



REPUBLIC OF MOZAMBIQUE  
MINISTRY OF EDUCATION

# Education Strategic Plan 2012-2016

*“Let's Learn!”*

*Building competencies for a Mozambique in constant development.*

**Approved by the Council of Ministers**

**12 June, 2012**



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## List of Abbreviations

%F	Proportion of Women (female)
(e)-SISTAFE	(electronic) State Finance (electronic) Administration System
ADE/DSS	Direct Support to Schools
AEA	Adult Literacy and Education
BdPES	Economic and Social Report
CALE	Commission for the Evaluation of School Books
CCDC	Skills Development Community Centre
CEE	School Construction and Equipment
CES	Council for Higher Education
CFMP	Medium Term Fiscal Framework
CGE	General State Account
CIREP	Professional Education Reform Inter-ministerial Commission
CNAQ	National Council of Quality Assessment in Higher Education
CNECE	National Council for Examinations, Certification and Equivalence
CNES	National Council of Higher Education
COPA	Joint Monitoring Committee
COREP	Professional Education Reform Commission
COVS/OVCs	Orphans and Vulnerable Children
CUT	Single Treasury Account
DAF	Administration and Finance Directorate/Department
DANIDA	Danish International Development Agency
DFID	Department for International Development (United Kingdom)
DICES	Directorate for the Coordination of Higher Education
DINAEA	National Directorate for Literacy and Adult Education
DINET	National Directorate for Technical Education
DIPE	Directorate of Special Programmes Directorate
DIPLAC	Directorate of Planning and Cooperation Directorate
DNEAP	National Directorate for Studies and Policy Analysis (MPD)
DNFP	National Directorate of Teacher Training
DNO	National Budget Directorate
DPEC	Provincial Directorate of Education and Culture
DPI/ECD	Early Childhood Development
DPPF	Provincial Directorate of Planning and Finance
DRH	Human Resources Directorate

EB	Bilingual Education
EP	Primary Education
EP1	Lower Primary Education (grades 1 to 5)
EP2	Upper Primary Education (grades 6 and 7)
E-PAF/E-QAD	Education Sector Performance Assessment Framework
EPC	Comprehensive Primary Education (grades 1 to 7)
EPT/EFA	Education For All
ESG	General Secondary Education
ESG1	General Secondary Education (1 <sup>st</sup> cycle (lower), grades 8 to 10)
ESG2	General Secondary Education (2 <sup>nd</sup> cycle (upper), grades 11 and 12)
ETP/TVET	Technical and Vocational Education and Training
F	Female
FAO	Food and Agriculture Organization of the United Nations
FASE/ESSP	Education Sector Support Fund
FC/CF	Catalytic Fund (FTI)
FNUAP/UNFPA	United Nations Population Fund
FTI	Fast Track Initiative
FUNDEC	Skills Development Fund
GBS	General Budget Support
GCC	Joint Coordination Committee
GoM	Government of Mozambique
GPE	Global Partnership for Education (previously FTI)
GTPGF/WGPFM	Planning and Financial Management Working Group
GTZ/GIZ	Deutsche Gesellschaft für Internationale (Technische) Zusammenarbeit) / German (Technical) International Cooperation
HE	Higher Education
HEIs	Higher Education Institutes
HIV and AIDS	Human Immunodeficiency Virus (HIV) Acquired Immunodeficiency Syndrome (AIDS)
IBE	Scholarship Institute
IEDA	Open and Distance Learning Institute
IFEA	Institute for the Training of Adult Educators
IFP	Teacher Training Institute
IGED	General Inspectorate of Education
INE	National Statistics Institute of Statistics
INED	National Institute of Distance Learning Institute
INEFP	National Employment and Vocational Training Institute
INSIDA	National Survey on Prevalence, Behavioural Risks and Information about HIV and AIDS
IOF	Household Survey
KFW	Kreditanstalt für Wiederaufbau / German Development Bank
MDGs	Millennium Development Goals

MEC	Ministry of Education and Culture
MEPT	Education for All Movement
MESCT	Ministry of Higher Education, Science and Technology
MF	Male and Female
MF	Ministry of Finance
MICS	Multiple Indicator Cluster Survey
MINED	Ministry of Education
MISAU	Ministry of Health
MITRAB	Ministry of Labour
MMAS	Ministry for Women and Social Action
MoU	Memorandum of Understanding
MPD	Ministry of Planning and Development
MSS	World Without Secret
MT	Metical
NEE	Special Education Needs
NGO	Non-Governmental Organisation
ODL	Open and Distance Learning
OE	State Budget
ONP	National Organisation of Teachers
OTEO	Mandatory School Guidelines and Tasks
PARP(A)/PRSP	(Absolute) Poverty Reduction Strategy Paper
PCEB	Basic Education Curriculum Plan
PCs/CPs	Cooperation Partners
PdA	Activity Plan
PEE	Education Strategic Plan
PEEC	Education and Culture Strategic Plan
PEES	Higher Education Strategic Plan
PES	Economic and Social Plan
PESD	Secondary Education Distance Learning Programme
PGB	Geração Biz Programme
PIREP	Integrated Technical and Vocational Education Programme
PMA/WFP	World Food Programme
POEMA	Planning, Budgeting, Execution, Monitoring and Evaluation
PQG	Government's Five-Year Plan
QAD/PAF	Performance Evaluation Framework
QIF	Quality Enhancement and Innovation Fund
QNQP	National Vocational Qualifications Framework
QUANQES	National Higher Education Qualifications Framework
RAR	Annual Review Meeting
REO/BER	Budget Execution Report
REP	Vocational Education Reform
RET	Technical Education Division

SACMEQ	Southern and Eastern Africa Consortium for Monitoring Educational Quality
SADC	Southern African Development Community
SAQEM	System of Education Quality Assessment in Mozambique
SDEJTs	District Services for Education, Youth and Technology
SIGE	Integrated Education Management System
SIGEDAP	Public Administration Performance Management System
SINAQES	National System for Higher Education Evaluation, Accreditation and Quality Assurance
SNATCA	National Academic Credits Accumulation and Transfer System
SNE	National Education System
STD	Sexually Transmitted Diseases
SWAp	Sector Wide Approach
TARV	Anti-Retroviral Treatment
TICs/ICTs	Information and Communication Technologies
ToR	Terms of Reference
TT	Teacher Training
UGB	Beneficiary Management Unit
UGE	Execution Management Unit
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UP	Pedagogic University
USAID	United States Agency for International Development
USD	United States Dollar
ZIP	Pedagogic Influence Area (School Clusters)

## Preface

The socioeconomic return of education for individuals, families and for the nation in general is central to both national and international development policy agendas, motivating parents and families to send their children to school. Education plays a role in combating poverty, ensuring a healthier life, sustaining economic growth, strengthening democracy, and promoting the participation of all citizens in national agendas.

