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Report No: PAD3932

INTERNATIONAL DEVELOPMENT ASSOCIATION
PROJECT APPRAISAL DOCUMENT
ON A
PROPOSED GRANT
IN THE AMOUNT OF US\$39.01 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION
TO THE
REPUBLIC OF ZAMBIA
FOR A
ZAMBIA ENHANCING EARLY LEARNING (ZEEL) PROJECT
August 16, 2021

Education Global Practice
Eastern and Southern Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective November 22, 2020)

Currency Unit = Zambian Kwacha (ZMW)

ZMW\$ 20.99 = US\$1

US\$1.42 = SDR 1

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
AWP&B	Annual Work Plan and Budget
CA	Cooperating Agency
CBA	Cost-Benefit Analysis
CDD	Community Demand Driven
COVID-19	Corona Virus Disease 2019
CP	Cooperating Partners
CPD	Continuous Professional Development
CPF	Country Partnership Framework
DA	Designated Account
DEB	District Education Board
DEBS	District Education Board Secretary
DIC	District Implementation Committee
DIDC	District Inter-Departmental Committee
DoDE	Directorate of Distance Education
DoECE	Directorate of Early Childhood Education
DoF	Directorate of Finance
DoHRA	Directorate of Human Resources and Administration
DoP&I	Directorate of Planning and Information
DoS&C	Directorate of Standards and Curriculum
DPC	Deputy Project Coordinator
ECD	Early Childhood Development
ECE	Early Childhood Education
ECIIS	Early Childhood Integrated Information System
ECZ	Examinations Council of Zambia
EMIS	Education Management Information System
ESSP	Education and Skills Sector Plan
FCDO	Foreign, Commonwealth & Development Office
FM	Financial Management
GAAP	Governance and Accountability Action Plan
GBV	Gender-based Violence
GPE	Global Partnership for Education
GRM	Grievance Redress Mechanism
GRZ	Government of the Republic of Zambia
HCI	Human Capital Index
HCP	Human Capital Project
IAI	Interactive Audio Instruction
IAU	Internal Audit Unit
IFMIS	Integrated Financial Management Information System
IFR	Interim Financial Report
IPVO	International Private Voluntary Organizations
IPF	Investment Project Financing
IRI	Interactive Radio Instruction
IVA	Independent Verification Agency

LA	Lead Agency
MPECEI	Minimum Package of ECE Infrastructure
MoGE	Ministry of General Education
MoH	Ministry of Health
NDP	National Development Plan
NER	Net Enrollment Rate
NGO	Non-Governmental Organization
NQS	National Quality Standards
OAG	Office of the Auditor General
PBC	Performance-based Condition
PCC	Parent Center Committee
PDO	Project Development Objective
PEO	Province Education Office
PIC	Project Implementation Committee
PIM	Project Implementation Manual
PITC	Policy and Implementation Technical Committee
PIU	Project Implementation Unit
PS	Permanent Secretary
PSC	Project Steering Committee
PSA	Parent School Association
PSU	Procurement and Supplies Unit
QELER	Quality of Early Learning Resources
SCD	Systematic Country Diagnostic
SEA	Sexual Exploitation and Abuse
SPA	Special Purpose Account
STEP	Systematic Tracking of Exchanges in Procurement
TCZ	Teaching Council of Zambia
TESS	Teacher Education and Specialized Services
TPDI	Teacher Professional Development Index
TSC	Teaching Service Commission
VIP	Ventilated Improved Pit
VP	Variable Part
WASH	Water, Sanitation, and Hygiene
USAID	United States Agency for International Development
ZEEP	Zambia Education Enhancement Project
ZEEL	Zambia Enhancing Early Learning
ZEPCU	Zambia Education Program Coordination Unit (Project Implementation Unit)
ZEPIU	Zambia Education Project Implementation Unit in Ministry of Planning

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DATASHEET

BASIC INFORMATION



Country(ies)	Project Name	
Zambia	Zambia Enhancing Early Learning (ZEEL) Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P174012	Investment Project Financing	Substantial

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input checked="" type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
16-Aug-2021	30-Jun-2025

Bank/IFC Collaboration

No

Proposed Development Objective(s)

To improve equitable access and quality learning conditions in early childhood education in targeted areas.

Components

Component Name	Cost (US\$, millions)
Improve equitable access to quality ECE in targeted areas	19.01
Develop and implement ECE quality standards	3.00
Enhance the delivery of quality early learning and care	11.00



System strengthening, project management, monitoring and evaluation, and communication	6.00
Contingency emergency response component	0.00

Organizations

Borrower: Republic of Zambia
 Implementing Agency: Ministry of General Education

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	39.01
Total Financing	39.01
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	39.01
Education for All - Fast Track Initiative	39.01

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2022	2023	2024	2025	2026
Annual	6.01	7.00	10.00	12.00	4.00
Cumulative	6.01	13.01	23.01	35.01	39.01

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Health, Nutrition & Population



SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Substantial
8. Stakeholders	● Moderate
9. Other	
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

Project Implementation Committee (Grant Agreement, Schedule 2, Section I.A.2)

The Recipient shall no later than thirty (30) days after the Effective Date establish and thereafter maintain, an implementation committee (“Project Implementation Committee”), at all times during Project implementation, with a structure, functions and responsibilities acceptable to the Bank, which shall be responsible for reviewing Project implementation progress, environmental and social risks management arrangements, fiduciary aspects, quarterly work plan and budget, procurement and flow of funds on a monthly basis. The Project Implementation Committee shall be chaired by the permanent secretary (administration) of the Ministry of General Education or his/her nominee.

Sections and Description

Project Implementation Manual (Grant Agreement, Schedule 2, Section I.A.6.a.)

The Recipient shall no later than four (4) months after the Effective Date prepare and thereafter maintain a Project



implementation manual, in form and substance satisfactory to the Bank, containing detailed arrangements and procedures for implementation of the Project including inter alia: (i) institutional arrangements including delineation of roles and responsibilities of various entities, institutions and agencies involved in Project implementation and their coordination and inter-relationships including reporting and accountabilities lines for implementation units and Project staff; (ii) disbursement arrangements, reporting requirements, project budgeting, financial management procedures and audit procedures; (iii) the procurement procedures, standard procurement documentation, contracts administration and management procedures; (iv) measures to mitigate fraud and corruption as well as other fiduciary risks; (v) environmental and social risks mitigation measures (ancillary to those of the ESCP) including measures to address risk of gender based violence, sexual exploitation and abuse, sexual harassment, as well as operation of grievance redress mechanism; (vi) arrangements to address community health, safety and security risks and impacts - including measures to avoid or minimize the transmission of communicable disease such as COVID-19 and to address other impacts on the Project of COVID-19 pandemic; (vii) procedures for preparing and reviewing a consolidated annual work plan and budget for each Fiscal Year; (viii) monitoring and evaluation arrangements, reporting and communication, including the Project's performance indicators and results framework terms of reference for the selection of the Independent Verification Agency as well as the protocol for the verification of achievement of PBCs; (ix) Recipient's MPECEI criteria for the construction of the hub and ECE satellite centers; and (x) such other administrative, financial, technical and organizational arrangements and procedures as shall be required for the Project.

Sections and Description

Baseline Data (Grant Agreement, Schedule 2 Section 4.1.)

The Recipient shall no later than six (6) months after the Effective Date collect and verify baseline data outlined in the Results Framework as baseline to be established in the Project target areas and shall ensure that M&E arrangements are in place to support needed data collection, reporting and verification measures are in place to support Project implementation and related financing.

Sections and Description

Independent Verification Agency (Grant Agreement, Schedule 2, Section I.B.)

In order to verify the achievement of the PBCs, as set forth in the table in Schedule 3 of the Grant Agreement, the Recipient shall: (a) no later than six (6) months after the Effective Date, select, hire and thereafter retain an independent verification entity ("Independent Verification Agency") with qualifications and experience, and under terms of reference acceptable to the Bank; (b) cause the Independent Verification Agency to: (a) carry out a periodical technical verification of the level of achievement of the PBCs; and (b) (i) prepare Independent Verification Reports covering a period of one calendar quarter, of such scope and detail as set forth in the Project Implementation Manual, and (ii) furnish each Independent Verification Report, no later than forty-five (45) days after the end of each calendar quarter; and (c) no later than thirty (30) after the receipt of each Independent Verification Report, forward to the Bank each said report.

Conditions



1. STRATEGIC CONTEXT

A. Country Context

1. **Zambia achieved middle-income-country status in 2011 during a decade (2004–2014) of impressive economic growth, averaging 7.4 percent per year.** Yet the country's poverty and inequality levels are among the highest in the world. Growth in Zambia has only benefitted a small segment of the urban population and had limited impact on poverty reduction. Zambia ranks among the countries with the highest level of inequality globally. As of 2015, 58 percent of Zambians earned less than the international poverty line of US\$1.90 per day (compared to 41 percent across Sub-Saharan Africa). The Zambian economic growth fell to 3.5 percent in 2017, grew marginally to 3.7 percent in 2018, and again fell to 1.9 percent in 2019. The economy is estimated to have contracted by about 3.5 percent in 2020 and a weak rebound is expected in 2021,¹ given uncertainties regarding the intensity and duration of the Corona Virus Disease 2019 (COVID-19) pandemic and the upcoming 2021 general elections.

2. **Economically, the COVID-19 pandemic has weakened the country's macroeconomic environment which was recently impacted by drought and floods** which reduced national maize production and increased hunger. The COVID-19 response of the Government of the Republic of Zambia (GRZ) has included several strategies including measures involving restrictions to travel and public gathering. This has caused disruptions to businesses, with reports of reductions in exports and imports as well as job losses especially for females and in tourism, manufacturing and the services sectors.²

3. **In the education sector, COVID-19 impacts include learning loss due to school closures³** and increased incidences of dropouts and early pregnancies among girls have been reported. For the reopening of early childhood education (ECE) centers, schools, colleges and universities, the Ministry of General Education (MoGE), in collaboration with the Ministry of Health (MoH) has heightened preventive measures in schools including spraying to disinfect school facilities, temperature checks of students, provision of face masks, reinforcing of social distancing and provision of hand washing facilities. Both the MoGE and MoH have continued to collaborate on strengthening strategies that were devised to support the continuation of learning through distance and digital modes. Additionally, with support from Cooperating Partners (CP) including the World Bank, and other stakeholders⁴, the MoGE continues to implement several activities as part of the COVID-19 response plan such as alternative modes of delivering

¹ International Monetary Fund. 2020. *World Economic Outlook Database*. <https://www.imf.org/external/pubs/ft/weo/2020/01/weodata/index.aspx>.

² "Finn, Arden; Ayana, Gemechu A.; Kanagavel, Rajee. 2021. *Monitoring the Impact of COVID-19 on Firms in Zambia : Results from Two Rounds of World Bank Enterprise Survey Follow-ups on COVID-19*. World Bank, Washington, DC. World Bank.

³ Schools, colleges and universities closed on March 20, 2020 when rate of new infection cases surged. Later, examination classes (Grades 7, 9, and 12) including at colleges and universities were reopened on June 1, 2020, and subsequently other grades, colleges and universities including ECE centers, were opened from September 14, 2020, in a gradual manner. In June 2021, another round of closure of schools, colleges and universities was implemented for a 21 day period to ensure that schools meet required health guidelines to help reduce COVID-19 transitions. During these periods of school closure, more than 4 million learners from early childhood to university levels were deprived of face-to-face teaching and learning.

⁴ The Global Partnership for Education (GPE) allocated a COVID-19 Response Accelerated Grant of US\$10 million to support MoGE's COVID-19 response plan, effective from May 5, 2020 to November 30, 2021, and with UNICEF as the Grant Agent. The funding supports several distance learning activities, including development and broadcasting of lessons on TV and radio from ECE to secondary education, provision of learning and teaching materials, capacity building for teachers to provide remedial education, and provision of WASH facilities and supplies. In addition, in late March 2020, the UNICEF office in Zambia received a GPE grant of US\$70,000 to support the MoGE with planning its COVID-19 response.



education through radio and television lessons, e-learning content through digital platforms as well as development and distribution of School Health and Safety Guidelines to schools. Still, according to a recent rapid telephone survey⁵ in Zambia, only a small percentage of learners accessed distance and online programs with findings indicating that COVID-19 is likely to cause large inequitable learning gaps. Studies show that the closure of education systems across Sub-Saharan Africa is expected to lead to learning losses of as much as 0.6 quality-adjusted years of schooling.⁶

4. **Zambia remains one of Africa’s youngest countries by median age and its human capital will be key to Zambia’s growth.** The total population of Zambia was estimated at 16.6 million in 2016, up from just 3.4 million at independence in 1964. Zambia is experiencing a major demographic shift with the population growing of 2.9 percent per year and a total fertility rate of 4.6 percent.⁷ Zambia’s population is expected to double every 25 years with a large youth population entering the reproductive age and high levels of early pregnancy. According to the latest data, the adolescent fertility rate for Zambia reaches 118 per 1,000; only 10 countries around the world have higher adolescent fertility rates.⁸ Rapid population growth is placing enormous pressure on the education sector while straining the capacity of the labor market to absorb new workers.

5. **Zambia’s score on the human capital index (HCI) is slightly lower than the Sub-Saharan Africa average and much lower than the average for Lower Middle-Income Countries (LMIC).** A HCI score of 0.397 indicates that a Zambian child born in 2020 will only be 40 percent as productive as s/he could have been had s/he received a complete education and been in full health. Additionally, in Zambia, a child who starts school at the age of 4 can expect to complete an average of 8.8 years of education by the age of 18, but acquire only 5 years of learning.⁹ Low human capital has significant adverse impact on Zambia’s growth potential and global competitiveness. Evidence shows that holistic investments in young children, including through immunization, nutrition, stimulation, and education interventions, are highly effective means to develop the human capital that is needed to drive economic development.

Sectoral and Institutional Context

6. **The Zambia education sector follows a four-tier system comprising ECE and primary, secondary, and higher education.** The MoGE is responsible for ECE, primary education, secondary education, and youth and adult literacy while the Ministry of Higher Education oversees higher education, skills development, science, technology, and innovation. ECE in Zambia covers students aged 3 to 6 years in two grades—a lower grade for the 3-4 age group, and a higher grade for the 5-6 age group

7. **Considerable progress in improving access to education has been recorded but learning outcomes have remained poor.** Zambia achieved nearly universal primary education in 2015. According to latest statistics,¹⁰ the primary net enrollment rate (NER) is 83.6 percent, and gender parity 1.02. The

⁵ IPA (Innovations for Poverty Action). 2020. “RECOVR Zambia: Tracking the Effects of the COVID-19 Pandemic”

⁶ Azevedo, J. P., A. Hasan, D. Goldemberg, S. A. Iqbal, and K. Geven. 2020.. *Simulating the Potential Impacts of COVID-19 School Closures on Schooling and Learning Outcomes.*

⁷ World Bank Open Data, 2021 <https://data.worldbank.org/> (latest data 2019 fertility rate, 2020 population growth rate)

⁸ United Nations Population Division. 2018. *Database World Population Prospects.* <https://data.worldbank.org/indicator/SP.ADO.TFRT>.

⁹ World Bank. 2020. *Zambia Human Capital Index 2020. Human Capital Project.*

https://databank.worldbank.org/data/download/hci/HCI_1pager_ZMB.pdf?cid=GGH_e_hcpexternal_en_ext

¹⁰ Republic of Zambia. 2018b. *Educational Statistical Bulletin 2018.* Ministry of General Education, Directorate of Planning and Information.



adjusted NER for ECE is 26.4 percent, and total NER for lower secondary and upper secondary is 81.2 and 58.8 percent respectively.¹¹ In terms of learning, at the lower levels, the 2015 Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA),¹² show considerable low learning achievements in literacy and numeracy at Grade 2,¹³ and point at the gravity of ‘learning poverty’ in Zambia. Teaching practices and the adequacy of teacher support in adopting pedagogically effective approaches for teaching in the early grades were referenced as some of the major issues impacting the quality of early learning. Similarly, for older students, the Programme for International Student Assessment for Development (PISA-D) revealed low achievements of 15-year-old children, with only 5 percent of test takers achieving minimum reading proficiency in Zambia.¹⁴

8. Access to ECE has only increased marginally over the years. ECE was integrated into the MoGE education structure and in 2011, a Directorate of Early Childhood Education (DoECE) was created. In 2012, the first intake of children enrolled in public ECE centers took place in 2014. The proportion of Grade 1 entrants with ECE exposure grew from 16 percent in 2004 to 29.4 percent in 2018.¹⁵ Zambia still falls behind some of its peers in the region in terms of access to ECE, with the Sub-Saharan Africa average being 53 percent and neighboring countries such as Zimbabwe reaching 32 percent, Malawi 45 percent, and South Africa above 50 percent access to ECE. There is gender parity in terms of ECE access but the proportion of children with disabilities accessing ECE is exceptionally low and remains undocumented.¹⁶

9. Improving early childhood education and early childhood development (ECD) outcomes could dramatically improve human capital in Zambia and address many of the current economic and social development issues. Children’s experience in their early years including nutrition, preventions from shocks and stress, and early stimulation and learning, build the foundation for future learning, behavior, and health and the strength of early foundations affects the formation of skills that determine outcomes in life. During a child’s first five years of life, the brain is highly malleable and matures faster than at any other time; this stage of development impacts future well-being, school readiness, and later success in life.¹⁷ Greater access to ECD also empowers women with knowledge and information on maternal and child health, violence against women, child rights, and frees up their time to pursue gainful economic

¹¹ Republic of Zambia. 2018. *Zambia Demographic and Health Survey 2018*. Central Statistical Office, Ministry of Health, University Teaching Hospital Virology Laboratory, and The DHS Program ICF. January, 2020.

¹² RTI International. 2015. National Assessment Survey of Learning Achievement at Grade 2 Results for Early Grade Reading and Mathematics in Zambia. <https://earlygradereadingbarometer.org/files/EGRA%20in%20Zambia.pdf>

¹³ The average oral reading fluency rate for the local languages ranged from 1.84 to 8.40 words per minute, indicating that the typical Grade 2 pupil could recognize a few words but struggled to read a coherent sentence. In mathematics, the percentage of pupils scoring zero was 49.5 percent for addition and 60.7 percent for subtraction.

¹⁴ Kaffenberger, M. 2019. “Pisa-D Reveals Exceptionally Low Learning.” *Blog*, September 21, 2020. https://www.riseprogramme.org/blog/PISA-D_low_learning.

¹⁵ Republic of Zambia. 2018b. *Educational Statistical Bulletin 2018*. Ministry of General Education, Directorate of Planning and Information.

¹⁶ Ndhlovu, D., Mtonga, T., Serenje-Chipindi, J., and Muzata, K. 2016. “Early Childhood Education in Zambia: Inclusion of Children with Disabilities”. *International Journal of Multidisciplinary Research and Development*, 3 (8), 126,132. https://www.researchgate.net/profile/Daniel_Ndhlovu/publication/323831636_Early_childhood_education_in_Zambia_inclusion_of_children_with_disabilities/links/5aad46eba6fdcc1bc0bad85c/Early-childhood-education-in-Zambia-inclusion-of-children-with-disabilities.pdf

¹⁷ Shonkoff, J., and Phillips, D., eds. 2000. *From Neurons to Neighborhoods: The Science of Early Childhood Development*. National Academies Press.



activities. A study in Brazil found that increased access to free ECD led to increase in mother's overall employment (from 36 to 46 percent).¹⁸

10. **Zambia's Education and Skills Sector Plan (ESSP) 2017–2021 identifies ECE as a key strategic priority.**^{19 20} The ESSP aimed at improving the quality of education, specifically by targeting improved learning outcomes, as well as accelerating access, equity, and efficiency in education. In terms of expanding ECE access, the sector plan proposed building new ECE centers (low-cost community and alternative-based centers), in collaboration with a variety of partners and private sector providers. In terms of quality, the sector plan focused on ECE materials for teaching and learning, implementing ECE summative and formative assessments and children's developmental milestones, and developing internal quality assurance mechanisms and cooperation with communities to incentivize availability of caregivers. In terms of equity, the sector plan aims at removing barriers to ECE by leveraging the support of communities, the private sector, and other stakeholders to build new ECE centers and activating ECE participation by engaging parents and the community on active parenting activities.

11. **To achieve key strategic priorities in ECE laid out in the ESSP 2017-2021, the country needs to address access, quality and equity challenges.** Key challenges in ECE include: (a) equity gaps in ECE services with access concentrated in urban areas, leaving behind children in rural areas (mostly in lowest wealth quintiles with limited access); (b) low quality of ECE services with critical inputs often lacking including inappropriate infrastructure and furniture (with many annexed ECE classrooms in primary schools are not fit for purpose) and lacking playgrounds, water, sanitation, and hygiene (WASH) facilities teaching and learning materials and a lack of a systematic use of assessment; (c) inadequately trained teaching workforce that is often lacking required qualifications and competences²¹, and with caregivers not currently part of formal structures;²² (d) nascent stage of a multi-sectoral approach to ECD services and inter-ministerial coordination (an integrated ECD pilot project supported by UNICEF demonstrates the feasibility of effective multisectoral coordination at the district level and community engagement); (e) low ECE financing averaging 0.4 percent of the total education budget since 2016 and receiving 0.1 percent of the education budget over the past 3 years with very low budget execution (in 2019, the ECE budget

¹⁸ Attanasio, O., Paes de Barro, R., Carneiro, P., Evans, D., Lima, L., Olinto, P., Norbert, S. 2017. *Impact of Free Availability of Public Childcare on Labor Supply and Child Development in Brazil*. Impact Evaluation Report 58, International Initiative for Impact Evaluation. <https://www.3ieimpact.org/sites/default/files/2019-01/ie58-child-development-brazil.pdf>

¹⁹ Republic of Zambia. 2011. *Education and Skills Sector Plan 2017–2021*. The Ministry of General Education and the Ministry of Higher Education. https://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/zambia_-_education-and-skills-sector-plan-2017-2021.pdf.

²⁰ An updated ESSP for 2021 to 2025 is currently under preparation. An ECE subsector analysis was produced in June 2020, and an ECE subsector plan for 2021 to 2025 will be ready in January 2022, feeding the updated ESSP. The Project Implementation Manual (PIM) will outline how each of the key strategic priorities in the new ESSP will be supported through the various ZEEL activities.

²¹ Although the MoGE has embarked on ECE teacher recruitment, there is a huge shortage of ECE teachers to meet the current and growing demand for ECE services, especially in rural areas with many centers staffed with untrained or minimally trained caregivers. The majority of qualified ECE teachers tend to be clustered in urban setting; it is common for untrained volunteer caregivers to be responsible for ECE centers, particularly in rural areas. The ECE workforce contains a high number of volunteer caregivers with most rural centers managed by volunteer caregivers who are recruited from Parent-Teacher Associations (PTA) contributions and who are not formally recognized in the Government structure or payroll. Caregivers are for the most part untrained, as most have not received the training needed to improve child development and learning; they are not certified by the Teaching Council of Zambia.

²² Republic of Zambia. 2011. *Education and Skills Sector Plan 2017–2021*. The Ministry of General Education and the Ministry of Higher Education. https://planipolis.iiep.unesco.org/sites/planipolis/files/ressources/zambia_-_education-and-skills-sector-plan-2017-2021.pdf.



received only 20 percent of the authorized budget, the highest release since 2016); and (f) lack of a comprehensive information management system for data for decision-making in ECE.

12. **Cooperating Partners (CPs) have contributed significantly to the education sector with the majority of support going toward primary education.** Since 2015, there has been a reduction in the number of CPs in the sector and a significant shift from direct budget support to project-based support; this has brought about fragmentation which at times has resulted in duplication. The World Bank is currently supporting the education sector through a US\$180 million Zambia Education Enhancement Project (ZEEP) (P158570)²³ with the aim to improve the quality of education, particularly in language arts, mathematics, and science at both the primary and secondary levels, as well as access to secondary education. Support to the ECD subsector has been limited and predominantly ECE focused. The United States Agency for International Development (USAID) for instance, through its Let's Read project, is supporting a large-scale literacy intervention that partly focuses on preschool and early grades, currently implemented in five out of the ten provinces in Zambia. UNICEF is implementing an innovative integrated ECD pilot in the Katete and Petauke districts which has demonstrated effective multi-sectoral coordination at the district level with strong community engagement. Additionally, several small-scale interventions supported by both governmental organizations and non-governmental organizations (NGOs), as well as international private voluntary organizations (IPVOs) are implementing programs focused on early childhood. These interventions supported by NGOs, IPVOs, and bilateral and multilateral agencies have generated Zambia-specific knowledge on ECD and ECE. The proposed project design incorporates lessons from the ongoing interventions supporting the ECE subsector and builds on innovations that are currently showing promising results.

Conceptual Framework

13. **Cross-sectoral interventions are needed to ensure the full development of children's potential in their early years.** The World Bank's 'Investing in the Early Years Conceptual Framework'²⁴ outlines interventions that children need to be able to reach their full potential and is grounded in three pillars:

- (a) Children are well nourished and healthy, especially in the first 1,000 days
- (b) Children receive early stimulation and learning opportunities from birth onwards
- (c) Children are nurtured and protected from stress

14. **The focus of this proposed project is to expand the supply and demand of ECE opportunities and to create basic learning conditions that will allow disadvantaged children to develop cognitive and socio-emotional skills that will help them to continue to learn and thrive.** Participation in quality ECE, playgroups, and other organized early learning can help children develop social and cognitive skills such as task orientation, executive functions, non-verbal cognitive skills, memory, early learning of mother tongue, phonological awareness, and pre-literacy/pre-numeracy skills that children need to succeed in school and become permanent learners. Such interventions require a multisectoral, holistic approach involving multiple ministries and agencies involved in ECD. The proposed project will focus on the ECE pillar of ECD. It will aim to expand access to ECE while simultaneously addressing issues related to

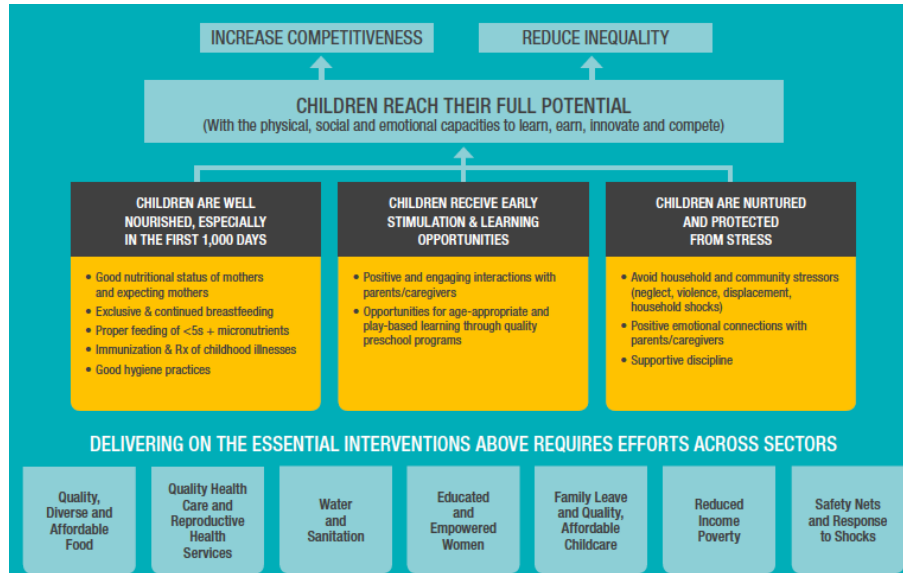
²³ The parent Zambia Education Enhancement Project (P158570) with US\$60Million in IDA financing became effective in May, 2018. Additional Financing for the project, referenced as ZEEP AF (P170513) of US\$120 Million was approved by the World Bank Board of Directors in May, 2020.

