knowledgeable of the Mozambican education sector;
 - Other International CSOs and multilateral/UN (UNESCO, UNICEF) that are active in and/or knowledgeable of the Mozambican education sector.

(Key stakeholders to be interviewed are listed in Annex 3 of this ToR).

- **Network and relations mapping** at the level of the education sector working-group: in this analysis specific attention will be given to aspects of trust, commitment, relative influence of different partners, agreements, contradictions and conflicts among different partners. A specific aspect will be looking at the way different partners in the FASE and Education sector working groups look at cross-cutting issues.
- Some of the activities (like the ToC workshop) presented above maybe realised as **Focus Group Meetings or Workshops:** These workshops (that can be conducted both in-person and on-line) serve to bring different stakeholder groups together and jointly discuss aspects and questions in the evaluation process.
- **Debriefing and validation meeting:** At the end of the data-collection phase a (physical, digital or hybrid) meeting with the primary evaluation stakeholders (see section 2.4) is suggested to discuss preliminary findings and emerging conclusions of the evaluation process. And additionally, a number of emerging possible recommendations may be discussed in this meeting, to assess relevance and utility of these recommendations, for further elaboration in the draft and final evaluation reports.

Key methods and tools for analysis:

Furthermore, the following methods and tools are suggested for data analysis:

- **Contribution analysis** is the key tool for analysis to assess aspects and key characteristics of Finnish support to the education sector. Based on different data collection tools, a number of key results that are reported by Finland or Mozambique that specify any Finnish contribution to changes and developments in the education sector, will be

identified and ranked. These results may also be negative results that are highlighted by key stakeholders. A maximum of three (positive and/or negative) results, will be subjected to a detailed analysis to reconstruct how and to what extent Finnish contributions can be verified. This analysis will be conducted in a comparative perspective with other partners that provide support to FASE, who may also have contributed to these results. One of the results that will be subjected to the contribution analysis will be related to either HRBA or across cutting objective.

- **Financial analysis of education FASE's budget allocations and expenditures.** This analysis will focus if and to what extent policy priorities agreed upon in FASE are translated in financial contributions to specific actions and investments in the education sector. This analysis will be conducted with a longitudinal perspective to include developments and trends over time. Furthermore, the analysis will look at how crosscutting objectives are translated in budgets and expenditures.
- **Meta analysis of key findings, conclusions and recommendations of available previous evaluations** of Finland and other donors to FASE. In this analysis, the focus will be to identify key points that are shared among different evaluation reports and key contradictory findings of these different evaluations.
- **Coherence analysis** of the different Finnish support instruments and channels to education, including the FASE and COACH support and including key interventions of other Finnish partners to the education sector in Mozambique.
- **Analysis of the relative influence and effects of inserting HRBA and Finnish crosscutting objectives** in policy dialogue and in the development of the FASE and COACH support modalities. This analysis will include coherence and synergy analysis of crosscutting objectives of the GoM and the other donors of FASE.
- **Network and partnership relation analysis:** Based on the mapping exercise, the evaluators will assess how specific priorities of different donors to FASE have been aligned and how these have been perceived by the Ministry of Education and Human Development. This analysis will follow a longitudinal perspective to assess if, how and to what extent relations within the FASE donors and between FASE donors and the Ministry of Education and Human Development have developed over time.

Furthermore the following generic methods will be applied to ensure the robustness of evaluation findings and analysis;

- **Cross-check and triangulate** data of at least two different data-sources on each of the specific evaluation questions/indicators in the evaluation matrix. Single source data will not be considered in responding to the evaluation matrix. The triangulation and cross-checking process can be documented in a matrix format;
- **Peer review of all sub-products and products** within the evaluation team between at least two team-members and with constant oversight of the evaluation team-leader. In addition to peer reviewing in the team, Quality Assurance measures by NIRAS are in place as described in the chapter 8;
- **Aggregation and synthesis of findings:** within the evaluation we will discuss those findings that can be generalised and that can show systematic patterns. These findings will be used for the development of conclusions, lessons learned and recommendations and will feature in the main evaluation report. A key aspect in this analysis to respond to the question posed under *Looking towards future* in the original ToR prepared by the Embassy in Maputo: "What kind of support to the sector would yield best results vs. current key challenges in the education sector and also strengthen Finland's role and added value in the sector? Is there evidence to support focusing more on any sub-sector or theme within education? If yes – which?"

4.3. Sampling of data sources

The extent to which data sources will need to be sampled to a large extent will depend on the available time and budget for the realisation of this evaluation.

No sampling is suggested for the Embassy, Finnish MFA and Ministry of Education and for the Ministry of Education and Human Development and FASE and COAH coordinating and implementing bodies: all relevant (policy and strategy level) stakeholders in these organisations during the period 2014-2023 will be included in the evaluation research.

Stakeholder groups where sampling maybe needed are listed below:

- Key partners in the education sector working group. It is suggested to include all partners in FASE with number of questions, though to identify three key partners for more in-depth analysis. It is suggested to include the largest

bilateral donor: Canada, the WB as a historical and important partner, and GPE (and within this partnership UNESCO as a specialised UN partner in Education);

- Other Finnish CSOs and HEIs that support the education sector in Mozambique. It is not likely that there is a substantial number of CSOs/HEIs in this sector, a maximum of three CSOs/HEIs will be sampled;
- Mozambican CSOs and knowledge institutes active in the education sector. In case there is a substantial number of such stakeholders, a maximum of three CSOs will be sampled.

To the extent needed, the evaluation team will develop a comprehensive data sampling plan and methodology during the inception phase of this evaluation, to ensure that all stakeholders are sufficiently represented in a balanced way in the evaluation activities and in the final evaluation report.

4.4. Risk analysis and mitigation (including Covid-19)

The following risks are identified in this evaluation that will require a proper risk-management and mitigation plan. A risk analysis and mitigation section is required in the inception report:

- The municipal election process on October 11th might influence the planning of the evaluation visit in the second half of October and availability of specific key stakeholders and key informants. The effects of the municipal elections most likely will not be strong at national level stakeholders, but possibly at decentral level;
- The Mozambican Ministry of Education and Human Development itself is planning the FASE joint field visit to the provinces, which might be close or even coinciding with the period of this evaluation. During the inception phase of this evaluation, the evaluators will discuss with the Ministry how the evaluation and field visits can run parallel and, where needed, be implemented in a synergetic way;
- The current security situation in Northern Mozambique is of concern. It is unlikely that field visits may be realised in this region, particularly not by international experts. During the inception phase, if needed, a contingency plan needs to be developed for data-collection in this region;
- Availability and access to financial information related to budget planning and implementation in the education may be restricted to external parties. During the inception phase, contact with the FASE management will be required to what extent, to what kind and for which period financial data may be obtained on budget and expenditures in the education sector;
- As this evaluation covers approximately a decade, it is likely that key stakeholders in earlier years of the education sector support may not be available anymore to be consulted in the evaluation process. During the inception phase it is needed to assess which key stakeholders in earlier years are essential to meet in the framework of this evaluation process. And with current key stakeholders in the education sector support, a plan to reach out to these key stakeholders will be needed to ensure that these stakeholders can ensure their availability for interviews with the evaluation team;
- While Covid-19 related travel restrictions and health risk management requirements have eased over the past years, the evaluation team still needs to secure that Covid-19 related risks are contained if specific local contexts require to do so. Alternative means of data-collection need to be available in case health or security risks so require.

More risks may be identified by the evaluation team during the inception phase and those additional risks will be inserted in a comprehensive risk analysis and mitigation table.

5. The evaluation process and time schedule

The preliminary evaluation process and key timelines suggested as below, are to be reviewed and finalised during the inception phase of this evaluation:

Phases	Date
Pre-inception phase (4 days)	
Meeting on draft ToR with the TL	August 8 th , 2023
Finalisation of the ToR with the TL	August 18 th , 2023

Inception phase (22 days)	August 29 th , 2023
Kick off meeting (with MFA, Embassy and Ministry of Education)	August, September
Desk study, finalize methodology, logistical arrangements	Early September
Submit draft inception report	Early September
Meeting on the report and preparation of field work	September 15 th
Approval of inception report	
Research phase (including mission to Mozambique) (44 days)	
Meeting to kick off research phase	October 15 th
Field mission to Mozambique	October 15 th -31 st
Data collection, initial conclusions & recommendations	October, November
De-briefing session in Mozambique	End October
Draft evaluation report (26 days)	Mid November
Comments to draft report	End November
Finalized report submitted to MFA (8 days)	Mid December, December 12 th
Approved report by the MFA	Early January
Presentation of the evaluation results in Finland	Mid January /End January 2024
Publication of evaluation	End January 2024

Suggested task and time-distribution in evaluation team, to be further finetuned during the inception phase

Phase	Team Leader	Senior Expert Mozambique	Emerging Evaluator	Total
Inception Phase	12	3	1	16
Research Phase	26	10	7	43
Analysis and reporting Phase	22	7	2	31
Total	60	20	10	90

The service coordinator will have 10 days.

6. Deliverables and Reporting

The evaluation team is requested to submit the following deliverables:

- ToR (Draft and Final)
- Inception report (draft and final inception reports)
- Debriefing and validation on key research findings (in the end of the research phase) (PowerPoint)
- Draft final report
- Final report (max 50 pages)
- Presentation on the final evaluation findings and recommendations (format to be identified)

Each deliverable is subjected to specific approval. The evaluation team is able to move to the next phase only after receiving a written statement of acceptance by the MFA.

7. Quality assurance

Our organisation and management of the Quality Assurance (QA) and standards are based on the NIRAS Evaluation QA system, which integrates requirements of MFA's Evaluation Manual and the OECD/DAC quality standards for development evaluation. The specific checklists are developed based on the MFA meta-evaluation framework; these cover (1) ToR quality, (2) report quality and (3) inception/ final report contents.

The first QA of team inputs is carried out by the TL. The Team leader is responsible for the timely delivery and quality of English texts of the reports and related proofreading. Subsequently, the Service Coordinator (SC) scrutinises the products using the agreed checklists. They focus on the coherence between the ToR and the methodology/analysis, and the logical flow of arguments in the report. NIRAS QA and Project Manager (PM) complete the rest of the quality control. The draft reports will be sent for a round of comments by relevant Embassies and Units at the MFA. Comments matrices, including our responses, are submitted together with revised products.

The SC constitutes the "permanent QA element" regarding the process and the analytical aspects of the deliverables. The added value of the SC is to provide **oversight**, ensure adherence to the QA plan, and consider time, costs and the available resources. The SC also ensures that RG's information needs are adequately mainstreamed into the evaluation, given their regular contact with the Commissioner.

Similarly, the PM also plays a key role in QA, ensuring that all elements mentioned in the checklists are addressed and paying attention to the correct formats, style, and consistency of reports. Moreover, we mobilise **NIRAS QA** to ensure that the final scrutiny has the required objectivity to the team deliverables. For this particular evaluation, we propose a PM who is experienced in quality assuring project and programme evaluations for carrying out the role of PM and QA Advisor combined.

All deliverables shall be of publishable quality. The evaluation team should make their best efforts not to exceed the total length of 50 pages for the main evaluation report and to prepare an executive summary that is publishable as a stand-alone document and that includes visualisations to ensure the summary is reader-friendly also for less closely involved stakeholders. A separate volume on annexes may be produced. This will be agreed during the inception phase, which of the final deliverables are to be published.

8. Expertise required

The service provider will mobilise a three-person evaluation team, composed of the Team Leader, a Senior Evaluator (Mozambican) and a Finnish Emerging Evaluator. Complementarity between team members will also be considered when selecting the team. The evaluation team shall ensure solid experience and knowledge in the following fields:

Team leader

- Leading wide and complex programme evaluations with different types of methodologies, analyses and reporting
- At least 10 years of international experience with multiple donors in similar assignments in the education sector development in Sub-Saharan Africa, preferably including Mozambique
- Experience from working as a Team Leader in at least in 7 development cooperation evaluation assignments which have contained at least 2 professional evaluator team members
- Sector wide approaches, donor coordination and pooled fund mechanisms
- Familiarity with Finland's development policies, related HRBA, RBM, cross-cutting objectives, and country programming
- Familiarity with country programming and use of different aid modalities in country programme implementation
- Experience in integrating HRBA, RBM, ToC approach and crosscutting objectives in programme planning, implementation, monitoring and evaluation (as per Finnish development policies)
- At least Masters' Degree in education/development studies or other relevant field (complementarity with other team members)

Senior Evaluator:

- Master's degree in education/development studies or other relevant field (complementarity with other team members)
- Strong experience in research, preferably in evaluations in the field of education (for evaluator, 5 years as requirement) and in report writing
- Sound knowledge of education sector development in Mozambique
- Specific knowledge and experience on central themes of Finland's education sector support such as teacher education, girls' education, bilingual education and equity would be an asset
- Familiarity with Finland's development policies, related HRBA, RBM, cross-cutting objectives, preferably with experience in integrating these aspects into programmes and/or evaluations would be an asset

Emerging Evaluator

- Master's degree in education/development studies or other relevant field (complementarity with other team members)
- Specific knowledge and experience on central themes of Finland's education sector support such as teacher education, girls' education, bilingual education and equity
- Familiarity with Finland's development policies, related HRBA, RBM, cross-cutting objectives, preferably with experience in integrating these aspects into programmes and/or evaluations

Language requirements for the team:

- English (whole team to be fluent)
- Portuguese (preferably whole team to be able to communicate in Portuguese)

9. Budget

Estimated total budget for the evaluation (excluding VAT) based on this revised TOR: 115 000 euros.