After gaining our Independence in 1975, education took its rightful place at the top of the Government's priorities for our Beloved Country. Mozambique positioned education as a human right and a key instrument for consolidating peace, national unity and economic, social and political development in the Country, by nurturing citizens with high self-esteem and a patriotic spirit.

Since the advent of Peace in 1992, every year more children are going to school at all levels. In 1992 approximately 1.5 million students were enrolled in school. By 2011, this number had soared to over 6 million. Today, a significant part of our young people are able to pursue their studies at higher levels, in different areas of education. Each year the sector is recording significant reductions in both regional and gender disparities, particularly in primary and secondary education.

The success we have achieved to date is to a large extent the result of reforms introduced in our education system, particularly in primary education where an emphasis was placed on the: provision of free textbooks; elimination of school fees; introduction of a new curriculum; accelerated construction of classrooms; reform of the teacher training programme; and, the introduction of the Direct Support to Schools programme.

However, there are still significant challenges to overcome. There is still a considerable number of children not enrolled in school, and there are many children who, having entered into grade one, do not complete the full seven years of primary education. The teacher-student ratio is still very high. The fact that a significant number of children reach the end of the first cycle of their primary education without having developed the reading and writing skills set out in the curriculum raises concerns regarding the quality of education provided. Additionally, educational attainment (pass rates), particularly in grades 10 and 12 of the secondary education cycle represent a source of concern.

Looking ahead, the sector's concern lies with the need to improve linkages between graduates from the different levels of the National Education System and the labour

market, particularly in the field of Technical and Vocational Education and Training. The reform programme in this sub-sector focusses on the preparation of qualified graduates capable of responding to the demands of the private sector. The introduction of vocational subjects in secondary schools and in the adult literacy education (AEA) centres is also part of this package of initiatives, which aims to prepare youth and adults for life.

This 2012-2016 Education Strategic Plan, which I am honoured to preface, was prepared based on a self-assessment of the sector as well as of an external and independent evaluation, and takes into consideration the Government's priorities as well as its long-term strategic vision.

The new 2012-2016 Strategic Plan focuses on the continued expansion of the Education System, within the possible limits to guarantee the quality of the educational services offered, through exploring several delivery modalities, including distance learning and benefitting from the potential of new technologies. In this context, special attention is paid to early childhood development being crucial for our children's academic and social success, and to the development of competencies to guarantee a qualified base of human resources capable of increased innovation in the production and delivery of goods and services.

The elaboration of this Strategic Plan was achieved through a participatory process in which students, teachers, parents and guardians, civil society organisations, religious groups, technical experts, staff from different Ministries and cooperation partners provided invaluable contributions, building towards consensus on key concerns.

Thank You Very Much To All!

The implementation of the 2012-2016 Strategic Plan will require all stakeholders and members segments of society to unite. Since quality education is a task for each and every one of us: We are counting on you. Unconditionally.

Zeferino Martins  
Minister of Education



## Summary

### Contextualisation of the Education Strategic Plan

#### *Vision and mission*

This Strategic Plan defines the objectives, priorities and main strategies for the development of the Education sector over the coming five years. It is based on the long-term vision that promotes education as a human right and an effective instrument for the affirmation and integration of an individual in social, economic and political spheres of life; indispensable for the country's development and in combating poverty.

The Plan will guide the programming, financing and monitoring of key sector interventions from 2012 to 2016. It aims to build a fair, inclusive, effective and efficient education system where students will acquire the knowledge, attitudes and skills to develop the competencies necessary for achieving the long-term vision.

#### *Elaboration process*

The elaboration of this Strategic Plan was initiated in March 2010. Since then, multiple internal and external reviews and consultations have been held at different levels of the sector. Consultations included both civil society partners and international cooperation partners. Other Ministries and interested individuals provided also feedback. An independent evaluation of the implementation of the 2006-2011 Education and Culture Strategic Plan (PEEC) was conducted in addition to other sector studies that assessed the sector achievements and challenges to date in order to strengthen future performance.

The Programme Document for the funding proposal to the Education for All-Fast Track Initiative Catalytic Trust Fund EFA FTI<sup>1</sup> (September, 2010), was the first version of this plan. Its presentation to international partners resulted in an additional financing of 161 million<sup>2</sup> USD towards the implementation of the sector plan over the coming years.

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<sup>1</sup> The current name of this initiative is "Global Partnership for Education"

<sup>2</sup> USD 90 million financing from the international partnership through the Catalytic Fund and USD 71 million IDA from the World Bank.

## Rationale of the priorities and approaches for the coming years

### *Education: Instrument for the Country's Development*

Increasing the provision of a quality education for all is one of the Government's main strategies for the reduction of poverty and the development of the Country.

*Although not all relevant to the Mozambican context*, evidence from international studies has shown multiple benefits stemming from increased schooling for individuals and society in general. It is estimated that just one additional year of schooling may result in a return of approximately 10% in terms of GDP<sup>3</sup>. Additionally, a better education of mothers is linked to a 50% of the reduction in under-5 child mortality<sup>4</sup> rate indicating that a mother's education is an important factor in her children's educational potential.

A study conducted by the World Bank<sup>5</sup>, comparing income levels and wealth between 2003 and 2008 showed that for Mozambique education is key to reducing families' dependence on subsistence agricultural production, and raising incomes<sup>6</sup>. The impact is more significant and direct for those who have completed primary education than for other levels of education.

This positive connection between education and socio-economic development reinforces the international and national commitments for achieving the Millennium Development Goals and in particular, achieving universal primary education.

### *Current state of the sector*

In recent years, the Education sector has made significant progress particularly with respect to ensuring increased access to education. More children are enrolled in school every year and every year, more children progress from one level to the next. Specific reference is made to the expansion of secondary education and the reduction of geographical and gender disparities.