²⁴ World Bank. 2016. *Snapshot: Investing in the Early Years for Growth and Productivity*. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/276471475756836740/snapshot-investing-in-the-early-years-for-growth-and-productivity>



inadequate supply of ECE services in targeted areas by strengthening the institutional capacity of the MoGE’s DoECE, building new ECE facilities, and ensuring quality trained teachers and caregivers in the sub-sector. At the same time, the project will address demand side interventions by working with communities to raise awareness on the benefits and impact of ECE among community leaders and parents while also providing parental education and training on positive parenting. The project seeks to ensuring access, equity, quality, and efficiency in the delivery of services and to strengthen existing institutional mechanisms for the implementation of a multisectoral holistic approach to ECE.

Figure 1. Investing in Early Years to End Extreme Poverty and Boost Shared Prosperity



Source: World Bank 2016

B. Relevance to Higher Level Objectives

15. The proposed project is closely aligned with the World Bank’s Country Partnership Framework (CPF)²⁵ 2019–2023 for Zambia, as well as the findings of the recent Systematic Country Diagnostic (SCD).²⁶ The CPF’s objectives include improving access to high-quality education opportunities, health services, nutrition, and social protection, with attention to girls and women in selected rural areas (Objective 2.1 under Focus Area II). The SCD reveals large disparities in education quality and binding constraints on access to quality education. The current project is designed to directly address Zambia’s human capital challenges through the provision of ECE opportunities in terms of quality, equity, and access as identified in the SCD.

16. The proposed project deepens support to multisectoral human capital development in Zambia and to addressing ‘learning poverty’. Zambia recently joined the group of Human Capital Project (HCP)²⁷ countries, which provides a good platform to initiate high-level dialogue to increase budgetary allocation for education and human development including through ECD interventions. The ongoing World Bank-financed project ZEEP focuses on improving learning achievements of students attending primary and

²⁵ World Bank. 2018a. *Zambia - Country Partnership Framework for the Period FY19 - FY23 (English)*. <http://documents.worldbank.org/curated/en/805841545925652368/Zambia-Country-Partnership-Framework-for-the-Period-FY19-FY23>

²⁶ World Bank. 2018b. *Republic of Zambia Systematic Country Diagnostic*. <https://openknowledge.worldbank.org/handle/10986/29702>

²⁷ For details visit website: <https://www.worldbank.org/en/publication/human-capital>



secondary education. This proposed project targets early childhood as research shows that the experiences of early years, including those around nutrition, early stimulation, and prevention from psychological shocks, play a key role in children’s brain development and in the development of their cognitive, emotional, and social development skills which all help in terms of learning at later stages.

17. **The proposed project is closely aligned with the overall objectives and, particularly ECE related strategic objectives in the ESSP,²⁸ which is an education road map intended to help attain the aspirations outlined in the Seventh National Development Plan (7NDP) and Sustainable Development Goal 4 (SDG 4).** The ESSP aims at improving “quality and relevant lifelong education and skills training for all,” and is aligned with the critical goal in the 7NDP to ensure that no citizen is left behind, particularly in regard to accessing education services, and the SDG 4 to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.” The strategic approach of the ESSP is to provide relevant education across all levels, to equip young Zambians with 21st century skills to contribute to national development. The ESSP builds initiatives aimed at improving student learning outcomes, particularly in early grades, which directly aims at attaining target 4.2 of SDG 4, to ensure that all girls and boys have access to quality ECE, care, and preprimary education, so that they are ready for primary education. The proposed project, and the update of the ESSP, with its increased attention to ECE, will feed into the preparation of the 8NDP.

2. PROJECT DESCRIPTION

A. Project Development Objective (PDO)

18. **The PDO is to improve equitable access and quality learning conditions in early childhood education in targeted areas.**

19. **Because the Zambia Enhancing Early Learning (ZEEL) Project is the first investment of scale in the ECE subsector, it is envisioned that the project would target the most disadvantaged districts to reach vulnerable students across the country.** Such support will build capacity across the nation to plan, deliver, and monitor quality ECE, focusing on disadvantaged and underserved areas. An approach of targeting the most disadvantaged districts will be accompanied with systemwide capacity building through national quality standards (NQS) setting. Such support is expected to equip MoGE with the necessary capacity and tools to target future investment in ECE. The project will operate in the most disadvantaged districts, to be selected based on district-level poverty headcount, the availability of ECE centers, and enrollment in ECE centers. Details on targeting the most disadvantaged districts are provided in annex 2.

20. **The PDO-level indicators are the following:**

- (a) Percentage increase in enrollment of 3 to 6 year-old children in public ECE centers in targeted areas (cumulative percentage)
- (b) Share of girls in the total enrollment of 3 to 6 year-old children in public ECE centers in targeted areas (percentage)
- (c) Proportion of ECE centers in targeted areas meeting quality ECE learning conditions (percentage)

²⁸ Based on the draft version (September 2020), the project is also aligned with the key four themes (access, quality, equity, and efficiency) and strategic priorities devised in the new ECE sector plan. The Project Implementation Manual (PIM) will outline how each of the key strategic priorities in the new ESSP will be supported through the various ZEEL activities.



21. **The Global Partnership for Education (GPE) requires disbursement of 30 percent of the total GPE maximum country allocation be linked to at least three variable part (VP) indicators aiming to achieve transformational systemwide impact in the dimensions of equity, learning outcomes, and efficiency.** VP indicators use results-based financing and include three performance-based conditions (PBCs) to support the expansion of early childhood education interventions with the objective of achieving stretch targets that otherwise would not be met. The VP indicators are key to ensuring that the project achieves sector-wide transformational effects related to improved equity, efficiency, and learning outcomes (described in annex 5). The VP indicators, using PBCs, for this proposed operation include:

- (a) **Equity.** Percentage increase in enrollment of 3 to 6 year-old children in public ECE centers in targeted areas;
- (b) **Efficiency.** Percentage of public ECE centers in targeted areas meeting minimum staffing standards;
- (c) **Learning outcomes.** Proportion of ECE teaching staff using students' individualized learning plans.

B. Project Components

Component 1: Improve equitable access to quality ECE in targeted areas (US\$19.01 million)

22. Given the extremely low access to ECE, with 26.4 percent NER at the national level and wide inter-province access inequality, the project will support increased access to ECE by building on the MoGE's strategy to support students from 3 to 6 years of age. The objectives of this component are twofold: (a) address supply-side challenges to access and (b) enhance the quality of the learning environment of ECE centers. To achieve these objectives, the project will support the MoGE's strategy for expanding access to quality ECE services in disadvantage communities through the following two subcomponents:

Subcomponent 1.1: Expansion of ECE facilities with community engagement in targeted areas (US\$14.0 million)

23. **This subcomponent will increase the supply of ECE facilities in targeted disadvantaged areas through the expansion of a hub and community-based satellite model involving local communities in construction and maintenance of facilities.**

24. **Establishment of hub and satellite ECE centers.** A hub ECE center is defined as a center that is in a relatively larger public primary school or a zonal school, which would mentor smaller satellite ECE centers in its vicinity. The hub center would need to be staffed with a qualified ECE teacher who can transfer knowledge and provide ongoing support to the teachers/caregivers in the satellite centers. The project will support the construction and establishment of new hub centers using a Minimum Package of ECE Infrastructure (MPECEI), as described in annex 2. The project would also support upgrading of some of the existing ECE centers to hub centers that meet the criteria of a hub. The project will finance the construction and establishment of small community-based ECE satellite centers linked to newly established or upgraded existing hub ECE centers. The objective of establishing satellite centers is to bring ECE delivery closer to a child's home and provide access to underserved communities. Both hub and satellite centers will be equipped with furniture and playground materials conducive to children's learning and growth needs.

25. **The hub-satellite model is based on evidence** that providing opportunities for skills building and practices directly to children by trained staff is more effective than low-intensity programs that only



provide information to parents, and that disadvantaged children benefit more than advanced children.²⁹ In Zambia, evidence from an evaluation of a UNICEF sponsored hub-satellite ECE program showed that the program not only enhanced access to ECE services for children from disadvantage communities but also that participating children showed improvement on key psychosocial, cognitive and communication milestones. The evaluation also showed that the intervention contributed to improved caregiver knowledge, attitudes, behaviors and practices on fostering children's stimulation, nutrition, protection and health.³⁰

Subcomponent 1.2: Enhancing the quality of ECE learning environment in targeted areas (US\$5.01 million)

26. **This subcomponent will provide children attending ECE hub and satellite facilities in targeted disadvantaged areas with a safe and healthy COVID-19-responsive learning environment** as well as with quality playground equipment, and developmental and instructional materials which promote their well-being, safety and healthy development, and growth.

27. **Promotion of WASH.** Access to safe and sustainable WASH reduces stunting, improves education quality and learning outcomes, and is essential for a child's health and well-being. To meet this goal, the project will support the improvement of water and sanitation conditions in existing ECE centers in target areas that either lack those facilities or have facilities in poor conditions, and whose coverage will be expanded through the establishment of linked ECE satellite centers. Under this subcomponent establishment and dissemination of a program to promote good hygiene practices following World Health Organization (WHO) guidelines will be done in ECE hubs and respective satellites in target areas including teacher and caregiver training. Each ECE center will maintain child health cards. The District Education Board Secretary (DEBS), in collaboration with the District Health Office, would organize regular visits by the local health worker to ECE center for children's health checkup and immunization and if necessary, deworming medication will be provided.

28. **Availability of early learning and stimulation materials for learners, teachers, and caregivers.** The project will support the review and assessment of currently available ECE materials in use and developed with the support of CPs, to identify potential critical gaps. The project would support, as needed, the development of additional materials³¹ and the distribution of ECE materials that meet the minimum package criteria for early stimulation and early learning, including playful tools, stimulation of early reading, and numeracy skills. The project will also support the development and distribution of ECE guides and audio resources, including required gadgets for teachers, caregivers, and facilitators in the targeted areas. Opportunities will be identified on how to incorporate the theme of environment and climate change as part of the teaching and learning material to ensure learning on these themes at an early stage in life.

Component 2: Develop and implement ECE quality standards (US\$3.0 million)

²⁹ Engle, P., Black, M., Behrman, J., Cabral de Mello, M., Gertler, P., Kapiriri, L., Martorell, R., and Young, M., 2007. "International Child Development Steering Group: Strategies to avoid the loss of developmental potential in more than 200 million children in the developing world". *Lancet*, 369(9557), pp.229-242. [https://doi.org/10.1016/S0140-6736\(07\)60112-3](https://doi.org/10.1016/S0140-6736(07)60112-3)

³⁰ Matafwali, B. (2019). *End-line Evaluation of ChildFund Integrated Low-Cost Early Childhood Care Development and Education Project*. UNICEF.

³¹ ECE is taught in local languages in Zambia, the project will support development and or translation of teaching and learning materials in coordination with cooperating partner programs currently supporting such activities.



29. **This component will support the update, development, and implementation of ECE quality standards, including those related to ECE materials, facilities, and workforce training, deployment and assessment.**

Subcomponent 2.1: Development and use of ECE national quality standards (NQS) (US\$2.0 million)

30. **It is critical for the country to develop NQS to benchmark delivery of quality ECE** because ECE is gaining ground both in the public and private sector. The project will provide resources to develop and disseminate National ECE Quality Standards that include the following quality dimensions: (i) structural quality which is primarily related to healthy, safe, learner-centered and well maintained ECE facilities; (ii) process quality, including areas related to staffing, curriculum delivery, learning materials and equipment, parents and community involvement, management and leadership; and (iii) child outcomes dealing with areas related to child growth and development, and effective screening, diagnosis and intervention of children, with special focus on the identification of children at risk. These dimensions will be assessed along a continuum with a clear operational definition of the criterion corresponding to minimum thresholds. It is expected that overtime, as the country develops ECE experience, this threshold will become more demanding. Once the standards have been validated and approved in the first year of the project, the development of guidelines, dissemination of the standards, development of instruments to assess compliance and support to ECE centers in the targeted areas to achieve minimum standards will be supported including through training and capacity building. Standards will be disseminated nationwide and will be used for the registration, accreditation and licensing of ECE centers, as well as for the design of the ECE hub and satellite centers, the development of ECE curriculum and study programs, the provision of equipment and learning materials to be distributed under the project, and the design of ECE training programs. The standards would be applicable to public and private ECE centers nationwide.

31. **The project will also support development of strategies and instruments to assess the Quality of Early Learning Resources (QELER).** The development of QELER instruments will be informed by a review of international good practices on the implementation of similar instruments and initiatives and the ECE NQS developed under the project. These instruments would be used for collecting information during the accreditation and licensing ECE centers and for identifying gaps and making resource allocation decisions to support and ensure that ECE centers and satellites have a core set of ECE learning resources that meet minimum quality standards.

32. **The project will also support the development of protocols during the first year of the project for the rigorous collection of ECE enrollment data.** Data collection instruments and protocols for collecting baseline and subsequent age-based data on ECE enrollment will be developed and validated in the targeted areas. Once the instruments and protocols have been validated ECE enrollment data will be collected in targeted areas.

Subcomponent 2.2: Promoting development of strategies and instruments for assessing learners' progress (US\$1.0 million)

33. **This subcomponent will develop, validate, and adapt strategies and instruments to adequately assess and monitor student learning to provide ongoing feedback** used by ECE teachers and caregivers to improve their teaching. This subcomponent will build capacity and the systematic use of ECE-specific formative and summative assessment tools, including the launch of formative and summative assessment protocols and instruments in project-targeted areas.

34. **ECE teachers and caregivers will be trained on the use of user-friendly formative and summative assessment instruments to be developed under this subcomponent.** ECE teachers and caregivers will have instruments, skills, and competence to perform continuous assessment of children's development



and learning, which they can use to make individualized instructional decisions by drawing on teaching-at-the-right-level methodologies. They will also be able to share these assessments with other ECE teachers, caregivers, and parents, providing information that they can employ to monitor the developmental progress of students. The use of these instruments will help build a picture of the progress of each child as well as of the children as a group over time, with reference to developmental and learning objectives defined in the ECE curriculum for different age groups.

35. **ECE teachers, school administrators and standards officers will be trained on the use of summative assessment instruments.** This will help them to build a picture of the progress of child and the group over time, with reference to developmental and learning objectives defined in the ECE curriculum for different age groups. This information would be used by education administrators and the MoGE to assess ECE programs, plan training, allocate resource, and better design programs.

Component 3: Enhance delivery of quality early learning and care (US\$11.0 million)

36. **This component will create sustainable conditions for staffing ECE hub and satellite centers and promote the involvement of the local community and parents to address demand-side challenges to access.** This component will support relevant activities in targeted areas under the following three subcomponents.

Subcomponent 3.1: ECE teaching workforce recruitment, deployment, and management (US\$3.0 million)

37. **Staffing of the hub and satellite ECE centers with qualified and trained staff is critical for quality learning.** Hubs cannot perform the desired mentoring and support to satellite centers' functions without a qualified teacher. The project will support the MoGE to employ caregivers and/or teaching interns to serve both at the hub and satellite centers according to the ECE staffing standards. Salaries of a limited number of caregivers/interns would be financed by the project on a declining basis. Engaging interns, as supported by ZEEL, would provide the system with an opportunity for enhancing the quality of ECE teachers awaiting deployment and would provide career progression opportunities after successful completion of the internship period and achievement of prescribed competencies.

38. **Staffing of the hub and satellite ECE centers with qualified and trained staff is critical for quality learning.** Hubs cannot perform the desired mentoring and support to satellite centers' functions without a qualified teacher. The project will support the MoGE to employ caregivers and teaching interns, to serve both at the hub and satellite centers according to the ECE staffing standards. Salaries of a limited number of caregivers/interns would be financed by the project on a declining basis. Engaging interns, as supported by ZEEP AF, would provide the system with an opportunity for enhancing the quality of ECE teachers awaiting deployment and would provide career progression opportunities after successful completion of the internship period and achievement of prescribed competencies. Because caregivers are not in the current MoGE structure, their formal involvement will require reforming the current human resources management policy.

Subcomponent 3.2: Continuous professional development (CPD) of ECE workforce (US\$6.0 million)

39. **This subcomponent will provide CPD opportunities to ECE teachers, teaching interns, and caregivers working in the ECE centers in disadvantaged communities.** Under ZEEP AF, a Teacher Professional Development Index (TPDI) will be developed as a multipurpose, competency-based instrument to benchmark teacher competencies including ECE teachers. The TPDI's competences and levels will be built into the training packages/modules. ZEEL will use the TPDI for ECE teachers in designing its strategy and content of teacher training, mentoring of interns, and initial education of caregivers.



40. **Through this subcomponent, the project will update and further develop a comprehensive ECE CPD framework and ensure in-service training, mentoring and leadership training includes a focus on gender-sensitive pedagogical approaches and child’s rights and health and safety.** This subcomponent will support updating and enhancing the existing CPD framework to incorporate ECE-specific strategies and approaches, including gender-responsive and learning-through-play pedagogies, and to develop corresponding training interventions, manuals, and materials. Guided by the updated CPD framework, ECE teachers, teaching interns, and caregivers will be trained with a strong focus on school-based mentoring and support. Training modules, materials and workshops will be developed and used to deliver training at the colleges of education and also in targeted districts by master trainers. Following trainings, ECE teachers and caregivers will be visited by master trainers to provide mentorship, give feedback and demonstrate specific activities related to the training objectives of the workshops. Additionally, in-service training and mentoring activities will place significant emphasis on gender-sensitive pedagogical approaches and child’s rights and health and safety including training to equip teachers and caregivers with skills for early identification of children with disability to ensure adequate support and referrals as necessary. School leadership training that will target all headteachers and their senior management teams in targeted ECE centers and satellites will also be supported.

41. **Mobile technology and interactive audio instruction (IAI) will be used to complement the CPD activities supported by the project, targeting ECE teachers, caregivers and the mentoring of interns.** Training using interactive radio instruction (IRI) capacities already available in the country will be further developed in ECE to provide access to innovative and flexible interactive audio technologies using CDs, MP3 players, and smartphones in remote areas, so as to develop and deliver teacher and caregiver training as well as direct instruction. Short message service (SMS) and WhatsApp applications will be incorporated as channels of sharing and exchanging of information with and among teachers and caregivers.

Subcomponent 3.3: Women’s empowerment and community engagement for better nutrition, and childcare (US\$2.0 million)

42. **The objectives of this subcomponent are to promote the involvement and participation of the local community, particularly mothers and young parents to increase demand for ECE and support child development.** Key activities support (a) enhancing demand for ECE by supporting both the establishment and maintenance of ECE centers and providing playful parenting activities through workshops that provide information on how to improve the socioemotional, physical, cognitive nutritional, and healthy development of children in the project’s target areas; and (b) empowering women, parents, and the community with knowledge and skills on maternal and child health, disabilities as well as on Gender Based Violence (GBV), including sexual exploitation, and child neglect and sexual exploitation and abuse (SEA).

43. **Demand generation for ECE through community awareness will be supported.** To increase access of ECE, particularly in the rural areas and among disadvantaged communities, this component will focus on involving parents, community members, community leaders, and local civil society organizations (CSOs). Each district will prepare an awareness generation plan in consultation with the multi-agencies’ District Implementation Committee (DIC), community leaders, and CSOs. At the district level, the District Education Board (DEB) will undertake an awareness generation campaign using locally available media, including social media. At the community level, the ECE teachers and caregivers will be responsible for awareness generation in close collaboration with the PSA, Parent Center Committee (PCC), and community leaders.

44. **This subcomponent will support the establishment and engagement of PCCs and promote**



positive parenting behaviors. The PCC activation will also serve to assist in the recruitment of local caregivers to staff the ECE satellites and in the sensitization of communities on the importance of ECE, supporting increased demand for ECE. The PCC will also be central in overall coordination of activities at the ECE satellites including through the use of mobile platforms and in support towards development of low-cost teaching and learning materials as well as coordination of playful parenting activities at the ECE center. Additionally, this component will support in the promotion of positive and playful parenting to help enhance children’s developmental growth and encourage practices aimed at promoting child protection, reducing stunting, and improving nutrition among children in the areas covered by the project. Support for messaging and activities around disabilities to uplift profile of children with special education needs as well as activities with young parents and mothers to address social norms issues related to gender and GBV through parenting interventions.

Component 4: System strengthening, project management, monitoring and evaluation (M&E), and communication (US\$6.0 million)

Subcomponent 4.1: Strengthening governance, and accountability (US\$2.0 million)

45. **This subcomponent will strengthen governance, accountability, fiduciary risk management systems and mechanisms, interagency coordination, and capacity for evidence-based planning and implementation through improved data collection and data use in the ECE subsector.** This will involve the development and use of an Early Childhood Integrated Information System (ECIIS) which will directly be linked to the education management information system (EMIS) along with the implementation of the governance and accountability action plan (GAAP) based on the findings and recommendations of the governance, institutional capacity, and fiduciary risk assessment (GAAP is available in annex 4). The GAAP aims to further build on the gains made so far in the implementation of 2014 – 2019 GPE forensic audit action plan to help reinforce efforts to achieve the implementation of the remaining recommendations including use of Integrated Financial Management Information System (IFMIS) for donor projects.

Subcomponent 4.2: Project management, M&E, and communication (US\$4.0 million)

46. **This subcomponent will strengthen project management, structures, and procedures to support effective project implementation, including those related to environmental and social safeguards, M&E framework, and communication.** The project will finance project staff salaries and benefits, M&E, the costs associated with independent verification agency (IVA), policy research, reasonable amount of operating cost, and short-term capacity-building activities for the project staff and DoECE staff.

47. **The MoGE will be responsible for the overall implementation and M&E of the project.** At the national level, the DoECE in the MoGE will be directly responsible for the project implementation, including ensuring that M&E³² arrangements are in place and functional with adequately qualified M&E staff recruited. The project implementation arrangements will dovetail with the ZEEP AF, which will provide unified oversight and accountability mechanisms reducing project management costs and increasing implementation efficiency. ZEEL institutional and implementation arrangements will use the ZEEP AF three-tier institutional and implementation arrangements—at the national level, with a Project Steering Committee (PSC), Project Implementation Committee (PIC), and the Zambia Education Program Coordination Unit (ZEPUCU) that will act as project implementation unit.³³ However, the membership of

³² Part of project M&E arrangements is to ensure baseline data is collected for relevant indicators in coordination with related project components activities within six months of project effectiveness.

³³ The ZEPUCU is the Coordinating Unit for the World Bank Education Program inclusive of ZEEP, ZEEP-AF, and this new ZEEL operation. For clarity, a unit in the Directorate of Planning in MoGE, uses the acronym of ZEPIU (Zambia Education Project



the PSC and PIC will be enhanced to provide appropriate representation to ZEEL. The ZEPCU will be further strengthened with additional staff to manage and coordinate the project activities.

48. **ZEPCU will seek to enhance efficiencies and complementariness for the management of ZEEP AF and ZEEL and will be staffed to adequately address these needs.** The ZEPCU Coordinator and other staff including two (2) financial management specialists; four (4) assistant accountants; two (2) supply chain/procurement officers; two (2) architect/civil engineers; a safeguards expert; a gender/GBV expert; a monitoring and evaluation expert; a communication specialist; and an information and communication technology expert will be shared human resource for ZEEP, ZEEP AF and ZEEL. A Deputy Project Coordinator, four (4) project officers along with required financial management, procurement and safeguards expertise and others as needed will be recruited in ZEPCU to primarily manage and coordinate ZEEL activities.

49. **Given the nature of the project, the DEBS are expected to play a key role in planning, implementing, and monitoring the project at the district level.** Under the leadership of the DEBS, district-level multisectoral committees (to be formed if they do not exist) will be constituted involving district officials for health, water, district local body, community development, and gender. These committees will be involved in planning and directly monitoring the program implementation. At each hub and satellite ECE center, a PCC will be constituted to participate in center construction, rehabilitation, management, and monitoring. The detailed institutional and implementation arrangements is provided in annex 1.

Component 5: Contingency emergency response component (US\$0.00)

50. **This component will allow the government to request the World Bank for rapid reallocation of funds to respond promptly and effectively to an emergency or crisis** (such events may include a disease outbreak) that has potential to cause major adverse impact on the education sector. It is included in accordance with the World Bank Investment Project Financing (IPF) policy for contingent emergency response. It provides an immediate response to an eligible crisis or emergency, as needed. In the event of such an eligible emergency (as defined in the Contingency Emergency Response Operation Manual, prepared and adopted by the MoGE), this component would finance emergency activities and expenditures through the reallocation of funds from the project.

Project Financing

51. **A total of US\$39.8 million of GPE grant is available for this program.** The total amount comprises three GPE grants: US\$15.9 million from the maximum country allocation for Zambia, US\$10 million from the multiplier fund, and the undisbursed amount of US\$13.9 million from the previous GPE grant that was managed by the Foreign, Commonwealth & Development Office (FCDO, formerly UK Department for International Development). It is agreed between the World Bank, as the Grant Agent, and the MoGE that US\$0.8 million would be retained by the World Bank as project supervision and implementation support budget, and the rest, US\$39.01 million, would be available for programming. To activate the US\$10 million from the GPE's multiplier fund, GRZ is expected to mobilize at least US\$30 million of funds of non-traditional sources in the education sector. The GPE agreed that the ZEEP AF (US\$120 million), approved by the World Bank in May 2020, would be accepted as matching funds for the multiplier fund. When the ZEEP AF is signed by GRZ, the US\$10 million from GPE's multiplier fund will become available. As such the Grant Agreement for this operation will initially cover US\$29.01 million and be amended to include the

Implementation Unit); it is the unit responsible for construction should not be confused with the project implementation unit that is under ZEPCU.



additional US\$10 million upon signature of ZEEP AF. The World Bank financing instrument for ZEEL is an IPF with PBC. Funds allocation across components and subcomponents are described in table 1 with additional details on sub-component activities and related beneficiaries in table 2.

Table 1. Project Cost and Financing Modality by Components

Component	Funds Allocation (US\$, millions)	Financing Modality
Component 1: Improve equitable access to quality ECE in targeted areas	19.01	IPF
Component 2: Develop and implement ECE quality standards	3.00	IPF with PBC
Component 3: Enhance the delivery of quality early learning, and care	11.00	IPF with PBC
Component 4: System strengthening, project management, monitoring and evaluation, and communication	6.00	IPF
Component 5: Contingency emergency response component	0.00	IPF
Total	39.01	

Note: Total allocation US\$ 39,009,854; Grant Agreement for US\$ 29,009,854 with expected amendment of US\$ 10,000,000 for multiplier funds.

C. Project Beneficiaries

52. **Per the MoGE’s guidelines on eligible age group for ECE, the primary project beneficiaries are children ages 3 to 6 years belonging to disadvantaged communities.** Hence, the project supports the government strategy to support children in the 3 to 6-year-old age group and pay special attention to reaching children with disabilities. Secondary project beneficiaries will be parents, adolescent mothers, teachers, head teachers, caregivers, and the extended communities where the project will be implemented and education officials at the national, provincial, and district levels. The project seeks to increase enrollment of children in disadvantaged communities in public ECE centers by 30 percent. The total number of expected project beneficiaries include over 100,000 students, over 15,000 parents, and about 2,000 teachers and caregivers in targeted areas (see details in Results Framework in section VII). Community mobilization, engagement of parents, and involvement of community leaders will be key to ensuring that the poor and marginalized communities access the services.