10. Mandate

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland.

Annexes:

Annex 1: [MFA evaluation manual](#); [Templates related to evaluation](#)

Annex 2: List of documentation (to be further completed during the inception phase)

- [Finland's Country Strategy and Country Programme in Mozambique 2021-2024](#)
- [Country Programme 2016-2019](#) and [Country Programme in 2014-2017](#)
- Education sector strategic plan in Mozambique (2020-2029)
- COACH initiative funded by Finland in Mozambique: [Finland abroad webpage](#); [Valtioneuvoisto.fi](#); [the World Bank](#)
- FASE MoU (main document without Annexes)
- Education sector evaluation 2012-2016/2019 (UPI Consultancy)
- Evaluation of the bilateral cooperation between Finland and Mozambique (2016)
- Review of Finland's Country Programme by KPMG in 2019
- A self-assessment of the Finland's Country Programme (2018)
- FASE Review in 2020

Annex 3. List of key stakeholder groups for interviews (to be further refined and expanded during inception phase)

- MFA Finland (Helsinki, Maputo); key former staff that are available

- Finnish Ministry of Education with relevant links and cooperation (Helsinki, Pretoria)
- Ministry of Education and Human Development in Mozambique (selected central and decentralized level and subordinated institutions)
- FASE donors (current: World Bank, GPE, EU, UNICEF, Canada, Finland, Ireland, Portugal, AFD and USAID; and former: Germany, Italy)
- Other key education sector partners in Mozambique including selected international organizations and civil society actors, and their international partners
- Relevant academia in Mozambique and Finland
- Relevant Finnish CSOs, HEIs and their partners in Mozambique
- World Bank as related to COACH/Aprender Mais

Annex 2 List of stakeholders consulted in the evaluation process

Stakeholder category	Organisation/ Dept.	Name	Function		
Finnish Embassy in Maputo	Ambassador HoC Education Specialist Education Officer	Anna-Kaisa Heikkinen	Ambassador		
		Laura Torvinen	Former Ambassador		
		Seija Toro	Former Ambassador		
		Eeva Alarcón	Former HoC		
		Anna Pörsti Cláudia Ferreira da Costa	Senior Specialist Education Education Officer		
MFA Finland	Dept. for Southern and Western Africa (ALI-30)	Hannu Heinonen	Director ALI-30		
		Tuulikki Parviainen	Desk Officer Moz. Team		
		Paula Malan	Former MFA/KEO-20 Senior adviser on education		
		Petra Yliportimo	Team Leader Moz. Team		
		Sirpa Sinervä	Former Ed. Advisor Moz.		
	Dept for Development Policy	Marianne Kujala-Garcia	Former Ed. Advisor Moz.		
		Milma Kettunen	Team Leader COACH		
		Jussi Karakoski	Senior Adviser, Development Policy (KEO-20)		
		GoM	Ministry of Education and Human Development	André Conjuane Utui	Director DIPLAC
				Armando Sambo	Cooperation Officer DIPLAC
Remane Selimane	Director DNFP				
Ricardo Cuco	Statistics officer DIPLAC				
Antuia Soverano	Former DIPLAC & Primary Education Director				
Arlinda Chaquise	Nutrition and Health Director				
João Assale	Planning and Finance Director				
Lurdes Nakala	Quality Assurance Director				
Jose Colete	Infrastructure and equipment Director				
Jorge Madeiro	Chief research & development Infrastructure and equipment				
Plaquecédia Chafota	Chief Bilingual Education section- Primary Education				
Praxedes da Costa	Chief Monolingual Education section- Primary Education				
Teléfero de Jesus	Primary Education Director				
Silvio Dava	Secondary Education Director				
Belmiro Cruz	Financial Advisor to MINEDH				
Jose Luis Souza Manjate	Department for Cross-cutting objectives Director				
Development partners in FASE	INE	Dionisia Godiva	Focal Point Education		
	WB Germany (KFW) Ireland Canada UNICEF GPE EU	Lúcia Nhampossa	Education Senior Specialist		
Andre Loureiro		Senior Economist			
Katharina Collin		KFW seconded representative and Education Advisor			
Lidia Meque		Outgoing chair in Troika			
Elise Rafuse		Former first secretary			
Jeanette Vogelaar	Former Head of Education				
Lucinda Ramos	GPE secretariat				
Alicia Diaz	Governance & PALOP TL Presidency Troika FASE				

	USAID	Caterina Caetano Antonio Francisco Graciela Briceno Sarah Crits	Education Specialist Education Specialist Education Governance and Democracy director
Partners in COACH/Aprender mais	WB, COACH specialist ADPP	Michela Chiara Alderuccio Birgit Holm	Senior Education Specialist Executive Director
Finnish Government	Ministry of Education	Iina Soiri	Education and Science Counsellor (Pretoria)
	Finnish National Agency for Education (EDUFI) FinCEED	Kajja Pajala Marjo Mäenpää	HEI ICI/HEP programmes) Head of Unit
Finnish CSO' and Education partners (HEI ICI) and their Mozambican partners	FINGO University of Jyväskylä of Applied Sciences UFF Finland	Helena Nevalainen Irmeli Maunonen-Eskelinen Erkki Kumpula	Director Principal Lecturer (TEPATE Project Director) Development Cooperation Specialist
	Plan Finland Hy+	Hanna-Kaisa Mäenpää Riikka Hälikkä	Manager Moz Projects Technical expert teacher training
Pedagogical Centres/ Universities	Pedagogical University of Maputo	Jorge Ferrão Sarita Monjane Henriksen	Director Associate Professor Language Education Planning & Policy & Director of Cooperation
	IFP Matola IFP de Chibututuine Manhiça	Domingos Semo Escrivão, Gabriel Muambisse	Director Director
Mozambican CSO's	CESC Save the Children MEPT	Azevedo Nhantumbo Idite Joaquim Isabela da Silva	Education Specialist National Coordinator Executive Director
International Development partners	UNESCO WFP JICA	Dulce Mungoi Mariana Rocha Simoes Victorino Chibulacho	co-chair adult education WG Expert Nutrition in Schools Senior Programme Manager
Academia & Research Institutions (Moz & Finland)	UEM Independent	Feliciano Chimbutane Ritva Reinikka	Researcher, professor Researcher, professor
Total number of KI's during the evaluation process			65

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Annex 4 Evaluation Matrix

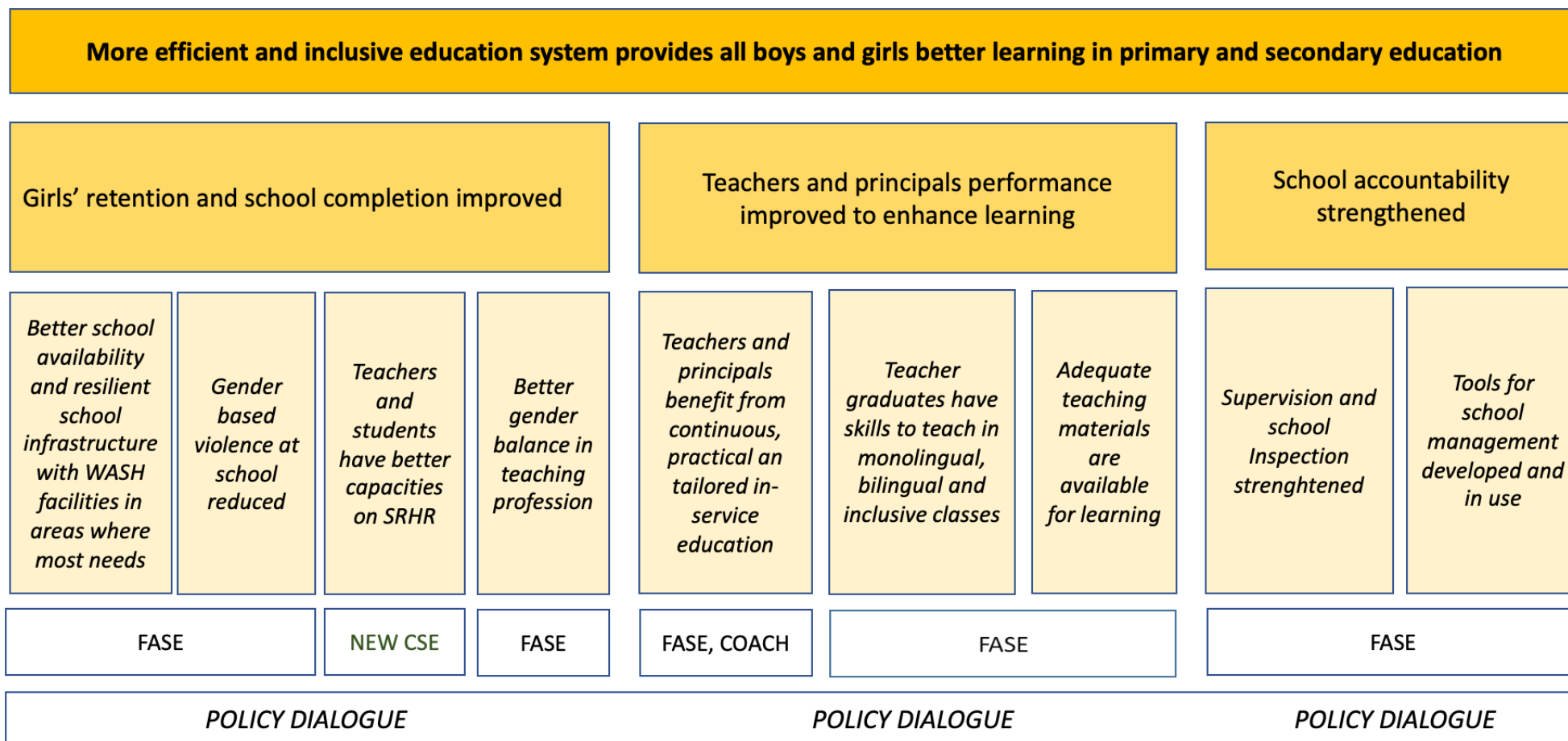
Evaluation questions & sub-questions	Indicators & Judgement criteria	Sources of verification	Methods and Tools
Relevance (E.Q. 1): How well has Finnish support to the education sector in Mozambique been aligned with the policy priorities of Finnish and Mozambican Governments and to specific needs of duty-bearers and rights holders in Mozambique?			
1.1. To what extent has Finland's country programme education sector support objectives and design responded to the needs of beneficiaries as well as to policies and priorities of the GoM, civil society and other relevant stakeholders in Mozambique?	<ul style="list-style-type: none"> - Degree of fit (matches and contradictions) of policy priorities in Finland's country programmes (ToC impact-level changes) for Mozambique and GoM priorities, and changes over time (2014-2022) - Extent to which duty-bearers in the education sector (at central, provincial and local levels) see their priorities for education delivery reflected in education investments supported by FASE and COACH - External assessments by CSOs and knowledge institutes on political and investment choices of the GoM in FASE and in the education sector 	<ul style="list-style-type: none"> - Contextual docs (political-economy) on the education sector - Policy documents (Finland and Mozambique) - FASE & COACH planning & reporting docs - Education sector-related evaluation reports 	<ul style="list-style-type: none"> - Reconstruction ToC - Document Review - Meta review evaluations - KIs - Network/relations analysis
1.2. Has the choice of instruments and choices/priorities within instruments (particularly FASE) contributed to the relevance of Finnish support – how?	<ul style="list-style-type: none"> - Comparative assessment of relevance of FASE and COACH instruments with other support modalities and instruments deployed by Finland (general budget support, HEI-ICI, CSOs) - The extent to which Finnish development priorities (including crosscutting priorities and HRBA) have been forwarded through FASE and COACH (also in comparison with other instruments) - The appreciation of GoM and education sector stakeholders of the relevance of specific Finnish development priorities applied in the context of the Mozambican education sector. 	<ul style="list-style-type: none"> - GoF, MFA, Embassy representatives - GoM, MINEDH, MEF representatives - FASE & COACH key officers 	
1.3. Has Finland's support to the sector been able to respond to changes in the context of sectoral support to the education sector in Mozambique? Effects of discontinuation of general budget support on FASE functions?	<ul style="list-style-type: none"> - Changes applied in the Finnish approach and application of priorities over the three programme planning periods and specific references made to changes in the Mozambican context (positive and negative changes) - Effects of discontinuation of Finland's general budget support to GoM on specific support modalities in education and Finland's role & position in FASE - Finland's responses to changing priorities of other IDPs in FASE 	<ul style="list-style-type: none"> - Education sector working group (FASE & COACH donors) 	
1.4. How well has support aligned with Finland's development policy priorities, HRBA and cross-cutting objectives, and strengthened Finland's role and added value in the sector	<ul style="list-style-type: none"> - Specific developments and changes observed in the education sector that can be aligned with specific Finnish policy and crosscutting priorities and HRBA, as expressed in the ToC of the Finnish country programme - Recognition of Finland's policy and priority inputs in the sectoral dialogue on the education sector as seen by GoM (in a comparative perspective with the other FASE supporting IDPs) 		