However, there are still significant challenges for the future. Particular effort is required to provide an education that is inclusive and ensures the retention of students in school and their progression from one level to the next, as well as to improve the quality of

<sup>3</sup> "The Role of Education Quality in Economic Growth" Eric A. Hanushek and Ludger Wößmann, World Bank Policy Research Working Paper 4122, February 2007.

<sup>4</sup> Increased educational attainment and its effect on child mortality in 175 countries between 1970 and 2009: a systematic analysis, Dr. Emmanuela Gakidou, et al, The Lancet, Volume 376, Issue 9745, Pages 959-974, 18 September 2010.

<sup>5</sup> Primary Education Reform in Mozambique: feedback from the Ground, Lucrecia Santibanez and Louise Fox, May 2011, World Bank.

<sup>6</sup> A study conducted by the World Bank in 2003 shows that the conclusion of some grades of primary education contributed to a 6% increase in per capita consumption levels in rural areas and 12% in urban areas, while the completion of EP1 doubled this effect.

education resulting in better performance by students at all levels vis-à-vis their attainment and acquisition of the required competencies.

### *Major constraints*

Maintaining and improving a continually expanding education system requires additional financial and human resources each year. Due to the economic crisis, it is likely that the volume of resources available will be below the requirements of the sector. This implies the need to prioritise interventions and ensure the efficient allocation of available resources.

In order to guarantee an effective and efficient implementation, it is also necessary to continue to improve the sector's institutional capacity through increasingly more qualified and motivated staff to manage change and ensure the consolidation of reforms initiated both within the education sector, and the public sector as a whole.

### *Priorities for the coming years*

Analysing the major challenges facing the sector has led to the formulation of the following main objectives for the education sector for the period 2012-2016:

- Ensuring inclusion and equity in access to and retention in school;
- Improving student learning;
- Assuring good governance of the system.

Conscious of the limitations of existing institutional capacity and considering the availability of both human and financial resources in the medium-term, the sector has opted to prepare a realistic plan aimed at identifying those interventions and prerequisites with the greatest potential for ensuring an efficient and effective implementation. This means balancing what is desirable with what is possible.

Therefore, the sector will continue to prioritize a universal primary education consisting of 7 grades focused on learning and developing literacy and numeracy skills.

At the same time, the need to have a holistic vision on the further development of the education system is key to guaranteeing the acquisition of advanced and specialised competencies and skills to sustain and drive the Country's development. In this context, the sector continues to create the necessary conditions for the expansion of a quality post-primary education capable of responding to the existing and emerging economic opportunities of the Country.

The sector's commitment to preparing students for employment will be achieved through: i) increasing the number of graduates from general secondary education with both general and vocational competencies to facilitate their transition to employment and adulthood; ii) expanding quality competency-based Technical and Vocational

Education that is responsive to the demands of the formal labour market, focusing on priority sectors and on emerging industries; and iii) creating short-term training opportunities that respond effectively and promptly to the diversified demands for qualified human power.

At the same time, the expansion of literacy and non-formal education programmes focused on the acquisition of life skills, should reduce illiteracy and increase the capacity of these students to take control of their personal and family lives.

The consolidation of the reforms initiated in higher education should secure a strengthening of the intellectual, scientific, technological and cultural capacity required for the Country's socioeconomic development.

## **Main implications for implementation**

### *Guaranteeing inclusion and equity in access to and retention in school*

The expansion of the system will be achieved through improving internal efficiency of institutions that should result into increased number of graduates, diversifying teaching modalities to benefit from the opportunities offered by new technologies, and expanding the provision of education by the private sector.

Social support programmes are necessary to avoid the exclusion of students based on gender, special needs or socio-economic status. Special programs such as school feeding and material support for the most vulnerable children will be initiated. This support will be provided, for example, through the Direct Support to Schools (ADE) programme in primary education, and by granting scholarships in post-primary education to students demonstrating merit with priority given to younger students and girls.

Within the same context, the Strategic Plan also promotes the integration of specific interventions targeting cross-cutting areas including but not limited to HIV and AIDS, gender equity, special needs and inclusive education, the construction of healthy and safe schools, school production and school sports. In this context, school production will play an important complementary role in the education of youth, as well as increasing the diversity of the diet offered in school hostels.

### *Improve students' learning*

Improved performance by students results from a complex multidimensional process geared towards improving the quality of education.

An increase to financial, material and human resources directly benefiting schools is a priority in this context where the majority of schools are underfinanced, operate in

precarious conditions with overcrowded and ill equipped classrooms, and have high pupil/teacher ratios.

In addition to increasing the financial resources, it is crucial to have teachers that are better prepared, motivated and supported in order to ensure that their students are learning. This highlights the need for investments aimed at improving teacher training, on-going assessments of student learning, and incentives to encourage better performance.

In order for the financial and human resources to have the desired impact on students' performance, focus will be on improving school management through, amongst other things: greater attention to the selection, placement and capacity building of school managers; school supervision and monitoring; capacity building of school councils to contribute more effectively to school management and accountability.

Considering the impact of early childhood development activities upon children's success at school, special attention will be paid to the development needs of children in the pre-school age group. The conditions for an expansion of pre-school educational opportunities will be prepared in close collaboration with MMAS and other relevant ministries.

### **Good Governance**

Human resource development is key towards securing the good governance of the education system. This requires integrated management of both teaching and non-teaching staff with respect to recruitment, selection, contracting, career development, evaluation; as well as their training, capacity building, motivation and retention. At the same time it is crucial that everyone involved be held accountable for their own performance and for the performance of the sector as a whole.

To ensure a quality education, the system requires improved internal controls, strengthened supervision and inspection, and greater involvement of the school councils to ensure accountability and compliance with educational standards and norms.

More than half of the sector budget will be decentralised to the Districts which have an important responsibility to implement this plan. Therefore, special attention is required to the development of institutional and human capacity in the districts, particularly in the area of Planning, Budgeting, Execution, Monitoring and Evaluation (POEMA).

### **Financing**

The degree of ambition in terms of results to be achieved (targets) depends, to a large extent, on the resources available in coming years. The plan presents two scenarios. The first scenario is based on the current available financial projections for the

following years and prioritises activities directed at providing quality primary education for all. The second scenario is a little more ambitious, foreseeing an availability of more resources, which will enable accelerating the expansion of post-primary education.

The availability of additional resources over the plan's implementation period would also facilitate the acceleration of several proposed interventions such as the construction of more classrooms; increased direct support to schools; additional procurement of furniture and equipment; strengthened social support programs for the most vulnerable (among others).