D. Results Chain

53. **Multiple factors influence the development of capacities for continuous learning and success, including early learning opportunities and stimulation, health and hygiene including water and sanitation, nutrition, parenting, and responsive caregiving.** A recent study³⁴ in Zambia indicated that children who participated in an ECE program showed significant positive performance on seven cognitive domains such as children's receptive vocabulary, letter naming, reasoning, fine motor, executive function, and task performance skills. A Jamaican longitudinal study on the effects of early childhood demonstrated that combining early learning, stimulation, and nutrition has lasting impact on cognitive development, improved educational outcomes, and increased productivity, thus emphasizing the urgency of developing holistic interventions to support optimal child development.³⁵ Research from South Africa and other developing countries suggests that merely one year of quality ECE schooling can provide high returns for

³⁴ McCoy, C., Simmons, D., Yoshikawa, H., and Fink, G. 2017. “Early Childhood Care and Education and School Readiness in Zambia”. *Journal of Research on Educational Effectiveness* 10 (3): 482–506. doi:10.1080/19345747.2016.1250850

³⁵ Walker, S., S. Chang, C. Powell, and S. Grantham-McGregor. 2005. “Effects of Early Childhood Psychosocial Stimulation and Nutritional Supplementation on Cognition and Education in Growth-stunted Jamaican Children: Prospective Cohort Study.” *The Lancet* 366 (9499): 1804–1807. doi:10.1016/S0140-6736(05)67574-5

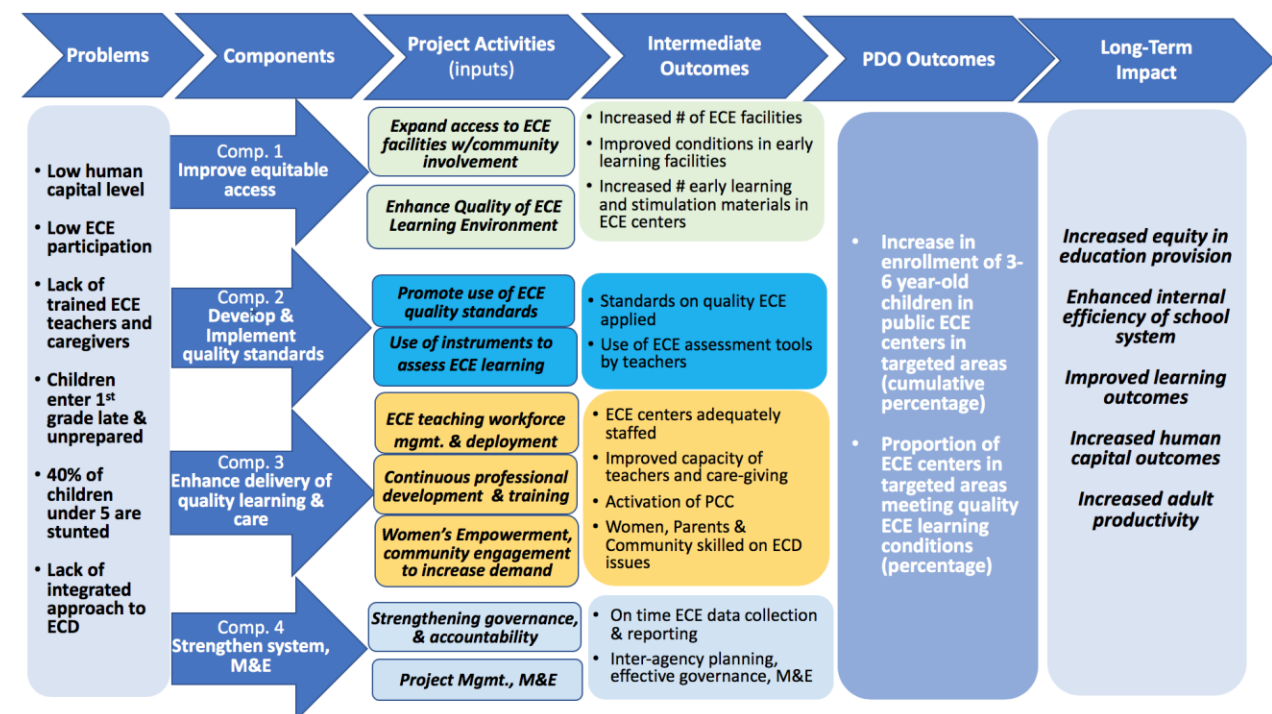


low investments.³⁶ However, the economic and cognitive returns of ECE presume minimum quality standards of care giving and instruction.

54. **The learning environment created by knowledgeable and skillful caregivers and teachers is critical to the quality of the ECE program.** Educators not only set the tone for their interaction with other children, with the environment, and with the caregivers and teachers themselves but also tailor the interactions to the individual developmental needs of each child. Critical elements to consider when building an effective ECE workforce are professionalism, stability, and teacher-child ratios that are appropriate for the age of the children and the size of the group. A low caregiver-child ratio enables teachers to focus on the individual developmental needs of each children and prepare a meaningful learning experience for each of them. An important aspect of the child-caregiver interaction is sharing the same cultural and linguistic background.

55. **Appropriate learning materials promote hands-on and active learning and encourage children to interact with others, take turns, and explore the properties of the materials,** learning how to manipulate and create with them. They also provide opportunities to let them move their bodies, promoting physical development; building muscles; and developing strength, coordination, and motor skills. The quality and the number of learning materials is important so that many children can safely play and use them at the same time. A sufficient number of appropriate learning materials also reduces classroom management time and enhances hands-on learning opportunities. These issues are part of the theory of change for the project in figure 2.

Figure 2. Theory of Change - Zambia Enhancing Early Learning (ZEEL) Project



³⁶ DFID (Department for International Development). 2005. *From Commitment to Action: Education*. Department for International Development, HM Treasury. https://www.fasid.or.jp/_files/fasid_seminar/2005/135-3.pdf



Table 2. Project Costing³⁷ and Beneficiaries

Component	Coverage			Financing (US\$, millions) and Modality
	Beneficiary	Grade Level	Site	
Component 1: Improve equitable access to quality ECE in targeted areas (US\$19.01 million)				
Subcomponent 1.1: Expansion of ECE facilities with community engagement in targeted areas	Direct: Students and ECE teachers and caregivers Indirect: Parents and communities	ECE (ages 3–6)	<ul style="list-style-type: none"> • 45 districts selected nationwide • Public ECE centers in selected districts 	14.00: IPF
Subcomponent 1.2: Enhancing the quality of ECE learning environment in targeted areas	Direct: Students and ECE teachers and caregivers Indirect: Parents and communities	ECE (ages 3–6)	<ul style="list-style-type: none"> • All public ECE centers in selected districts 	5.01: IPF
Component 2: Develop and implement ECE quality standards (US\$3.00 million)				
Subcomponent 2.1: Development and use of ECE national quality standards (NQS)	Systemwide	ECE (ages 3–6)	<ul style="list-style-type: none"> • Nationwide 	2.00: IPF with PBC
Subcomponent 2.2: Promoting development of strategies and instruments for assessing learners' progress	Systemwide; ECE teachers, caregivers, and school administrators; education officers at central, province, and district levels	ECE (ages 3–6)	<ul style="list-style-type: none"> • All public ECE centers in 45 districts selected nationwide 	1.00: IPF with PBC
Component 3: Enhance delivery of quality early learning, and care (US\$11.00 million)				
Subcomponent 3.1: ECE teaching workforce recruitment, deployment, and management	Systemwide; students and ECE teachers and caregivers	ECE (ages 3–6)	<ul style="list-style-type: none"> • Nationwide • All public ECE centers in 45 districts selected nationwide 	3.00: IPF with PBC
Subcomponent 3.2: Continuous professional development (CPD) of ECE workforce	Systemwide; ECE teachers and intern teacher; caregivers	ECE (ages 3–6)	<ul style="list-style-type: none"> • Nationwide • All public ECE centers in 45 districts selected nationwide 	6.00: IPF with PBC
Subcomponent 3.3: Women's empowerment and community engagement for better nutrition, and childcare	Systemwide; parents with special attention to mothers; community members; PCC	ECE (ages 3–6)	<ul style="list-style-type: none"> • 45 districts selected nationwide 	2.00: IPF with PBC
Component 4: System strengthening, project management, monitoring and evaluation, and communication (US\$6.00 million)				
Subcomponent 4.1: Strengthening governance, and accountability	Direct: systemwide; line ministries; policy makers; project managers Indirect: students; ECE teachers and caregivers	ECE (ages 3–6)	<ul style="list-style-type: none"> • Nationwide • 45 districts selected nationwide 	2.00: IPF
Subcomponent 4.2: Project management, M&E, and communication	Systemwide (MoGE); education managers and administrators; project managers	ECE (ages 3–6)	<ul style="list-style-type: none"> • Nationwide • 45 districts selected nationwide 	4.00: IPF
Component 5: Contingency emergency response component (US\$0.00)				

³⁷ The PIM will include details on the implementation and disbursement timeline associated with each of the component activities in alignment to the new ESSP implementation plan and targets, which are yet to be completed.

E. Rationale for Bank Involvement and Role of Partners

56. **ECD is a subsector that is receiving increasing attention in Zambia and the World Bank can play a critical role during the ‘startup’ phase.** Through its support to the early childhood program in developing countries, the World Bank has compiled a growing body of evidence about what programs work such as early childhood nutrition, early stimulation of infants, early learning programs to improve learning and extend school completion. Given the body of global evidence, knowledge, and experience gained through its lending programs, analytical work, and lessons learned from implementation, the World Bank has a comparative advantage to prepare an ECE focused program that builds on local knowledge and responds to the specific needs of Zambia.

Box 1. Selected Partners’ ECE Support

ECD initiatives in Zambia have largely been supported by CP. UNICEF has played a leading role by providing technical assistance toward systems strengthening and material development. The World Food Program has been assisting in implementing the school feeding program with strong engagement of CPs (FCDO, Swedish International Development Cooperation Agency, Irish Aid, and USAID) in the nutrition sector under the Scaling-Up Nutrition platform. The European Union plans to relaunch support to this subsector. The project activities will further build on existing initiatives by partners such as UNICEF, USAID, and VVOB (Flemish Association for Development Cooperation and Technical Assistance) as well as NGOs.

Community-Based Integrated ECD Initiative - The Insaka Community-led Nurturing Project (2019-2024) is implemented by UNICEF in partnership with ChildFund and relevant multi-sectoral ministries in Katete and Petauke Districts of Eastern Province. The project targets of 50,000 children (0–6 years) and 50,000 caregivers and seeks to strengthen the capacity of parents to engage in responsive care practices to enhance child development outcomes especially for children at risk. The program supports community-based ECD initiatives through the satellite model with implementation stimulating a multisectoral approach encompassing health, nutrition, early stimulation, learning opportunities, care, and protection.

Let’s Read Project (2019–2024) is implemented by USAID in partnership with the MoGE in five provinces (Eastern, Muchinga, North Western, Southern, and Western) and seeks to support 1.4 million children in preprimary education through to Grade 3 in ensuring they can read with comprehension and fluency. The project strengthens delivery of the primary literacy curriculum through a package of interventions including teaching and learning materials, teacher training, coaching, supervision, and support. Community and private sector engagement are encouraged and support to digital technologies in assessing learning and tracking if school and learner performance including through data to tracking and collection to improve learning outcomes.

Strengthening Teacher Education for Early Learning (STEEL) - In partnership with the MoGE, VVOB Zambia through the STEEL project supports teacher education by enhancing pedagogical skills, particularly gender-responsive pedagogy for ECE in instructional strategies, questioning techniques, providing feedback, engaging learners, and setting clear outcomes for their lessons through evidence-based practice. The project further supports the development of materials through the provision of lecturer guides to enhance quality teacher training.

Non-Governmental Organization Initiatives - Community-driven approaches by Save the Children Fund (UK), ChildFund, Plan International, and World Vision have not only stimulated demand for ECE services in rural areas but provide an opportunity for community engagement and capacity building for caregivers.

Sources: <https://www.usaid.gov/zambia/documents/usaidzambia-partners-development-handbook-january-2020>;
<https://www.usaid.gov/zambia/documents/usaidzambia-partners-development-handbook-january-2020>;
<https://zambia.vvob.org/news/zambia-s-early-childhood-education-ambassadors-1>

F. Lessons Learned and Reflected in the Project Design

57. **The project design builds on learning from community-based construction implementation in ZEEP.** To mitigate risks of delays and improve the quality of construction, the proposed project will adopt the same community-based construction approach with a local PIC in line with ZEEP taking up primary responsibility of construction supervision with community contribution. Under the proposed project, standards for ECE infrastructure will be developed based on lessons learned from the ongoing cooperating partner-funded interventions and considering key aspects of local expertise and knowledge. ECE infrastructure standards will be developed, disseminated, and implemented in consultation with the community. Elaborated ECE infrastructure standards will be validated by MoGE, disseminated and implemented in consultation and collaboration with the community and the MoGE. Given the lack of national ECE standards, those developed with ZEEL will be considered by MoGE as national ECE standards.

58. **The project will consider lessons from other ECD/ECE interventions in Zambia including those funded by partners.** Key lessons from on-going programs focus on the importance of community and family outreach to promote understanding and buy-in to the program. ECE remains an emerging concept with parents and communities continuing to grasp the importance of investing in ECE.³⁸ Lessons from programs such as those implemented through UNICEF and others, point to the importance of demand side issues in access and the need to ensure up-take and buy-in time for all stakeholders, including parents, and communities. Additionally, for effective take up, education officers must understand the program and be a part of the implementation from the on-set and receive necessary training. The hub-satellite model of improving access seems to be appropriate given Zambia's sparse population and topography and the need for ECE service provision to be close-to-home. In this regard, it is important to ensure appropriate and accurate budgeting for supervision and monitoring is key as these costs run higher than in other contexts due to road and accessibility constraints.

59. **Drawing from the lessons from the fraud and corruption issues that emerged under the FCDO-managed GPE program and the mitigation plan prepared by the MoGE, the project will strengthen the governance and accountability system, mechanisms to improve accountability to results and fiduciary integrity mechanisms.** A governance, institutional capacity, and fiduciary risks management assessment has been completed. Based on the findings and recommendations of the assessment, the fiduciary arrangements of the ZEEL have been strengthened, and a GAAP has been developed (annex 4).

3. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

60. **Institutional and implementation arrangements for ZEEL have been designed based on the experience from ZEEP, the previous FCDO and GPE-funded sector program, and other CPs.** The core principles that guide the institutional and implementation arrangements of the project include: (a) a cost-effective management model with a slim but efficient PIU; (b) greater ownership of the project at national and subnational levels of the MoGE by involving relevant MoGE Directorates on the implementation of project activities; (c) sustainable capacity building of the MoGE; (d) alignment of the implementation arrangement with the country's decentralized plan in which districts are expected to play a major role; (e)

³⁸ Woods, D. 2019. *Early Childhood Education in Zambia*. Report funded by UNICEF, prepared for Zambia's Ministry of General Education Directorate of Early Childhood Education.

greater involvement of the local communities in decision-making processes; and (f) synergies with CPs involved in early childhood interventions for complementarity and aid in harmonization

National Level

61. **The implementation arrangements for ZEEL will use the MoGE's existing institutional framework to ensure ownership of the project.** The MoGE will be fully responsible and accountable for implementation of the project and achievement of the PDO. Based on the lessons learned from the ongoing ZEEP, ZEEL implementation will be mainstreamed for sustainability, systemic impact, and in-house capacity building. The DoECE, supported by the ZEPCU will be directly responsible for providing implementation and technical oversight to the project. Other relevant directorates, departments, and agencies will be responsible for the implementation and M&E of their respective components and subcomponents as described in the following paragraphs and in annex 1, table 1.1.

62. **The three-tier institutional structure established under the ZEEP AF will perform the same functions for ZEEL.** The apex-level PSC chaired by the MoGE minister, with the Technical Services Permanent Secretary (PS) as member secretary, will provide policy advice, strategic directions to the project, and review and approve the annual work plan and budget (AWP&B). The PSC will also facilitate inter-ministerial coordination which is critical for ZEEL. Below the PSC, the PIC chaired by the Administration and Finance PS, will review implementation progress, status of implementation of fiduciary and safeguard arrangements, quarterly work plan and budget, and status of procurement and funds flow on a monthly basis. The third tier is the ZEPCU, established for implementation of ZEEP AF, which will house the ZEEL implementation staff. The staffing details and core functions of the ZEPCU include day-to-day management and coordination of all projects activities, project planning, quality oversight, communication, reporting, procurement, financial management, environmental and social risks management, and monitoring of Project activities (additional details are provided in annex 1).

Sub-National Level

63. At the sub-national level, the Provincial Education Office (PEO), District Education Board Secretary (DEBS) and school play important roles in implementation. The PEO will advise the districts and periodically monitor project implementation. The PEO will also participate in capacity-building activities for DEBS and facilitate interagency coordination for delivery of multisectoral ECE and care services at the provincial level. The DEBS will be responsible for preparing and implementing the district ECE development plans. The DEBS will be responsible for coordinating and mobilizing community participation and contributing to ECE centers' construction, financed by the project. At the ECE center level, a Parent Coordination Committee (PCC), chaired by the ECE teacher and/or caregiver and comprising enrolled children's mothers, will be responsible for day-to-day management of the center. A community-based PIC, similar to that of ZEEP in composition and functions, will be responsible for the management of the community-based center construction.

B. Results Monitoring and Evaluation Arrangements

64. **A strong monitoring and evaluation arrangements will be the mainstay of the project.** The ZEPCU will be directly responsible for implementing the M&E arrangements. The Policy and Implementation Technical Committee (PITC), the local education³⁹, and other key stakeholders will be

³⁹ The local education group (PITC in Zambia) helps improve coordination of technical and financial support and promotes inclusive education sector dialogue which allows partners to contribute to a country's education policies and their implementation. Their engagement is critical part to GPE supported operations.

closely involved in the M&E and dissemination of the M&E findings. M&E arrangements will include but not be limited to baseline, mid-term and end-term assessments, quasi-experimental and process evaluations to assess project gains, and relevant policy research as identified during the course of implementation. Monitoring of project results will be based on instruments specifically designed or adapted by the project as well as through regular school reports on enrollment and school supervision/inspection. This process will be fairly comprehensive encompassing student as well as system and institutional level dimensions such as child developmental growth and learning outcomes using adaptation of some of the validated assessment tools available in the country, such as the Zambia Child Assessment Tool (ZamCAT).⁴⁰ It is envisioned that the data generated will provide insights on the extent to which improvement in the early learning environment is associated with child development. Both sets of assessment instruments would be calibrated to make them sensitive to the sociocultural and economic conditions of Zambia. School and system-level data will be collected through normal government systems, consolidated in quarterly reports produced by the MoGE, and compiled for the project through the ZEPCU.

65. The ZEPCU, in coordination with the DoECE, with close involvement of the PITC, will monitor and track progress and effectiveness in implementing project activities (inputs and processes) and results (outputs, intermediate outcomes, and PDO indicators). Intermediate indicators from all project components will be collected on a regular basis directly from the different MoGE units involved in project implementation through regular MoGE channels. Cooperating entities will be identified to assist in monitoring progress in the chain of results expected to contribute to the PDO, including entities involved in multisectoral coordination, community-based nutrition, health and early stimulation interventions, as well as ECE centers' construction and capacity and system strengthening. The project will also monitor progress in system strengthening and capacity enhancement to successfully address crisis situations.

66. The mid-term review will be used as an opportunity to assess progress and adapt certain innovative interventions of the project. Namely, during the mid-term review, an assessment of progress and report in terms of adoption of interventions related to: (i) the use of formative assessment by teachers to ascertain the quality of teacher training through their utilization of individualized learning plans; (ii) the use of community driven construction; (iii) the on-boarding of teachers; and (iv) efficacy of the ECE CPD activities.

C. Sustainability

67. ZEEL's support will aid the government in continuing to expand its vision and commitment to Zambia's youngest learners, particularly given the need for financing the ECE subsector currently receiving the lowest allocation in the education sector budget. Although the government is committed to ECE, tight fiscal space caused by high debt and a low growth rate has led to insufficient financing to the ECE subsector. Investment to establish new ECE center, and recruitment and training of teachers are critical for the subsector to expand as envisioned by the government and to continue to grow, as well as to assure the maximum sustainability in the long term. In the short and medium term, financing to support the government's commitment to the expansion of ECE is critical. Although the current macroeconomic and fiscal environment is tight, the GRZ is undertaking and exploring several policy initiatives, such as the preparation of a debt restructuring and servicing plan by the GRZ with possible World Bank and IMF support program, which would very likely help to improve Zambia's macroeconomic environment in medium term.

⁴⁰ See details of locally developed assessments in Technical, Economic and Financial Analysis below.

68. **ZEEL will create opportunities for the MoGE to engage with the Ministry of Finance and CPs for improved funding of the subsector** and ensure increased interaction and engagement with other key stakeholders, including private sector and CPs, to seek their continued support to the subsector. At the mid-term review a full assessment of ZEEL will be conducted. Based on the findings of the assessment and lessons learned during ZEEL implementation, a costed sustainability plan to ensure the long-term sustainability of the investments initiated under ZEEL, as well as those undertaken under the MoGE's new ESSP, will be prepared, and shared with the PITC. The costed plan would identify scenarios and priorities for sustained government priorities, including with reference to cost drivers and potential cost-efficient models and approaches.

69. **The design of the ZEEL operation, which focusses on community engagement through the expansion of ECE models supported by partners and works toward integration of ECE into the broader education system will aid the sustainable expansion of ECE.** ZEEL's design aims at enhancing ECE support from the GRZ through the preparation, approval, and implementation of key ECE staffing policy initiatives, concurrently with financing the engagement of caregivers on a declining basis, as well as from CPs, while also helping to support the integration of ECE into broader MoGE initiatives. Given the key role communities play in the provision of education services, ZEEL will promote full community participation in the implementation of the project to enhance their contribution to the development of the sector and to prepare them to continue to support activities beyond the project life cycle.

4. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical Analysis

70. **The proposed project design is based on lessons learned about what works to enhance children's growth, socialization, and learning opportunities in both developing and developed countries.** There is growing evidence that ECE programs have a positive influence on children's educational, social, and health outcomes.⁴¹ ECE programs for vulnerable children can produce short-term gains on standardized cognitive and socioemotional measures, as well as long-term impacts by reducing grade repetition and dropouts.⁴² Many of the growth, learning, and developments obstacles faced in early childhood have social and economic costs that over time represent a considerable drain on a country's developmental potential. Early childhood programs provide a chance to mitigate many of these obstacles, with impacts that are likely to be greater for children of socially and economically disadvantaged groups, living in disadvantaged areas.

71. **The principal elements of ECE programs that have consistently produced positive impacts include** (a) highly skilled caregivers and teachers engaging in warm and responsive interactions with children, (b) high and consistent levels of child participation and parental engagement, (c) age-appropriate curricula, (d) age-appropriate stimulating materials in a safe physical setting, and (e) small class sizes with

⁴¹ Brennan, L., Shaw, D., Dishion, T., and Wilson, M. 2012. "Longitudinal Predictors of School-Age Academic Achievement: Unique Contributions of Toddler-Age Aggression, Oppositionality, Inattention, and Hyperactivity." *Journal of Abnormal Child Psychology* 40 (8): 1289–300. doi:10.1007/s10802-012-9639-2.

⁴² Aos, S., Lieb, R., Mayfield, J., Miller, M., and Pennucci, A. 2004. *Benefits and Costs of Prevention and Early Intervention Programs for Youth*. Olympia, WA, Washington State: Institute for Public Policy.

high adult-to-child ratios. Each of these elements have been considered in the overall design of ZEEL and the specific project component and subcomponents.⁴³

72. **Teacher and caregiver training are vital to positive ECE experiences**, defined as sensitive and stimulating adult-child interactions. The key elements of meaningful and effective professional development and training are (a) being tailored to grade level; (b) providing practical, hands-on opportunities to participants; (c) providing ample opportunities for participants to interact and establish communities of practice; and (d) conducting follow-up coaching and mentoring visits.⁴⁴ The design of teacher and caregiver training in ZEEP is based on evidence that teacher effectiveness is shaped by teachers' knowledge and understanding of principles and practices of early childhood growth and development, as well as pedagogical competencies to foster playful learning activities while at the same time instituting in children a sense of personal responsibility and commitment toward each child's growth and socioemotional development.

73. **Continuous assessment is fundamental for supporting the provision of individualized learning experiences.** Developmental research shows that children master different skills at different ages, which suggests that caregivers and teachers must be able to plan and implement individualized instructional and developmentally appropriate activities for children under their care. Since the early 2000, the MoGE, with support of CPs, has been engaged in the development of ECE-relevant child development assessment tools, such as the Child Development Assessment in Zambia (CDAZ), focusing on language, motor and interpersonal skills development; the Early Childhood Assessment tool (ECAT), focusing on approaches to learning, cognitive, physical, language, socio-emotional, spiritual and moral development; and school readiness, focusing on language, numeracy, motor skills and approaches to learning. These tools have been tested with small samples of children, and have yet to be fully validated. Parallel to these efforts, in 2010, the MoGE in partnerships with the University of Zambia, the Examinations Council of Zambia (ECZ), UNICEF, and Harvard University developed ZamCAT,⁴⁵ to assess child developmental outcomes with a focus on key school readiness indicators, including language, attention, cognitive skills, information processing, and fine motor abilities. Although this tool has been validated in Zambia, it does not assess literacy and numeracy skills. The MoGE is currently exploring ways to consolidate these efforts in order to come up with a single assessment tool that can be used to guide policy decisions as well as teacher education and professional development programs. Two critical elements for the success of the project will be the validation of those tools and the training of caregivers and ECE teachers on the use of those tools to provide individualized learning and developmental opportunities to the children under their care.

74. **QELER and environment is critical for supporting play-based learning and for creating opportunities for active learning.** The quality of the provision of ECE varies greatly both in terms of structural indicators, such as physical environment, learning materials, group size, and child-adult ratio, as well as process indicators, such as caregiver skills and ability for providing child-specific stimulation, warmth, and discipline. Another important characteristic differentiating successful ECE programs from less successful ones is the capacity of the implementing agency to monitor the quality of the service provided by each ECE center and to provide support to the centers that are falling behind. Allocating human and financial resources from the very beginning of the project to develop a valid and reliable

⁴³ Joo, Y., Magnuson, K., Duncan G., Schindler, H., Yoshikawa, H., and Ziol-Guest, K. 2020. "What Works in Early Childhood Education Programs? A Meta-Analysis of Preschool Enhancement Programs." *Early Education and Development* 31 (1): 1–26. doi:10.1080/10409289.2019.1624146.

⁴⁴ Gulamhussein, A. 2013. *Teaching the Teachers: Effective Professional Development in an Era of High Stakes Accountability*. Center for Public Education, National School Boards Association. www.centerforpubliceducation.org/

⁴⁵ Developed and validated in Zambia, ZamCAT's psychometric properties have been reliable across cultures.

instrument for assessing the availability of quality learning resources and building institutional capacity, as well as a system to support weaker institutions to overcome service delivery challenges, will be critical for the PDO achievement.

75. **Six basic operational principles that need to be established and maintained during project implementation** to achieve both intermediate and final project objectives are: (a) ensuring access to high-level technical expertise and know-how needed for designing assessment tools, as well as designing and delivering training and IAI; (b) establishing effective and efficient mechanisms to ensure community involvement, engagement, and active participation; (c) ensuring that relevant MoGE units and relevant autonomous governmental education institutions are fully involved in all aspects of activities planning and implementation; (d) ascertaining effective and timely communication and consultations across different sectors involved in diverse aspects of children welfare, healthy growth, and development; (e) having clear metrics in place, systems to continuously chart project progress, and timely identification of implementation roadblocks; and (f) having one single line of communication to avoid confusion and ensure transparency.

Economic Analysis

76. **Support from the World Bank and the international community to the ECE subsector at this stage could help ensure system-level reforms.** As indicated before, Zambia has been placing increased attention to the ECE subsector. GPE support at this time would help ensure that the growing body of evidence about what programs work to help ensure sustained results in ECE are part of national-level education interventions that are expected to help improve learning outcomes and address Zambia’s learning poverty, ultimately maximizing its human capital.