	<ul style="list-style-type: none"> - Number and kind references of Finland's added value in education by stakeholders at central and provincial levels in the education sector 		
Coherence (E.Q.2): What has been the complementarity and consistency in Finland's contributions to education sector dialogue with other FASE supporting partners and alignment and synergy in dialogue and support initiatives among the FASE supporting partners?			
<p>2.1. Have interlinkages and synergies between bilateral support to the education sector and other country programme interventions and other interventions/instruments financed by Finland been used effectively?</p>	<ul style="list-style-type: none"> - Examples of linkages between education sector support in FASE and COACH and other Finnish support in the education sector and assessment of these linkages by the different actors involved - The linkages between education as one of the outcome areas of the country programme and the other outcome areas, and the development of these linkages over different programme periods - Perceived added value of linkages and synergies of Finnish support interventions in the education sector as perceived by national stakeholders 	<ul style="list-style-type: none"> - Policy documents (Finland and Mozambique) - FASE & COACH planning & reporting docs - Education sector-related evaluation reports - GoF, MFA, Embassy representatives - GoM, MINEDH, MEF representatives - Education sector working group (FASE & COACH donors) - Finnish CSOs & HEIs - Mozambican CSOs & knowledge institutes - UN & Intern. CSOs & knowledge institutes 	<ul style="list-style-type: none"> - Document Review - Financial review FASE - Meta review evaluations - KIIs - Coherence analysis - Network/relations analysis
<p>2.2. Is the Finnish bilateral support consistent with other related external interventions, including those of other development partners in FASE, in the same context by adding value vs. duplication of efforts?</p>	<ul style="list-style-type: none"> - Overlap and complementarity of interventions of different FASE supporting actors as perceived by: a) the FASE supporting partners and; b) by Mozambican stakeholders in FASE - Examples of joint initiatives in dialogue or development interventions within and alongside FASE (including COACH) of the different partners in FASE 		
<p>2.3. Has Finnish policy dialogue with the GoM and within FASE been consistent, coherent and complementary with GoM and other development partners' priorities as well as in the operationalisation of education reform priorities addressing key bottlenecks for change in the system?</p>	<ul style="list-style-type: none"> - Appreciation of Finland's role and contribution in putting (crosscutting) priorities on the FASE agenda; by a) FASE supporting partners; and b) by GoM - Areas identified by GoM stakeholders where inconsistencies in the dialogue of FASE partners exist - Quality of coordination and cooperation among FASE partners (and particularly Finland) to address education reform priorities and key bottlenecks for change in the education system 		
Effectiveness and Efficiency (E.Q.3): To which development and crosscutting policy priorities in the education sector has Finland contributed and how is this contribution recognised and appreciated by the national and international stakeholders in the Mozambican education sector?			
<p>3.1. What have been the relative and overall effectiveness of the various measures taken by Finland in development cooperation (including the selected instruments/ modalities) as a response to</p>	<ul style="list-style-type: none"> - Effects of the decisions of Finland on introducing changes in its support to the education sector, as assessed by GoM and FASE partners? - Level of recognition of Finnish support to education by the education sector stakeholders in terms of: a) financial support; and b) technical support? - Degree of flexibility and proactivity of Finland in responding to education sector challenges and changing context? 	<ul style="list-style-type: none"> - Policy documents (Finland and Mozambique) - FASE & COACH planning & reporting docs - Financial reports on FASE & COACH 	<ul style="list-style-type: none"> - Document Review - Financial review FASE - Education budget &

education sector challenges and a changing context?		- Education sector-related evaluation reports	expenditure review
3.2. To what extent and how has Finland put on the agenda its policy and cross-cutting objectives, and to what extent and how have these priorities been recognised and addressed within FASE and COACH and in GoM's education sector policies?	<ul style="list-style-type: none"> - Specific results and effects of Finland's policy and crosscutting priorities in agenda setting of FASE and COACH and policy dialogue with the GoM - Examples of changes and developments in the Mozambican education sector, where Mozambican actors recognise specific contributions of Finland - Examples of conflicts and disagreements in policy dialogue and how and to what extent these have been solved 	<ul style="list-style-type: none"> - Education Statistics & officers at MINEDH & INE - GoF, MFA, Embassy representatives - GoM, MINEDH, MEF representatives - Education sector (support) institutes 	<ul style="list-style-type: none"> - Education Statistics review - Meta review evaluations - KIIs - E-mail questionnaire
3.3. Has the Finnish support delivered, or is it likely to deliver results in an economic and timely manner?	<ul style="list-style-type: none"> - Recognition of Finnish policy and technical support as compared to its relative financial contribution as the fourth biggest donor in the history of FASE - Timeliness of Finland's responses to specific needs and demands expressed by GoM and specific partners in the education sector and by other FASE partners 	<ul style="list-style-type: none"> - FASE & COACH key officers - Education sector working group (FASE & COACH donors) 	<ul style="list-style-type: none"> - provincial MINEDH directors - Contribution analysis
3.4. What internal and external factors have contributed to the efficiency of Finnish support?	<ul style="list-style-type: none"> - The alignment and synergy of dialogue and cooperation within the Finnish MFA and the Embassy of Finland in Maputo - Alignment and synergy of dialogue and cooperation of MFA and the Embassy with other Finnish support initiatives in the Mozambican education sector - What are recognised bottlenecks and strong features of Finnish support modalities and instruments as recognised by: a) Finnish stakeholders; b) FASE partners; c) Mozambican Government - External factors and unplanned and unexpected factors that have influenced the Finnish support to the Mozambican education sector and MINEDH's and FASES' responses to them 	<ul style="list-style-type: none"> - Finnish CSOs & HEIs - Mozambican CSOs & knowledge institutes 	<ul style="list-style-type: none"> - Influence analysis - Network/relations analysis
Impact and Sustainability (E.Q.4): What have been key changes in Mozambican's education sector at central, provincial and local levels, where stakeholders have identified and confirmed specific contributions and influence of FASE support and of its partners, and in particular Finland?			
4.1. Has Finland's development cooperation support contributed to the emergence of intended or unintended higher-level impacts on GoM's and other relevant duty bearers' capacities to shape and structure an effective education sector and to ensure that specific structural	<ul style="list-style-type: none"> - Evidence of systems-level changes and effects in the education sector, where stakeholders in this sector see a contribution of FASE and Finland - The extent to which systems-level changes in education align with and contribute to impacts in the ToC of the Finnish Country programme - Examples of specific structural entities and mechanisms in the education sector (at central, provincial and local levels) that could be established and/or strengthened through the availability of FASE support; 	<ul style="list-style-type: none"> - Policy documents (Finland and Mozambique) - FASE & COACH planning & reporting docs - Education sector-related evaluation reports 	<ul style="list-style-type: none"> - Document Review - Education budget & expenditure review

<p>entities and arrangements in the education sector and system at central and decentral levels are sufficiently funded and supported? Internal and external factors that contributed to making a difference?</p>	<ul style="list-style-type: none"> - Elements, entities and mechanisms identified by education sector stakeholders that are still structurally neglected and underfunded in education (reform) policies and actions - Influence of key external factors and actors (challenges and opportunities) on the education sector and quality and responsiveness of Finland and other FASE partners 	<ul style="list-style-type: none"> - Education Statistics & officers at MINEDH & INE - GoF, MFA, Embassy representatives - GoM, MINEDH, MEF representatives 	<ul style="list-style-type: none"> - Education Statistics review - Meta review evaluations - KIIs - E-mail questionnaire
<p>4.2. How sustainable have the results and changes, to which Finland has contributed, been?</p>	<ul style="list-style-type: none"> - Extent to which key changes and systems arrangements in the Mozambican education sector are embedded in policies, regulations and legislation - Share of the education budget and expenditures in GoM's overall budgets - The extent to which priorities in the Mozambican education sector are structurally included in budgeting processes and decisions, including dependency rate of the education budget from FASE support - Examples where results have not been sustainable due to underfunding and/or shifting priorities of the GoM 	<ul style="list-style-type: none"> - Education sector (support) institutes - FASE & COACH key officers - Education sector working group (FASE & COACH donors) - Finnish CSOs & HEIs 	<ul style="list-style-type: none"> - provincial MINEDH directors - Contribution analysis - Influence analysis
<p>4.3. Has the Finnish support been able to contribute to the fulfilment of human rights and the cross-cutting objectives of Finland's development policy?</p>	<ul style="list-style-type: none"> - Recognised structural changes in a) gender equality; b) inclusion; c) environmental sustainability and; d) human rights promotion in the education sector in 2023 as compared to 2014, by a) education sector stakeholders at central, decentral and local levels; b) by FASE partners; c) by Finnish stakeholders in the education sector 	<ul style="list-style-type: none"> - Mozambican CSOs & knowledge institutes - UN & International CSOs & knowledge institutes 	
<p>4.4. To what extent are the system reforms/changes at the level of duty-bearers' institutional capacities; and GOM's education sector's funding priorities and arrangements, that Finland has contributed to, expected to continue?</p>	<ul style="list-style-type: none"> - Institutional capacity of key duty bearers in the education sector at central & decentral levels as seen by: a) themselves; b) by rights holders; FASE partners - Structural trends in budget allocations within the education sector at central and provincial levels and the extent to which these trends respond to changing situations and priorities in Mozambique - Capacity and commitment of the GoM to continue to raise funds to ensure a stable budget allocation to its education sectors and the extent to which its dependence on FASE is changing over time (including future forecasts) 		

Annex 5 ToC education support to Mozambique in Finnish Country Programme 2021-2024



Source: Finnish Country Programme for Cooperation with Mozambique 2021-2024 (revised in 2022)

Annex 6 Methodology and Data collection tools

KII Checklists

Key Informant Interviews lasted 45-60 minutes and included questions from the checklist presented below.

Relevance (E.Q. 1):

- Priority needs in education (and changes in needs over the past decade, since 2013);
- Key developments and changes in the education sector from your perspectives (expected and unexpected changes) in the past decade;
- Key problems and bottlenecks that have occurred in the education sector in the past decade
- How has MINEDH responded to these developments and changes?
- How has FASE responded to these developments and changes?
- How has Finland responded to these developments and changes?
- Degree of fit Finland's country programmes with the needs of beneficiaries and policies and priorities of the GoM and other relevant stakeholders in Mozambique?
- What is your opinion on Finland's choice of support instruments for the education sector (FASE and Coach)
- What is the relevance of Finnish support to education from your perspective?
- How has Finland responded to changes and development in Mozambique, particularly in the education sector?
- What is your opinion on Finland's development policy priorities, HRBA and cross-cutting objectives in supporting education in Mozambique? Which priorities have matched and which haven't with your own priorities?

Coherence (E.Q.2):

- Which links and synergies between (Finnish) support to the education sector and other country programme interventions of Finland can you identify?
- Is the Finnish bilateral support consistent with other related external interventions, including those of other development partners in FASE?
- What is the specific added value of Finland and where do they overlap with other FASE partners?
- What is your assessment of the Finnish policy dialogue with the GoM and within FASE?

Effectiveness and Efficiency (E.Q.3):

- What are the key results and changes you have observed in education over the past ten years?
- Are there any results, where you see specific contributions of Finland or maybe other FASE partners?
- And if so, what have been these specific contributions?
- Were there any unexpected developments and changes and how they influenced the education sector, MINEDH's performance, FASE's performance and/or Finland's performance?
- How well and how timely has Finland responded to education sector challenges and changing contexts (including for example the COVID-19 pandemic, and the insurrection in Northern Mozambique)?
- Has Finland brought across its policy and crosscutting priorities, and if so to what changes and developments have these contributed?
- Was the Finnish support delivered to FASE and Aprender Mais, timely and consistently? And if not, what has caused delays or inconsistencies?
- What factors have influenced the efficiency of Finnish support?

Impact and Sustainability (E.Q.4):

- What have been (intended and unintended) higher-level impacts and changes in Mozambique's primary and secondary education sector?
- Has Finland's development cooperation support contributed to the emergence of these intended or unintended higher-level impacts?