With the understanding that education is a shared responsibility between government, parents and families, and the productive sector that which will benefit from the improved quality of human resources, in the coming years greater contributions will be sought from families. Also, the expansion of private education through incentives packages will be encouraged, as well as an increase in contributions by the productive sector through their corporate social responsibility programmes.

## 1. Context

### 1.1 Education: a critical factor in combating poverty and developing the country

Since Independence, the Government of the Republic of Mozambique has viewed education as a fundamental right of all citizens. It is an instrument for the affirmation and integration of individuals in social, economic and political life, and an indispensable building block for strengthening Mozambican society and combatting poverty.

In this context, the Government has prioritised the creation and expansion of opportunities to ensure that all children have access to and complete a basic education<sup>7</sup> of seven years. However, Basic Education alone is not sufficient to support and sustain national development within a global context where both economies and societies are constantly changing. The Government is promoting a holistic development of the Education System which includes both universal Primary Education as well as the expansion of quality Secondary, Technical, Vocational and Higher education as a means of reducing poverty and stimulating social, cultural, political and economic development in the country.

Poverty is multidimensional. The Poverty Reduction Strategy Papers (PARPA II 2006-2009, PARP 2010-2014) define poverty as the “*impossibility, due to incapacity or through lack of opportunity of individuals, families and communities to have access to minimum conditions in accordance with the basic norms of society*”. In this context, poverty is not defined solely in terms of monetary poverty measured through consumption levels, but also in terms of opportunities to access basic services such as education, health care, sanitation, information, etc. The third national poverty assessment (September 2010), based on the national household budget survey (IOF08/09), indicated that consumption-based poverty, on a national scale, stagnated between 2002/03 – 2008/09. There were significant advances made in expanding access to basic public services, particularly in Education and Health. It is expected that the investments in Education over the last few years will pay dividends in the future: more

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<sup>7</sup> As per the Jomtien (1990) definition, basic education is the foundation that provides the necessary competencies for individuals to develop and to participate in the development their country. That which defines basic education depends on the specificities of each country and may change over time. In Mozambique’s case, basic education includes literacy and seven years primary education.

qualified people will enter the labour market with better qualifications because they have completed their primary education<sup>8</sup>, among other requirements.

Through its National Development Plans the Government continues to prioritise investments in Education with the objective of empowering citizens to develop their self-esteem and patriotic spirit so they may actively engage in reducing poverty and promoting the country's economic, social, political and cultural development.

## 1.2 Framework of the strategic plan in the National Planning System

The Education sector's Strategic Plan concretizes Government's vision for the development of the sector through defining objectives and strategies to be implemented over a given period of time.

The sector plan is consistent with the Governm

ent's national planning, budgeting and monitoring instruments (see Table 1).

**Table 1: Policy, Strategy and Operational Instruments for Planning, Budgeting and Monitoring**

<p><b>2025 Agenda:</b> reflects the long-term vision for the Country's development.</p> <p><b>Government's Five-Year Plan (PQG):</b> presents the Government's objectives and key priorities through a five-year horizon.</p> <p><b>Poverty Reduction Strategy Paper (PRSP/PARP):</b> presents the Government's medium-term strategy to reduce the poverty index.</p> <p><b>Medium Term Fiscal Framework (CFMP):</b> defines the limits for the medium term implementation of the PARP (three years).</p> <p><b>Sector and Provincial Strategic Plans:</b> present the Government's main objectives (in the PQG) to be achieved by the ministries and provinces in the medium-term and the specific strategies for their execution.</p> <p><b>Social and Economic Plan (Report) ((Bd)PES):</b> operationalizes the general lines of the PQG and the PARP, translating sector or provincial strategies into concrete actions to be implemented in the current year. Their implementation is evaluated on a half-yearly basis through the BdPES.</p> <p><b>State Budget (Execution Report) (BER/(R)OE):</b> defines the funds made available to implementation of the actions specified in the PES. Their execution is monitored on a quarterly basis through the Budget Execution Report.</p> <p><b>Programme of Activities (PdA):</b> translates the actions identified in the PES into concrete activities linking them to the budget made available for their implementation (through the State Budget or other known contributions, but not included in the budget).</p>
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<sup>8</sup> Source: Poverty and Well-being in Mozambique: Third National Evaluation - MPD/DNEAP, Mozambique, September, 2010.



The 2012-2016 Education Strategic Plan specifies the Government's priorities for developing the Education Sector as presented in the Government's Five-Year Plan 2010-2014 and the 2011-2014 Poverty Reduction Strategy Paper (PARP). The Plan's structure is based on the new programming approach, organised by level of education, that was developed by the Ministry over the past few years and adopted in 2009.

The Plan is based on the analysis and evaluation of the progress made and the challenges identified during the implementation of the 2006-2011 Strategic Plan for Education and Culture with the objective of improving the sector's performance in the coming years.

The Plan integrates and assumes the subsector strategies and specific programmes that have been developed or are underway, and specifies the sector's priority interventions for the coming years (2012-2016) based on a holistic view of the sector and the institutional and financial capacity available at the different levels.

The Strategic Matrix, summarizing the sector's strategic objectives and priority actions for the coming years, as well as the Operational Matrix are annexed to the Plan. The plan provides a guide for preparing the annual plans and budgets (PES, OE, PdA). In addition, it is a key instrument for negotiating the allocation of necessary resources (internal and external) and provides a framework for overseeing and monitoring its implementation.

### **1.3 Economic and Social context of the country**

Mozambique has 11 provinces with a population of 20.6 million (2007) who share a vast sociocultural, linguistic and geographic diversity. There are 18 national languages and many more dialects. Approximately 70% of the population live in the rural areas. The nation's capital, Maputo City, is home to approximately 5.3% of the population. The two most populated provinces Nampula and Zambézia, are home to approximately 40% of the nation's population. According to the 2007 Census, more than half the population (51.8%) is female ranging from 55% in the provinces of Gaza and Inhambane, to 50.5% in the provinces of Nampula and Niassa. The annual population growth rate is 2.6%.

More than half the population (52%) falls within the ages of 0-18. Specifically, 20% of the population is between the ages of 6 and 12. This large base of non-productive youth place a great strain on the country's economy which must strive to deliver basic social and economic services to this large group of consumers This situation is further exacerbated by the high HIV prevalence rates (see 5.2.4, page 45).