77. **A cost-benefit analysis (CBA) was undertaken in order to evaluate the economic value of the proposed investment and assess the potential impact of proposed activities** (see details in annex 3). The CBA is only limited to benefits that can be monetized. Spillover effects from this investment including those that may accrue to other members of the family or community, the fact that preschools are expected to affect outcomes throughout the life course of an individual cannot easily be captured. Therefore, the estimates established represent the lower bound of all the potential benefits associated with this investment. ZEEL’s design is based on the review of existing evidence and the synergy among the combined interventions is expected to have a positive impact student’s academic experience. For instance, the estimated combined impact from the proposed interventions could range from 0.023 to 0.918 standard deviation in increasing student test scores. The estimated net present value for the project is US\$238.1 million with internal rate of return of 28 percent. At this level, the expected benefits from the project outweigh the associated costs. Therefore, there is economic justification for the investment.

78. **Furthermore, a sensitivity analysis was conducted under two scenarios:** Scenario A: Project only reaches 70 percent of the targeted students. Scenario B: Project activities generate more community interest generating increased demand for ECE and students benefiting from ZEEL increase by 10 percent. The results from these analyses are positive and are presented in table 3.

Table 3: Summary of Cost-Benefit Analysis for Direct Beneficiaries

	Baseline	Scenario A	Scenario B
NPV (US\$ millions)	238.1	204.4	259
IRR	28%	26%	29%

Note: NPV = Net Present Value; IRR = Internal Rate of Return

B. Fiduciary

Financial Management (FM)

79. **An FM assessment that was carried out by the World Bank in September 2020** (and updated in July 2021) to assess the adequacy of the FM arrangements of the implementing agency, MoGE. The assessment was carried out in accordance with the World Bank's Financial Management Manual for World Bank Investment Project Financing Operations, OPCS 5.05-DIR.01, issued by Standards, Procurement, and Financial Management (OPSPF) unit on February 10, 2010, and in accordance with the World Bank Guidance to Financial Management Specialists on Financial Management Arrangements in World Bank Financed Investment Operations, OPCS5.05-GUID.02 issued on February 28, 2017. The objective of the FM assessment is to determine whether the MOGE has acceptable FM arrangements. The World Bank requires the borrower to maintain FM arrangements, which are acceptable to the World Bank and provide reasonable assurance that the proceeds of the loan are used for the intended purposes in an efficient, and economical manner.

80. **The results of the assessment concluded that that the overall FM arrangements satisfies the World Bank's minimum requirements** under the Bank Directive: Financial Management Manual for World Bank Investment Project Financing Operations issued February 4, 2015, and is therefore adequate to provide, with reasonable assurance, accurate and timely information on the status of the project as required by the World Bank. MoGE is assessed as having adequate FM capacity in the management of World Bank projects and is currently implementing the ZEEP project which has similar design to the ZEEL project. ZEEL will leverage on the existing fiduciary and technical capacity under ZEEL including oversight arrangements and national and sub-national project structures.

81. **The overall FM residual risk rating of the project is assessed as Substantial** because of the following identified risks: The project has decentralized expenditures at sub-national level including districts, schools and ECE levels where the FM capacity is weak. The project design provides for direct disbursement of funds to primary schools and ECE which would enhance efficiency in funds flows. However, these entities have not been receiving direct disbursement of funds before, this will be the first time. Their funds were channeled through the DEB hence may lack experience on management of bank accounts and handling of funds; Community participation in project activities including construction of ECE classrooms could create risk of elite capture and coordination challenges. In addition, there may be negative effects of the COVID-19 pandemic on fiduciary oversight by the World Bank due to restrictions on on-site field visits. Furthermore, there could be an impact on the scope of audit by the Office of the Auditor General (OAG) and delays in submission of audit report due to high incidences of COVID-19 cases in some areas of the country. There may also be challenges in receiving internal audit reports for past reviews conducted by the government internal auditors. Finally, there have been past incidences of potential fraud and corruption risks.

82. **These risks would be mitigated** by the following measures: capacity strengthening of district, school-level and ECE fiduciary capacity through training of head teachers, school management committee members and other persons involved in project implementation; updating the Project Implementation Manual (PIM) to provide for detailed FM procedures including use of output-based approach to verification of utilization of funds at school and ECE level due challenge of obtaining supporting documents such as invoices and receipts; strengthening of social accountability and corruption prevention mechanisms including public reporting, complaints handling and corruption reporting structures; ensuring adequate scope of audit for OAG for project audit, and where necessary, instituting in-year interim audits by OAG to address specific risks. In addition, the MoGE has indicated that MOF has provided their acceptance for the PIU to start sharing internal audit reports financed out of IDA funds with the World Bank. The MOF is expected to send out a letter to the implementing agencies on the same. If this is done, it would further be strengthening fiduciary oversight for the project given the capacity of

the internal audit unit and their elaborate geographical reach. Most of the items in the management action plan for the GPE forensic audit 2016-2018 have been achieved except for use of IFMIS to account for donor funds which is yet to be accomplished. The Financial Management Plan Action which provides a full detailed status of the issues in the forensic report is shown in annex 1.

83. **Project disbursement arrangements.** The project will adopt the report based Interim Financial Report (IFR) method of disbursement. The disbursement arrangements will consist of the following: For the standard IPF component 1 and 4, the project will open a designated account (DA-A) in US dollars to which disbursement from the World Bank would be made. The funds would be transferred through the Treasury Single Account (TSA) to project account in a local currency commercial bank account, managed by the PIU from which the project expenditures would be made. The disbursement methods available will include the following: advances, reimbursement, direct payment, and special commitment. These will be described in the DFIL. For the IPF with PBC components 2 and 3, the project will open a special purpose account (SPA) in US Dollars at Bank of Zambia (BOZ) to which funds for achieved PBCs will be disbursed by the World Bank. Payments will be made through the TSA via IFMIS for project expenditures, including as relevant transfers to schools, ECE centers and districts would be made. Grants to schools and ECE centers will be done directly to bank accounts managed by schools/ECE centers without having to go through the DEBs. Simplified accounting procedures will be included as part of the PIM for management of school and ECE grants including use of existing bank accounts, preparation of simplified annual workplans and use of output-based accounting techniques. DEBs will receive funds only meant for activities by managed by the DEBs.

84. **Eligible expenditures** for Component 2 and 3 (PBC financing components) shall consist of expenditures approved by the Association relating to goods, works, consulting and non-consulting services and operating costs as shall be described from time to time in the PIM (excluding those financed under components 1 and 4), including costs related to ECE activities such as development and implementation of ECE quality standards, delivery of quality early learning and care, costs related to recruitment, deployment and management of ECE workforce, including recruitment, deployment and management of caregivers, and shall include reasonable costs of payment to caregivers as shall be approved in advance by the Association, for hire of such caregivers on short-term contract basis as would be required to fill any capacity shortfalls. The eligible expenditures will also include costs related to: staffing of ECE hubs and selected centers with qualified trained staff, continuous professional development of ECE workers, women empowerment and community engagement, as well as costs related to training, communication and dissemination, including training of teachers, caregivers, education managers and administrators, school leadership team, community members, ICT devices and software, radios and development of customized radio programs, teaching learning materials, including play materials and other related costs. The eligible expenditures will be submitted to the World Bank on quarterly basis as part of the project IFR.

85. **Retroactive financing and advances.** The GPE Guidelines do not provide for advance payment for the PBC component where the amount of variable cost is low as compared to the overall project costs. Hence, with a PBC component at 30 percent, the project may not be eligible for advance payment to pre-finance the achievement of the targets/results. In view of the different eligibility criteria between the standard IPF and the PBC components, the project may not be able to utilize funds under the standard IPF to finance activities under the PBC component as this could create risk of ineligible expenditures. Due to the COVID-19 challenges, the government may not be able to pre-finance this component and seek reimbursement from the world Bank upon achievement of the results given the limited resources. The project could therefore use retroactive expenditures relating to eligible expenditures incurred 12 months

prior to the signing of the Grant Agreement, which could be used to pre-finance achievement of results. Alternatively, clearance could be requested from the GPE for issuance of advance on an exceptional basis.

86. **Audit arrangements and financial reporting:** The project will be audited by the Supreme Audit Institutions/OAG which has been assessed as having adequate capacity. The audit report and management letter will be submitted to the World Bank within 6 months after the end of the financial year. For the past two years, there has been delay in submission of audit reports to the Bank on account of the COVID-19 pandemic. This is expected to be addressed as the pandemic is brought under control. The project will prepare and submit to the World Bank quarterly IFRs within 45 days after the end of the calendar quarter to which the transactions relate.

Procurement

87. **Applicable Procurement Regulations:** Procurement under the proposed project will be carried out in accordance with the World Bank (i) “Procurement Regulations for Investment Project Financing (IPF) for Borrowers – Goods, Works, Non-Consulting and Consulting Services Fourth Edition” dated November 2020 also referred as Procurement Regulations and (ii) “Anti-Corruption Guidelines” which refers to the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006, and revised in January, 2011, and as of July 1, 2016; and (iii) the provisions stipulated in the legal agreement and (iv) The Bank’s Systematic Tracking and Exchanges in Procurement (STEP) system will be used to prepare, clear and update Procurement Plans and conduct all procurement transactions for the Project.

88. **National Procurement Arrangements:** In accordance with paragraph 5.3 of the Procurement Regulations, when approaching the national market (as specified in the Procurement Plan tables in STEP, the country’s own procurement procedures may be used. Under the following conditions: (i) When the Borrower uses its own national open competitive procurement arrangements as set forth in the Zambia Public Procurement Act, No. 8 of 2020, which became effective on April 16, 2021 and Public Procurement Regulations 2011 of the Republic of Zambia, such arrangements shall be subject to paragraph 5.4 of the World Bank’s Procurement Regulations. (ii) In accordance with paragraph 5.4 of the Procurement Regulations, the request for bids/request for proposals document shall require that Bidders/Proposers submitting Bids/Proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the Bank’s Anti-Corruption Guidelines, including without limitation the Bank’s right to sanction and the Bank’s inspection and audit rights. The form of the Letter of Acceptance is attached as Appendix 1 of the ZEEL Project Procurement Plan – Word Textual Version.

89. **Project Procurement Risk Assessment.** The World Bank task team conducted a procurement risk assessment of the implementing agency the MoGE in July 2021 using the Bank’s online Procurement Risk Assessment and Management (PRAMS) tool. The assessment carried out for the ZEEP AF project which is also implemented by MoGE was updated. The overall Project Procurement Risk for the project is rated as High, with a Substantial residual risk if risk mitigation measures are implemented. It is expected that the risk rating and residual risk will continue to reduce over the life of the project and as risk mitigation actions are implemented. Based on implementation of risk mitigation actions, the risk rating will be reviewed and updated as the project is implemented.

82. **Project Procurement Strategy for Development (PPSD).** The Borrower prepared the PPSD with support from the Bank and has also been completed with specific identified risks detailed in annex 1. The

PPSD concluded that for the activities to be implemented under the project, based on complexity and value, there potentially is an implementation system and adequate, qualified and experienced providers of goods, works, non-consultant and consulting services in the market to carry out the proposed procurement activities in an efficient and economic manner. Such providers are also capable of utilizing the correct procurement methods, market approach and contracts, including payment terms. Where necessary and in the interest of competition and economy, the procurement it will be encouraged that procurement should allow for sufficient wide-based advertising and time for bidding and proposal preparation. The staff of the implementing agency including at the lower and or school level particularly when applying Community Driven Development (CDD) activities using Community Procurement, that the required capacity building is undertaken to enhance bid document preparation, evaluation and award, and procurement documentation management and filing as well as how to conduct due diligence of bidders proposed to be awarded the contract with due attention to provisions of Environmental and Social Safeguards with specific emphasis on Sexual Exploitation and Abuse/safety and Health (SEA/SH) obligations in procurement and in contract management. These matters will be further described in the project procurement plan and in the ZEEL PIM.

C. Legal Operations Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

90. **The proposed project is not anticipated to result in any substantial or irreversible environmental impacts.** Under Component 1, the project will establish ECE centers at existing primary schools in targeted areas. It will include construction, renovation, rehabilitation, and improvement activities that may generate environmental risks and negative impacts. The risks and impacts due to construction activities are expected to be limited and site specific. That said, specific COVID-19 protection protocols will be integrated into project activities. The most likely environmental impacts are from temporary construction-related air emissions, noise and vibration, waste generation, soil erosion, and ground clearance. There will be occupational health and safety risks to community workers. Construction activities at each of the hub and satellite centers will be guided by an adequate building construction code that will be included in the PIM. During the operation of the hubs and satellites, the local water resources and air quality (odor) could be affected from inadequate sanitation management or poor rainwater capture and storage. However, the hubs and satellites are not expected to be significant users of water and energy. The generation of electronic waste is likely from the disposal of mobile phones, and its management will be guided by the electronic waste (e-waste) management plan of the Environmental and Social Management Framework (ESMF).

91. **The following Environmental and Social Safeguards (ESS) are applicable to this project:** ESS1: Assessment and Management of Environmental and Social Risks and Impacts; ESS2: Labor and Working Conditions; ESS3: Resource Efficiency and Pollution Prevention and Mitigation; ESS4: Community Health and Safety; ESS5: Land Acquisition, Restrictions on Land Use, and Involuntary Resettlement; ESS7:

Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities; ESS8: Cultural Heritage; and ESS10: Stakeholder Engagement and Information Disclosure.

92. **Although environmental risk is Moderate, the social risk is Substantial and so overall environmental and social risks are rated Substantial for this project.** The project has prepared an ESMF that provides guidance on the types of instruments required, the screening for potential environmental and social risks, and managing unavoidable environmental and social impacts. The ESMF will guide the borrower on the requirements for site-specific Environmental and Social Management Plans (ESMPs) for project activities. Any ESMPs produced will (a) identify potential environmental and social risks and impacts; (b) develop mechanisms to comply with the relevant Zambian and World Bank Environmental and Social Framework requirements; (c) describe the procedures to mitigate environmental and social impacts; and (d) describe the institutional and implementation arrangements, the monitoring mechanisms, and capacity-building needs for the effective implementation of the ESMP. The project will apply the relevant requirements of the Environmental Health and Safety Guidelines, Good International Industry Practice and government-approved building codes. Most works will be on existing school sites therefore, the likelihood of any cultural heritage chance-finds or impacts to biodiversity are low. However, a chance finds procedure will be developed as part of the ESMF. The borrower's commitments to prepare, implement, and monitor the Environmental and Social Framework instruments throughout the lifecycle of the project will be outlined in the Environmental and Social Commitment Plan (ESCP).

93. **The main social risks associated with the proposed project under Component 1 include** (a) exclusion from accessing childhood centers, due to long distances for households located in remote areas; (b) exclusion of households having children with disabilities; (c) increased incidence of GBV/SEA due to labor influx; (d) non-reporting of SEA incidences for under-age victims and associated stigma for affected households; (e) land acquisition and land-use restrictions for expansion of classrooms; (f) community exposure to communicable diseases, including COVID-19; and (g) community health and safety compromised due to construction-related activities.

94. **Mitigation measures to address highlighted social risks include** (a) establishment of a PIU with a dedicated social expert to manage social risks on the project; (b) conducting of a social assessment as part of the ESMF to identify the risk of exclusion for vulnerable groups and recommendation of measures to address the risk; (c) an assessment of the GBV/SEA risk associated with the project and recommendation of actions for inclusion in the ESMP and actions to address GBV/SEA that are aligned with provisions of the World Bank's Good Practice Note for addressing GBV/SEA risks; (d) preparation of a Resettlement Policy Framework (RPF) to provide guidance for managing temporal or permanent impacts that may arise due to project activities; (e) drafting of the Labor Management Procedure (LMP) to include codes of conduct for direct and community workers, as well as a Grievance Redress Mechanism (GRM) for worker-related grievances; and (f) development of a Stakeholder Engagement Plan (SEP) as a channel for communicating project information and sensitizing communities on health and safety practices against communicable diseases and COVID-19, in line with the MoH and WHO guidelines. Further guidance on conducting public consultations on World Bank-supported operations with restrictions on conducting public meetings will apply.

95. **A project GRM will be provided as an effective channel for managing and resolving complaints arising due to project-related activities.** The project will build on the ZEEP AF GRM, which is responsive to GBV/SEA, and includes a referral pathway for supporting survivors with access to safe services. The

handling of grievances will be done in a culturally appropriate manner, adhering to principles of confidentiality, and having a survivor-centered approach when handling SEA/GBV cases. The GRM will also allow anonymous complaints to be addressed and resolved.

96. **The Government prepared the required Environmental and Social Safeguard instruments** with the E&S RPF, SEP, and LMP as part of the ESMF contained in the ESCP. Developed instruments were publicly consulted, finalized, and disclosed by the MoGE and World Bank on their websites.⁴⁶

5. GRIEVANCE REDRESS SERVICES

97. **Communities and individuals who believe that they are adversely affected by a World Bank supported project may submit complaints** to existing project-level grievance redress mechanisms, or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the World Bank's independent Inspection Panel that determines whether harm occurred, or could occur, as a result World Bank non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and World Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

6. KEY RISKS

98. **The overall risk rating for the project is Substantial.**

99. **Political and governance risks are rated Substantial.** The upcoming elections in 2021 may pose a political risk. Irrespective of election results, every election affects the pace of implementation. The frequent transfer of senior officials from the Ministries is a recurrent feature in Zambia's public civil service and such frequent transfers often delay decision-making and delay implementation. A strong dedicated PIU with delegated power to make day-to-day implementation decisions and continued engagement of the task team would help mitigate the risk.

100. **Macroeconomic risks are rated High.** Zambia's current high level of indebtedness poses a risk to the sustainability of the investments. The Ministry of Finance has outlined measures to reduce the current debt burden, which involve (a) moratorium on contraction of non-concessional loans, (b) cancellation of approved but undisbursed project loans, and (c) rescoping of the projects that are loan financed. Although the education sector has been receiving a major share of the annual budget over the past years, the allocation has been declining from 20.2 percent in 2015 to 11.5 percent in 2021. Occurrence of the COVID-19 pandemic is likely to have further adverse impact on the economy. However, the GRZ has joined the group of HCP countries, which will provide a good platform to initiate high-level dialogue to increase budgetary allocation for education and human development.

101. **Fiduciary risk is rated Substantial.** The residual FM risk rating of the project is Substantial. The assessment concluded that the FM arrangements in place in the MoGE meet the World Bank's minimum

⁴⁶ The ESCP, SEP, and ESMF were disclosed on the World Bank website on July 15, 2021. These documents, along with the RFP, and the LMP were disclosed on the Government's website.

requirements under the IPF policy. The FM arrangements will therefore provide, with reasonable assurance, adequate, accurate, and timely information on the status of the project, as required by the World Bank. The accounting and Internal Audit Unit (IAU) staff of the MoGE have gained experience in implementing World Bank-financed projects. Most of the items on the management action plan for the GPE forensic audit 2016–2018 have been achieved, except for use of the IFMIS to account for donor funds, which is on track. The overall procurement risk for the ZEEL Project, as with ZEEP and the ZEEP AF, was rated High, with a Substantial residual risk if the risk mitigation measures. The updated PRAMS for the ZEEP AF has been used for ZEEL. It identified the procurement risks. The recommended risk mitigation measures will be implemented by the MoGE in carrying out procurement under ZEEL. Key mitigation activities focus around staffing, training and capacity building along with the use of system to support transparent and accurate reporting and monitoring of financials and the drafting of an FM manual.

102. **The risks arising from the technical design of the project are rated Substantial.** The proposed project is the first large-scale externally funded operation focusing on ECE. The recently established DoECE in the MoGE, which has gained substantial knowledge on ECD, but requires further capacity strengthening. A number of activities, such as development of the CPD framework for ECE teachers and caregivers, introduction of a TPDI, data-based teacher deployment, implementation of the multisectoral comprehensive package of ECD services, multi-agencies' coordination, bottom-up planning, and parental and community engagement would require substantial commitment and capacity of the MoGE. These risks will be mitigated through investing in capacity building of the MoGE, establishing partnerships with NGOs, hiring of technical assistance, and strengthening of the ZEPCU.

103. **Implementation capacity risks are rated Substantial.** The MoGE's capacity for implementation of the World Bank project has been substantially strengthened through the implementation of ZEEP (P158570). ZEEL will further build these capacities and mitigate the risks through (a) providing continued support including trainings to strengthen the ZEPCU and recruitment of additional full-time staff, as needed, for the implementation of this project; (b) training the fiduciary staff of the ZEPCU, and the MoGE on a regular basis; (c) updating the Project Implementation Manual (PIM), including FM procedures; and (d) providing technical support to the MoGE to enhance implementation and M&E capacity. ZEEL will support mainstreaming of the MoGE management capacity with respective directorates and agencies taking lead in implementing and managing the activities to ensure that skills and competencies are retained beyond the life of the project and to help mitigate COVID-19 related implementation risks.

104. **Environmental and social risks are rated Substantial.** Environmental risks are linked to activities to be funded including construction of ECE classrooms, toilets, and water systems. There will also be a need for e-waste management and some renovation and rehabilitation activities for hub centers. Given the minor nature of these activities, environment risk is rated Moderate. The social risk is deemed substantial given the government's limited knowledge of and expertise in the new Environmental and Social Framework, including on specific project topics such as GBV, especially given experience with school-related GBV, and the investment in limited infrastructure activities. Both environmental and social risks and impacts are expected to be managed through application of established mitigation measures, as detailed in the project's ESMF, SEP, LMP, GRM, and the subsequent ESMP.



Results Framework
COUNTRY: Zambia
Zambia Enhancing Early Learning (ZEEL) Project

Project Development Objectives(s)

To improve equitable access and quality learning conditions in early childhood education in targeted areas.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improve Equitable Access to Early Childhood Education							
Percentage increase in enrollment of 3 - 6 year old children in public ECE centers in targeted areas - Cumulative (Text)	PBC 1	0.00	Baseline to be established	5 percentage increase from baseline	10 percentage increase from baseline	20 percentage increase from baseline	30 percentage increase from baseline
Share of girls in the total 3-6 year-old children enrolled in public ECE centers in targeted areas (Percentage)		0.00	0.00	45.00	46.00	48.00	50.00
Improve Quality of Early Childhood Education Conditions							
Proportion of ECE centers in targeted areas meeting quality ECE learning conditions (Percentage)		0.00	0.00	20.00	40.00	60.00	80.00



Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Improve Equitable Access to Early Childhood Education							
Total number of new public ECE classroom constructed by the project in targeted areas and in use (Number)		0.00	0.00	52.00	260.00	550.00	550.00
Percentage of active PCC in targeted areas (Percentage)		0.00	0.00	20.00	40.00	60.00	80.00
Proportion of public ECE centers in targeted areas with WASH facilities (Text)		Baseline to be established	Same as baseline	20 percent increase from the baseline figure	40 percent increase from the baseline figure	60 percent increase from the baseline figure	80 percent increase from the baseline figure
Proportion of public ECE centers in targeted areas with furniture and playground equipment (Text)		Baseline to be established	Same as baseline	20 percent increase from baseline	40 percent increase from baseline	60 percent increase from baseline	80 percent increase from baseline
Proportion of public ECE centers equiped with basic package of learning materials (Text)		Baseline to be established	Same as baseline	20 percent increase from baseline	40 percent increase from baseline	60 percent increase from baseline	80 percent increase from baseline
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	0.00	14,000.00	43,000.00	87,000.00	110,000.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	0.00	6,300.00	19,750.00	41,750.00	55,000.00
Develop & Implement ECE Quality Standards							
ECE National Quality Standards (NQS) introduced (Text)		National ECE Quality standards not fully aligned with international good practices	ECE NQS developed	ECE NQS disseminated to relevant provincial education staff in 10 provinces	ECE NQS disseminated to targeted district relevant education staff in 4 provinces	ECE NQS disseminated to targeted district relevant education staff in 7 provinces	ECE NQS disseminated to targeted district relevant education staff in 10 provinces



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Proportion of ECE teachers and caregivers using individualized learning plans (Percentage)	PBC 3	0.00	0.00	20.00	40.00	60.00	80.00
Enhance Delivery of Quality Early Learning and Care							
Number of ECE teachers and caregivers recruited and deployed in new ECE constructed in the target areas (Number)		0.00	0.00	52.00	260.00	550.00	550.00
Percentage of public ECE centers meeting minimum staffing standards in targeted areas (Text)	PBC 2, 4	Baseline to be established	Same as baseline	20 increase from baseline	40 increase from baseline	60 increase from baseline	80 increase from baseline
Proportion of ECE teachers and caregivers trained with newly developed professional development programs designed by the project (Percentage)		0.00	0.00	20.00	40.00	60.00	80.00
Number of parents in targeted areas trained on parenting modules (Number)		0.00	0.00	5,500.00	9,500.00	14,000.00	15,000.00
Proportion of teachers and caregivers trained on the use of ECE IAI developed by the project (Percentage)		0.00	0.00	20.00	40.00	60.00	80.00
Strengthen System and Project Management, Monitoring, Evaluation, and Communication							
Governance and Accountability Action Plan (GAAP) implemented (Text)		Not in place	Sensitization of MoGE administrative tiers (HQ, Province and district) on GAAP (Yes/No)	GAAP implemented (Yes/No)	GAAP implemented (Yes/No)	GAAP implemented (Yes/No)	GAAP implemented (Yes/No)
Collection of data using Early Childhood Integrated		Not in place	ECIS developed	Trainings on ECIS conducted	Data collected and reports generated using	ECIS data used for planning and budgeting	ECIS data used for planning and budgeting



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Information System (ECIS) (Text)					ECIS and disseminated		
Baseline, midterm, endline and other assessments conducted (Text)		Baseline to be conducted			Midline conducted		Endline conducted
Grievances received through GRM system addressed (Percentage)		0.00	0.00	20.00	40.00	60.00	80.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Percentage increase in enrollment of 3 - 6 year old children in public ECE centers in targeted areas - Cumulative	Measures the percentage increase in the number of 3 -6 year old children enrolled in public ECE centers in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Share of girls in the total 3-6 year-old children enrolled in public ECE centers in targeted areas	Share of 3-6 year-olds girls enrolled in the public centers in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Proportion of ECE centers in targeted areas meeting quality ECE learning conditions	Number of ECE centers in the targeted area meeting minimum standards over all ECE centers in targeted area	Yearly	Reports	Desk review and field visits	MoGE



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Total number of new public ECE classroom constructed by the project in targeted areas and in use	Measures the number of new classrooms constructed in targeted areas	Yearly	Report	Desk review and field visits	MoGE
Percentage of active PCC in targeted areas	Measures the percentage change in the number of active Parent Center Committees (PCC) in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Proportion of public ECE centers in targeted areas with WASH facilities	Measures the percentage increase in the number of ECE facilitation with improved WASH in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Proportion of public ECE centers in targeted areas with furniture and playground equipment	Measures the percentage increase in the number of ECE centers with age appropriate furniture and equipment in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Proportion of public ECE centers equipped with basic package of learning materials	Measures the percentage increase in the number of ECE centers meeting standards on learning material in targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Students benefiting from direct interventions to enhance learning		Yearly	Reports	Desk review and field visits	MoGE