- How have MINEDH's and other relevant duty bearers' capacities developed to shape, and structure an effective education sector?
- What specific entities and arrangements in the education sector and system have been set up and strengthened at central and decentral levels and how have their capacities developed?
- Are these entities and systems sufficiently funded and supported by MINEDH, and by FASE?
- What are in your opinion the most sustainable results and changes that will remain in the future, even without donor support?
- Any specific result to which Finland has contributed?
- How has fulfilment of human rights, inclusion, gender equity and resilience, developed in the education sector in the past and how will this continue in the future?
- Has Finnish support contributed to the fulfilment of human rights, inclusion, gender equity and resilience, in the education sector?
- What have been key education system reforms/changes and how are they translated into policies, regulations, entities and systems? Any specific Finnish contribution?
- How have GOM's education sector's funding priorities and arrangements developed and how will they continue to be developed in the future?

E-mail questionnaire to provincial MINEDH directors

The email questionnaire was sent to 11 provincial MINEDH planning chiefs to allow all of them to provide their opinions, from the decentral education sector perspective. The following questions featured in the email questionnaire:

1. What is your opinion on the education budget allocation to your province provided by MINEDH for the year 2023?
2. What has been the long-term trend in budget allocations to your province as compared with around a decade ago (2013)?
3. What is your opinion on the quality of policy and strategic guidance provided to your province by MINEDH?
4. What is your opinion on the quality of technical support provided to your province by MINEDH?
5. What is your opinion on the quality of pedagogical support provided to education staff in your province by education support institutes (teacher training centres, pedagogical universities)?
6. What have been the most significant results in the education provision in your province, particularly in primary and secondary education over the past decade?
7. Please explain how these results have been supported by MINEDH or other key education (national and/or international partners).
8. What are the key bottlenecks that you currently face in the education provision in your province, particularly in primary and secondary education?
9. What are the key priorities for further development of primary and secondary education provision in your province?
10. What are your key recommendations for policy development on primary and secondary education in the coming years?

Of the 11 provincial directors only 4 responses were received. These responses are analysed in Annex 9.

Annex 7 Analysis of Finnish contributions to selected outcomes in its support to education in Mozambique

Outcomes claimed by MFA/Embassy		1. Teachers' Education in Mozambique is receiving more attention and support in MINEDH's policies and structures. Teachers' performance in the classroom is gradually improving	2. Education in Mother Tongue (bilingual education) in primary education is gradually expanding across the country and more students have access to education in mother tongue	3. Girls' retention and progress in primary and secondary education is improving (with particular attention to aspects of (school) facilities for girls, textbooks, attention to SRHR and GBV)
Proof of effort in planning	Finnish country Programme strategy/ planning documents	<ul style="list-style-type: none"> • 2014-2017: The strategy focuses on improved quality and reduced regional disparities in basic education. A specific focus on improving the education sector as a whole, with an increase in support to the education sector programme (FASE). • 2016-2019: The strategy includes integration of bilateral support to the GoM in education, focusing on primary school level improvements, including school management and teacher performance. • 2021-2024: Support for the expansion of the new three-year pre-service teacher training programme across the country, with special attention to the quality of teacher pre-service training in disadvantaged provinces and teaching skills in bilingual classes. Additionally, exploring new methods for in-service teacher training. 	<ul style="list-style-type: none"> • 2014-2017: Emphasis on bilingual education and early childhood education as part of the ESP III policy dialogue. The strategy includes Finland's contribution to promoting human development at all levels of the education chain, including bilingual education. • 2016-2019: The strategy highlights the expansion of bilingual education. Finland is involved in policy dialogue on bilingual and early childhood education, showing a commitment to expanding mother tongue education. • 2021-2024: Advocacy for the expansion and improved quality of bilingual education, focusing on ensuring qualified teachers for monolingual and bilingual classes. Emphasis on policy dialogue to promote bilingual education. 	<ul style="list-style-type: none"> • 2014-2017: Gender equality is a cross-cutting objective in Finnish Development Policy. The strategy includes specific objectives like improving quality and reducing regional disparities in basic education, and decreasing gender disparities. • 2016-2019: A focus on increasing equity, gender equality, and inclusion in primary education is evident. Operationalising and implementing a gender strategy and addressing regional disparities are part of the planning efforts. • 2021-2024: Support for the Government of Mozambique's efforts to improve school infrastructure with adequate facilities for girls, including emphasis on regions with the lowest girls' retention and school completion rates. Advocacy for reforms related to gender-based violence, sexual and reproductive health, and rights in the education sector, including sexual education.
	Mozambique Education strategic Plan (2012-16/19 and 2020-29)	<ul style="list-style-type: none"> • 2012-2016/2019: Teacher Training prioritised as special education modality and with expansion of training capacity (infrastructure). Embedding of cross-cutting objectives (gender, inclusion) in teacher training. Reforms in Teacher Training to strengthen in-service training and teacher 	<ul style="list-style-type: none"> • 2012-2016/2019: under pre-primary education it was observed that introduction bilingual education was delayed. Textbooks for bilingual education were introduced as priority action and expansion of bilingual education was planned • 2020-2029: While the specific details about education in the mother tongue were not 	<ul style="list-style-type: none"> • 2012-2016/2019: One of the three key priority areas was focusing on equity and girls' retention in education. Focus on improvement of school facilities, awareness raising (in families), social support to vulnerable children, diverse education methods were introduced to

		<p>coaching in the classroom. Strengthening of the cooperation between IFPs and UP.</p> <ul style="list-style-type: none"> • 2020-2029: The plan outlines a comprehensive strategic vision for improving Teachers' Education in Mozambique from 2020 to 2029. It highlights several key initiatives and strategies aimed at enhancing teacher training and performance. These initiatives include the development of training programmes for Secondary Education teachers and Early Childhood Educators, the implementation of a scholarship system to support teacher advancement, in-service training with a focus on gender issues, the introduction of curricular packages for Distance Education, and the emphasis on ongoing professional development. Additionally, the plan includes the establishment of a teacher assessment system, induction programmes for school managers, and the creation of Teacher Trainer Courses across various education levels. 	<p>explicitly detailed in the sections quoted, the overall strategic plan acknowledges the linguistic diversity in Mozambique and the implementation of bilingual education in various districts.</p>	<p>improve (girls') retention. Inclusion, focus on children's learning and governance at schools were priority areas to improve girls' retention. Special challenges identified in secondary education for girls' (cultural constraints etc.), while focus was on retention until 7th grade (compulsory education). No specific attention to gender balance in teaching force.</p> <ul style="list-style-type: none"> • 2020-2029: The plan highlights the need for improved gender balance and emphasises addressing the challenges faced by girls, particularly in regions with strong socio-cultural barriers to girls' education. It recognises the importance of reducing gender-based violence, early pregnancies, and forced marriages, which hinder girls' education.
Proof of (steps towards) outcome in reporting	Mozambique Country Programme Reports and specific COACH reports	<ul style="list-style-type: none"> • Available Country Programme Reports covering 2014-2018 (2 of which, 2017 and 2018, were reviewed in detail): The information indicates that teacher education and supplementary training have met quantitative targets, but there is room for improvement in terms of the quality and implementation of training programmes. Challenges related to adhering to payment schedules for teachers' salaries have been noted, and the recruitment of teachers has been limited due to budget constraints. • COACH/Aprender mais Progress Updates (5 in total) covering the period of December 2020-March 2023: The programme has shown substantial progress in the field of Teacher's Education in Mozambique between December 2020 and March 2023. The program's key initiatives include adapting the Global COACH programme to the local context, emphasising 	<ul style="list-style-type: none"> • Available Country Programme Reports covering 2014-2018 (2 of which, 2017 and 2018, were reviewed in detail): The available reports don't provide specific evidence of progress in education in the mother tongue. However, addressing dropout rates is mentioned as a potential indirect benefit to improving mother tongue education by retaining more students. • COACH/Aprender mais Progress Updates (5 in total) covering the period of December 2020-March 2023: The programme in Mozambique has contributed to Education in Mother Tongue by encouraging teachers to use local languages as a resource. The teaching materials are, however, in Portuguese. The pilot is implemented in regions where Portuguese is not a mother-tongue for students. The progress includes the development of curriculum-aligned teacher guides and lesson plans for Portuguese 	<ul style="list-style-type: none"> • Available Country Programme Reports covering 2014-2018 (2 of which, 2017 and 2018, were reviewed in detail): The data emphasises the importance of prioritising girls' access to school, their learning, and retention. There is a recommendation to expand preschool education as a means to reduce inequality. Concerns are raised regarding increased class sizes. Additionally, there is a call for deeper analysis to understand the underlying reasons for poor learning outcomes among girls. • COACH Progress Updates (5 in total) covering the period of December 2020-March 2023: The programme has demonstrated a commitment to indirectly benefiting girls' education and retention. While specific strategies targeting girls

		<p>tailored and practical teacher training, developing high-quality teacher guides for Portuguese language instruction, and providing coaching and monitoring support for teachers. Additionally, the Aprender+ initiative was implemented in Niassa to focus on effective teacher professional development, including the creation of teacher guides aligned with the curriculum and training for teachers. This programme also aims to enhance teacher education for Grade 1 teachers in Niassa and Manica provinces, offering ongoing training, developing structured lesson plans for early-grade reading, and conducting continuous monitoring. Moreover, the programme has expanded its efforts to Grade 2 and created educational posters for classrooms. The use of student data to track progress and the design of an impact evaluation plan indicate a commitment to improving education quality in Mozambique. Additionally, teachers from training colleges are being trained to provide ongoing support, ensuring the sustainability of these efforts.</p>	<p>language instruction, emphasising the importance of mother tongue education. The programme has also adopted a data-driven approach, integrating monitoring tools into its activities and planning for baseline data collection. Additionally, there is a focus on refinement and adjustment of training materials based on feedback, ensuring continuous improvement. The programme's efforts are designed to be scalable, with training sequences adapted for broader delivery, and trainers from training colleges engaged to replicate training and share knowledge.</p>	<p>were not explicitly mentioned in some quarterly updates, there is indirect evidence of improvement in teaching quality and a focus on literacy. The programme's overall aim to address learning poverty is expected to positively impact girls' education as well. Furthermore, the programme is implementing evaluation processes to assess progress and lessons learned, with plans for impact evaluation data collection. This demonstrates a commitment to tracking the impact of their efforts on teaching quality and literacy outcomes, which can provide valuable insights into girls' retention and progress in education.</p>
<p>Evaluations and Reviews</p>		<ul style="list-style-type: none"> • Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality (2016): Finland's involvement in the education sector has led to progress, particularly in enhancing the quality of education and teacher training. This includes support for sector-wide approaches in partnership with the Ministry of Education, focusing on the enhancement of educational standards and teacher capabilities. • Education sector evaluation (2019): Recent trends indicate improvements in primary school learning outcomes. Emphasis on refining teacher selection and training processes, along with reviewing teacher and principal qualification criteria. Development of accreditation standards and job-relevant continuing education programmes highlighted. 	<ul style="list-style-type: none"> • Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality (2016): There has been a strategic emphasis on bilingual education and early childhood development. Finland provided additional annual contributions specifically to support the bilingual education strategy in Mozambique. This approach is acknowledged to contribute to improved educational outcomes, particularly in meeting the rights of more marginalised groups of society. • Audit of the Finnish and Mozambican Development Cooperation Country Programme 2016–2019): The programme exceeded its targets for participation in bilingual education for the year 2017. This indicates progress towards education in mother tongue, enhancing the 	<ul style="list-style-type: none"> • Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality (2016): Significant advancements have been made in reducing gender disparities in basic education. There has been a noticeable increase in female enrolment in schools. However, the challenge remains in terms of high dropout rates for girls, indicating that while initial access to education for girls has improved, sustained engagement and progress in education require further attention and support. • Education sector evaluation (2019): Early childhood education shows slow yet positive progression with increased