Reconstruction of the country, after a civil war that lasted 16 years, began with the signing of the National Peace Agreement in 1992 Since then, the country's economy has been growing steadily at approximately 7-8% per year (GDP). Inflation is

approximately 10%. State expenditure represents approximately 30% of the GDP and expenditures financed by external resources through grants and credits represent around 45% of the State Budget (SB/OE).

Economic growth over the last few years has facilitated the expansion of basic services including education, health care and sanitation throughout the country with more notable progress being made in the rural areas. The proportion of the population enrolled in school increased from 30.8% in 2002-2003 to 37.3% in 2008-09<sup>9</sup>. Illiteracy rates dropped from 60.1% in 2001 to 48.1% in 2008<sup>10</sup>.

Despite economic growth, 54% of the population continues to live below the poverty line as a result of nationwide stagnation in the levels of poverty reduction between 2002/2003 and 2008/2009. There are significant differences across regions and provinces, with a positive evolution in the North on the one hand, but indications of an increase in poverty in the Central region on the other (Zambézia and Sofala provinces). The Central region is the most vulnerable to climate shocks as well.

Furthermore, nutrition indicators for children under the age of 5 show little progress at national level seemingly without a strong correlation between poverty and household consumption levels.

## 1.4 The Education System

The 1992 National Education System Act<sup>11</sup> defines the current Education System in 3 subsystems: pre-school education, school-based education and non-school based education.

*Pre-school education* is currently provided by day-care centres or kindergartens run by the Ministry for Women and Social Action (MMAS), non-governmental organisations or communities and by the private sector. This sub-system, coordinated by the MMAS, is divided into two levels: day-care level, catering for *children between 0 to 2 years of age*, and *kindergarten level, which caters for children between 2 and 5 years of age*. Participation is optional.

*School-based education* includes i) General Education, ii) Technical and Vocational Education, and iii) Higher Education. Portuguese is the official language and the language of instruction.

<sup>9</sup> Source: PARP 2011-2014, Mozambique, 3<sup>rd</sup> May 2011.

<sup>10</sup> Source: Multiple Indicator Cluster Survey (MICS), INE, Mozambique, 2008.

<sup>11</sup> Law 6/92, published in the BR, no. 19 (1<sup>st</sup> series), 6<sup>th</sup> May, 1992. It must be noted that in some aspects the Law is outdated, particularly in that which concerns vocational and technical education. It is expected that the Law will be revisited after the Plan is approved.

*Non-school based education* covers literacy activities, cultural and scientific capacity building and refresher courses that occur outside of the mainstream education system.

### **1.4.1 General Education**

#### ***Primary Education***

Public Primary Education is free and is divided into two levels: Lower Primary Education (EP1, from grade 1 to 5) and Upper Primary Education (EP2, grades 6 and 7). With the introduction of the new curriculum in 2004, this level of education was restructured to 3 learning cycles aimed at offering seven years of basic education to all: 1<sup>st</sup> cycle (grades 1 and 2), 2<sup>nd</sup> cycle (grades 3 to 5) and 3<sup>rd</sup> cycle (grades 6 and 7). The official age for entering grade 1 is six years of age.

Primary schools normally operate in two shifts of 6 classes (45 minutes per class), one in the morning and the other in the afternoon. In order to accommodate the expansion of the system, some primary schools, particularly in the cities, operate in 3 shifts of 5 classes (40 minutes each). Some schools also offer EP2 in evening classes, but this is on the decline. Less than 2% of students are enrolled in private community-led primary schools.

After completing their Primary Education, students may continue their studies in General Secondary Education or in basic level Technical and Vocational Education facilities.

#### ***Secondary Education***

Secondary Education has two cycles: the first includes grades 8, 9 and 10. After completing this level of education, students may continue their studies in the second cycle of the general education system (grades 11 and 12), which precedes entrance into post-secondary education.

Secondary Education is not free, and tuition fees are charged. There are no admissions exams. In order to meet the large demand for secondary education, evening classes are offered with a focus on the older students (over 15 years of age). Furthermore, there are many private secondary schools being established, particularly in the cities. In 2011, approximately 10% of the total secondary education student population was enrolled in these private schools. Although the Ministry of Education (MINED) recently introduced a Secondary Education distance learning programme, its coverage is still limited.

### 1.4.2 Technical and Vocational Education

Technical and Vocational Education is currently structured in two levels: basic level<sup>12</sup> and medium level. Both cover 3 years and are organised into different fields: commercial, industrial and agricultural.

The minimum entrance requirement for the basic level is completion of grade 7. The minimum entrance requirement for medium level includes either completion of grade 10 (of the General Secondary Education) or 3<sup>rd</sup> year of the basic level Technical and Vocational Education. This level of education is not free. Tuition fees are charged.

Technical and Vocational Education is undergoing a reform process with the focus being placed on introducing a modular education system, both at basic and medium level which will result in different types of certificates (see also 6.4, page 89).

### 1.4.3 Higher Education

Higher Education includes public and private universities, schools and higher institutes as well as Academies. To enter a higher education institute, students are required to complete grade 12 of general secondary education or the equivalent at the technical and vocational level and pass an entrance exam. A scholarship system is in place in order to avoid the exclusion of lower-income groups.

Higher Education institutions enjoy scientific, pedagogical and administrative autonomy regulated through the Higher Education Act.

The curricula, degrees and diplomas are currently being aligned with international standards as defined within the context of the Bologna Agreement.

### 1.4.4 Teaching Modalities

In addition to general, technical and vocational, and higher education, Law 6/92 considers Special Education, Vocational Education, Adult Education, Distance Learning and Teacher Training as specific teaching modalities that, being an integral part of school education, are governed by special provisions and may involve other ministries (for example, MMAS, in the case of Special Education).

Teacher training for the different levels of education is offered by specialised institutions.

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<sup>12</sup> Elementary Technical Education (after grade 5) is being phased out. The basic level will include vocational schools.

### 1.4.5 Administration of the Sector

Responsibility for the administration of education services (general education) and the management of human, material and financial resources is being increasingly decentralised to the level of schools and institutions that are gaining authority and decision-making powers (see also 7.2, page 116).