Students benefiting from direct interventions to enhance learning - Female		Yearly	Reports	Desk review and field visit	MoGE
ECE National Quality Standards (NQS) introduced	Development and dissemination of NQS to provincial and targeted district education staff	Yearly	Reports	Desk review and field visits	MoGE
Proportion of ECE teachers and caregivers using individualized learning plans	Measures the increase in the percentage of ECE teachers and caregivers able to effectively prepare individualized learning plan in the targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Number of ECE teachers and caregivers recruited and deployed in new ECE constructed in the target areas	Measures the number of teachers recruited in and deployed to the new centers in the targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Percentage of public ECE centers meeting minimum staffing standards in targeted areas	Measures the share of public ECE centers meeting the minimum staffing standards in the targeted area	Yearly	Reports	Desk review and field visits	MoGE
Proportion of ECE teachers and caregivers trained with newly developed professional development programs designed by the project	Measures the percentage increase in the number of ECE teachers and caregivers trained on new CPD programs developed in the targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Number of parents in targeted areas trained on parenting modules	Measures the number of parents to be trained on parenting programs under the project in the targeted areas	Yearly	Reports	Desk review and field visits	MoGE



Proportion of teachers and caregivers trained on the use of ECE IAI developed by the project	Measures the percentage increase in number of teaching staff trained on the use of ECE IAI developed by the project in the targeted areas	Yearly	Reports	Desk review and field visits	MoGE
Governance and Accountability Action Plan (GAAP) implemented	GAAP has a set of actions to be undertaken by MOGE to enhance governance and accountability. This indicator measures compliance with GAAP implementation.	Yearly	Reports	Desk review and field visits	MoGE
Collection of data using Early Childhood Integrated Information System (ECIIS)	Tracks the development and use of Early Childhood Integrated Information System (ECIIS)	Yearly	Reports	Desk review and field visits	MoGE
Baseline, midterm, endline and other assessments conducted	Tracks the number of studies to be undertaken by the project including baseline, midline and end line surveys	Yearly	Reports	Desk review and field visit	MoGE
Grievances received through GRM system addressed	Measures progress made on citizen engagement in the project including the percentage of grievances received and addressed through the grievance redress mechanism	Yearly	Reports	Reports and field visits	MoGE



Performance-Based Conditions Matrix

Performance-Based Conditions Matrix				
PBC 1	Percentage increase in enrollment of 3-6 year old children in public ECE centers in targeted areas			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	3,000,000.00	7.69
Period	Value	Allocated Amount (USD)		Formula
Baseline	0.00			
Year 1	PBC 1.1: Training module and materials to train PCC on preparation of ECE development prepared and in use materials to train mothers and young parents prepared (\$500,000 if both achieved; 250,000 if one achieve; 0 if none achieved)	500,000.00		Payment per formula outlined against each deliverable
Year 2	PBC 1.2: Scalable: Percentage of active PCC have ECE development plan under implementation (\$18,750 for every percentage achieved, maximum 20 percent); PBC 1.3: Scalable: Percentage increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$33,333 for every percentage achieved, maximum of 5 percent)	541,665.00		Payment per formula outlined against each deliverable
Year 3	PBC 1.2: Scalable: Percentage of active PCC have ECE development plan under implementation (\$18,750 for every percentage achieved, maximum 40 percent); PBC 1.3 Scalable: Percentage increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$33,333 for every percentage achieved,	541,665.00		Payment per formula outlined against each deliverable



	maximum of 10 percent)			
Year 4	PBC 1.2: Scalable: Percentage of active PCC have ECE development plan under implementation (\$18,750 for every percentage achieved, maximum 60 percent); PBC 1.3: Scalable: Percentage increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$33,333 for every percentage achieved, maximum of 20 percent)		708,330.00	Payment per formula outlined against each deliverable
Year 5	PBC 1.2: Scalable: Percentage of active PCC have ECE development plan under implementation (\$18,750 for every percentage achieved, maximum 80 percent); PBC 1.3: Scalable: Percentage increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$33,333 for every percentage achieved, maximum of 30 percent)		708,340.00	Payment per formula outlined against each deliverable
PBC 2	Percentage of public ECE centers meeting minimum staffing standards in targeted areas			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	7,000,000.00	17.94
Period	Value		Allocated Amount (USD)	Formula
Baseline	0: an assessment will be undertaken to determine the baseline and percentage increment will be based on the number of those who do not meet the standards.			
Year 1	PBC 2.1 ECE national level scoping study and strategy with regulation and implementation		1,250,000.00	Payment per formula as outlined



	plan on ECE teachers and caregivers' appointment (\$800,000 if both achieved; 400,000 if one achieved; 0 if none achieved); PBC 2.2 Training modules for teachers and caregivers (\$450,000 for teacher and caregiver modules developed; 0 if not achieved)		against the deliverable
Year 2	PBC 2.3 Scalable: Number of ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (\$5,000 for every teacher/caregiver/ teacher intern recruited and deployed in the ECE centers in targeted areas, maximum 100); PBC 2.4 Scalable: Percentage of public ECE centers meeting minimum staffing standards (\$37,500 for every percentage achieved, maximum 20 percent)	1,250,000.00	Payment per formula as outlined against the deliverable
Year 3	PBC 2.3 Scalable: Number of ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (\$5,000 for every teacher/caregiver/ teacher intern recruited and deployed in the ECE centers in targeted areas, maximum 350); PBC 2.4 Scalable: Percentage of public ECE centers meeting minimum staffing standards (\$37,500 for every percentage achieved, maximum 40 percent)	2,000,000.00	Payment per formula outlined against deliverable
Year 4	PBC 2.3 Scalable: Number of ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (\$5,000 for every teacher/caregiver/ teacher intern recruited and deployed in the ECE centers in targeted areas, maximum 550); PBC 2.4 Scalable: Percentage of	1,750,000.00	Payment per formula outlined against deliverable



	public ECE centers meeting minimum staffing standards (\$37,500 for every percentage achieved, maximum 60 percent)			
Year 5	PBC 2.4 Scalable: Percentage of public ECE centers meeting minimum staffing standards (\$37,500 for every percentage achieved, maximum 80 percent)		750,000.00	Payment per formula outlined against deliverable
PBC 3	Proportion of ECE teachers and caregivers using students' individualized learning plans			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	2,000,000.00	5.13
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
Year 1	PBC 3.1 Formative assessment tools developed and modules to train ECE teaching staff on formative assessment and preparation of individualized learning plans developed (\$500,000 if both achieved; 250,000 for each achieved; 0 if none achieved)		500,000.00	Payment per formula outlined against each deliverable
Year 2	PBC 3.2 Scalable: Percentage of ECE teaching staff preparing individualized learning plans (US\$18,750 for every percentage achieved, maximum 20 percent)		375,000.00	Payment per formula outlined against each deliverable
Year 3	PBC 3.2 Scalable: Percentage of ECE teaching staff preparing individualized learning plans (US\$18,750 for every percentage achieved,		375,000.00	Payment per formula outlined against each deliverable



	maximum 40 percent)			
Year 4	PBC 3.2 Scalable: Percentage of ECE teaching staff preparing individualized learning plans (US\$18,750 for every percentage achieved, maximum 60 percent)		375,000.00	Payment per formula outlined against each deliverable
Year 5	PBC 3.2 Scalable: Percentage of ECE teaching staff preparing individualized learning plans (US\$18,750 for every percentage achieved, maximum 80 percent)		375,000.00	Payment per formula outlined against each deliverable
PBC 4	Proportion of ECE centers in targeted areas meeting quality ECE learning conditions			
Type of PBC	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	Yes	Text	2,000,000.00	5.13
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
Year 1	PBC 4.1 ECE National Quality Standards and QELER tool developed (\$200,000 if both achieved; \$100,000 if one achieved; 0 if none achieved)		200,000.00	Payment per formula as outlined against each deliverable
Year 2	PBC 4.2 Scalable: percentage of ECE centers in targeted areas meeting minimum QELER standards (\$22,500 for every percentage achieved, maximum 20 percent)		450,000.00	Payment per formula as outlined against each deliverable
Year 3	PBC 4.2 Scalable: percentage of ECE centers in targeted areas meeting minimum QELER standards (\$22,500 for every percentage		450,000.00	Payment per formula as outlined against each deliverable



	achieved, maximum 40 percent)		
Year 4	PBC 4.2 Scalable: percentage of ECE centers in targeted areas meeting minimum QELER standards (\$22,500 for every percentage achieved, maximum 60 percent)	450,000.00	Payment per formula as outlined against each deliverable
Year 5	PBC 4.2 Scalable: percentage of ECE centers in targeted areas meeting minimum QELER standards (\$22,500 for every percentage achieved, maximum 80 percent)	450,000.00	Payment per formula as outlined against each deliverable

Verification Protocol Table: Performance-Based Conditions

PBC 1	Percentage increase in enrollment of 3-6 year old children in public ECE centers in targeted areas
Description	This indicator is directly related to activities to encourage families to send their young children to attend ECE centers. Thus, it is associated to assessing changes in parents’ behaviors, attitude and values that effect their demand for ECE services. It will monitor the increase in the number of 3 to 6 years old children enrolled in ECE centers.
Data source/ Agency	MoGE
Verification Entity	Independent Verification Agency
Procedure	Yr1: The MoGE through the PIU submits a report to IVA on training modules and materials to activate PCC and train mothers and young parents, and report on the baseline data collected for ECE children in targeted areas. The IVA submits the verification report to MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR). Yr 2: The MoGE through the PIU submits a report to IVA on (i) 20 percentage of PCC having development plans under implementation and holding regular meetings; (ii) data showing at least 5 percent increase in enrollment of 3-6 years old enrolled in public ECE centers in targeted areas. Once verified, the IVA submits the verification report to MoGE through PIU,



	<p>which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr 3: The MoGE through the PIU submits a report to IVA on (i) 40 percent of PCC having development plans under implementation and holding regular meetings; (ii) data showing at least 10 percent increase in enrollment of 3-6 years old enrolled in public ECE centers in targeted areas. Once verified, the IVA submits the verification report to MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr 4: The MoGE through the PIU submits a report to IVA on (i) 60 percent of PCC having development plans under implementation and holding regular meetings; (ii) data showing at least 20 percent increase in enrollment of 3-6 years old enrolled in public ECE centers in targeted areas. Once verified, the IVA submits the verification report to MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr 5: The MoGE through the PIU submits a report to IVA on (i) 80 percent of PCC having development plans under implementation and holding regular meetings; (ii) data showing at least 30 percent increase in enrollment of 3-6 years old enrolled in public ECE centers in targeted areas. Once verified, the IVA submits the verification report to MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p>
PBC 2	Percentage of public ECE centers meeting minimum staffing standards in targeted areas
Description	ZEEL will support MoGE’s preparation of a strategy, based on evidence obtained through a scoping study, for addressing shortage of ECE teaching workforce, and a time-bound implementation plan, including rules and regulations underpinning the implementation of the strategy. It will also support exploring different ways and venues for engaging teachers and caregivers to serve both at hub and satellite centers. A limited number of caregivers would be financed, on a declining basis, by the project, in newly established ECE centers in targeted areas.
Data source/ Agency	MoGE



Verification Entity	Independent Verification Agency
Procedure	<p>Yr1: The MoGE through the PIU submits to the IVA: (i) evidence that scoping national level scoping study on status of ECE teachers has been conducted; (ii) a Ministerial strategy and regulation for appointment of caregivers in ECE centers has been issued; (iii) modular training package and related materials developed for ECE teachers and caregivers are available and ready for implementation. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr2 to Yr4: The MoGE through the PIU submits to the IVA: (i) evidence on number of new ECE centers meeting minimum qualified staffing standards; (ii) number of teachers and caregivers recruited and deployed by the project in new ECE centers in targeted areas, for IVA’s verification. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr5: The MoGE through the PIU submits to the IVA: (i) evidence on number of new ECE centers meeting minimum qualified staffing standards, for IVA’s verification for IVA’s verification. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p>
PBC 3	Proportion of ECE teachers and caregivers using students’ individualized learning plans
Description	Measures the proportion increase in the number of teaching staff in targeted districts that are trained and preparing individualized learning plans.
Data source/ Agency	MoGE
Verification Entity	Independent Verification Entity
Procedure	Yr1: The MoGE through the PIU submits to the IVA evidence that: (i) a formative assessment instrument is ready to be used; and (ii) modules and materials for training ECE teachers and caregivers in formative assessment and preparation of individualized learning plans are ready, for IVA’s verification. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank



	<p>informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr2 to 5: The MoGE through the PIU submits, for IVA’s verification evidence regarding the number of ECE teachers and caregivers in targeted areas who are preparing individualized learning plans. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p>
PBC 4	Proportion of ECE centers in targeted areas meeting quality ECE learning conditions
Description	Demand for quality ECE is expected to grow substantially. Expansion without quality will not meet human capital development needs of the country. Thus, it is critical that the country develops ECE NQS to ensure that the operation of ECE centers is guided by quality assurance guidelines and protocols as well as local capacity to monitor and support the realization of those standards. In order to support meeting those standards, ZEEL will equip all ECE centers in targeted areas with a package of basic learning materials and MPECEI, and provide support the staffing those centers with qualified staff.
Data source/ Agency	MoGE
Verification Entity	Independent Verification Entity
Procedure	<p>Yr1: The MoGE through the PIU submits for, IVA’s verification, evidence that: (i) ECE NQS have been developed; (ii) QELER tool is ready for use; (iii) that materials for dissemination and training on the use of QELER the are ready; and (iv) standards officers have been trained on ECE NQS and in the use of QELER. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p> <p>Yr2 to FY5: The MoGE through the PIU submits for, IVA’s verification, evidence that: percentage of ECE centers in targeted districts meet minimum ECE NQS as assessed using QELER. The IVA submits the verification report to the MoGE through PIU, which submits to the World Bank for review and approval. Once approved, disbursement is made. World Bank informs PITC members on PBC and overall project progress including status on project disbursement during the Joint Annual Review (JAR).</p>



ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Zambia

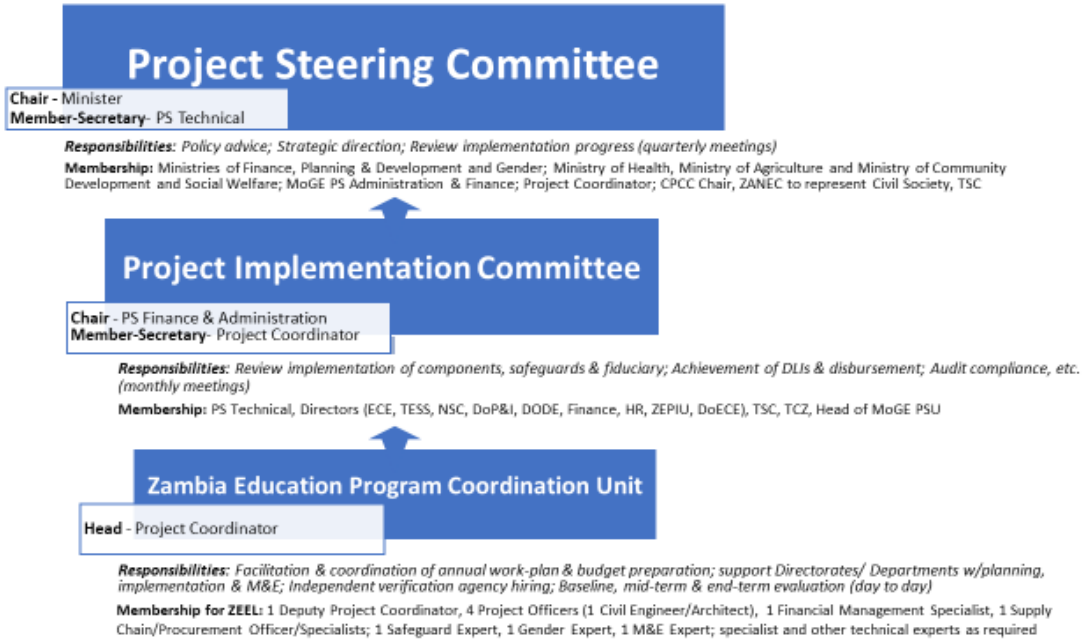
Zambia Enhancing Early Learning Project

1. The implementation arrangements will use MoGE’s existing institutional framework. The MoGE will be responsible and accountable for the project implementation, and PDO achievement. Based on the lessons learned from the ZEEP, ZEEL implementation will be mainstreamed for sustainability, systemic impact, and in-house capacity building. The DoECE supported by a slim, efficient ZEPCU will be responsible for providing implementation and technical oversight. Other relevant agencies will be responsible for the implementation and M&E of certain components and subcomponents as described below.

A. Institutional Arrangements

2. At the national level, the three-tier institutional structure established under the ZEEP AF will perform the same functions for ZEEL. (a) The apex-level PSC chaired by MoGE minister with the Technical Services PS as member secretary will provide policy advice and strategic direction to the project, and review and approve the annual work plan and budget (AWP&B) and implementation on a quarterly basis. The Project Steering Committee (PSC) will also facilitate inter-ministerial coordination. This means that the MoGE’s will engage with the ministries of Health, Gender, Community Development and Social Welfare, and Agriculture at implementation, in order to meet the demands of the holistic development of the child. Below the PSC, the Project Implementation Committee (PIC), chaired by MoGE’s Finance and Administration Permanent Secretary (PS), will review implementation progress, status of implementation of fiduciary and safeguard arrangements, quarterly work plan and budget, status of procurement, and fund flow on a monthly basis. (c) The third tier is the Zambia Education Program Coordination Unit (ZEPCU), which will act as the PIU. These main bodies composition is described in figure 1.1.

Figure 1.1. Implementation Arrangements



Note: CPCC (Cooperating Partners Coordination Committee), NSC (National Science Center), PS (Permanent Secretary), ZANEC (Zambia National Education Coalition)



3. **The ZEEL implementation unit will be housed in the ZEPCU, established for implementation of the ZEEP AF.** The ZEPCU Project Coordinator will also be responsible for management and coordination of ZEEL. Both ZEEP and ZEEL will share some staff (FM, procurement, ESS, gender, and GBV experts), but will have separate staff for specialized ZEEL technical aspects. A well-coordinated implementation structure is expected to enhance implementation and M&E capacity. ZEPCU, in close collaboration with other entities, will act as the delivery unit in a cost-effective manner.

4. **The core functions of the ZEPCU will include:** (a) coordinating the preparation and finalization of the AWP&B; (b) undertaking monitoring and reporting activities; (c) conducting evaluation activities; (d) hiring IVA and ensuring that PBCs' achievements are verified; (e) organizing PSC meetings; (f) supporting hiring national and international technical experts; (g) preparing and submitting IFRs and withdrawal applications to the World Bank; (h) facilitating external and internal audits; (i) providing procurement and contract management support; (j) facilitating support and technical missions; (k) performing all functions required to ensure legal covenants compliance; (l) developing and implementing a communication strategy; and (m) operationalizing a GRM.

5. **ZEPCU personnel for ZEEL.** A Deputy Project Coordinator (DPC) will be recruited, who will be responsible for overall management and coordination of ZEEL and will support the Project Coordinator. The DPC will be assisted by four program officer (one of which will have a specialization as an architect/civil engineer), a financial management specialist, a supply chain/procurement specialist, M&E specialist, social and environmental expertise and support as outlined in the ESCP particularly on environment and gender and other staff and expertise as needed. This team will work under the DPC and the overall supervision of the ZEPCU Project Coordinator, who, in turn, will report to the Finance and Administration, and Technical Services PSs. The ZEPCU will also have staff who will be solely responsible for ZEEL implementation, and ZEEP AF while some staff will be a shared resource for the two projects. As it is the case under the ZEEP AF, the ZEEL staff will be hired to the ZEPCU on a competitive basis and employed on a performance management contract which will reviewed and renewed annually.

6. **At the provincial level, the PEO will play the role of enabler and facilitator for effective project implementation.** The PEO will advise the districts and periodically monitor project implementation. It will also participate in capacity building activities for DEBS and facilitate interagency coordination for delivery of multisectoral ECE and care services at the provincial level.

7. **At the district level, the DEBS will play a role in project planning, implementation, day-to-day monitoring, and reporting.** The DEBS will constitute a DIC comprised by DEB officials. The District Inter-Departmental Committee (DIDC) will be constituted by the district-level medical officer, social welfare officer, agricultural officer, officers from other relevant departments, community leaders and one or two members from local NGOs. In collaboration with school management teams, the DEBS will be responsible for preparing the district ECE development plans, implementing, and monitoring such plans. The district ECE plans will contain an infrastructure development plan, a plan for improving ECE access, a training and mentoring plan for teachers and caregivers, and a community mobilization plan. The DEBS will be responsible for mobilizing community participation and support for ECE centers financed by the project.

8. **At the school and community level, the school management team, led by the primary school head teacher, will be in charge of the annexed hub and satellite centers.** At the ECE center level, a PCC, chaired by a teacher or caregiver will be responsible for day-to-day management. A community-based PIC will be responsible for the management of the community-based center construction.



Roles and Responsibilities for each Component/Subcomponent

9. **Table 1.1 presents the responsible agencies for each component and subcomponent**, and the detailed description and responsibilities will be included in the PIM. The agency mentioned as lead agency (LA) in the table is the primary responsible, working in collaboration with the cooperating agency (CA) to implement activities and deliver results.

Table 1.1. Component-Wise Roles and Responsibilities of MoGE’s Agencies Involved in Implementation

Component/Subcomponent	LA and CA	Role and Responsibilities
Component 1 (including Subcomponents 1.1 and 1.2)	LA: ZEPCU CA: ZEPIU (construction unit), DoECE, DoP&I	Prepare annual and quarterly work plan and budget and annual training plans, implement the plans, monitor implementation, prepare ToRs for technical assistance, manage technical assistance, and prepare progress reports. DoP&I will support the ZEPCU in coordinating with other directorates/departments/agencies and other ministries/agencies
Component 2	LA: DoECE CA: ECZ, TCZ, TESS, DoS&C, MoH, ZEPCU	
Subcomponent 2.1	LA: DoECE CA: TESS, DoS&C, MoH	
Subcomponent 2.2	LA: DoECE CA: ECZ, TESS, DoS&C, ZEPCU	
Component 3	LA: DoECE/DoHRA CA: DoDE, DoS&C, DoP&I, TESS, TCZ, TSC	
Subcomponent 3.1	LA: DoHRA CA: DoP&I, DoECE, TSC	
Subcomponent 3.2	LA: DoECE CA: TCZ, TESS, DoDE, DoS&C	
Subcomponent 3.3	LA: DoECE CA: TCZ, TESS, DoDE, DoS&C	
Component 4	LA: DoP&I/DoECE/ZEPCU CA: DoECE	
Subcomponent 4.1	LA: DoP&I CA: DoF, IAU, PSU, ZEPCU, DoHRA	
Subcomponent 4.2	LA: ZEPCU	

Note: ADD full names DoECE DoHRA DoDE, DoS&C, DoP&I, DoHRA TESS, TCZ, TSC

B. Financial Management Arrangements

10. The details of the FM design and arrangements are as follows:

11. **Budget arrangements.** Currently, the PIU has failed to meet the deadlines for submitting the budget. To ensure timely submission of the budget in line with governmental arrangements, the AWP&B should be approved by the Project Implementation Steering Committee and sent to the World Bank for no objection by November of the preceding year of the AWP&B. The project budget will then be incorporated into the governmental budget process as part of the MoGE’s ministerial budget. The complete budgeting and monitoring process should be included in the updated PIM.

12. **Accounting and Financial Reporting.** The MoGE will use the International Public Sector Accounting Standards currently on a cash basis and follow the Government’s accounting policies and procedures. The MoGE is connected to the country’s Integrated Financial Management Information System (IFMIS). Therefore, the country IFMIS will be used to record project accounting transactions following the built-in chart of accounts, as well as for reporting budget execution. However, the IFMIS is not able to generate unaudited IFRs for the project. Therefore, the ZEEL will extract information from the system and use Excel to prepare reports according to the content and format agreed with the World Bank.



13. **The MoGE is adequately staffed** with a Director of Finance, assisted by the Chief Accountant (sector), who is assisted by three senior accountants and nine accountants, some of whom have experience with World Bank project accounting. ZEEL will leverage on the existing capacity under ZEEP. In addition to the ZEEP FM team, the MoGE will designate another Project Accountant to support ZEEL. The accounting capacity will be monitored throughout implementation and where necessary, the number of FM staff increased. Both accountants and internal auditors will be provided with continuous training in World Bank FM and disbursements procedures during the project. The MoGE will prepare detailed FM procedures for the project as part of the PIM to support project implementation at national, district and school/ECE levels.

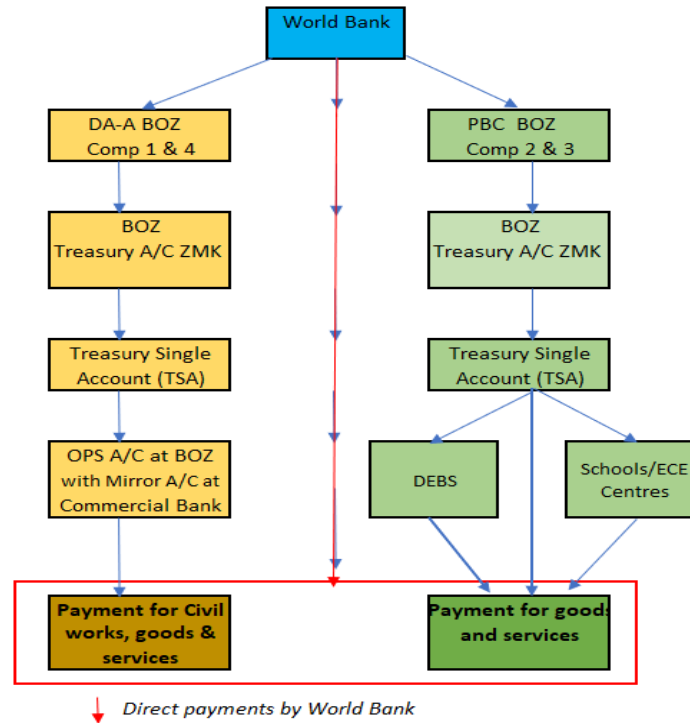
14. **Financial reporting.** The ZEPCU under MoGE will prepare quarterly IFRs and annual project audited financial statements for ZEEL. The IFRs will be submitted to the World Bank within 45 days of the end of the quarter and the audited financial statements submitted 6 months after the financial year end.

15. **Internal Controls.** The project is deemed to have material internal control risks due to the inherent risks of decentralized activities and the COVID-19 challenges. However, adequate mitigation measures have been put in place to address these risks. The MoGE has adequate segregation of duties and approval/ authorization controls. In addition, IFMIS being used by the project has controls which have access and levels of authorization embedded therein. The MoGE will also apply the government financial and accounting manuals which have elaborate FM procedures for ministries. This will help to ensure that payments and budget execution are closely monitored. Nevertheless, the internal control environment at district, school/ECE levels is rather weak with limited segregation of duties, and weak authorization and approval. IFMIS has also not been rolled out to this level. The project will adopt simplified internal control arrangements as defined in the PIM. The MoGE will ensure that the Internal Audit Unit has enough budget to undertake regular internal audits of the project. There is also an audit committee which is active and meets regularly, and the project is also audited as a part of the MoGE by the internal audit functions. Previously, the internal audit reports for reviews financed out of IDA funds were not being submitted to the World Bank contrary to the requirements of the General Conditions. However, the World Bank held discussions with the implementing ministries and MOF and the government has indicated that the internal audit reports would be shared with the Bank as required.

16. **Funds Flow arrangements.** For Components 1 and 4 which are under standard IPF financing, a designated account (DA) denominated in US dollars will be opened at Bank of Zambia (BOZ) from which funds will be transferred to an operational account in Zambian kwacha at the Bank of Zambia, as well as a mirror accounts at a suitable commercial bank for making payments in the local currency will be opened. (see figure 1.2). For Components 2 and 3 which are financed under IPF with PBC, the MoGE will open a special purpose account (SPA) in BOZ into which the World Bank will disburse funds relating to achieved results. The funds under the SPA will be processed using IFMIS on the treasury single account to pay vendors, including transfers to schools, ECE centers and districts.