		<ul style="list-style-type: none"> • Audit of the Finnish and Mozambican Development Cooperation Country Programme 2016–2019): The programme has achieved some outcomes in improving teacher education. There were trainings for principals and school staff, and teachers participated in more continuing education programs than planned. However, there were issues with timely salary payments and recruitment of new teachers. The FASE included objectives for basic education, secondary education, adult education, and strengthening of administrative and capacity aspects. • Stepping Up Report (2019): The document highlights the significant impact of teachers on student learning, emphasising the crucial role of teachers' content knowledge, pedagogical knowledge, and skills. There is an acknowledgment of the high teacher absence rates and the need for improvement in teachers' professional development. The proposed approach for Finland's contribution focuses on ongoing professional development for existing teachers to enhance teaching practices, pedagogical skills, and teachers' professional pride and motivation. • FASE Review (2020): The report suggests improvements in teacher training, emphasising the need for better planning and budgeting at district levels for teacher support. It also highlights the need for a Task Force on in-service teacher training, indicating a focus on reforming teacher training methods. 	<p>accessibility and effectiveness of education for students.</p> <ul style="list-style-type: none"> • Stepping Up Report (2019): Bilingual education in Mozambique has seen modest results, but 2018 brought new developments with the nearing completion of a national strategy for bilingual education, expected to be formally approved by the government in early 2019. Finland is recommended to continue supporting bilingual education, especially by aiding in the country-wide implementation of the new national strategy. The approach includes working with MINEDH and relevant provincial education authorities, as well as exploring pedagogy for teaching Portuguese as a second language, considering that only 11 percent of Mozambique's population speak it as a mother tongue. • FASE Review (2020): While the report does not explicitly mention steps specifically directed towards education in mother tongue, it discusses the need for improved educational quality and reform design, which could indirectly support the development of mother tongue education programmes. 	<p>readiness and enrolment of the correct age-starters. A rise from 72.1% to 93.5% in first graders starting school at the right age between 2012 and 2018, and a narrowing of the gender gap in education. Measures to reduce regional disparities in education outcomes have been implemented, with a focus on areas with historically lower performance. Initiatives to ensure girls' participation in education are in place, including campaigns against early marriage and child labor, and actions promoting gender equality in education.</p> <ul style="list-style-type: none"> • FASE Review (2020): The report identifies the need for task forces focusing on gender equity and violence against girls, which indicates steps towards addressing issues affecting girls' education. The emphasis on special education, disabilities, and inclusion also suggests a broader approach to making education accessible and equitable, potentially benefiting girls' retention and progress.
	<p>Other written sources</p>	<ul style="list-style-type: none"> • ADPP's Future Teacher Training Colleges (EPFs) are widely referred to in publications as important addition to IFPs of MINEDH as a training resource for teachers. There is complementarity of IFPs and EPF in pre- and in-service training • International Task Force on Teacher for Education 2030 refers to analyses of bottlenecks in teacher's 	<ul style="list-style-type: none"> • Strategy for Bilingual Education 2020-2029 was published in 2020, with clear vision on expansion to 3 M children and 19 languages • USAID's efforts in bilingual education in Northern Mozambique (and Zambesia) are important and the largest effort to expand bilingual education reaching 4000 schools 	<ul style="list-style-type: none"> • MozLearning programme document of WB identifies the challenges in girls' retention in education and proposes specific actions • USAID's AGE programme includes specific actions for girls' retention

		<p>profession (training, recruitment, deployment, working conditions, social and professional development). These were translated into actions in ESPs</p> <ul style="list-style-type: none"> The National Teacher Policy and implementation strategy 2023-2032 was launched in October 2022 and includes actions to address the challenges mentioned above 	<ul style="list-style-type: none"> Attention is given to community engagement in bilingual education and in adult education Studies on Bilingual education supported by Finland underscore importance of bilingual education in improving learning results (Reinikka and Chimbutane.2023 Language and student learning and Reinikka. 2019, stepping up Finland's role in education (with specific study on Mozambique) 	<ul style="list-style-type: none"> Many CSOs (e.g. Plan, Save the Children, World Vision) and bilateral partners such as Canada (and WB's/GPE's girls-focuses MozLearning within FASE) have special projects advancing girls' education UNGEI reports confirm that SRHR violations and GBV at and around schools have negative impact on girls' retainment Early marriage and teen pregnancies are main reasons for girls' dropping out, shown in studies of UNICEF and UNGEI GoM has launched National Strategy for the Prevention and Combating of Early Marriage in 2016.
Other proof of outcomes	From Kils	<ul style="list-style-type: none"> JAMK's project in Mozambique includes teacher training institutions, especially in rural and challenging environments. There is an emphasis on strengthening teacher development, school administration, and regional actors. Finland's focus on teacher training in its country programme is notable. Plan International Finland and UFF (and its national partner ADPP) are involved in teacher training and supporting school boards. <i>Aprender Mais</i> project reports good improvement in teacher' performance using lesson plans. MINEDHs will continue with the approach in the future ADPP is an important partner in teacher training focusing on in-service training. MINEDH has strong cooperation relation with ADDP Teacher education is also component of other projects (e.g USAID) in bilingual education Finnish academic partners are recognised as experienced partners in contributing to teacher training 	<ul style="list-style-type: none"> Recognition of importance of mother tongue education is evident, with Finland influencing the enhancement of this aspect within Mozambique's education system. There are commonalities in bilingualism and education in the mother tongue between Finnish and Mozambican education systems. Exchange between Finland and Mozambique has included special attention to bilingual education Finland has provided additional means to support bilingual education Other FASE partners and MINEDH confirm Finland's contributions to bilingual education in policy dialogue, financial and technical assistance 	<ul style="list-style-type: none"> Finland's development work addresses key aspects like girls' access to education and high dropout rates. UFF Finland's efforts are focused on promoting the rights of disabled children and girls to access education. Plan International in Mozambique focuses on girls' education, including in emergency contexts and efforts for children with disabilities. There is an emphasis on inclusive education, child-friendly pedagogy, and child protection, integrating themes important for girls' education Attention to WASH, SRHR and GBV are important contributions to retain girls in school Gender balance in teaching force has received insufficient attention and can more strongly contribute to retainment
	Proof from Statistics and EMIS	<ul style="list-style-type: none"> Statistics show sharp increase of teachers in Mozambique, even to the level or above of increase in students 	<ul style="list-style-type: none"> Statistics show that bilingual education in Mozambique has accelerated since 2016, which 	<ul style="list-style-type: none"> Statistics show strong improvement in girls' enrolment in primary and secondary education

		<ul style="list-style-type: none"> • No reliable recent data available on teacher-pupil ratios in school, but until 2018 the trend in these ratios has declined • More female teachers in primary and secondary education, though still only about 25% in secondary education • Teacher qualifications and training has improved • Teacher Training Centres (IFPs) have expanded and are available in all provinces. 	<p>coincided with extra support of Finland to bilingual education in FASE;</p> <ul style="list-style-type: none"> • Statistics now show more than 1 M children benefiting from bilingual education (in 19 languages) 	<ul style="list-style-type: none"> • Gender parity index in primary and secondary education went up from 0.9 in 2023 to 0.94 in 2020 • Data on retention are less reliable and common • Data suggest that girls' now do well throughout primary education across the country, while their participation in secondary education is more prominent in Southern Mozambique • Teacher training force is not yet gender-balanced limiting effectiveness in girls' retention in schools (particularly at secondary school level).
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Annex 8 Analysis of FASE Financial Statements (2014-2022)

Table: International development partners disbursements to FASE in MZN (2014-2022)

	TOTAL	2014		2015		2016		2017		2018	
	<2014-2022	Year	Acc	Year	Acc	Year	Acc	Year	Acc	Year	Acc
Opening Balance at 1-1		379.163.017		508.329.980		243.371.681		1.776.494.774		1.268.489.278	
World Bank (incl. GPE)	20.416.870.196	2.657.822.147	7.351.447.954	673.130.964	8.024.578.918	1.784.699.530	9.809.278.448	1.997.109.297	11.806.387.745	3.528.733.003	15.335.120.746
Germany (KFW)	12.930.737.874	579.150.000	5.178.893.947	672.595.204	5.851.489.151	1.199.391.444	7.050.880.595	1.400.904.226	8.451.784.821	971.113.053	9.422.897.874
Canada	7.859.051.315	172.209.182	4.566.225.156	263.280.186	4.829.505.342	456.372.962	5.285.878.304	520.251.751	5.806.130.055	393.622.398	6.199.752.452
Finland	6.915.036.865	285.180.000	2.135.592.626	343.093.904	2.478.686.530	514.890.000	2.993.576.530	646.010.689	3.639.587.219	549.734.236	4.189.321.454
Ireland	5.157.196.381	259.541.514	2.117.378.014	234.672.632	2.352.050.646	481.972.418	2.834.023.064	441.125.989	3.275.149.053	431.589.924	3.706.738.978
Netherlands	2.672.329.707		2.672.329.707		2.672.329.707		2.672.329.707		2.672.329.707		2.672.329.707
UK	1.998.686.817	221.645.234	1.998.686.817		1.998.686.817		1.998.686.816		1.998.686.816		1.998.686.817
GPE/UNICEF	1.185.693.852										
Denmark	779.017.888		779.017.888		779.017.888		779.017.888		779.017.888		779.017.888
France	745.140.000										
Italy	493.117.166	41.760.000	158.052.900	42.461.770	200.514.670	85.800.818	286.315.488	71.232.876	357.548.364	68.143.185	425.691.549
EU	467.330.047		467.330.049		467.330.049		467.330.049		467.330.049		467.330.047
UNICEF	428.295.000	30.575.000	179.415.000	35.810.000	215.225.000	24.775.000	240.000.000	29.900.000	269.900.000	29.760.000	299.660.000
Spain	409.118.731		409.118.731		409.118.731		409.118.731		409.118.731		409.118.731
Portugal	218.017.150	10.385.000	81.749.650	9.402.500	91.152.150	21.650.000	112.802.150	18.107.500	130.909.650	17.332.500	148.242.150
Belgium	123.096.000		123.096.000		123.096.000		123.096.000		123.096.000		123.096.000
Switzerland	78.541.200		78.541.200		78.541.200		78.541.200		78.541.200		78.541.200
Germany (GTZ)	13.159.046		13.159.046		13.159.046		13.159.046		13.159.046		13.159.046
<i>Interest</i>	128.833		128.831		128.831		128.831		128.831		128.833
Total Funds received in year		4.258.268.077		2.274.447.160		4.569.552.172		5.124.642.328		5.990.028.299	
Total Funds	62.890.564.068	4.637.431.094	28.310.163.516	2.782.777.140	30.584.610.676	4.812.923.853	35.154.162.847	6.901.137.102	40.278.805.175	7.258.517.577	46.268.833.472
<i>In Euro (against 2023 value)</i>	918.007.232	67.692.115	413.240.607	40.619.918	446.440.483	70.253.765	513.141.776	100.735.204	587.945.664	105.951.850	675.381.504

	2019		2020		2021		2022		
	Year	Acc	Year	Acc	Year	Acc	Year	<2014-2022	
Opening Balance at 1-1	2.866.370.993		553.926.817		2.066.730.426		1.582.350.914		
World Bank (incl. GPE)	2.502.917.760	17.838.038.506		17.838.038.506	2.089.612.672	19.927.651.178	489.219.018	20.416.870.196	
Germany (KfW)		9.422.897.874	1.908.600.000	11.331.497.874	858.840.000	12.190.337.874	740.400.000	12.930.737.874	
Canada	400.448.512	6.600.200.964		6.600.200.964	1.013.610.031	7.613.810.995	245.240.320	7.859.051.315	
Finland	625.707.925	4.815.029.379	837.897.486	5.652.926.865	732.950.000	6.385.876.865	529.160.000	6.915.036.865	
Ireland	431.753.545	4.138.492.523	423.199.260	4.561.691.783	374.541.761	4.936.233.544	220.962.837	5.157.196.381	
Netherlands		2.672.329.707		2.672.329.707		2.672.329.707		2.672.329.707	
UK		1.998.686.817		1.998.686.817		1.998.686.817		1.998.686.817	
GPE/UNICEF			1.185.693.852	1.185.693.852		1.185.693.852		1.185.693.852	
Denmark		779.017.888		779.017.888		779.017.888		779.017.888	
France			330.360.000	330.360.000	224.460.000	554.820.000	190.320.000	745.140.000	
Italy	67.425.617	493.117.166		493.117.166		493.117.166		493.117.166	
EU		467.330.047		467.330.047		467.330.047		467.330.047	
UNICEF	30.805.000	330.465.000	34.640.000	365.105.000	31.575.000	396.680.000	31.615.000	428.295.000	
Spain		409.118.731		409.118.731		409.118.731		409.118.731	
Portugal	17.030.000	165.272.150	19.452.500	184.724.650		184.724.650	33.292.500	218.017.150	
Belgium		123.096.000		123.096.000		123.096.000		123.096.000	
Switzerland		78.541.200		78.541.200		78.541.200		78.541.200	
Germany (GTZ)		13.159.046		13.159.046		13.159.046		13.159.046	
<i>Interest</i>		128.833		128.833		128.833		128.833	
Total Funds received in year	4.076.088.359		4.739.843.098		5.325.589.464		2.480.209.675		
Total Funds	6.942.459.352	50.344.921.831	5.293.769.915	55.084.764.928	7.392.319.890	60.410.354.393	4.062.560.589	62.890.564.068	
<i>In Euro (against 2023 value)</i>	<i>101.338.380</i>	<i>734.879.756</i>	<i>77.272.627</i>	<i>804.066.768</i>	<i>107.904.949</i>	<i>881.803.861</i>	<i>59.300.788</i>	<i>918.007.232</i>	

Legend: partners presented in green entered FASE in 2020. Partners presented in red have discontinued their support to FASE before 2014, the start of the period under review in this evaluation. EU has re-entered FASE in 2023.