The Ministry of Education (MINED) is responsible for preparing and monitoring national policies while guaranteeing continued coherence with the Government's main priorities and objectives. At provincial level, there are Provincial Directorates of Education and Culture (DPECs) and at the district level there are the District Education, Youth and Technology Services (SDEJTs). These entities are responsible for the local management of the Education system, which ranges from opening primary schools to the placement and movement of teachers. The management of primary schools is currently being decentralised to the municipality level. Higher Education institutions have administrative, financial, asset and scientific-pedagogical autonomy. The Higher Education subsystem is coordinated by the Ministry of Education's Directorate for the Coordination of Higher Education (DICES).



## 2. Vision and Mission

### 2.1 Long-term vision

Education as a right, as well as a duty of all citizens: *an instrument for the affirmation and integration of an individual in social, economic and political spheres of life, indispensable to the country's development and to combat poverty.*

The government's vision of the role of education in developing the country and the individual implies that "education and training should place great importance on building the capacity of Mozambican citizens, providing citizens, especially adolescents and youth, with practical and theoretical instruments to lead a successful life". This also expresses the need for greater emphasis on the formative aspect of education and the introduction of Professional Education and Training, enabling citizens to produce "*wealth and income for themselves and their dependants and for the Country, being self-employed and employing other Mozambicans...*"

Education should also be directed at cultivating a culture of Peace through civic, ethic, moral and patriotic education, from an early age in pre-primary and primary schools. Furthermore, the norms regarding good behaviour, order, cleanliness and hygiene, decency, self-respect, respect for others and for society should be instilled in all citizens.

To that effect, it is necessary to develop an education based on family values and respect for African traditions blending in with the universally recognized values of a modern society.

The implementation of this vision implies the development of a quality Education System that employs several educational approaches and modalities, in order to guarantee that future generations will be better equipped with essential life skills. This in turn will facilitate these generations' participation in and contribution to the country's continued development within a context of a globalised society with diversified and ever changing needs.

### 2.2 Mission

To create a fair and inclusive Education System , effective and efficient in its management; a system where students gain the required competencies, in terms of knowledge, skills and attitudes to achieve the main goal of Education as reflected in the long-term vision.

The education system will be constructed from the existing system (see 1.4, page 12) with the long term aim to build Education System that is based on a compulsory 9 or 10 years Basic Education for all school aged children. This Basic Education will include a pre-primary year and the first cycle of secondary education (lower secondary).

Beyond primary education, the Education System will offer citizens diversified opportunities for academic advancement throughout their lives (secondary, technical and vocational, and higher education), for their own development and the development of their families and society at large through regular education, distance learning and/or other educational modalities.

## 2.3 International and regional agendas

### 2.3.1 Education for All

The Government's long-term vision for developing basic and life-long education is based on its commitment to the Dakar Declaration "*Education for All (2000)*"<sup>13</sup>, which promotes learning of basic skills for all children, youth and adults, to achieve and maintain sustainable development and Peace, aimed at of guaranteeing basic education for all and reducing the current illiteracy rate by half by 2015.

The vision also includes the Millennium Development Goals (MDGs/OdMs), adopted by the United Nations General Assembly in September 2000. With regard to Education, the objectives include:

- Elimination of gender disparities in Primary and Secondary Education (2005);
- Completion of Primary Education, for both boys and girls, by 2015.

The Strategic Plan defines the parameters to achieve the Dakar objectives and the MDGs/ODMs at a rhythm and time frame adjusted to the reality and capacity of the country.

### 2.3.2 Regional integration

In line with the SADC Protocol on Education and Training and the New Partnership for Africa's Development (NEPAD) the country continues to strive for regional integration by achieving gradually equivalence, harmonisation and standardisation with the Education and Training Systems in the SADC Region.

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<sup>13</sup> This declaration is based on strengthening the international commitments expressed in the Declarations on Human Rights (1948), Children's Rights (1959), World Declaration on Education for All (1990) and the Salamanca Declaration (1994) on Inclusive Education.



This implies, among other things regional integration of education systems and harmonization of curricula, emphasising the practical aspect of post-primary education besides a strive towards a universal education of at least 9 or 10 years.

### 2.3.3 Effectiveness of international aid

Mozambique is committed to the agenda of aid effectiveness, based on the principles agreed in 2005 at the International Forum in Paris, in the Paris Declaration, and reconfirmed at the Accra Third International Forum, in 2008.

This Agenda promotes efficiency and effectiveness of aid, with the main objective to reduce the transaction costs of external aid to recipient countries and improve the impact on their development, through the following principles:

- **Ownership:** beneficiary countries define the priorities and strategies for their own development with aid directed to support their implementation;
- **Alignment:** external aid is channelled through national mechanisms, using each country's procedures in terms of their planning, budgeting, execution, monitoring and evaluation processes;
- **Harmonisation:** the focus is directed toward coordinating and harmonising the approaches and programmes among the different partners;
- **Results-based management:** monitoring and evaluation of the implementation of the beneficiary countries' plans is done based on the desired and agreed results;
- **Mutual responsibility:** in addition to the Governments' commitment to implementing their national plans, partners are also evaluated in terms of their commitment.

## 2.4 Partnerships

The right of Education for All is not only the responsibility and/or duty of the State, but of each and every person: parents and guardians, families and communities, non-governmental organisations and international partners. Each of these partner groups plays a role in the supply and demand of education services, within their capacities and means, and depending on the needs of the sector.

### 2.4.1 Participation of families and communities

The government promotes the active and democratic participation of society in school management based on the principle that schools are an asset of the community; a place where society formally conveys to new generations the sociocultural and scientific experiences amassed by humanity.

Families prioritise the education of their children in their expenditure. Although their contributions are not always recorded, they are significant. Schools are often opened on the initiative of the community, which then provides the basic infrastructure.

The community has the opportunity to participate in school management through the School Councils.

#### 2.4.2 Dialogue with international partners

For many years, the sector has benefited from technical and financial support from several international partners. There are different formats of dialogue between the Ministry and its partners.

Dialogue with the group of cooperation partners (CPs) subscribing to the international agenda on aid effectiveness (see 2.3.3, page 19) is based on the Terms of Reference (TOR). These TORs define the dialogue between the Ministry and its partners in terms of a sector approach. This implies channelling their financial and technical support to implement a Plan with a single budget, designed, managed and implemented by the Government.

The present arrangement<sup>14</sup> between the Ministry and that group of partners was established with the preparation of the first Sector Strategic Plan in 1998. Over the years, cooperation has strengthened and evolved into an open, transparent and frank dialogue at political and technical levels.