Figure 1.2. Funds Flow



17. **An action plan has been prepared to implement the mitigation measures** outlined in Table 1.2. This plan will be closely monitored to ensure the action are undertaken within the agree time scale.

Table 1.2 FM Action Plan

Action	Date due by	Responsible Entity
Training of accountants and auditors in World Bank FM procedures	Ongoing during implementation	World Bank/ MOGE
Capacity strengthening of district, school-level and ECE fiduciary capacity through training of head teachers, school management committee members and other persons involved in project implementation	During Implementation	MoGE/World Bank
Preparation of project Financial Management Manual as part of the PIM	August 31, 2021	MoGE
Letter from MOF on Internal Audit Reports to be shared with the Bank to facilitate the use government internal auditors for project fiduciary review	August 31, 2021	MOGE/MoF

18. **Implementation support plan.** The World Bank will conduct FM supervision based on the risk rating of the project. Other forms of supervision will include desk reviews of IFRs and audit reports.

Table 1.3 Actions Taken on the 2014–2018 Forensic Audit Action Plan (November 2019)

Action	Detailed Description
Enhancement of internal control environment	Two positions of Permanent Secretaries were created, one in charge of finance and administration as Accounting Officer for the MoGE and the other for technical



	services to improve performance; the MoGE’s Finance Department upgraded to a directorate with a director heading; Chief Accountant position was created for Sector Accounting; and the PSU was reorganized.
Strengthening of the Public Finance Act and professionalizing of the accounting profession in public sector	The Public Finance Act was amended to include stringent punitive measures for officers found guilty of fraud and corruption.
Management of imprest	Group imprest stopped and all imprest amounts are transferred directly into the bank account of traveling officials and payment clearance forms were introduced to ensure activity reports are produced before issuance of any new imprest.
Use of the IFMIS to account for donor funds	Training in the use of the IFMIS has been undertaken and implementation of payment for activities funded by donors/World Bank through IFMIS to commence within third quarter of this year.
Follow up on internal audit reports	The government has created a Directorate for Internal Audit with a director heading it. Hence, follow-ups will be possible since the department has now been upgraded to a directorate and reports to the Permanent Secretary (Administration) and the Audit Committee.

C. Procurement Arrangements

19. **Applicable Procurement Regulations.** Procurement under the proposed project will be carried out in accordance with the World Bank (i) “Procurement Regulations for Investment Project Financing (IPF) for Borrowers–Goods, Works, Non-Consulting and Consulting Services’ Fourth Edition dated November 2020J also referred to as Procurement Regulations and (ii) “Anti-Corruption Guidelines” which refers to the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006, and revised in January, 2011, and as of July 1, 2016; and (iii) the provisions stipulated in the legal agreement; (iv) the World Bank’s STEP system will be used to prepare, clear and update PPs and conduct all project procurement transactions.

20. **National Procurement Arrangements:** In accordance with paragraph 5.3 of the Procurement Regulations, when approaching the national market (as specified in the PP tables in STEP, the country’s own procurement procedures may be used. Under the following conditions: (i) When the Borrower uses its own national open competitive procurement arrangements as set forth in the Zambia Public Procurement Act, No. 8 of 2020, which became effective on April 16, 2021 and Public Procurement Regulations 2011 of the Republic of Zambia, such arrangements shall be subject to paragraph 5.4 of the World Banks Procurement Regulations. In accordance with paragraph 5.4 of the Procurement Regulations, the request for bids/request for proposals document shall require that Bidders/Proposers submitting Bids/Proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of; and (ii) compliance with, the World Bank’s Anti-Corruption Guidelines, including without limitation the World Bank’s right to sanction and the Bank’s inspection and audit rights. The form of the Letter of Acceptance is attached as Appendix 1 of the ZEEL Project Procurement Plan – Word Textual Version.

21. **Project Procurement Strategy for Development (PPSD) and Procurement Plan.** As per the requirement of the Regulations, the implementing agency has prepared a PPSD, based on which the PP for at least the first 18 months of project implementation has been developed. The initial Procurement Plan will be confirmed and agreed during the negotiations and disclosed on the World Bank’s external website. The Procurement Plans will be updated in agreement with the World Bank annually or as required to reflect the project’s actual implementation needs. The PPSD concluded that for the activities to be implemented under project, based on complexity and value, there potentially is an implementation system and adequate, qualified and experienced providers of goods, works, non-consultant and



consulting services in the market to carry out the proposed procurement activities in an efficient and economic manner. Such providers are also capable of utilizing the correct procurement methods, market approach and contracts, including payment terms. Where necessary and in the interest of competition and economy, the procurement it will be encouraged that procurement should allow for sufficient wide-based advertising and time for bidding and proposal preparation.

22. **Capacity building in use of Community Driven Development and Community Procurement:** The staff of the implementing agency including at the lower and or school level who will be involved in implementation of Community Driven Development (CDD) activities using Community Procurement, will require to be trained in CDD / Community Procurement in order to enhance their capacity including for (i) bid document preparation, (ii) evaluation and award, (iii) conducting due diligence of bidders proposed to be awarded the contract (iv) management of procurement documentation and filing (v) monitoring and reporting and w(vi) attention to and application of Environmental and Social Safeguards provisions with specific emphasis on Sexual Exploitation and Abuse/safety and Health (SEA/SH) obligations in procurement and in contract management and (viii) technical quality assurance of the activities undertaken. These matters will be further described in the project procurement plan and in the ZEEL PIM.

23. **STEP.** The World Bank's STEP approach will be used to prepare, clear, and update Procurement Plans and conduct all procurement transactions for all implementing agencies of the Project.

24. **Procurement Templates.** Where applicable, and particularly for international competitive procurement, the Borrower shall use the World Bank's Standard Procurement Documents (SPDs). For procurement involving national competitive procurement, the Borrower may use its own Standard Procurement Documents, which have been modified to make them acceptable to the World Bank, subject to country specific exceptions / conditions that may be stipulated in individual textual part of PPs.

25. **Open National Bidding (ONB).** ONB may also be used, provided that such procedures are consistent with the following requirements as provided in paragraph 5.4 to 5.6 of the Procurement Regulations: (a) open advertising of the procurement opportunity at the national level; (b) the procurement is open to eligible firms from any country; (c) the request for bids/request for proposals document shall require that bidders/proposers submitting bids/proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anticorruption Guidelines, including without limitation the World Bank's right to sanction and the World Bank's inspection and audit rights; (d) Procurement Documents include provisions, as agreed with the Bank, intended to adequately mitigate against environmental, social (including sexual exploitation and abuse and gender-based violence), health and safety ("ESHS") risks and impacts; (e) contracts with an appropriate allocation of responsibilities, risks, and liabilities; (f) publication of contract award information; (g) rights for the World Bank to review procurement documentation and activities; (h) an effective complaints handling mechanism; and (i) maintenance of records of the procurement process. If necessary, the World Bank's SPDs may be used for ONB, with agreement by the World Bank.

26. **Other national procurement arrangements (other than ONB)** that may be applied by the borrower (such as limited/restricted competitive bidding, request for quotation/shopping, direct contracting), shall be consistent with the World Bank's core procurement principles set out in paragraph 5.3 of the Regulations and ensure that the World Bank's Anticorruption Guidelines and Sanctions Framework and contractual remedies set out in its Legal Agreement apply.



27. **Publication (Advertising).** The borrower is required to prepare and submit to the World Bank a General Procurement Notice (GPN). The World Bank will arrange for its publication in United Nations Development Business online (UNDB online) and on the World Bank's external website. Specific Procurement Notices (SPN) for all procurement under International Competitive Procedures and Requests for Expressions of Interest (REOI) for all consulting services estimated to equivalent to US\$300,000 and above shall be published in UNDB online and the World Bank's external website and at least one newspaper of national circulation in the borrower's country, or in the official gazette, or on a widely used website or electronic portal with free national and international access.

28. **Public procurement in Zambia** is governed by the provisions of the Public Procurement Act, No. 8 Of 2020, which became effective on April 16, 2021 and Public Procurement Regulations 2011 of the Republic of Zambia. The Procurement regulations corresponding to the new Public procurement Act are in the process of finalization. Under the new Act, procurement functions remain decentralized to procuring entities with the Zambia Public Procurement Authority (ZPPA) continuing to provide oversight functions for public procurement. In addition, the Anti-Corruption Act has maintained the definitions of fraud and corruption with regards to coercive practices, collusive practices, and obstructive practices which also apply to procurement and are referred to under national bidding procedures in addition to incorporation of the banks ant Corruption provisions. The new ZPPA has introduced the mandatory use of the electronic Government Procurement under national bidding procedures, the use of Reverse auction and framework agreements where suitable. In addition the ZPPA includes the following additional provisions among others: (i) exclusion of international bidders under ONB procurement (ii) mandatory inclusion joint ventures of foreign bidders in procurement undertaken under International Bidding procedures (iii) domestic preference to both international and national competitive bidding; (iii) requirement to subcontract to medium and small scale local bidders etc.

29. **The new Act has been reviewed by the World Bank and found to be satisfactory to a large extent, except for the following provisions:** (i) there will be no preference accorded to domestic suppliers and contractors under NCB for goods, non-consulting services, and works under this Project; (ii) there should be no requirement for exclusion of foreign bidders under Open national Bidding procedures (iii) there should be no mandatory requirements for foreign bidders to joint venture with local bidders under international bidding procedures; (iv) there should be no application of margins of preference under Open national Bidding; (v) procurement standards established and approved by the Government may be used, provided that they are not restrictive. Furthermore, in accordance with paragraph 5.4 of the Procurement Regulations, the following shall be observed: (i) the request for bids/request for proposals document shall require that Bidders/Proposers submitting Bids/Proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and compliance with, the World Bank's Anti-Corruption Guidelines, including without limitation to the Bank's right to sanction and the Bank's inspection and audit rights; and (ii) rights for the Bank to review Borrower's procurement documentation and activities.

30. **Procurement Implementation Arrangements.** Procurement activities under the Project will be carried out by the MoGE as the Implementing Agency with delegated implementation responsibility through the PIU. The procurement functions will be mainstreamed in the MoGE management structure and anchored in the Procurement and Supplies Unit (PSU) but with implementation responsibility for procurement activities will be managed by PIU. MoGE PIU will be responsible for the day-to-day running of the procurement activities of the project.



31. **Project Procurement Risk Assessment of the MOGE:** The World Bank task team conducted a procurement risk assessment of the implementing agency the MoGE in July 2021 using the Banks online Procurement Risk Assessment and Management tool. The assessment carried out for the ZEEP AF project which is also implemented by MoGE was updated. The overall Project Procurement Risk for the project is rated as High, with a Substantial residual risk if risk mitigation measures are implemented. It is expected that the risk rating and residual risk will continue to reduce over the life of the project and as risk mitigation actions are implemented. Based on implementation of risk mitigation actions, the risk rating will be reviewed and updated as the project is implemented.

32. **The assessment reviewed the organizational structure, functions, staff skills and experiences, and adequacy for implementation of the project.** MoGE has a track record of implementing World Bank-financed projects. Currently, MoGE is implementing the ZEEP project. Assessment revealed that MoGE has established all the necessary organs for adjudicating and managing procurement activities in accordance with the provisions of the ZPPA and its Regulations. The PIU of MoGE has several regular staff of the MoGE carrying out procurement in addition to one Consultant staff. The MoGE Procurement Supplies Unit (PSU) Office is headed by a Head of PSU. The PIU within the PE has several staff assigned to implement the project. The PIU is headed by a Project Coordinator. It is expected that these staff will also implement the ZEEL project with the recruitment of a limited staff from the open market of identification and assignment of regular staff of the MoGE as necessary.

33. **The assessment revealed that the PIU** (i) staff have inadequate experience of managing procurements of high value and complex for goods, works and services contracts in accordance with the World Bank' Procurement Regulations and consistent use of the banks STEP System; (ii) significant inefficiencies in processing procurement activities in terms of delays in preparing terms of reference and specifications, bidding documents and request for proposals and approvals; (iii) significant delays and inadequate skills in evaluating proposals and bids particularly text books with delays in excess of many months after bidding closing before evaluations are initiated; (iv) approval delays' for procurement decisions including recommendations for awards of contract; (v) inadequate contract management skills; and (v) storage and records management system. The inefficiencies in carrying out procurement is of particular concern as it impacts the timely achievement of deliverables and disbursements on the project.

34. **To address capacity gap and mitigate the risks identified, procurement capacity of MoGE needs to be strengthened.** To ensure sustainability, MoGE PIU will prepare Capacity Strengthening Plan for PIU and MoGE PSU staff, MoGE Procurement Committee (PC), user Departments and Community level implementation teams. The Procurement Systems Capacity Strengthening Plan will articulate areas to be strengthened, capacity strengthening activities to be undertaken and the duration of each activity.

35. **The overall project procurement risk was assessed to be "High".** The risk may be reduced to a residual rating of Substantial once the mitigation measures proposed in table 1.4 below are implemented.



Table 1.4 Procurement Risks and Mitigation Measures

Risk	Mitigation Measure	Timeframe	Responsibility
staff have inadequate experience of managing procurements of high value and complex for goods, works and services contracts in accordance with the Bank' procurement guidelines/regulations	Provide training in World Bank procurement procedures and processes. For sustainability reasons, MoGE will prepare Procurement Capacity Building Plan for PIU and User Department	Throughout project implementation	MoGE to examine training schedules in country or as and when COVID Restrictions end at the India and or Ghana Institute for Management and Public Administration or any other similar institutions, with priority being to enroll in on line training including under the World banks Open Learning campus (OLC) programs
Administrative inefficiencies in processing, approving, and managing procurement activities	Ensure procurements are processed as per the timelines in the procurement plans, including timely, Procurement Committee (PC) approvals, preparation of bidding documents, ToRs and specifications by User Departments and clearances by external institutions like the office of the Accountant General and Attorney General. Use procurement monitoring, and report using the tracking systems tools that the Bank has shared	Throughout project implementation	MoGE PIU / PSU and MoGE PC
Inadequate knowledge and skills/experience in negotiations and contract management	Conduct training tailored in contract management for PIU staff and User Departments	Throughout project implementation	MoGE PIU / PSU
Inadequate storage and record management system	Establish a sound filing and records management system.	Throughout project implementation	MoGE PIU / PSU

36. **Procurement oversight and monitoring arrangements:** The World Bank exercises its procurement oversight through a risk-based approach comprising prior and post reviews as appropriate. The World Bank sets mandatory thresholds for prior review based on the procurement risk rating of the project. The requirement for a prior or post review shall be specified in the Procurement Plan. The World Bank will carry out Procurement Post Reviews (PPRs) of procurement activities undertaken on post procurement basis by the borrower to determine whether they comply with the requirements of the Legal Agreement. The World Bank may also use the services of the Supreme Audit Institutions (also referred to in Zambia as the Office of the Auditor General) to carry out post reviews for the project. Due to COVID-19 restrictions which has limited the face to face audits, and use of hard copy document, the bank has developed an online electronic module for conducting PPRs. As a result the Borrower is required to maintain 100 percent documentation for procurement activities in STEP on line in interest of data completeness and filing and use of the documents during the conduct of on line PPRs. Since the assessed project procurement risk rating is 'High', the Borrower shall seek the World Bank's prior review for contracts of value equivalent to the thresholds as detailed below In the STEP procurement online system.



Table 1.5 Thresholds for Prior Review, Procurement Approaches and Methods

Goods, Works and Non-Consulting Services				
Category	Prior Review (US\$ millions)	Procurement Approaches and Methods (US\$ millions)		
		Open International	Open National	Request for Quotation (RfQ)
Works	≥ 5	≥ 5	< 5	≤ 0.2
Goods, IT, and non-consulting services	≥ 1	≥ 1	< 1	≤ 0.1
Consulting Services				
Category	Prior Review (US\$ millions)	Short List of National Consultants (US\$ million)		
		Consulting Services	Engineering and Construction Supervision	
Consultants (Firms)	≥ 0.5	≤ 0.3	≤ 0.3	
Individual Consultants	≥ 0.2	NA	NA	

37. **Frequency of Implementation Support for Procurement.** In addition to the prior review supervision to be carried out by the World Bank, the capacity assessment of the implementing agencies recommends one implementation support mission every six months including to visit the field should COVID-19 restrictions allow to carry out post review of procurement actions.



ANNEX 2: Project Detailed Description

COUNTRY: Zambia

Zambia Enhancing Early Learning Project

Project Targeting

1. **ZEEL will target the 45 most disadvantaged districts in the country, aiming at improving ECE access and learning conditions, as well as increasing local and national capacity to plan, deliver, and monitor ECE and servicing the most marginalized.** Targeting at the district level, rather than at the province level, was preferred by the GRZ to address educational and socioeconomic disparities that have been observed across districts in all provinces. Targeting the most disadvantaged districts, while enhancing system capacities, is expected to build MoGE’s as well as local education authorities’ capacity to effectively deliver services in the most disadvantaged areas across the country.⁴⁷ Districts were ranked based on a composite index (CI) that computed normalized scores (NS)⁴⁸ for poverty levels, availability of ECE centers, and enrollment in ECE at the district level, over a three-year period, and the bottom 45 districts⁴⁹ were selected. Table 2.1 presents the list of the selected districts across 10 provinces in Zambia.

$$CI = 0.5 \times NS \text{ poverty} + 0.25 \times NS \text{ access to ECE} + 0.25 \times NS \text{ enrollment in ECE}$$

Table 2.1. List of Province-Wise Targeted Districts with Current ECE Coverage

Province	District	ECE Centers	Enrollment
Central	Ngabwe	5	482
Copperbelt	Lufwanyama	126	5,526
Eastern	Katete	50	2,827
	Nyimba	33	1,884
	Chadiza	48	2,462
	Lusangazi	18	869
	Mambwe	58	2,872
	Lumezi	65	2,670
	Chasefu	61	2,438
	Lundazi	54	2,324
Luapula	Nchelenge	41	3,820
	Samfya	29	2,053
	Lunga	9	422
	Chifunabuli	22	978
	Chiengi	21	1,190
	Milenge	20	934
	Chembe	9	339

⁴⁷ Given the national nature of the intervention, balancing to ensure national representation was considered. Each province included at least one intervention district.

⁴⁸ The normalized score is the district-level normalized score for each indicator. It was calculated within the provincial boundaries by dividing each district value in the province with the district value that is highest in the province. Poverty estimates were obtained from a World Bank report mapping subnational poverty in Zambia (De La Fuente, A., Murr, A., Rascon, E. 2015. *Mapping Subnational Poverty in Zambia*. World Bank. <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/766931468137977527/mapping-subnational-poverty-in-zambia>), while ECE access and enrollment rates were compiled from the MoGE administrative data.

⁴⁹ All selected districts were in the lowest 50 percent of districts at a national level, in terms of the CI ranking. To ensure national coverage and system wide reform, the lowest ranking district in Copperbelt and Southern provinces were included, falling too within the lowest 50 percent ranked districts.



Province	District	ECE Centers	Enrollment
	Kawambwa	56	2,976
	Mwansabombwe	29	1,334
Lusaka	Luangwa	16	1,000
Muchinga	Mafinga	45	2,541
	Shiwang'andu	19	875
	Isoka	20	1,061
	Kanchibiya	13	608
	Lavushimanda	14	698
	Chinsali	36	1,709
North Western	Kabompo	18	831
	Mufumbwe	25	1,075
	Chavuma	14	606
	Zambezi	16	616
Northern	Chilubi	13	822
	Lupososhi	16	592
	Lunte	16	850
	Mpulungu	8	1,035
	Mungwi	15	784
	Senga	18	835
Southern	Pemba	54	2,330
Western	Sioma	37	1,521
	Shang'ombo	8	580
	Nalolo	27	1,137
	Mitete	9	393
	Sikongo	12	506
	Lukulu	22	1,043
	Luampa	21	888
	Mulobezi	9	298
Total	-	1,275	63,634

2. **ZEEL interventions will avoid duplication of activities.** A USAID-funded ‘Let’s Read’ program is implementing preschool interventions focusing on language skills in ECE in five provinces (Muchinga, Eastern, Western, North-Western, and Southern). All ECE teachers in these five provinces will be trained on language skills, and all ECE centers will provide language-related teaching-learning materials. To avoid duplication the package of ZEEL interventions will be tailored following Let’s Read experiences. The existing government ECE centers in ZEEL’s districts, in addition to the new centers established under the project, will receive the full package of interventions.

Detailed Component Description

Component 1: Improve equitable access to quality ECE in targeted areas (US\$19.01 million)

3. **The objective of this component is to address the supply-side challenges to increase equitable access** to safe and healthy ECE facilities, and to enhance the quality of the learning environment of ECE centers in targeted disadvantaged areas.

Subcomponent 1.1: Expansion of ECE facilities with community engagement in targeted areas (US\$14.0 million)

4. **The objective is to increase the supply of ECE facilities in targeted disadvantaged areas** through the expansion of the hub and community-based satellite model and promoting the involvement of local communities in construction and maintenance of facilities.



- (a) **Establishment of hub ECE centers.** A hub ECE center is a center attached to a public primary school or a zonal school, which is expected to mentor smaller community-based satellite⁵⁰ ECE centers in its vicinity. The hub center is required to be staffed with qualified ECE teachers who can transfer knowledge and provide support to teachers, interns, and caregivers in a satellite center. The project will establish new hub centers using the MPECEI, and upgrade existing ECE centers that meet the hub criteria. The upgrade will be strictly need-based, subject to the allocation of district funds. Each hub will provide support to at least three satellite centers, or up to five if justified by demand.
- (b) **Establishment of ECE satellites centers.** The project will finance establishment of small community-based ECE satellite centers linked to a newly established hub ECE center or an existing ECE center upgraded to a hub. In targeted areas with a minimum number of eligible children without convenient access to ECE, the project will finance establishment of a satellite center. Satellite centers will improve ECE access in underserved communities.
5. **Provision of the MPECEI.** Both hub and satellite center infrastructure will be based on MoGE's MPECEI, described below. While the MPECEI is a standard package, its application will consider site-specific needs, leveraging existing infrastructure. For example, if a primary school where a new hub center will be constructed already has conforming water and toilet facilities, these will not be constructed.
6. **MPECEI will include the following characteristics,** and MoGE is finalizing some aspects:
- (a) **Composition and capacity:** ECE centers' basic physical structure will include (i) classrooms that accommodate 30 students per teacher; (ii) child-friendly ventilated improved pit (VIP) toilets with hand washing facilities for boys and girls respectively, serving 15 children per toilet; (iii) sick bay; (iv) safe kitchens; (v) water facilities; (vi) office-cum-staff room; (vii) outdoor playground with play materials; and (viii) electricity (grid or solar). In case of solar power, will be limited to classrooms, office-cum-staff room, sick bay, and kitchen lighting.
- (b) **Structures:** the structural design will incorporate measures to: (i) mitigate seismic risks; (ii) be disability-friendly by including access ramps to all structures and disability-friendly toilets; and (iii) enhance conducive environment through provision of adequate natural lighting and ventilation have safe, well lit, and ventilated to classrooms, offices and toilets, and water facilities. Classrooms will have a learning space for children to study about local environment, flora, and fauna. The inside walls of the classrooms would have provision for displaying charts and learning materials.
- (c) **Fixtures, furnishings, and equipment:** classrooms will have at least one chalkboard, eight child-friendly desks/tables with four child friendly chairs per desk to accommodate and chairs for 30 to 32 students, and one table and one chair for the teacher. The size of the students table shall be 1.4m by 1.4m to allow for minimum required physical distancing to minimize COVID 19 transmission. The classrooms and kitchen will have storage facilities, and the outdoor playground a minimum package of age-appropriate outdoor play materials suitable for children's learning and physical growth.
- (d) **The architectural design will be climate smart.** These include: (a) foundations for the buildings will include provisions to discharge water away from the building during the rainy season; (b) the building reinforcement will be done depending on the soil type; (c) the building orientation to the north will avoid accumulation of heat, cracking of the structures, and avoid roofs being blown away

⁵⁰ This satellite-based model for expanding ECE access is currently being supported by UNICEF in selected communities that are not covered by the ZEEP AF.



due to high winds and extreme rainfall; (d) steel, nuts, and bolts will be used to ensure the building withstand high and low temperatures, avoiding structure cracking; and (e) insulation material under the roof will ensure comfortable temperatures in classrooms for a conducive learning environment during hot season.

- (e) **Age-appropriate VIP toilets will be provided** in each project ECE center, following MoGE’s pupil-toilet norms. A staff toilet will be also provided. A cost-effective toilet design is being developed by the MoGE.

7. **Provision of furniture and playground equipment.** All new ECE hub and satellite centers will have classroom furniture and outdoor playground equipment, following NQS criteria that will be developed under component 2 Parents and local community members will be encouraged to construct outdoor play equipment using local materials.

8. **Site selection criteria for hub and satellite centers.** Targeted districts will be responsible for selection of sites to establish centers, using the MPECEI with allocated funds. Existing ECE centers annexed to primary schools will be upgraded to a hub center. However, the refurbishment and renovation of these centers will be based on a needs assessment, and will not exceed 20 percent of the total funds allocated to the district. Selection criteria for establishing new hub centers will be: (a) number of ECE eligible children in the catchment area of the schools; (b) communities’ income level; (c) willingness of local communities to participate and contribute in cash and in kind to the establishment of the ECE center. Selection criteria to establish a satellite center will be: (a) availability of a hub center; (b) distance of the host village from the nearby primary schools with an ECE center; (c) villages with more than 20 ECE eligible children to be enrolled; and (d) willingness of local communities to participate and contribute in cash and in kind, including land, for the establishment of the satellite center. In addition, communities will be encouraged to ensure waterlogged and flood-prone locations are avoided and discouraged to cut trees.

9. **Unit cost. Error! Reference source not found.** 2.2 presents estimated average unit costs of hub and satellite centers construction, including contributions by communities. Costs will be confirmed with a needs assessment.

Table 2.2. Average Unit Costs of Construction of a Hub and Satellite ECE Center

Infrastructure Type	Hub Center		Satellite Center	
	Description	Total Cost in ZMW (US\$)	Description	Total Cost in ZMW (US\$)
Physical infrastructure	Block comprising 2 classrooms with teacher’s office, sick bay, and kitchen	291,154 (US\$14,558)	Block comprising 1 classroom with teacher’s office, sick bay, and kitchen	162,446 (US\$8,122)
Furniture		46,850 (US\$2,343)		34,240 (US\$1,712)
Solar power		80,000 (US\$4,000)		80,000 (US\$4,000)
Toilets	Children’s ventilated improved pit (VIP) toilets	110,000 (US\$5,500)	Children’s ventilated improved pit (VIP) toilets	110,000 (US\$5,500)
	Staff toilets (VIP)	57,372 (US\$2,869)	Staff toilets	57,372 (US\$2,869)
Water supply	Borehole drilling with hand pump	80,000 (US\$4,000)	Drilling and equipping a borehole; external water and sewer disposal reticulation	80,000 (US\$4,000)
Outdoor play materials		39,050 (US\$1,953)		39,050 (US\$1,953)
Subtotal		704,426		563,108



		(US\$35,221)		(US\$28,155)
Subtotal with 10% contingency		774,869		619,419
		(US\$38,743)		(US\$30,971)
Community contribution (cash and kind)		49,758		36,887
		(US\$2,488)		(US\$1844)
Total cost, excluding community contribution		725,111.40		582,532.20
		(US\$36,255)		(US\$29,127)

Note: Exchange rate of US\$1 to ZMW 20 was used.