Table: FASE disbursements at central and decentral level in MZN (2014-2022)

	TOTAL	2014		2015		2016		2017		2018	
	<2014-2022	Year	Acc	Year	Acc	Year	Acc	Year	Acc	Year	Acc
Payments MINEDH/MF											
MINED Central	33.512.462.644	1.873.590.578	17.843.362.027	1.354.054.322	19.197.416.349	2.559.477.328	21.756.893.677	2.354.719.786	24.111.613.463	2.250.636.919	26.362.250.382
Zambezia	5.147.750.294	338.492.939	1.521.417.682	307.199.813	1.828.617.495	249.861.902	2.078.479.397	392.860.061	2.471.339.458	301.403.272	2.772.742.729
Nampula	4.868.300.622	263.659.482	1.740.529.932	239.424.712	1.979.954.644	187.700.311	2.167.654.955	482.385.836	2.650.040.791	310.323.948	2.960.364.739
Tete	2.876.572.568	233.400.327	965.316.666	154.100.285	1.119.416.951	121.573.924	1.240.990.875	272.333.896	1.513.324.771	207.575.672	1.720.900.443
Inhambane	2.377.837.415	169.805.211	833.793.987	138.276.772	972.070.759	95.993.120	1.068.063.879	240.031.572	1.308.095.451	245.790.699	1.553.886.150
Sofala	2.354.207.094	208.122.836	865.015.657	92.975.936	957.991.593	99.710.090	1.057.701.683	205.274.884	1.262.976.567	280.180.384	1.543.156.951
Cabo Delgado	2.298.728.494	199.525.707	805.806.124	130.061.175	935.867.299	115.227.647	1.051.094.946	328.530.783	1.379.625.729	106.923.354	1.486.549.083
Manica	2.153.618.995	195.062.790	777.294.174	108.205.723	885.499.897	143.690.619	1.029.190.516	170.482.106	1.199.672.622	170.044.710	1.369.717.332
Niassa	2.138.511.539	155.180.897	824.996.086	115.349.610	940.345.696	93.358.895	1.033.704.591	227.075.949	1.260.780.540	138.118.270	1.398.898.810
Gaza	2.095.604.949	169.479.834	754.136.774	92.862.473	846.999.247	80.710.239	927.709.486	302.200.780	1.229.910.266	194.466.263	1.424.376.529
Maputo Province	1.932.324.040	174.919.037	607.701.290	70.007.821	677.709.111	96.183.467	773.892.578	212.351.567	986.244.145	180.837.761	1.167.081.906
Maputo City	1.256.630.636	181.423.260	606.079.599	55.061.496	661.141.095	66.643.048	727.784.143	152.043.390	879.827.533	71.994.932	951.822.465
Total Disbursed	63.012.549.290	4.162.662.898	28.145.449.998	2.857.580.138	31.003.030.136	3.910.130.590	34.913.160.726	5.340.290.610	40.253.451.336	4.458.296.184	44.711.747.519
<i>FOREX & Bank Charges</i>	<i>-1.039.635.534</i>	<i>-33.561.784</i>	<i>-343.616.462</i>	<i>-318.174.682</i>	<i>-661.791.144</i>	<i>-873.701.510</i>	<i>-1.535.492.654</i>	<i>292.357.214</i>	<i>-1.243.135.440</i>	<i>-66.149.600</i>	<i>-1.309.285.040</i>
Total of payments	61.972.913.756	4.129.101.114	27.801.833.536	2.539.405.456	30.341.238.992	3.036.429.080	33.377.668.072	5.632.647.824	39.010.315.896	4.392.146.584	43.402.462.479
Balance 31 Dec.	917.650.312	508.329.980		243.371.684		1.776.494.773		1.268.489.278		2.866.370.993	

	2019		2020		2021		2022	
	Year	Acc	Year	Acc	Year	Acc	Year	<2014-2022
Payments MINEDH/MF								
MINED Central	2.652.512.147	29.014.762.529	1.118.087.281	30.132.849.810	1.857.113.084	31.989.962.894	1.522.499.750	33.512.462.644
Zambezia	687.231.300	3.459.974.029	523.162.969	3.983.136.998	839.138.796	4.822.275.794	325.474.500	5.147.750.294
Nampula	702.508.190	3.662.872.929	333.952.900	3.996.825.829	576.807.763	4.573.633.592	294.667.030	4.868.300.622
Tete	366.514.480	2.087.414.923	265.164.049	2.352.578.973	369.071.565	2.721.650.538	154.922.030	2.876.572.568
Inhambane	297.275.540	1.851.161.690	141.144.183	1.992.305.874	287.414.551	2.279.720.425	98.116.990	2.377.837.415
Sofala	322.811.230	1.865.968.181	181.537.155	2.047.505.336	213.661.778	2.261.167.114	93.039.980	2.354.207.094
Cabo Delgado	272.924.490	1.759.473.573	162.688.053	1.922.161.626	240.788.008	2.162.949.634	135.778.860	2.298.728.494
Manica	262.476.682	1.632.194.014	162.792.868	1.794.986.882	302.414.283	2.097.401.165	56.217.830	2.153.618.995
Niassa	254.599.230	1.653.498.040	122.425.296	1.775.923.336	187.993.603	1.963.916.939	174.594.600	2.138.511.539
Gaza	172.339.160	1.596.715.689	139.766.675	1.736.482.364	254.002.215	1.990.484.579	105.120.370	2.095.604.949
Maputo Province	260.990.660	1.428.072.566	143.791.006	1.571.863.571	255.960.829	1.827.824.400	104.499.640	1.932.324.040
Maputo City	90.765.050	1.042.587.515	62.476.009	1.105.063.524	107.913.702	1.212.977.226	43.653.410	1.256.630.636
Total Disbursed	6.342.948.159	51.054.695.678	3.356.988.444	54.411.684.122	5.492.280.177	59.903.964.300	3.108.584.990	63.012.549.290
<i>FOREX & Bank Charges</i>	<i>45.584.377</i>	<i>-1.263.700.663</i>	<i>-129.948.954</i>	<i>-1.393.649.620</i>	<i>317.688.799</i>	<i>-1.075.960.821</i>	<i>36.325.287</i>	<i>-1.039.635.534</i>
Total of payments	6.388.532.536	49.790.995.015	3.227.039.490	53.018.034.502	5.809.968.976	58.828.003.479	3.144.910.277	61.972.913.756
Balance 31 Dec.	553.926.816		2.066.730.425		1.582.350.914		917.650.312	

Annex 9 Analysis of responses of provincial planning directors to survey

Key aspects	Responses from 4 provinces (Inhambane, Manica, Maputo City, Nampula)
Key uses of FASE funds at provincial level	<ul style="list-style-type: none"> - Construction (2) - Rehabilitation (2) - School furniture (3) - ICT investments - Text books for teachers and students - Supervision and inspection (2) - HIV-AIDS and COVID-19 responses - Budget of IFPs and improved facilities for students boarding
Trends in funds transfers to provincial level	<ul style="list-style-type: none"> - Reduction of funds transferred to the province - Increase of funds (2) but inflation decreases purchasing power - Delays in funds disbursements in 2021
Quality pedagogical support	<ul style="list-style-type: none"> - Teacher training has improved (3) - New teaching methods (math) - Support in bilingual education - IFPs suffer from limited budgets - Training for school managers and principals - On-line training provision of teachers introduced
Key achievements in basic education	<ul style="list-style-type: none"> - Improved literacy (3) - More schools with better facilities (3) - More completion at end compulsory education (2) - More teaching materials from ADE budget (2) - Reduced absenteeism (3) - Improvements in school management
Support of FASE to these achievements	<ul style="list-style-type: none"> - Expansion schools and schools closer to communities (2) - Better teaching and learning conditions - Better and more teaching materials (2) - Improved teacher training - Improved monitoring and inspection (2) - More attention to health at schools (students and teachers)
Principal constraints in education delivery at provincial level	<ul style="list-style-type: none"> - Lack of budget for school buildings, libraries (3) - Text books are old and over-used (3) - High teacher-pupil ratios - Insufficient school monitoring and inspection - Need for expanding and upgrading school buildings - Challenges in upgrading primary schools to basic schools - Need for more non-teaching staff at schools - Upgrading of school libraries is needed
Priorities and recommendations for education delivery at provincial level	<ul style="list-style-type: none"> - More classrooms and better conditions (3) - More textbooks and free distribution of textbooks, including strengthen capacity to develop and produce text books - More attention to pre- and in-service teacher training (2) - More funds and attention for monitoring and school inspection - Improved Implementation of the national law on compulsory education - Curriculum development and improvements (adapt to local contexts) - More use of inclusive and student-centred teaching

Annex 10 Detailed statistical data on education

Number of Primary Schools (grade 1-7)

	2010	2015	2020	2022
Niassa	1.061	1.336	1.701	2.247
Cabo Delgado	1.155	1.404	1.351	1.420
Nampula	2.236	3.046	3.397	3.945
Zambezia	3.191	4.621	6.265	6.702
Tete	1.207	1.543	1.889	2.462
Manica	979	1.197	1.468	1.773
Sofala	994	1.398	1.892	1.938
Inhambane	1.026	1.531	1.700	1.767
Gaza	945	1.092	1.255	1.553
Maputo Province	681	801	970	1.166
Maputo City	270	291	349	366
Total	15.755	20.275	24.257	27.361

Number of Secondary Schools (grade 8-12)

	2010	2015	2020	2022
Niassa	39	52	73	81
Cabo Delgado	33	50	78	83
Nampula	109	152	199	204
Zambezia	74	108	147	148
Tete	57	71	98	112
Manica	51	68	101	104
Sofala	78	109	141	153
Inhambane	38	75	120	132
Gaza	59	71	107	124
Maputo Province	65	94	158	186
Maputo City	108	129	144	157
Total	2.721	2.994	3.386	3.506

Number of Teachers in primary education (grade 1-7)

	2010			2015			2020			2022		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Niassa	3.304	1.764	5.068	3.833	2.455	6.288	4.224	3.151	7.375	4.522	3.384	7.906
Cabo Delgado	4.525	1.700	6.225	4.330	2.214	6.544	4.346	2.797	7.143	4.546	2.982	7.528
Nampula	9.966	4.287	14.253	11.135	6.435	17.570	11.254	8.094	19.348	12.658	9.222	21.880
Zambezia	10.934	5.902	16.836	13.744	8.466	22.210	15.228	11.413	26.641	16.280	12.491	28.771
Tete	4.504	2.927	7.431	4.922	3.932	8.854	5.539	5.241	10.780	6.453	6.139	12.592
Manica	5.126	2.445	7.571	5.848	3.418	9.266	5.922	4.250	10.172	6.159	4.683	10.842
Sofala	4.010	2.718	6.728	4.478	3.801	8.279	4.683	4.563	9.246	4.932	4.794	9.726
Inhambane	3.713	3.820	7.533	3.756	4.350	8.106	4.151	5.122	9.273	3.662	4.693	8.355
Gaza	3.077	3.177	6.254	3.096	3.840	6.936	3.341	4.347	7.688	3.935	4.817	8.752
Maputo Province	2.915	3.166	6.081	3.147	3.763	6.910	3.467	4.471	7.938	3.175	4.461	7.636
Maputo City	1.457	2.209	3.666	1.262	1.999	3.261	1.172	1.957	3.129	989	2.204	3.193
Total	53.531	34.115	87.646	59.551	44.673	104.224	63.327	55.406	118.733	67.311	59.870	127.181

Number of Teachers in secondary education (grade 8-12)

	2010			2015			2020			2020		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Niassa	569	75	644	924	194	1.118	1.125	311	1.436	1.329	438	1.767
Cabo Delgado	588	48	636	778	124	902	1.157	194	1.351	1.252	234	1.486
Nampula	1.580	399	1.979	2.313	488	2.801	2.792	677	3.469	3.225	896	4.121
Zambezia	1.508	236	1.744	2.142	424	2.566	2.613	569	3.182	2.861	590	3.451
Tete	950	164	1.114	1.212	307	1.519	1.553	445	1.998	1.758	605	2.363
Manica	1.129	192	1.321	1.390	311	1.701	1.777	389	2.166	1.918	461	2.379
Sofala	884	187	1.071	1.200	324	1.524	1.438	450	1.888	1.662	525	2.187
Inhambane	916	275	1.191	1.724	605	2.329	2.068	774	2.842	2.221	922	3.143
Gaza	893	222	1.115	1.233	411	1.644	1.551	544	2.095	1.902	723	2.625
Maputo Province	788	235	1.023	1.116	420	1.536	1.467	690	2.157	1.748	866	2.614
Maputo City	1.138	410	1.548	1.287	585	1.872	1.350	663	2.013	1.392	719	2.111
Total	10.943	2.443	13.386	15.319	4.193	19.512	18.891	5.706	24.597	21.268	6.979	28.247