Currently, this group is comprised of 23 cooperation partners<sup>15</sup>, including bilateral partners, United Nations organisations and different international banks actively participating in various dialogue platforms.

To facilitate dialogue with the Ministry, the partners are coordinated by a team of two or three agencies<sup>16</sup> that forms the link between the Ministry and the partners.

At the same time, there are several bilateral and/or institutional partnerships with, amongst others, Brazil, Vietnam, China, Australia, and the Islamic Development Bank (IDB/BID), whose support is also aligned with the Government's plans and the sector plans in particular, although they are not included in the Group of Cooperation Partners that subscribed to the above-mentioned Terms of Reference.

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<sup>14</sup> See the Terms of Reference for an Education Sector Wide Approach (SWAp), DIPLAC, MINED, Mozambique – currently under revision.

<sup>15</sup> Germany, African Development Bank, World Bank, Canada, Cuba, Denmark, DFID (UK), Spain, FAO, Finland, Flanders, Ireland, Iceland, Italy, Japan, Netherlands, WFP, UNDP, Portugal, UNESCO, UNICEF, UNIFEM, USAID.

<sup>16</sup> The composition of this coordination team is confirmed annually by the partners and the Ministry.

At present, international partners finance approximately 30% of the Education sector expenditure through different modalities<sup>17</sup>.

### 2.4.3 Civil society and private sector involvement

Although dialogue at the sector policy level is dominated by MINED and the cooperation partners, participation by civil society is gaining strength. Civil society participates in the main sector meetings as well as in the working groups through the national “Education for All Movement (MEPT)” network, thus contributing to preparing and monitoring the Strategic and the Annual Plans (see 7.4, page 121).

Civil society participation, through non-governmental organisations and local governments is stronger at the local level where it is directly involved in delivering education services, in terms of planning, financing, implementing and monitoring the supply and demand.

The private sector as a service provider is particularly important in post-primary education. In 2011, approximately 10% of secondary education students were enrolled in private or community schools. In 2010, approximately 28% of students attended private Higher Educational Institutions (Table 3, page 27).

Over the last few years, partnerships have been established with the private sector within the context of corporate social responsibility agendas. These have resulted in the private sector contributing to the construction of schools, supplying equipment, and providing scholarships and/or other types of support.

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<sup>17</sup> Modalities include State Budget General Support, sector financing through the FASE common fund and through several bilateral projects. See 7.3, page 119 for more details.



### 3. Implementation of the 2006-2011 Education and Culture Strategic Plan

#### 3.1 History

Since Independence in 1975, Mozambique has been through three distinct periods in the evolution of its Education System:

- The first, between 1974/5 and 1979, when there was a strong expansion of the school network and enrolment as a result of the nationalisation of Education in the post-independence period;
- The second, between 1980 and 1992, which corresponds to the period of the armed conflict, during which there was a significant shrinking of the school network and a stagnation in the number of students;
- The third, starting in 1992 following the signing of the Peace Accord, where there has been a marked focus on access through expanding the network and enrolment, first for Primary Education, and then more recently for Secondary Education (the PEEC period).

Since 1992, the number of students has increased from 1.2 million to 4.4 million (2011) in EP1, and from 130,000 to 871,000 in EP2 (2011).

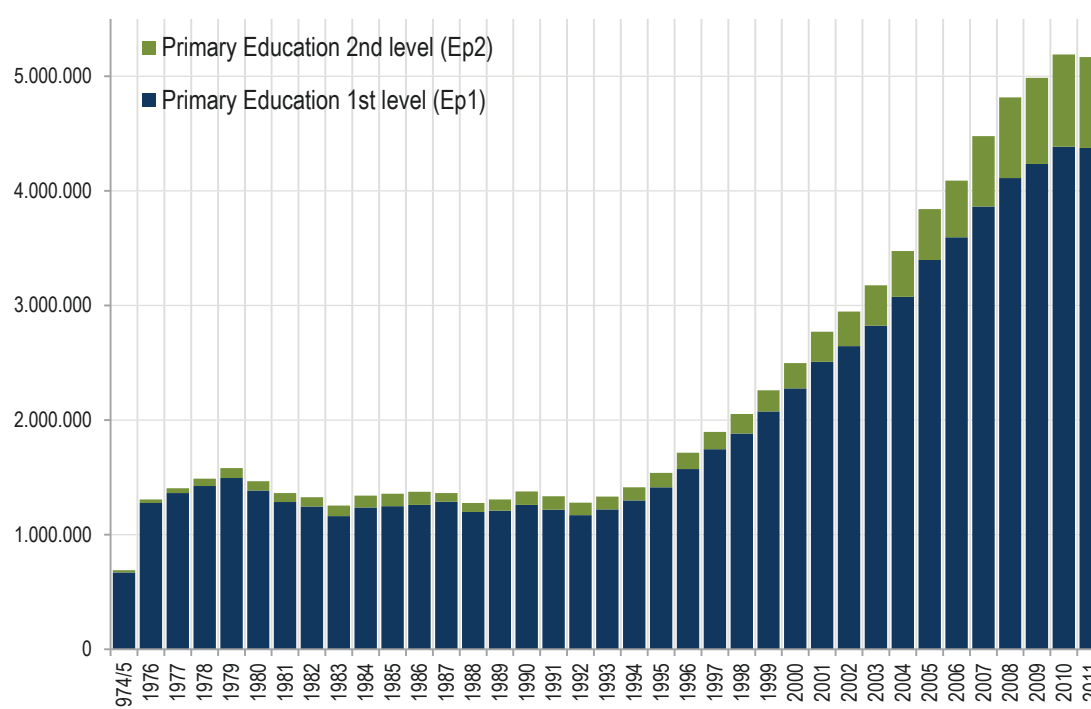
In Secondary Education, the number of students enrolled in the 1<sup>st</sup> cycle (lower secondary) increased from 43 thousand in 1992 to 761 thousand in 2011, with the percentage of girls increasing from 37% to 47,5%. The number of districts offering 1<sup>st</sup> cycle education increased from 44 in 1992 to 86 in 2000 and to 113 in 2005. All of the districts were covered by 2011.

In 1992, only 6 districts had at least one school offering 2<sup>nd</sup> cycle (upper secondary) Secondary Education. There were less than 5.000 pupils enrolled and only 25% of the total student population were girls. In 2011, 98 districts had at least one 2<sup>nd</sup> cycle secondary school, for a total student population of 191 thousand, of which almost 46% are female.