10. **Planning, execution, and supervision of the MPECEI.** The DEBS in the targeted districts will be responsible for developing and implementing a district ECE improvement plan, based on the total district funds. ZEEL-financed activities will not be compromised, but the DEBS will be encouraged to mobilize private resources wherever possible. The district plan will be prepared through a participatory process involving the DIC and the multisectoral committee, reviewed by the ZEPIU (MOGE’s unit responsible for construction), facilitated by the ZEPCU (as PIU), and approved by the national level PIC. The DEBS and the DIC will implement the approved plans in consultation with the local communities. The ZEPIU will build capacity of the DEBS for planning, execution, and supervision of the MPECEI plan. The plan will project the annual target for ECE enrollment increases. The ZEPIU, along with the ZEPCU, will support the districts in planning, execution, and monitoring the plans. A qualified technical supervisor will be appointed to provide support for the construction of the centers. The tablet-based monitoring system being used under ZEEP will be used in ZEEL to monitor construction and refurbishment and renovations activities on a real-time basis.

11. **Community participation in construction.** Community-based construction under ZEEP has proved to be an efficient and cost-effective mode of construction, and has led to greater local ownership of schools, which is expected to have long-term impacts in terms of maintenance, safety, and sustainability of schools. Therefore, the MoGE has decided to follow the same approach under ZEEL. A community-level PIC comprising teachers and community members will be constituted to mobilize community participation, in-cash and in-kind contributions, and supervise the construction. The composition of PIC and its role and responsibilities will be described in the PIM. The establishment of community-level PICs will be based on the work done under Component 3 to establish and activate the Parent-Center-Committees (PCC).

12. **Land acquisition and adherence to environmental and social safeguard.** The new hub centers will be constructed on the land of the primary school and, hence, no land acquisition is envisioned for the new hub centers. For the satellite centers, land is expected to be acquired through community donation, requiring a land of 70 m × 70 m, as prescribed by the MoGE. At the construction site, a GRM will help to report grievances related to GBV.

13. **Construction monitoring, supervision, and reporting.** A monitoring and supervision strategy will be developed and included in the PIM.–The tablet-based monitoring system being implemented under ZEEP will be scaled up. While the DEBS will have the main monitoring and supervision role, the MoGE will ensure that the district construction team is adequately qualified and trained. The DEBS will provide monthly progress reports to the ZEPCU in a format provided in the PIM. The ZEPIU will prepare the ECE infrastructure designs, specifications, and unit cost; monitor construction; and build capacity of the DEBS on construction planning and management. The DoP&I will be responsible for building capacity of the DEBS for preparing district ECE improvement plans



14. **This subcomponent will finance** (a) the construction and civil-work's supervision of new hub and satellite centers; (b) refurbishment and renovations of existing ECE centers; (c) minimum package of outdoor play materials; (d) provision of water; and (e) solar power.

Subcomponent 1.2: Enhancing the quality of ECE learning environment in targeted areas (US\$5.01 million)

15. **The objective of this subcomponent is to provide children attending ECE hub and satellite facilities in targeted disadvantaged areas with a safe and healthy COVID-19 responsive learning environment** as well as with quality playground equipment, and developmental and instructional materials, which promote their well-being, safety, and healthy development and growth. The ZEPCU, in close collaboration with the ZEPIU, DoP&I and DoECE, will be responsible for implementation of all the activities under this subcomponent. The DoECE will be responsible for provision of learning resources and training on WASH.

16. **Promotion of WASH.** The project will support the improvement of water and sanitation conditions in existing project ECE centers. Also, under this subcomponent, targeted ECE centers will disseminate good hygiene practices following WHO guidelines and training for teachers and caregivers. The DEBS and the District Health Office will organize regular visits by local health workers to the ECE center to conduct children's health checkup, immunization, and deworming.

17. **Availability of early learning and stimulation materials for learners, teachers, and caregivers.** The project will support review and assessment of materials currently available in ECE centers. Based on the results of this assessment, the project will support the development and distribution of additional materials meeting the 'minimum package' criteria for early stimulation and early learning, including playful tools, stimulation of early reading, and numeracy skills. The project will also support development and distribution of ECE guides and audio resources for teachers, caregivers, and facilitators in the targeted areas. In addition, the project will support involvement of PCC members and relevant community organizations in the development of low-cost teaching and learning materials, using locally available materials.

18. **To expose learners to issues of climate change and environment, and to support teachers to handle these issues, lessons on climate change and environment will be incorporated in the curriculum.** Opportunities will be identified on how the project can incorporate these issues in the teaching and learning, leveraging learning through play methodologies.

19. **This subcomponent will finance:** (a) training of ECE teachers and caregivers on WASH, (b) supply of WASH awareness generation materials, and (c) development and supply of classroom teaching-learning materials.

Component 2: Develop and implement ECE quality standards (US\$3.0 million)

20. **The objective of this component is to support updating, further development, and implementation of ECE NQS, including those related to ECE materials, facilities, and workforce training, deployment and assessment.**

Subcomponent 2.1: Development and use of ECE national quality standards (US\$2.0 million)

21. **The objective is to support updating and further develop the ECE NQS,** including the rollout of standards in targeted areas, identification of a 'minimum package' of ECE learning and teaching materials, and playground equipment. DoECE will be responsible for this subcomponent, with the collaboration of TESS, DoS&C, and the MoH.



22. **ECE NQS will be articulated to include structural, processes and child outcomes areas:** (a) infrastructure and physical environment; (b) curriculum, teaching practices, and student assessment; (c) classroom materials and equipment; (d) staffing arrangements; (e) children’s health and safety; (f) parents’ and community involvement; and (g) governance, accountability, and leadership. The guiding principles would be to ensure the establishment of safe and healthy learning environment; the promotion of child-centered instruction and playful teaching; and learning materials that support early stimulation, and physical, cognitive, and socio-emotional growth. Basic aspects to be included in the NQS system would be: staffing; developmental and educational programs; physical environment, including indoor and outdoor equipment, as well as furnishing and instructional materials; health, safety and nutrition; child’s rights and protection; collaboration and interaction with parents and community; administration and finance. These dimensions will be assessed along a continuum with a clear operational definition of the criterion corresponding to minimum thresholds. It is expected that overtime, as the country develops ECE experience, this threshold will become more demanding. Once the standards have been validated and approved in the first year of the project, the development of guidelines, dissemination of the standards, instruments to assess compliance and support to ECE centers in the targeted areas to achieve minimum standards will be supported. Standards will be disseminated nationwide and will be used for the registration, accreditation and licensing of ECE centers, as well as for the design of the ECE hub and satellite centers, the development of ECE curriculum and study programs, the provision of equipment and learning materials to be distributed under the project, and the design of ECE training programs. The standards would be applicable to public and private ECE centers nationwide.

23. **The QELER assessment is a critical activity to verify the achievement of project objectives.** The development of QELER instruments will be based on international good practices. These instruments would be used for collecting information during the accreditation, licensing and supervision of ECE centers, for identifying gaps, and making resource allocation decisions. It is envisioned that in order to allow for practical and realistic introduction of the NQS, the development of the NQS system itself and the respective QELER instrument will be done on an incremental basis starting with an inventory, review and validation of what is already available, in the areas of ECE infrastructure, learning materials, and training programs developed by the MoGE as well as those initiated with the support of CPs, and NGOs.

24. **The project will support the development, revision, adjustment, and updating of ECE standards,** based on an analysis of lessons learned from international good practices and consultation with developing country teams that have developed and implemented similar systems. It will also support the development of guidelines and instruments to disseminate such standards, assess the availability of quality ECE resources, and support compliance with standards in targeted areas. Activities such as workshops, technical assistance, training and dissemination of NQS, monitoring of NQS implementation, and printing of relevant materials will be financed under this subcomponent.

25. **The project will also support the development of protocols during the first year of the project for the rigorous collection of ECE enrollment data.** Data collection instruments and protocols for collecting baseline and subsequent age-based data on ECE enrollment will be developed and validated in the targeted areas. Once the instruments and protocols have been validated ECE enrollment data will be collected in targeted areas. The data collection instruments and protocols will be made available to be used in all districts.



Subcomponent 2.2: Promoting development of strategies and instruments for assessing learner's progress (US\$1.0 million)

26. **The objective is to develop, validate, and adapt strategies and instruments to assess and monitor student learning** by teachers and caregivers, so as to improve teaching and students' learning. This subcomponent will build capacity for the systemic use of ECE formative and summative assessment tools by teachers and caregivers. The DoECE, with the ECZ, TESS, DoS&C, and ZEPCU, will be responsible for implementation of this subcomponent. The ZEPCU will assist the DoECE with facilitation of activities, and hiring of technical assistance, as required.

27. **ECE teachers and caregivers will be trained on the simple formative assessments.** They will be provided with instruments, observation methods, skills, and competences to monitor continuous children's development, to provide feedback of children's development and learning to parents, other teachers and children themselves, and to deliver individualized care and instruction.

28. **ECE teachers, school administrators and standards officers will be trained on the use of summative assessment instruments.** This will help them to build a picture of the progress of child and the group over time, with reference to developmental and learning objectives defined in the ECE curriculum for different age groups. This information would be used by education administrators and the MoGE to assess ECE programs, plan training, allocate resource, and better design programs.

29. **This subcomponent will finance technical assistance and the development and validation of assessment tools.** The training on the use of assessment tools will be financed under Component 3, and integrated in the teachers and caregivers CPD. Details on how the assessment tools will be adapted and validated will be further developed and presented in the PIM.

Component 3: Enhance delivery of quality early learning and care (US\$11.0 million)

30. **The objective of this component is to staff ECE hub and satellite centers in targeted areas with quality workforce, promote the involvement of communities, and empowering women** with knowledge and skills on maternal and child health and GBV to enhance children's well-being, safety, and socio-emotional development and learning and increase demand for ECE services.

Subcomponent 3.1: ECE teaching workforce recruitment, deployment, and management (US\$3.0 million)

31. **This subcomponent will support MoGE to address the acute ECE teachers' shortage** along with designing a time-bound implementation plan, prioritizing staffing of project ECE centers in the short and medium term, and the rest of centers in the long term. This will involve strengthening the regulatory framework and regulations to create conditions and incentives to ensure that hub and satellite centers are staffed by qualified personnel. The MoGE has committed to staff all ECE centers with qualified teachers and caregivers in the targeted areas, in accordance with ECE NQS. At least 50 percent staff of the newly established ECE center will be women. The reform pertaining to teacher recruitment, deployment, and management in the ECE sub-sector will ride on the larger reform which will be implemented under the ZEEP Additional Financing (ZEEP AF). DoHRA, with DoP&I and DoECE collaboration, will be responsible for this subcomponent activities, in consultation with TSC.

32. **The project will support exploring different ways and venues for engaging caregivers and interns at hub and satellite centers.** A limited number of caregivers/interns would be financed by the project on a declining basis. Engaging interns would provide the system with an opportunity for enhancing the quality of ECE teachers awaiting deployment as well as afford interns with career progression opportunities after their successful completion of the internship period and achievement of prescribed competencies.



33. **If the MoGE chooses to recruit interns, it will follow the merit-based competitive process implemented under the ZEEP AF.** Teachers who do not meet the TPDI competence-based selection criteria will be offered internships. The MoGE will prepare an internship program clearly defining the role of mentor, the mentor-intern relationship, the performance indicators for evaluating interns, the internship period, and the monthly remuneration. The selected candidates will be placed in satellite centers so that the hub ECE teachers could provide mentorship training. Upon successful completion of the program, interns would become regular ECE teachers subject to availability of position.

34. **This subcomponent will finance** (a) development of a strategy for staffing ECE centers and a time-bound implementation plan, (b) development of an internship program, (c) technical assistance, and (d) reasonable amount of remuneration for caregivers and interns on a declining basis with the condition that in the last year of the project 100 percent of the remuneration cost is paid by the MoGE.

Subcomponent 3.2: Continuous Professional Development (CPD) of ECE workforce (US\$6.0 million)

35. **The objective of this subcomponent is to provide CPD to ECE teachers, mentoring support to interns, and training to caregivers and school leadership teams** in targeted disadvantaged areas. DoECE, with support from the DoDE, DoS&C, TCZ, and TESS, will implement the activities under this subcomponent.

36. **Under the ZEEP AF, a TPDI is being developed as a multipurpose, benchmarking teacher competence-based instrument.** The TPDI will provide a framework for (a) evaluating teachers' skills and knowledge, and assessing the competency levels of trainees and teachers; (b) designing and developing preservice training, practicum, and CPD programs; (c) selecting mentors and other teachers who demonstrate professional excellence; and (d) promoting teachers within the school system. The TPDI competences will be built into the training modules.

37. **The project will update and develop a comprehensive ECE CPD framework.** This subcomponent will support updating the existing CPD to incorporate ECE strategies and training modules that are gender-responsive and promote learning-through-play pedagogies that use children's play to support discovery learning and collaboration and problem solving. It will also support the development of training, and related manuals and materials, based on international good practices as well as country-based experiences accumulated by the MoGE through collaborations with CPs.

38. **The project will support the training of ECE teachers based on the ECE CPD framework, the development of an integrated caregiver education and training program, manuals, and materials to develop caregivers' competences and skills, and the establishment of mentoring support program to provide internship experiences to ECE teacher-candidates.** Training modules, materials and workshops will be developed and used to deliver training to occur at the colleges of education and delivered by master trainers in targeted districts. Following trainings, ECE teachers and caregivers will be visited by master trainers to provide mentorships, give feedback and demonstrate specific activities related to the training objectives of the workshops. The in-service training and mentoring activities will place significant emphasis on the use of formative assessment practices to guide each child through her/his personal learning path and to plan individual developmental and instructional activities, gender-sensitive pedagogical approaches and strengthening of child's rights and health and safety. Many ECE centers, especially satellite centers, are being managed by volunteer caregivers, engaged by communities. They are untrained and may lack the necessary knowledge and skills to effectively apply ECE appropriate pedagogies. It is envisioned that training caregivers on fundamentals of ECE and care would raise their profile and facilitate their future accreditation with the TCZ. The training will include an introductory module on teachers' code of ethics and principles; teaching practices promoting gender equity; sexual



and reproductive health; GBV prevention; climate change and environment; child's rights; health and safety; and early identification of children with disability to ensure adequate support and referrals as necessary.

39. **In addition, the MoGE has identified the need for a school leadership training for headteachers and senior management teams (SMTs).** In order to enhance the quality of how ECE activities are carried out at the classroom level, MoGE has identified the need to strengthen school leadership to ensure that headteachers become instructional leaders that are skilled at making ECE teachers and caregivers better educators. ZEEL will support this vision through a school leadership training that will target all headteachers and their senior management teams (SMTs) in targeted ECE centers and satellites. The main focus of the training would be to ensure that headteachers are attuned with quality learning activities that should take place in every ECE learning environment but also that she or he is able to create a climate of collaboration, dedication to the vision and goals of the ECE centers and satellites, hard work and community engagement.

40. **Mobile technology and interactive audio instruction (IAI) will be used to complement the CPD activities supported by the project, targeting ECE teachers, caregivers and the mentoring of interns.** Training using IRI capacities already available in the country will be further developed in ECE to provide access to innovative and flexible interactive audio technologies using CDs, MP3 players, and smartphones in remote areas, so as to develop and deliver teacher and caregiver training, as well as direct instruction. Short message service (SMS) and WhatsApp applications will be incorporated as channels of sharing and exchanging of information with and among teachers and caregivers.

41. **Training and mentoring programs will have a national scope,** but during the life of the project will be focused on introducing and implementing specific training, mentoring, and CPD interventions targeted to caregivers, interns, and ECE teachers of project hub and satellites ECE centers.

Subcomponent 3.3: Women's empowerment and community engagement for better nutrition, and childcare (US\$2.0 million)

42. **The objectives of this subcomponent are to promote the involvement and participation of the local community, particularly mothers and young parents to increase demand for ECE and support child development.** in activities that (a) enhance demand for ECE by supporting the establishment and maintenance of ECE centers as well as in parenting activities by organizing workshops and providing information to improve the socioemotional, physical, nutritional, and healthy development of children in project target areas and (b) empower women, parents, and the community with knowledge and skills on maternal and child health, disabilities as well as on GBV, including sexual exploitation and abuse (SEA).

43. **Demand generation for ECE through community awareness.** A key strategy for increasing access to ECE particularly in the rural areas and among disadvantaged communities will consist on involving parents, community members, community leaders, and local civil society organizations (CSOs). Each district will prepare an awareness generation plan in consultation with the multi-agencies' District Implementation Committee (DIC), community leaders, and CSOs. At the district level, the District Education Board (DEB) will undertake an awareness generation campaign using locally available media, including social media. At the community level, the ECE teachers and caregivers will be responsible for awareness generation in close collaboration with the PSA, Parent Center Committee (PCC), and community leaders.

44. **Through this subcomponent financing will support the establishment and engagement of PCCs and promote positive parenting behaviors.** The PCC activation will serve to assist in the recruitment of



local caregivers to staff the ECE satellites and in the sensitization of communities on the importance of ECE and support the increase of demand for ECE. Additionally, support to promoting parenting behavior activities to help enhance children's developmental growth and encourage practices aimed at promoting child protection, reducing stunting, and improving nutrition among children in the areas covered by the project. Messaging and activities around children with special educational needs will be supported to encourage parents and the community to actively promote inclusion of children with disabilities in the school system and participation in community activities. Activities with young parents and mothers to address issues of social norms related to gender norms and against GBV will also be supported through parenting interventions.

45. DoECE with support from DoDE, DoS&C, TCZ, and TESS will implement the following activities: (a) **establishing of the PCCs** to assist in the recruitment of local caregivers to staff ECE satellite centers, and community mobilization activities to participate in the establishment of satellites ECE and to promote children's enrollment and regular attendance; (b) **promoting parenting behavior activities** to help enhance children developmental growth, and promote practices aimed at promoting child protection, stunting reduction, and nutrition improvement among children in the areas covered by the project; (c) **promoting social norms against GBV**. In addition to supporting the introduction of gender-responsive learning-through-play pedagogies, ZEEL will support awareness generation among mothers on GBV, and extension of the GRM for reporting GBV issues, including SEA and safe parenting practices; (d) **promoting use of cellphones as a platform for information sharing**. Community members with mobile phones and willing to become focal persons will be identified and coached on how to effectively use their mobile phones for information sharing. Simple SMSs will be sent to focal persons on parenting issues, climate change, environment, and other important issues.

Component 4: Strengthen system, project management, M&E, and communication (US\$6.0 million)

46. **The objective is to support activities related to** (a) strengthening of governance, accountability, and fiduciary risk management of the MoGE; (b) project management, M&E, and communication.

Subcomponent 4.1: Strengthening governance, and accountability (US\$2.0 million)

47. **This subcomponent will strengthen governance, accountability, fiduciary risk management systems and mechanisms, interagency coordination, and capacity for evidence-based planning and implementation through improved data collection and data use in the ECE subsector.** This will involve the development and use of an Early Childhood Integrated Information System (ECIIS) which will directly be linked to the education management information system (EMIS) along with the implementation of the governance and accountability action plan (GAAP) based on the findings and recommendations of the governance, institutional capacity, and fiduciary risk assessment (GAAP is available in annex 4). The GAAP aims to further build on the gains made so far in the implementation of 2014 – 2019 GPE forensic audit action plan to help reinforce efforts to achieve the implementation of the remaining recommendations including use of Integrated Financial Management Information System (IFMIS) for donor projects.

48. **This subcomponent will support activities to strengthen the capacity of the MoGE,** particularly of the DoECE, and provincial and district education offices for evidence-based planning, budgeting, managing, and monitoring of ECE programs. This will involve the following: (a) strengthening governance and accountability systems and mechanism, including fiduciary mechanisms to improve transparency, accountability, and system integrity; (b) developing an ECIIIS, which would be integrated in the larger MoGE's EMIS and is inclusive of data on disability. Related capacity in M&E, data collection, analysis,



utilization, and reporting will be strengthened; and (c) building capacity for interagency coordination, encompassing joint planning and annual review of nutrition, early learning and stimulation, community involvement, and care giving and parenting interventions. The interagency coordination will be supported through the establishment of an ECIIS integrated into the EMIS, and cross-institutional information on ECE activities to guide resource decisions. In addition, data will be used to better track the overall teaching workforce, including teachers and caregivers. Their related level of training and deployment allocation will be captured in the ECE EMIS module.

49. **The project will finance** (a) training of internal auditors, (b) implementation of activities listed in the GAAP, (c) ECIIS development, (d) ECIIS training and data collection, and (e) M&E capacity building.

Subcomponent 4.2: Project management, M&E, and communication (US\$4.0 million)

50. **The objective is to strengthen project management, structures, and procedures that will ensure effective project implementation, M&E framework, and communication.** Activities under subcomponent will be implemented by the ZEPCU.

51. **The MoGE will be responsible for the overall implementation and M&E of the project.** At the national level, the DoECE will be directly responsible for the project implementation, including ensuring that M&E arrangements are in place, and are functional with adequately qualified M&E staff recruited. The project arrangements will dovetail with the ZEEP AF, which will provide unified oversight and accountability mechanisms, reducing thus project management costs and increasing implementation efficiency. ZEEL institutional and implementation arrangements will use the ZEEP AF's three-tier institutional and implementation arrangements at the national level: a PSC, PIC, and the ZEPCU. However, the membership of the PSC and PIC will be enhanced to provide appropriate representation to ZEEL. The ZEPCU will be further strengthened with additional staff to manage and coordinate the project activities. The PEO will play a facilitating and oversight role in the project implementation. DEBS are expected to play a key role in planning, implementing, and monitoring the project at the district level. Under the leadership of the DEBS, district-level multisectoral committees (to be formed if they do not exist) will be constituted involving district health, water, community development, and gender officials. These committees will be involved in planning and monitoring the program implementation. At each hub and satellite ECE center, a PCC will be constituted to participate in center construction, rehabilitation, management, and monitoring. The detailed institutional and implementation arrangements are provided in annex 1.

52. **This subcomponent will finance** project staff salaries of ZEEL staff recruited for the ZEPCU and benefits, M&E including baseline, mid- and end-term studies, the costs associated with independent verification agency (IVA), policy research and consultants as approved by the World Bank, reasonable amount of operating cost, and short-term capacity-building activities for the project staff and DoECE and ZEPCU staff.

Component 5: Contingency emergency response component (US\$0.00)

53. **This component will allow the government to request the World Bank for rapid reallocation of funds to respond promptly and effectively to an emergency or crisis** (such events may include a disease outbreak) that has potential to cause major adverse impact on the education sector. It is included in accordance with the World Bank IPF policy, contingent emergency response through the provision of immediate response to an eligible crisis or emergency, as needed. In the event of such an eligible



emergency (as defined in the Contingency Emergency Response Operation Manual, prepared and adopted by the MoGE), this component would finance emergency activities and expenditures through the reallocation of funds from the project.



ANNEX 3: Economic Analysis

COUNTRY: Zambia

Zambia Enhancing Early Learning Project

- 1. Zambia's human capital is low with an index of 0.4 in the latest 2020 World Bank Human Capital Index report, implying that a child born today will only be 40 percent productive in their adulthood.** In terms of education, nine years of schooling translates to only 4.6 years of schooling when adjusted for quality. The PISA-D assessment also shows poor learning outcomes: only 2 percent of the 15-year-olds in Grades 7 and 8 assessed demonstrated minimum competencies in numeracy, 5 percent in literacy and only 3 percent in science.⁵¹ The national assessment program conducted every 2 years at Grades 5 and 9 and the SAQMEC have shown same pattern.
- 2. Benefits from investing in quality ECE are well documented by several studies.** As shown in previous sections, benefits are realized both in the short and long run and are far reaching beyond the child and the school system in terms of improved enrolment, completion and education achievement. In the short run, quality ECE can improve on-time enrollment in primary school, and improve schooling achievement by reducing repetition and dropout, and increasing completion rates.
- 3. In the long run, investing in ECE is a wise policy decision for a country to make in order to set children up for higher productivity and latter success in life.**⁵² Interventions in early childhood have a higher rate of return than interventions targeting older children and adults.⁵³ Benefits can be far reaching and have significant impact on reducing extreme poverty, on boosting shared prosperity, and on developing better human capital that supports economic diversification and growth.⁵⁴
- 4. Furthermore, quality ECE can promote social and economic equity.** It can be used as an effective strategy to provide a more equitable and solid educational foundation for children. This argument is particularly important in Zambia given large access disparities to ECE across regions and income quintiles. By targeting underserved regions, ZEEL will contribute towards addressing some of these inequities and reducing wide disparities.
- 5. The ZEEL project will implement several interventions aimed at increasing access and improving quality of ECE,** such as teacher training, provision of teaching and learning material, engagement of parents and communities, and increasing the availability of ECE centers. These interventions would enhance children's cognitive ability have a positive impact on their future earnings.⁵⁵
- 6. ZEEL's design is based on a review of existing evidence assessing how different interventions proposed in the project could contribute to effective student academic experience and learning**

⁵¹ Ward, M. 2018. *PISA for Development: Results in Focus, PISA in Focus*, No. 91, OECD Publishing, Paris, <https://doi.org/10.1787/c094b186-en>

⁵² Zubairi, A., and P. Rose. 2017. *Bright and Early: How Financing Pre-primary Education Gives Every Child a Fair Start in Life*. Cambridge: REAL Centre.

⁵³ Heckman, J., Stixrud, J., and Urzua, S. 2006. "The effects of cognitive and non-cognitive abilities on labor market outcomes and social behavior." *Journal of Labor Economics* 24 (3): 411–82.

⁵⁴ UNICEF. 2019. *A World Ready to Learn: Prioritizing Quality Early Childhood Education*. <https://www.unicef.org/reports/a-world-ready-to-learn-2019>

⁵⁵ Leuven, E., Lindahl, M., Oosterbeek, H., and Webbink, D. 2004. "New evidence on the effect of time in school on early achievement." *Scholar Working Paper* 47, no. 04 (2004): 1-25.



outcomes, as recent studies show.⁵⁶ The estimated impacts of interventions reviewed by these studies range from 0.023 to 0.918 standard deviations in increasing student test scores, providing a reasonable framework to gain insight into the estimated effect the ZEEL could have on student learning outcomes if implemented effectively.

7. **A CBA was undertaken in order to evaluate the economic value of the proposed investment and assess the potential impact of proposed activities.** The CBA is only limited to benefits that can be monetized. Spillover effect from this investment including those that may accrue to other members of the family or community, the fact that preschools are expected to affect outcomes throughout the life course of an individual cannot easily be captured. Therefore, the estimates established represent the lower bound of all the potential benefits associated with this investment. The CBA is performed based on the following parameters:

- (a) ECE age group is 3 – 6 years
- (b) There are two groups of learners, students to be enrolled in the new centers to be built by the project will benefit from the full package of interventions to be implemented while the rest of the students enrolled in the already established centers in targeted areas will benefit mainly from teacher training, community and parental engagement, and teaching and learning material availability.
- (c) While time horizon considered for the analysis is 40 years, the recurrent expenditure both from government and families terminates once the last cohort to directly benefit from the interventions complete high school.
- (d) Unemployment rates and transition levels for each level of education are based on country estimates by the Central Statistical office and MoGE data.
- (e) The exchange rate used is ZMW20/US\$ and discount rate of 10.

8. **The estimated project net present value for the project is US\$238.1 million with an internal rate of return of 28 percent.** At this level, the expected benefits from the project outweigh the associated project costs. Therefore, there is economic justification for the investment.

9. **Furthermore, a sensitivity analysis was conducted under two scenarios:** Scenario A: Project only reaches 70 percent of the targeted students. Scenario B: Project activities generate more community interest generating increased demand for ECE and students benefiting from ZEEL increase by 10 percent. The result from these analyses is presented in the table below.