Number of Students in primary education (grade 1-7)

Province	2010			2015			2020			2022		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Niassa	160.601	145.633	306.234	176.806	164.279	341.085	216.077	204.991	421.068	234.356	221.327	455.683
Cabo Delgado	200.837	174.567	375.404	215.861	195.686	411.547	249.848	238.327	488.175	266.019	254.200	520.219
Nampula	518.328	441.320	959.648	543.688	487.251	1.030.939	717.495	678.273	1.395.768	782.439	742.047	1.524.486
Zambezia	666.368	568.321	1.234.689	752.285	651.442	1.403.727	926.344	836.125	1.762.469	1.001.822	907.857	1.909.679
Tete	231.812	212.471	444.283	264.289	248.477	512.766	326.087	319.194	645.281	355.710	355.027	710.737
Manica	212.286	189.473	401.759	233.064	209.263	442.327	286.845	266.553	553.398	299.439	285.691	585.130
Sofala	230.331	198.443	428.774	255.177	219.254	474.431	297.475	265.334	562.809	316.420	285.475	601.895
Inhambane	175.198	174.393	349.591	175.404	173.179	348.583	191.330	186.190	377.520	184.167	178.768	362.935
Gaza	151.342	154.266	305.608	162.237	161.844	324.081	185.095	183.152	368.247	183.095	180.782	363.877
Maputo Province	155.887	156.909	312.796	184.298	183.234	367.532	228.093	221.589	449.682	227.025	219.816	446.841
Maputo City	112.862	115.186	228.048	101.902	101.121	203.023	97.496	95.884	193.380	88.202	86.371	174.573
Total	2.815.852	2.530.982	5.346.834	3.065.011	2.795.030	5.860.041	3.722.185	3.495.612	7.217.797	3.938.694	3.717.361	7.656.055

Number of Students in secondary education (grade 8-12)

Province	2010			2015			2020			2022		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Niassa	24.587	16.733	41.320	25.872	19.503	45.375	35.821	28.398	64.219	36.801	31.264	68.065
Cabo Delgado	25.307	16.997	42.304	21.762	17.802	39.564	34.749	28.978	63.727	38.323	34.265	72.588
Nampula	69.741	43.944	113.685	67.536	50.812	118.348	92.025	74.646	166.671	105.444	89.842	195.286
Zambezia	67.339	41.226	108.565	63.316	45.501	108.817	84.775	58.994	143.769	86.608	64.134	150.742
Tete	30.329	23.154	53.483	33.744	26.879	60.623	53.266	43.700	96.966	52.125	45.016	97.141
Manica	39.248	25.734	64.982	43.791	33.370	77.161	60.269	46.883	107.152	64.243	52.420	116.663
Sofala	49.416	36.656	86.072	54.559	45.576	100.135	72.283	57.166	129.449	74.113	62.646	136.759
Inhambane	32.985	35.898	68.883	39.802	47.304	87.106	50.109	61.787	111.896	56.324	69.765	126.089
Gaza	24.808	32.090	56.898	31.187	41.272	72.459	42.036	55.839	97.875	46.362	64.155	110.517
Maputo Province	33.499	41.855	75.354	47.799	61.192	108.991	78.696	93.564	172.260	88.321	105.709	194.030
Maputo City	56.966	70.646	127.612	57.810	72.597	130.407	54.959	66.377	121.336	52.045	61.208	113.253
Total	454.225	384.933	839.158	487.178	461.808	948.986	658.988	616.332	1.275.320	700.709	680.424	1.381.133

Annex 11 Key findings from other evaluations of Finnish education sector support

Note: This annex is derived from the inception report of this evaluation, for more detailed analysis, the reader is referred to the inception report.

Relevant evaluations and reviews in the context of this evaluation include a comprehensive education sector evaluation 2012–2019 (UPI Consultancy, commissioned by the government of Mozambique), the evaluation of Finland’s development cooperation country strategy and country strategy modality in Mozambique (Mokoro Ltd & Indufor Oy, 2016), the Review of Finland’s Country Programme by KPMG in 2019, and a summative GPE country program evaluation (Universalis et al, 2019). Additionally, internal and self-assessments were conducted occasionally, such as a self-assessment of Finland’s Country Programme (2018) and the FASE Review in 2020. Regular joint-monitoring missions of FASE are realised. The last joint-monitoring mission of FASE organised by MINEDH happened in October 2023, in parallel to the fieldwork of this evaluation.

The education sector evaluation 2012–2019 pointed to critically low learning outcomes by students in primary and secondary school and related challenges, e.g., with school infrastructure, study materials, GBV and other harmful practices and coping mechanisms in communities, school management, teacher recruitment, training and performance. There is some improvement, but the evaluation recommended further attention to teacher recruitment, teacher education and qualification standards of principals as well as further development of in-service training of education sector professionals. There is also a study *Stepping up Finland’s role in Education in Mozambique (2019)* that had similar findings. In addition, the study points to constant reforms in the education system that, while being well-intentioned, cause confusion and dysfunction. The new Education Law (2018) is considered an important milestone and opportunity to pivot the education system towards learning.

The KPMG Review of the Country Programme (2019) also noted similar challenges as the sector evaluation 2012–2016/2019. It considered the lack of learning among students as the biggest challenge for FASE to reach its objectives. The low level of operational budget in the sector was also a challenge for reaching objectives. The review saw the FASE model and mechanisms as a strength for improved stakeholder coordination and results. It recommended, among others, improving the financial management of FASE by further integrating it into the internal financial management processes of the Ministry of Education and Human Development in Mozambique. This has been considered in the preparation of the latest Sector Strategy and in revisions of the latest FASE MoU.

The evaluation of the bilateral cooperation between Finland and Mozambique (2016) found the support of Finland to the education sector in Mozambique relevant, efficient and successful at producing results considering the limited capacity of the Mozambican sector. The evaluation recommended focusing Finnish support on a limited number of sectors including education, which has indeed happened. According to the evaluation, Finnish added value was best demonstrated in policy dialogue, its chair positions in working groups, and in influencing donor coordination to boost Finland’s impact in the sector.

The self-assessment of Finland’s Country Programme (2018) also considered Finland’s support in the education sector relevant from multiple angles. The FASE was considered to provide a good instrument to enhance HRBA principles and capacity building of education sector duty bearers and rights holders. Finland has been able to deliver messages in the FASE context well and the relations with MINEDH were considered very good. It recommended more focus under FASE for solving the learning crisis. It is also considered important for Finland to actively promote transparency and professionalism within Education Sector Cooperation by, for example, supporting and advocating for the competence-based selection of teacher trainers; to continue active and take leadership where possible in donor coordination and dialogue; and strengthening efforts to boost MINEDH’s capacity with other actors.

A FASE review (2020, commissioned by the Government of Mozambique) saw FASE as a relevant part of donor support and donor coordination in the education sector. FASE mechanisms were financially secure and the role of the World Bank in financial oversight was a central factor for credibility and sustainability. While MINEDH has limited performance capacity, several efforts are on-going and supported by FASE partners to improve the programme, such as the development of a new MEL system programme-based planning and budgeting and Implementation Support Team as a consistent approach to providing technical assistance and capacity building of the MINEDH. The new FASE MoU includes several related improvements for financial capacity and coordination mechanisms.

Finally, during the implementation of this evaluation, the Particip-NIRAS Consortium published the strategic evaluation report "Right to education, right to learn – Finland's development cooperation in the education sector". The emerging evaluator involved in both evaluations, Mervi Kuvaja, developed a case study focusing on teacher education in Mozambique in 2019-2022, and learnings from the sector evaluation were taken on board this evaluation.

Summary of key meta-level findings of these evaluations

The evaluation documents reviewed during the inception phase (see Annex 5) collectively stress the need for increased relevance and effectiveness of education support interventions to ensure more equitable access to education, and better resource management, and to address multiple challenges within Mozambique's education system.

In the different evaluations, Finland's effectiveness in supporting Mozambique's education sector is generally recognised and well appreciated. Streamlining of support of Finland and other development partners in FASE to provide sector-level support to education is considered valuable and important. Some concerns are expressed with the decrease of available funding within FASE, while some development partners also provide more specific earmarked and project-level support in the education sector.

The evaluation and review reports identify and positively assess important achievements in Mozambique's education system, such as a rapid expansion of education delivery and progress towards more inclusive and gender-equity in access to education. At the same time, important challenges are identified, to a large extent related to the strong population growth in the country increasing the demand for education and the difficult socio-economic development status of Mozambique, which is still among the poorest countries in the world. Challenges that are highlighted in multiple reports are low education-system effectiveness and efficiency, insufficient development of teachers' competencies, remaining gender disparities and insufficient and insecure funding of the education sector, despite GoM's significant budget allocations to the education sector.

Key recommendations across all evaluations and reviews point to improving financial management, aligning strategies, and prioritising specific goals such as gender inclusion and quality enhancement. A recurring concern in all evaluations is the longer-term sustainability of funding sources, both originating from external donors (within and outside FASE) or domestic budgets.

Annex 12 Findings, Conclusions and Recommendations Table

Recommendation	Related conclusions	Related findings
<p>Recommendation 1: MFA/ALI-30 and the Embassy of Finland in Mozambique are recommended to maintain their current focus of support on primary and secondary education in Mozambique in the remaining period of cooperation with MINEDH. MFA/ALI-30 and the Embassy are furthermore recommended to look for opportunities to link and transfer its accumulated knowledge in three key outcome areas in the education sector: girls' retention in schools, improving teachers' performance and strengthening school and education governance and accountability with other members in FASE working groups, interested in these same priority outcome areas, and with other national, international, multilateral and private sector partners that remain active in education in Mozambique.</p>	<p>Conclusion 1: Finland has consistently been involved in the education sector during its long-term cooperation with Mozambique, although specific focuses have varied in different periods. During the period under review, education has been featured as one of the priority areas in Finnish support, with a more specific focus on basic education since 2016. The GoM and MINEDH, as the key partner institution in the GoM, have greatly appreciated the Finnish contributions to education. Other stakeholders in the education sector also recognise this important partnership with Finland and value its expertise and technical assistance in specific areas, particularly in teacher training and bilingual education.</p> <p>Conclusion 3: The development of a Theory of Change has contributed to the coherence of Finland's support to the education sector in Mozambique and a clear focus of its support. Other factors that have contributed to focus and consistency in approaches and relations with MINEDH, other FASE development partners and other stakeholders in the country are the Finnish long-term commitment to the education sector and continuity in experienced local staffing at the Embassy of Finland in Mozambique. Continuity in the Finnish support to education was also secured by good transfers between international staffing and continuity in national staffing.</p>	<p>Finding 1: Finland is recognised and appreciated for its long-term and consistent support to the education sector in Mozambique among MINEDH, FASE partners, and other stakeholders in the education sector. The specific attention given by Finland and the Finnish expertise in bilingual education and teacher training is widely recognised and appreciated by these stakeholders.</p> <p>Finding 2: The Finnish support is well aligned with Mozambican education sector priorities, as FASE directly follows the Education Sector Strategic Plan of the GoM and its biannual and annual operational plans. Finland focuses on primary and secondary education, further advancing the GoM's law on compulsory basic education until grade 9, introduced in 2018. This focus aligns with the need to strengthen the basis of the Mozambican education system, which is also clearly reflected in the current education strategy for 2020-2029.</p> <p>Finding 3: While the earmarking of funds in MozLearning is well aligned with education sector priorities, earmarking is not in line with the Sector Wide Approach principles (SWAp), and it has been challenging the relevance of support of DPs in FASE to other education sector priorities. Earmarked WB and GPE funds represent a large share of the FASE funds, leaving only limited space to allocate remaining funds and technical expertise from other development partners to other priority areas.</p> <p>Finding 4: Finnish cross-cutting objectives and its Human Rights-Based Approach (HRBA) are included in Mozambican education strategy priorities, addressing inclusive education, gender equality, and WASH and SRHR actions and investments to improve girls' retention rates at schools. These cross-cutting objectives are also reflected in the Finnish focus on bilingual education to promote inclusion and inclusive education approaches covered in teacher education.</p> <p>Finding 5: Finland has been consistent in its alignment and participation in FASE and its dialogue and cooperation with other FASE</p>