Table 3.1: Summary of Cost-Benefit Analysis for Direct Beneficiaries

	Baseline	Scenario A	Scenario B
NPV (US\$ million)	238.1	204.4	259
IRR	28%	26%	29%

Financial assessment

10. **The financial analysis assessed the funding patterns to the sector in the government budget and**

⁵⁶ Krishnaratne S., White, H., and Carpenter, E. 2013. *Quality Education for All Children? What Works in Education in Developing Countries?* Working Paper 20. International Initiative for Impact Evaluation. <https://www.3ieimpact.org/evidence-hub/publications/working-papers/quality-education-all-children-what-works-education>. Also McEwan, P. 2015. "Improving learning in primary schools of developing countries: a meta-analysis of randomized experiments". *Review of Educational Research*, Vol. 85(3) p. 353-394. <https://doi.org/10.3102/0034654314553127>



the ECE subsector, including its sustainability going forward. ECE is a relatively new area for the government, having established an ECE Directorate in MoGE in 2015. In terms of public resource allocation, the budget dedicated to the subsector is still very low. For instance, between 2015 and 2020, the ECE subsector received less than 5 percent annually. Similarly, although there is some support from CPs towards the ECE subsector, it is yet to be well established.

11. **The ZEEL project is the first of its magnitude and by far a huge single investment to be managed by MoGE in the subsector.** As such the project will significantly contribute to the budget of the MoGE. Based on the historic allocations to the ECE subsectors, resources available to the ECE subsector are expected to double annually during the life cycle of the project given the estimate project expenditure.

12. **Given the advent of the COVID19 and fiscal challenges due to debt burden, the prospects of increased funding from the treasury remains lean in the short to medium term, but there is high likelihood that support from other stakeholders such as CPs will deepen and expand.** For instance, USAID has an investment of almost US\$50 Million in the Let's Read project which has a component on ECE. VVOB, a Flemish organization, is expanding its operations including geographical reach of its ECE programs. Other players, such as UNICEF, Save the Children, and Child Fund also continue to increase their focus on the ECE subsector, and the European Union plans to relaunch their support to this subsector. This traction from CPs is likely to increase especially with the realization that ECE is a critical subsector in the education system. Community engagement remains key to the sustenance of the ECE, especially in reaching the rural and poor communities.



ANNEX 4: Governance and Accountability Action Plan

COUNTRY: Zambia

Zambia Enhancing Early Learning Project

No	Potential Governance and Accountability Risks	Action Plan Steps	Implementation Arrangements	Timeline	Monitoring
1.	Public disclosure of information and increasing citizen engagement including participation of oversight by the civil society	<p>Making the following information publicly available on the project web page on the MoGE website:</p> <ul style="list-style-type: none"> (a) Information relating to physical and financial progress under each contract awarded on the basis of International Competitive Bidding (ICB)/National Competitive Bidding (NCB) procedures. Such information to be made available within 30 days from the end of each calendar quarter. (b) Quarterly interim unaudited financial reports within 45 days from the end of each calendar quarter. (c) All general and specific procurement notices, notices inviting tenders, expressions of interest, requests for proposals, ICB/NCB documents, and addenda/corrigenda to bids. All such information to be promptly disclosed. (d) All information on bids received, reasons for rejections, and details of contracts awarded for ICB. Such information shall also be shared with the Association. (e) All information on bids received and details of contracts awarded for NCB. (f) Quarterly and annual progress reports (project and financial information) and midterm review report. Annual progress report to be disclosed by March 31 of each fiscal year and midterm review report to be disclosed promptly. (g) Implementation support mission Aide Memoires and any urgent information for public consumption. 	ZEPCU	To be implemented from project effectiveness	Quarterly status report by ZEPCU
2	Institutional coordination between MoGE's directorates/departments and agencies such as the TSC, TCZ, and ECZ as well as between the central, provincial, and district levels of the MoGE, resulting in uncoordinated project implementation	<ul style="list-style-type: none"> (a) Quarterly meeting of the PSC (b) Monthly meeting of the PIC 	DoP&I with support from ZEPCU	These meetings to start as soon as the project is effective.	Minutes of the PSC and PIC meetings
3	Internal audit function within the MoGE to deliver on the intended mitigative risk	The project will provide capacity and advisory support to the Internal audit team at the MoGE to carry out internal control reviews and risk-based internal audits once every six months.	Director Finance and Chief Internal Auditor at	Starting from the sixth month after project approval	Internal audit report



No	Potential Governance and Accountability Risks	Action Plan Steps	Implementation Arrangements	Timeline	Monitoring
	management		MoGE		
4	Accountability for implementation of project activities	<ul style="list-style-type: none"> (a) Timely preparation of realistic AWP&B (b) Monthly review of implementation progress by PIC (c) Quarterly review of implementation progress by the PSC 	Director ECE with support of project coordinator of the ZEPCU with inputs from unit in the Directorate of Planning responsible for construction (ZEPIU)	<ul style="list-style-type: none"> (a) AWP&B to be shared with the World Bank for 'no objection' by Nov. 30 of each year for the following year (b) Monthly progress report for the PIC (c) Quarterly progress report for the PSC 	<ul style="list-style-type: none"> (a) Project Safeguards Supervision (b) Spot-checks by the World Bank Safeguards Specialist
5	Multisectoral coordination and community engagement	<ul style="list-style-type: none"> (a) Establishment of committee by focal persons in the line ministries appointed by respective Permanent Secretaries (b) Development of community engagement plan 	DoP&I and DoECE	<ul style="list-style-type: none"> (a) To be established within six months of project effectiveness (b) To be developed within nine months after project effectiveness 	<ul style="list-style-type: none"> (a) Monthly reports (b) Biannual reports
6	GRM (for GBV-related issues and other project implementation-related issues)	<ul style="list-style-type: none"> (a) Grievance boxes to be placed in every ECE center. (b) Clear guidelines for recording and reporting grievance to be established. (c) Child helpline to be engaged for toll-free access to phone for registering grievance. 	ZEPCU with support from DoP&I	(a) To be established within six months from project effectiveness	(a) Quarterly report in grievance received and addressed prepared by ZEPCU



ANNEX 5: Variable Part of the GPE Grant and Associated Performance Based Conditions

COUNTRY: Zambia

Zambia Enhancing Early Learning Project

1. **The VP of the project amounts to 31 percent of the total GPE grant and will be disbursed upon the achievement of the agreed targets for three indicators associated with each of the three GPE dimensions—equity, efficiency, and learning outcomes.** The disbursement of funds will be based on the budget allocations and performance-based indicators, as described in table 5.5, and the PBC Matrix and Verification Protocols in the Results Framework (section VII). The three PBCs were selected to contribute to key policy decisions, initiatives, and results in ECE which would have a low chance of being implemented without incentives. PBCs also try to be realistic, measurable, and achievable within a short project life span and, to a large extent, dependable on the MoGE’s effort and investment. The PBCs were discussed and endorsed by the PITC, equivalent to a Local Education Group in Zambia.

2. **The VP financing will provide funding for achieving a couple of critical results on Component 2 (establishment of baseline on 3-6 year-old enrollment; and establishment of ECE NQS and learning assessments); and Component 3 (upgrading ECE staffing practices, professional development, community participation and parenting and women empowerment) with the objective of achieving stretch targets that otherwise would not be met.** The VP is key in ensuring that the project achieves sector-wide transformational effects about improved equity, efficiency, and learning outcomes that will effect not only ECE centers in targeted district but will impact and change practices in all school districts, schools of education and professional development and training programs. Support for implementing expansion activities under Component 1 (ECE construction and improvement of ECE centers, health and sanitation conditions, and adequate learning materials) and capacity-building activities under Component 4 (strengthen the MoGE’s capacity for continuity of service delivery) will be provided in the form of regular IPF, which would complement the transformational effect of VP financing activities.

3. **Because ZEEL is the first investment of scale in the ECE subsector, the project will target the most disadvantaged districts in the country.** However, to support systemwide reform contemplated in the national education strategy, the project selected at least the most disadvantaged district of each province. This approach would ensure that nationwide capacity is built to collect baseline data, plan, deliver, and monitor quality ECE and development services particularly focusing on disadvantaged and underserved areas. Furthermore, the approach will ensure effective implementation of system level targeted reforms, including the NQS, which is expected to support the MoGE in building the necessary capacity and tools to target future investment in the ECE subsector. The targeting methodology details are explained in annex 1.

Table 5.1. Summary of VP Financing

Dimension	PBCs
Equity	PBC 1: Percentage increase in enrollment of 3-6 year-old children in public ECE centers in targeted areas
Efficiency	PBC 2: Percentage of public ECE centers in targeted areas meeting minimum staffing standards
Learning outcomes	PBC 3: Proportion of ECE teaching staff in targeted areas using students’ individualized learning plans



PBC 1: Percentage increase in enrollment of 3-6 year-old children in public ECE centers in targeted areas

4. **Background regarding ZEEL's equity strategy and relationship with ESSP 2017–2021.** Access to ECE services has been limited and mainly concentrated in urban areas and other relatively well-developed localities and services mainly provided by the private sector. This is due to a combination of two factors. On the one hand, constructions of ECE centers has favored urban and better-off areas. On the other hand, as indicated previously, parents from poor communities and in rural areas do not value ECE opportunities as much as parents from urban centers and better-off families. Thus, to increase access and participation in ECE, especially for the children in the rural areas, it is important to implement a two-pronged strategy that simultaneously addressed the supply and demand aspects of participation in ECE. To address the supply challenges in rural areas, the government has undertaken the annexing of an ECE center to an existing primary school. However, even with this approach, the facilities created are not enough to service the eligible, out-of-school ECE children, especially in the rural and remote areas. Several options for increasing access, including the hub satellite approach that involves community participation are clearly defined in the draft education sector plan and the current ESSP 2017–2021. After consultations with stakeholders and the government, the hub satellite approach for expansion was agreed as a mode to be adopted to increase access to ECE across the country. As such, ZEEL will work with communities in vulnerable areas to build new facilities, build demand, and improve the quality of ECE services to provide opportunities to the many poor and unserved rural children. The project will focus on establishing and supporting both supply-side intervention (through component 1) and demand-side interventions (through component 2) to address the issue of access to ECE. The demand-side interventions would be based on the activation of PCCs, which will be key in facilitating community mobilization to ensure increase participation of 3–6-year-old children in ECE learning, training of mothers and young parents on positive parenting, and continued support of high-quality services once ECE centers are established.

5. **Transformational aspects of the proposed intervention.** By focusing on increasing parents' awareness of the benefit of ECE enrollment in areas with greatest need, through increased community awareness of the benefit of early stimulation and education, as well as involvement on initiatives to expand the availability of ECE services, ZEEL will contribute to increasing demand for ECE by families and communities in disadvantaged areas, thus addressing key issues of equity access to ECE service provision. This approach will complement investment on construction of new ECE centers under Component 1. Increasing awareness of the benefit of ECE is a transformational initiative because it will help promote approaches that will enhance the MoGE's capacity to expand access to ECE at the national level through increase community participation and help ensure sustainability through increased ownership at the local level. By enhancing both supply and demand for ECE through the involvement of local communities in disadvantaged communities that historically have been slow at embracing ECE, the project will narrow the access gap to ECE opportunities between low- and high-income groups and among rural and urban communities. The national-level increase in ECE access will begin through the government effort to initially rollout this initiative in areas with the greatest need for ECE, as defined in the targeting of project activities. It is expected that taking advantage of lessons learned through ZEEL, the government will scale-up this initiative. It is expected that in the areas with greatest need targeted by the project, ECE enrollment would increase by over 30 percent, helping improve overall equity of ECE provision.

6. **Stretch characteristics of the proposed intervention.** ZEEL's equity strategy is a stretch because it supports the MoGE to develop policy tools and instruments as well as institutional and organizational capacity at the MoGE and within provinces and local education authorities, to promote and incentivize the participation of local communities to help address and overcome the country's scarce and unequal



access to ECE. This twin challenge of insufficient and imbalanced access to ECE is most acute in disadvantaged areas. By targeting interventions within disadvantaged communities across the country, ZEEL will, on the one hand, develop community mobilization tools, as well as accumulate experiences, good practices, and lessons on how to promote ECE participation and positive and safe parenting in remote, hard-to-reach populations, that can be easily scaled-up to the rest of the country. And on the other hand, by intervening in disadvantaged communities across all 10 provinces, using lessons learned in mobilizing local communities will help develop capacity at the provincial level for scaling up the intervention at the district level, in turn, this would help stimulating system-level reform. The VP financing associated to PBC 1 will fund activities to ensure rigorous establishment of baseline and data collection protocols on ECE enrollment, community mobilization, including the development of training modules, dissemination of materials, and mentoring tools that local education authorities and the provincial governments will have at their disposal to collect ECE enrollment information and to help local communities to plan and implement ECE plans to expand access to quality ECE learning opportunities. Additionally, this support will also focus on the training of positive parenting practices of young parents and mothers to reinforce the learning and child development taking place in ECE centers while at the same time giving them tools to demand quality ECE.

Table 5.2. Results Chain for PBC 1

Challenges	<ul style="list-style-type: none"> Lack of ECE centers in disadvantaged areas as well as lack of rigorous data on ECE enrollment. Low parental awareness of benefit of young children’s participation in ECE
Activities	<ul style="list-style-type: none"> Rigorous data collection protocols designed during the first year of project and data collection carried out of enrollment by age on ECE centers. Preparation of training modules to train the PCC on ECE development plans Training of PCC members on preparation of ECE development plans Training modules on the importance of ECE and key aspects of positive parenting to train mothers and young parents developed Training for mothers and young parents on the importance of ECE and key aspects of positive parenting to train mothers and young parents delivered
Outputs	<ul style="list-style-type: none"> Protocol and instruments to collect ECE enrollment data validated. Baseline data on ECE enrollment in targeted areas. PCCs have an ECE development plan and PCCs actively participate in the construction, equipping, and running of ECE centers. Mothers and young parents become aware of the importance of ECE and acquire basic competences on key aspects of positive parenting and quality care.
Outcomes	<ul style="list-style-type: none"> Increase in the number of ECE centers Increase in ECE enrollment of 3-6 year old children
Impact	<ul style="list-style-type: none"> Expansion of quality ECE centers with community support and improved parental childcare practices, which in turn leads to overall increase on ECE enrollment

7. **Indicator description.** The proposed indicators will assess if baseline data on enrollment has been collected as well as if local communities have been activated and if the training provided had the expected outcome of increased demand for ECE. This will be monitored in two ways. After the members of the PCC have been trained, the project monitoring team will examine the ECE development plan prepared by the PCC to ensure that it meets ZEEL requirements and then will verify that it has been endorsed and approved by the local education authority. During the implementation of the PCC’s ECE development plan, the monitoring team will verify if the PCC keeps holding regular meetings and attest its contribution to ensuring that the ECE center becomes operational. Additionally, training modules and materials will be developed and implemented on the importance of ECE, positive parenting, better nutrition practices, early stimulation and learning through play interventions, maternal and child health, sexual and reproductive health, and prevention of GBV for women and young parents. Increase demand should be reflected by an increase on ECE enrollment in the targeted areas.



8. **Amount.** The financing associated with this indicator amounts to US\$3,000,0000. The funds will be disbursed upon achievement of targets defined by the agreed PBC and confirmation that a PBC is achieved based on agreed verification protocols described in the project's Results Framework.

PBC 2: Percentage of public ECE centers in targeted areas meeting minimum staffing standards

9. **Background regarding ZEEL efficiency strategy and relationship with ESSP 2017–2021.** Since the recognition of ECE as an important component in the education sector, including it as one of the subsectors of general education, the GRZ has focused on establishing standards for the subsector. The ESSP provides guidelines on several of these standards including curriculum, CPD, minimum staffing, and infrastructure. To further develop this area, ZEEL will support the MoGE to develop and implement several of these standards with special attention to establishing operational staffing standards based on the review of recognized good practices implemented in countries that face challenges similar to Zambia. The implementation of these standards will be supported by a corresponding strategy and set of regulations encouraging efficient teachers' deployment, continuous professional development, and merit-based career progression and management. This effort will build upon the current work being implemented under ZEEP AF whose focus is to promote changes on current teachers' hiring, deployment, promotion and professional development regulations and practices. Under ZEEL the key emphasis would be on designing regulations and putting in place an operational system that, on the one hand, promotes staffing ECE centers according to minimum staffing standards and that, on the other, ensures the staff allocation is done following the efficient allocation criteria that will be developed during project implementation.

10. **Transformational aspects of the proposed intervention.** There is an acute shortage of ECE teaching workforce in the country, which is more intense in rural and disadvantaged areas. In addition, there seems to be a high number of ECE teachers deployed to teach other levels of education. ZEEL will support the MoGE to prepare a strategy to address this shortage and misalignment, along with a time-bound implementation plan to remedy this situation. This will involve, among other activities, strengthening the regulatory framework and regulations to create conditions and incentives to ensure that hub and satellite centers are permanently staffed according to standards. The preparation of the strategy and implementation plan will be based on an extensive consultation and validation process involving key stakeholders at the district, provincial, and national levels. ZEEL will not directly address issues of teachers' allocation disparity because this is an issue that is being analyzed and address under ZEEP AF.

11. **Stretch characteristics of the proposed intervention.** As indicated, there is a shortage of ECE teachers nationally, this situation is critical in rural and disadvantaged areas where ECE centers are understaffed, and caregivers are recruited on a voluntary basis receiving little or no training and receiving a small stipend paid by the local communities. It is expected that the ECE staffing strategy and the corresponding regulatory framework and its implementation plan will completely transform this situation at the local, provincial and national level by providing attractive incentives to encourage people living in disadvantaged areas to enter the teaching profession as caregivers, where they will be provided quality training on fundamentals of ECE and care, as well as regular payment. ZEEL will support the implementation of this strategy in the project targeted areas by providing training and by funding appointment of caregivers on a declining basis. This approach should ensure long-term commitment to the profession as well as workplace stability. It is expected that the ECE staffing strategy and implementation plan will also attract more young people to the ECE teaching profession and encourage them to work with children living in disadvantaged areas. Additionally, the ECE staffing strategy will help ensure that teachers and caregivers are assigned and teach where they are needed most in alignment to



system-level reforms that the MoGE is embarking on through financial support from the ZEEP AF. As indicated before, in the short term, the MoGE, with the support of the project, will implement the strategy in the project-targeted areas which focus interventions on disadvantaged communities. Reflecting and learning from this experience, the MoGE, working in tandem with provincial and local education authorities, will fine-tune the strategy and its implementation plan to gradually scale up its coverage to the rest of the country in alignment with the reforms of teacher management, recruitment, and deployment supported through the ZEEP AF.

Table 5.3. Results Chain for PBC 2

Challenges	<ul style="list-style-type: none"> • The MoGE lacks a recruitment strategy, norms, and incentives to staff ECE centers.
Activities	<ul style="list-style-type: none"> • Prepare and approve ministerial strategy and regulation for appointment and career development of ECE teachers and caregivers in ECE centers • Staffing implementation plan developed • Staffing plan carried out • Development of CPD framework • Development and implementation of ECE training
Outputs	<ul style="list-style-type: none"> • Ministerial strategy and regulation setting norms and incentives for appointment and promotion of ECE teachers and caregivers in ECE centers issued • Plan to incentivize appointment of ECE teachers and caregivers in ECE centers implemented • Appointment of ECE teachers and caregivers in targeted areas • Competencies of ECE teachers and caregivers upgraded.
Outcomes	<ul style="list-style-type: none"> • Public ECE centers in targeted areas staffed according to standards. • Children-staff ratio in public ECE centers meet basic staffing standards.
Impact	<ul style="list-style-type: none"> • Graduates from ECE centers better prepared to attend primary education • Lower number of years to produce a primary school graduate due to on-time enrollment and reduction of repetition and dropout

12. **Indicator description.** This indicator will, on the one hand, certify that the MoGE has both prepared and approved a human resource strategy for properly staffing ECE centers according to standards, with access to a well-defined career path and clear incentives, and that the implementation of the strategy is supported by clear norms and regulations. On the other hand, the indicator will be used to verify that the ECE centers in the targeted areas supported by the project are staffed with qualified staff according to criteria established in the ECE NQS.

13. **Amount.** The financing associated with this indicator amounts to US\$7,000,0000. The funds will be disbursed upon achievement of targets defined by the agreed PBC and confirmation that a PBC is achieved, based on agreed verification protocols described in the project’s Results Framework.

PBC 3: Proportion of ECE teaching staff in targeted areas using students’ individualized learning plans

14. **Background regarding ZEEL learning outcomes strategy and relationship with ESSP 2017–2021.** To ensure learners are provided with quality and relevant ECE services that lead to the attainment of the required developmental milestones, the government places high premium on equipping ECE teachers and caregivers with appropriate skills and knowledge including on the assessment of student learning. Several strategies are outlined in the ESSP on how to achieve this objective, including intensive short trainings along with the provision of comprehensive CPD. ZEEL will support this strategic area by ensuring that the ECE workforces are trained on the use of assessment tools that will be developed under the project to help assess student growth and learning using formative learning assessment tools and to use the information obtained in the preparation of individualized learning plans that address the learning needs of each ECE student.



15. **Transformational aspects of the proposed intervention.** There are at least three dimensions of the proposed intervention that makes it transformational. First, it will help in harmonizing, developing, and disseminating ECE formative assessment tools that are not widely and systematically adopted across the country in coordination with the ECZ. Second, it will train ECE teaching staff on the use of formative assessment and the use of observation methods to monitor children’s development and of data collected through such observations and assessments to prepare individualized learning plans that help address specific learning and developmental needs of every child, and to improve the learning environment and learning outcomes of all ECE students. Third, the country will be implementing, for the first time, a training program to prepare ECE teachers and caregivers to address the learning and developmental needs of children under their care. This has no precedent in the country, and its implementation will influence and promote changes in the curriculum, the specific study programs, and teacher preparation that will have direct positive impact by changing practices in all districts and ECE teaching education and professional development programs.

16. **Stretch characteristics of the proposed intervention.** The main reason for considering this intervention a stretch is that it is supporting the MoGE in developing central-level standards and tools to measure key aspects of ECE and will help provide teachers and caregivers with standardized tools and training necessary to improve teaching practices as well as student learning in ECE centers based on evidence collected for each child. ZEEL will support the development and utilization of a formative assessment tool. This VP indicator will finance the development and harmonization formative assessment tools and the training of ECE teaching staff on the use of these tools and the preparation of child specific individualized learning plans. Although the use of the tool and the related training will be introduced initially by the MoGE in ECE centers in the project-targeted areas the implementation of this initiative will help develop institutional and organizational capacity on formative assessment and preparation of students’ individualized learning plans across all 10 provinces.

17. **Indicator description.** This indicator will be used to appraise if the training provided to ECE teachers and caregivers has helped develop and improve formative assessment competencies and skills of this target group. Competent knowledge of formative assessments should translate into capacity to produce evaluation reports for each child under the care of the respective ECE teacher or caregiver, as well as appropriate child specific learning and developmental plans that meet the challenges and needs of each child. To be operational a child specific learning plan should contain age and developmentally appropriate, measurable goals in different domains such as, but not limited to, language, cognitive, physical, motor, socio-emotional and interpersonal skills development, as well as specific strategies to best achieve those goals. It should outline what the child can currently do by focusing on strengths and potentials, as well as identify areas that need further development and support. Specific details describing the minimum aspects to be covered by these plans as well as their expected regularity will be described in the PIM. The PIM will also have a checklist that supervisors would use to assess the adequacy of the individualized learning plans and to provided support and mentorship to ECE teachers and caregivers on the preparation, follow-up and implementation of the plans.



Table 5.4. Results Chain for PBC 3

Challenges	<ul style="list-style-type: none"> • Shortage of ECE teachers and caregivers with relevant ECE competences • Lack of systematic use of formative assessment tools in ECE
Activities	<ul style="list-style-type: none"> • Development of training modules, materials, and instruments with the ECZ on formative assessment for ECE teachers and caregivers • Training of teachers and caregivers on formative assessment
Outputs	<ul style="list-style-type: none"> • ECE teachers and caregivers in targeted areas trained on formative assessment • ECE teachers and caregivers in targeted areas trained on preparation of progress and development reports for each child under their care and presentation of progress reports to parents • ECE teachers and caregivers in targeted areas trained on the preparation of individualized learning plans for each child under their care
Outcomes	<ul style="list-style-type: none"> • ECE teachers and caregivers in targeted areas track and prepare reports on children’s progress and development. • ECE teachers and caregivers in targeted areas plan, prepare, and implement high-quality, play-based (also called learning-through-play pedagogies) developmentally appropriate activities for each child. • ECE teachers and caregivers in targeted areas plan schedules and routines to familiarize each student with daily hygiene habits. • ECE teachers and caregivers in targeted areas organize individual and groups activities that facilitate the development of children’s social, creative, and physical skills.
Impact	<ul style="list-style-type: none"> • Children attending ECE centers in targeted areas have cognitive and social skills necessary for successful enrollment in first grade and increased probability of experiencing low primary school repetition and high completion rates.

18. **Amount.** The financing associated with this indicator amounts to US\$2,000,000. The funds will be disbursed upon achievement of targets defined by the agreed PBC and confirmation that a PBC is achieved, based on agreed verification protocols described in the project’s Results Framework.



Table 5.5. PBC and Budget Allocation Related to the GPE VP Funding

PBC	Time for Accomplishing Conditions					Variable Part	Total Amount (US\$)
	2021	2022	2023	2024	2025		
PBC 1: Percentage Increase in enrollment of 3-6 year-old children in public ECE centers in targeted areas	PBC 1.1: Training modules and materials to train PCC on preparation of ECE prepared and in use; training modules and materials to train mothers and young parents prepared (\$500,000)	PBC 1.2: 20 % of active PCC have ECE development plan under implementation (\$375,000) PBC 1.3: 5 % increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$166,665)	PBC 1.2: 40 % of active PCC have ECE development plan under implementation (\$375,000) PBC 1.3: 10 % increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$166,665)	PBC 1.2: 60 % of active PCC have ECE development plan under implementation (\$375,000) PBC 1.3: 20 % increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$333,333)	PBC 1.2: 80 % of active PCC have ECE development plan under implementation (\$375,000) PBC 1.3: 30 % increase in 3-6 year old children enrolled in ECE centers in targeted areas (\$333,333)	Equity	\$3,000,000
PBC 2: Percentage of public ECE centers in targeted areas meeting minimum staffing standards	PBC 2.1 ECE national level scoping study and strategy with regulation and implementation plan on ECE teachers and caregivers' appointment (\$800,000) PBC 2.2 Training modules for teachers and caregivers (\$450,000)	PBC 2.3 52 additional ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (\$260,000) PBC 2.4 20 % of public ECE centers meeting minimum staffing standards (\$750,000)	PBC 2.3 208 additional ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (\$1,040,000) PBC 2.4 40 % of public ECE centers meeting minimum staffing standards (\$750,000)	PBC 2.3 290 additional ECE teachers, and caregivers recruited and deployed by the project to ECE centers in targeted areas (1,450,000) PBC 2.4 60 % of public ECE centers meeting minimum staffing standards (\$750,000)	PBC 2.4 80 % of public ECE centers meeting minimum staffing standards (\$750,000)	Efficiency	\$7,000,000
PBC 3: Proportion of ECE teaching staff in targeted areas using students' individualized learning plans	PBC 3.1 Formative assessment tools developed and modules to train ECE teaching staff on formative assessment and preparation of individualized learning plans developed (\$500,000)	PBC 3.2 20 % of ECE teaching staff preparing individualized learning plans (\$375,000)	PBC 3.2 40 % of ECE teaching staff preparing individualized learning plans (\$375,000)	PBC 3.2 60 % of ECE teaching staff preparing individualized learning plans (\$375,000)	PBC 3.2 80 % of ECE teaching staff preparing individualized learning plans (\$375,000)	Learning Outcomes	\$2,000,000