		<p>partners. It has aligned its specific interests with other partners, such as WB in Aprender Mais, and with MINEDH and other FASE partners in leading the technical task force on teacher training, participating in working groups and task forces, and participating regularly in the FASE Troika.</p> <p>Finding 6: Finland has leveraged complementary and well-aligned aid modalities, instruments and partners for the education sector throughout the period under review. Finland's mix of aid modalities shows a coherent and consistent strategy to engage in policy dialogue with the Mozambican Government on its education strategy and to provide financial and technical assistance in key priority areas of the Finnish country programmes for Mozambique.</p> <p>Finding 7: Complementarity of interventions and synergies between actors and partnerships have enhanced Finnish visibility and relevance, reaching out to various actors in the Government, Civil Society and academic institutions. The synergies between Finnish sectoral support and these other initiatives with CSO and HEI ICI partners have enabled the Embassy of Finland to remain in close contact with developments on the ground and interests of local and regional level rights holders in the education sector.</p> <p>Finding 8: Finland has focused on priority outcomes of ESPs' strategic priorities, as reflected in its programme documents' intervention logic/ToC. Finland's contributions to shared priorities through financial support, policy dialogue, and technical assistance are most clearly recognised in teacher training, where Finland has a leadership role among FASE DPs.</p> <p>Finding 14: With its limited staff, the Embassy of Finland in Mozambique has provided consistent and highly valued policy dialogue and technical assistance support. The recruitment of highly qualified international and national staff and long-term continuity of national staffing in the education sector has secured good follow-up and transfer of knowledge and institutional memory across generations of international staffing.</p>
<p>Recommendation 2: The Embassy of Finland in Mozambique is recommended to put capacity constraints in education delivery higher on the agenda of FASE</p>	<p>Conclusion 4: Despite multiple challenges in the education sector, Mozambique has made remarkable progress in improving access to basic</p>	<p>Finding 9: The sector support planning, implementation, and monitoring and evaluation mechanisms are well established. Specific capacity constraints, particularly at MINEDH, have limited the efficiency and</p>

<p>meetings and working groups in the remaining time of its FASE partnership. This is needed at different central and decentral levels and requires a comprehensive capacity assessment of MINEDH. Subsequently, the FASE partners and MINEDH can look into specific capacity development priorities to ensure a more effective and efficient use of pledged funds in FASE at the national, provincial, district and school levels, with a clear one-step-at-the-time approach. MFA/ALI-30 and the Embassy may coordinate specific technical assistance provision with MINEDH and other FASE partners in line with Finland's specific interests and available expertise. At the same time, the Embassy, together with MINEDH and all other FASE partners, should look into possibilities to improve the reliability and timeliness of the pledging of funds to FASE and well-coordinated mechanisms of FASE management and administration, to ensure reliable and timely funds transfers to the Mozambican Government.</p>	<p>education in the long run. However, there are still enormous gaps in education provision and in improving learning outcomes of students: e.g., lack of school buildings (open-air schools), school furniture, learning materials and textbooks, and high teacher-pupil ratios. Bottlenecks related to access to education are also associated with Mozambique's social and economic situation and cultural constraints that limit inclusion and girls' progress and retention in schools.</p> <p>Conclusion 5: Capacity constraints at multiple levels have limited the effectiveness and efficiency of transferring FASE funds to education delivery. Within FASE, capacity challenges are related to a lack of operational guidelines and procedures. Within MINEDH, at the central and decentral level, capacity constraints have limited the effectiveness of implementing the education strategy on the ground. These shared capacity constraints in FASE and MINEDH are most noticeable at the school level, where FASE funds are not fully or timely disbursed.</p>	<p>effectiveness of FASE resource deployment to specific education actions on the ground. These capacity constraints from the central to the district and school level constitute a bottleneck in results and outcome achievement through FASE support, as observed in FASE reports and monitoring missions.</p> <p>Finding 10: While mechanisms for dialogue and coordination have been in place, operational guidelines for FASE have not been developed, limiting the effectiveness of FASE in the timely disbursement of funds, implementation, and monitoring. The absence of an operational manual also limits possibilities for the capacity development of MINEDH and FASE partners in FASE operations.</p> <p>Finding 12: FASE has become a cost-effective and efficient aid delivery modality with limited transaction costs for more than 10 supporting international development partners. Provided that the size of the pooled fund and the number of partners investing in it are large enough, comparative advantages of the pooled multi-donor fund become more obvious, making FASE the preferred aid modality for all partners. Therefore, key informants in this evaluation strongly express that FASE should remain and, if possible, be strengthened with the entry of other development partners.</p> <p>Finding 13: In light of the enormous needs in education delivery at the school level, transfers of funds to schools are regularly delayed and sometimes incomplete. The delays in the transfer of funds are caused by multiple capacity constraints encountered at different levels. Capacity development and technical assistance provided to MINEDH at different levels has been too limited to overcome these constraints.</p> <p>Finding 16: While access to education, retention, and completion rates have gradually improved, and gender gaps are (too) slowly closing, stakeholders express increasing concern that learning outcomes amongst pupils have been consistently low and are not improving. During the COVID-19 crisis, learning losses among Mozambican pupils have accumulated.</p> <p>See also findings 8 and 14.</p>
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<p>Recommendation 3: MFA/ALI-30, the Embassy of Finland in Mozambique and MINEDH, during the remaining period of Finland’s participation in FASE, are recommended to advance discussions among all FASE-supporting partners on non-earmarking of funds in FASE and moving back towards reinstating sector-wide support principles for pledging of development partners’ resources to sector-wide pooled funds. The Finnish Embassy, as a key partner in FASE, and MINEDH being the recipient of the FASE funds, may further promote a joint FASE-partners’ review of the experience obtained in the past years in earmarking and application of RBM principles in FASE to allow learning from these experiences since the MoU of 2021 entered in vigour. This would allow to apply learning in new provisions in the FASE MoU, leading to more uniformity and synergies in FASE’s management and operations in the future.</p>	<p>Conclusion 6: FASE is widely considered the preferred mechanism for consistent and efficient support to the education sector in Mozambique by national and international stakeholders. However, FASE is facing challenges that need to be addressed to ensure that this sector support fund will remain effective. Particularly, the earmarking of funds within FASE to the MozLearning component have created confusion among MINEDH and other FASE partners. Many stakeholders in and around FASE state that earmarking funds within FASE contradicts sector-wide support approaches and it creates scarceness of resources in other priority areas that also require support from FASE. In order to maintain FASE as a sector-wide support fund for education, reviewing the earmarking of MozLearning is deemed important by many education sector stakeholders.</p>	<p>Finding 11: While basic education statistics are generally and readily available and used for monitoring and reporting, data on the quality of education, learning outcomes and more specific quality aspects related to particular activities are not always available. Improved EMIS data generation and management are required to improve decision-making on strategic priorities in the education sector.</p> <p>See also findings 3, 8, 9, 10, 12, 13 and 14.</p>
<p>Recommendation 4: The MFA is recommended to continue to combine different aid modalities and involve different actors in its education sector support actions worldwide as a future phase beyond its current bilateral development relation with Mozambique. This can include specific opportunities and partners to continue to reach out to Mozambique and to address Finnish priorities in education. Specific partnerships and cooperation may be explored and intensified both at Finnish and international level:</p> <ul style="list-style-type: none"> a) Higher Education (HEP, following up on HEI-ICI), FINCEED and CSO support to actors in the education sector in Mozambique, with a particular focus on reaching to rights holders; b) Private Sector partners and initiatives involved in the education sector, for whom private sector support instruments in the Finnish 	<p>Conclusion 2: The use and complementarity of different Finnish aid modalities to support the Mozambican education sector has improved Finland’s visibility in specific thematic areas. This has been most notable in teacher training, where Finland has supported specific projects, technical assistance and research activities. Finnish partners in the higher education sector and Civil Society have supported education interventions with national partners, particularly in teacher training and, to a lesser extent, in bilingual education, contributing to Finnish visibility and relevance to Mozambican partners in these areas. Complementarity with multilateral partners is also significant and the participation of Finland in multiple multilateral education support</p>	<p>Finding 15: Finland has made clear contributions to education sector changes and results reported over time, particularly in teacher training and bilingual education. However, Finland’s contribution is less visible in girls’ retention in basic education. A key concern expressed by education stakeholders is that despite many efforts and improvements, learning outcomes of Mozambican children at the end of basic education are lagging behind expectations, even more so after the COVID-19 pandemic.</p> <p>Finding 17: Institutional sustainability of Finnish education sector support is strong within FASE through its institutional and governance mechanisms and arrangements. The fund’s multi-partner long-term perspective aligned with the Mozambican education strategy also contributes to sustainability. National policies and strategies are in place, and there is a clear institutional structure for education delivery, although there are capacity constraints and challenges in the decentralisation of tasks and responsibilities at lower MINEDH levels and at the school level. At the same time, the</p>

<p>international development remain available;</p> <p>c) Being a member state of the EU, exploring increased synergies with the EU, as a new partner in FASE and in the recently launched joint Sub-Saharan initiative in teacher education, which may reach out to Mozambique;</p> <p>d) Based on the cooperation with WB in the COACH pilot in Mozambique, look for possibilities to consolidate the COACH approach in teacher training and in support to other initiatives (including in MozLearning) strengthening teacher training;</p> <p>e) Consolidating partnerships with GPE and ECW to continue to advocate for Finnish thematic and cross-cutting objectives in education in international initiatives, for which Mozambique can continue to benefit.</p>	<p>initiatives provides good possibilities for leveraging more support to Mozambique's education sector.</p> <p>Conclusion 7: Finland has contributed to changes aspired at the impact level in its Theory of Change for its support to education in Mozambique through a combination of its sector support to FASE and other more specific aid modalities and partners. The Finnish contributions to changes in the education sector are most notable in teacher training and bilingual education and in addressing cross-cutting objectives and HRBA concerns, mainly related to girls' retention in basic education. The specific Finnish contributions to these changes were achieved particularly through consistency in providing support to MINEDH and national education partners through policy dialogue, financial support, technical assistance, long-term partnership, and exchange approaches and activities.</p>	<p>financial sustainability of investments in education is very vulnerable due to the limited capacity of the GoM to generate a substantial budget for the education sector.</p> <p>See also findings 1, 2, 3, 4, 5, 6, 7 and 16.</p>
<p>Recommendation 5: Finland's support to the education sector, for the remainder of the time of its participation in FASE, should combine the Finnish focus on key priorities in the basic education sector with key strategic priorities of MINEDH. This includes effective implementation of the recent law on compulsory education until grade 9, recovering the learning deficit from COVID-19, and address remaining gaps in inclusive education, gender equity and equality. The MFA/ALI-30 and Finnish Embassy are recommended, in the remaining time of Finnish participation in FASE, together with MINEDH and all FASE-support partners, to arrive at a more focused joint priority setting considering the priorities mentioned above, with clear sequencing of steps and actions. The Annual Activity Plan and the annual planning meetings of FASE are appropriate mechanisms for this.</p>	<p>See conclusions 4, 5 and 7.</p>	<p>See findings 8, 9, 10, 12, 13, 14, 15, 16 and 17.</p>

<p>Recommendation 6: MFA/ALI-30 and the Embassy should advocate and stimulate that its cross-cutting objectives and HRBA are continued to be included in other initiatives and partnerships of national and international partners, even beyond the Finnish development relationship with Mozambique. Specific focus areas are: girls' retention in schools, addressing SRHR and GBV issues and supporting WASH interventions and facilities, inclusive education through bilingual education and a gender-balanced teaching force. The Embassy should ensure that these cross-cutting issues and HRBA are systematically included in monitoring and reporting, and this requires improved quality of EMIS and MINEDH's reporting on cross-cutting issues, which may require additional technical assistance by FASE partners.</p>	<p>See conclusions 2 and 7.</p>	<p>See findings 4, 11, 15, 16 and 17.</p>
<p>Recommendation 7: MFA/ALI-30 and the Embassy of Finland in Mozambique, in the light of the recent decision of the Finnish Government to phase out the bilateral partnership relation with Mozambique towards the end of current country programme, are recommended to make stock of the lessons learned in the education sector in this country and make it available for other development partners. At the same time MFA/ALI-30 and the Embassy of Finland in Mozambique, based on the recognition of the fact that substantial international support to education in Mozambique for the medium term is still indispensable for the Government of Mozambique to meet its SGD4 goal and targets, should stimulate other partners to join FASE or to step-up efforts in support to education in Mozambique. This should be done particularly with the EU, as a recent new partner of FASE. Finland can use its leverage on the EU as a member state, and also in the framework of its joint leadership in the EU teachers' initiative for sub-Saharan Africa, to stimulate the EU to continue to advance Finnish priorities in education not only internationally, but also in Mozambique.</p>	<p>Conclusion 8: Institutional sustainability of education delivery in Mozambique is well-established through legislation, policies, strategies and programmes. While institutional sustainability is strong, albeit with clear capacity development needs, the financial sustainability of education provision is weak. The GoM and MINEDH will remain dependent on international development partners to generate substantial funds for improving access to and quality of education. The medium- and long-term commitment of international development partners to pledge funds in FASE is crucial for Mozambique to achieve SDG4 goals and targets.</p> <p>See also conclusions 1 and 4.</p>	<p>See findings 1, 2, 3, 4, 5, 6, 7, 15, 16 and 17.</p>