In 1992, only 7,290 pupils were enrolled in the 31 Technical and Vocational Education schools at different levels. In 2011, approximately 45 thousand pupils were enrolled in the 145 different technical schools and institutes (public and private, including vocational training institutes under the responsibility of other ministries). In 1992, there were only 3 Universities, catering for 4,654 students. In 2011, the number of Higher Education institutions (including private) stands at 38, catering for approximately 100 thousand students.

The different interventions in the sector were defined within the 1995 National Education Policy and the different Strategic Plans prepared up to that time. The main focus of the first Education Strategic Plan (PEE), in force from 1998 to 2005, was on Primary Education and its specific objectives were to increase access, improve quality and strengthen institutional capacity. The objectives of this first Plan were reinforced in the Strategic Plan for Education and Culture (PEEC, 2006-2010/11). However, the PEEC foresaw an increase in the efforts to develop post-primary education and reduce illiteracy, with a view to creating the human capacity needed to sustain a steadily growing economy. Emphasis was placed on specific measures that contributed to improving the quality of Education and retaining pupils in school up to grade 7, in order to achieve the Millennium Development Goals for Education. The PEEC also incorporated the subsystem of Higher Education and the area of Culture.

**Graph 1: Evolution of the Education System, 1974/5 – 2011, public primary education, daytime and evening classes**



### 3.2 Strategies of the 2006-2010/11 PEEC

The focus of the Strategic Plan for Education and Culture 2006-2010/11 was guided by three main objectives:

1. Increasing access and reducing geographic and gender disparities;
2. Improving the quality of education;
3. Strengthening the Education administrative system at all levels.

The PEEC put this focus into operation by pursuing the following main interventions:

- To increase access, the main interventions focused on expanding the school network at all levels of education through school construction, as well as implementing specific measures to avoid the exclusion of pupils from the Education System on the basis of gender, and financial, cultural, or special education needs;
- To improve the quality of education, a focus was placed on curriculum reforms, the timely provision of textbooks and other teaching materials in sufficient quantity, the development of an integrated initial and in-service teacher training system, and the annual increase in the recruitment of newly trained teachers. In post-primary education, reforms were introduced to improve both quality and its relevance to the country's development;
- To increase institutional capacity, the Ministry focused on making the Education System less bureaucratic, more creative, dynamic and bringing it closer to the educational staff and community, from the central level to the school, highlighting the need and obligation for the system to be accountable for its actions.

Special attention was paid to improving the planning, financial management and monitoring system to implement the sector's programmes through the decentralization of responsibilities and financial resources to the school level.

In a perspective of providing equitable, quality education, the sector's main interventions included specific actions and cross-cutting issues aimed at guaranteeing that every person was given the opportunity to benefit from educational services, irrespective of sex, religion, economic and social situation or other particularities<sup>18</sup>.

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<sup>18</sup> Including people with disabilities, HIV status, etc.

### 3.3 Results Achieved<sup>19</sup>

*NB:*

*The information provided herein is sourced from the statistical information produced by the sector. The sector has a rich database dating back to 1992. Coverage rates were calculated based on official population projections, using the 2007 population census. The rates mentioned in the document may be different from those in other documents or from other sources. Some caution must be exercised in interpreting the values of these indicators.*

#### 3.3.1 An expanded system

The Government's efforts in recent years have resulted in the development of an Education System that covers all levels with a particular focus on the post-primary level, both in terms of expanding the school network and in increasing enrolment.

Between 2004 and 2011, the number of students enrolled in upper primary education (EP2) almost doubled, while the number of students enrolled in Secondary Education almost tripled in the first cycle and increased almost fourfold in the second cycle.

**Table 2: School network per level of education taught, 2004, 2007 and 2011 (public, private and community education)**

Level	Number of Schools			Growth Δ2004/2011	
	2004	2007	2011		
Primary Education	EP1	8,603	9,522	10,988	28%
	EP2	1,203	1,948	3,656	204%
	<i>EP2/EP1</i>	<i>14%</i>	<i>20%</i>	<i>33%</i>	
Secondary Education	ESG1	226	372	561	148%
	ESG2	70	120	228	226%
	<i>ESG2/ESG1</i>	<i>31%</i>	<i>32%</i>	<i>41%</i>	
Technical and Vocational Education	Elementary/Basic	46	59	98	113%
	Medium	9	14	47	422%
	<i>Medium/Basic</i>	<i>20%</i>	<i>24%</i>	<i>48%</i>	
Higher Education*	Public	9		17	89%
	Private	8		21	163%

(\*) For Higher Education, the data cover the years 2004 and 2010.

<sup>19</sup> 2004 (year in which many primary education reforms were introduced), 2007 (first year of the PEEC after its approval in June 2006) and 2011, the last year of the PEEC's implementation, are used as the comparison basis.



**Table 3: Number of students and percentage of girls per level of education, 2004, 2007 and 2011 (daytime and evening classes, public, community and private education)**

Level		2004		2007		2011		Growth 2004/2011
		MF	%F	MF	%F	MF	%F	
Primary Education	EP1	3,138,576	45.9%	3,932,006	47.0%	4,442,260	47.7%	42%
	EP2	491,402	41.3%	712,370	43.6%	871,733	46.3%	77%
	<i>Total</i>	3,629,978	45.3%	4,644,376	46.4%	5,313,993	47.5%	46%
Secondary Education	ESG1	286,185	40.9%	519,236	43.2%	761,589	47.3%	166%
	ESG2	45,685	39.2%	95,779	40.7%	191,320	45.7%	319%
	<i>Total</i>	331,870	40.7%	615,015	42.8%	952,909	47.0%	187%
Technical and Vocational Education*	Elementary/Basic	27,609	30.4%	33,709	31.1%	30,021	32.6%	9%
	Medium	4,616	28.9%	6,505	22.9%	14,655	36.4%	217%
	<i>Total</i>	32,225	30.2%	40,214	29.8%	44,676	33.9%	39%
Higher Education**	Public	15,113		51,001		72,636		381%
	Private	7,143		12,475		28,726		302%
	<i>Total</i>	22,256	31.6%	63,476	38.1%	101,362	38.3%	355%

MF: Total students (both sexes).

%F: Percentage of female students.

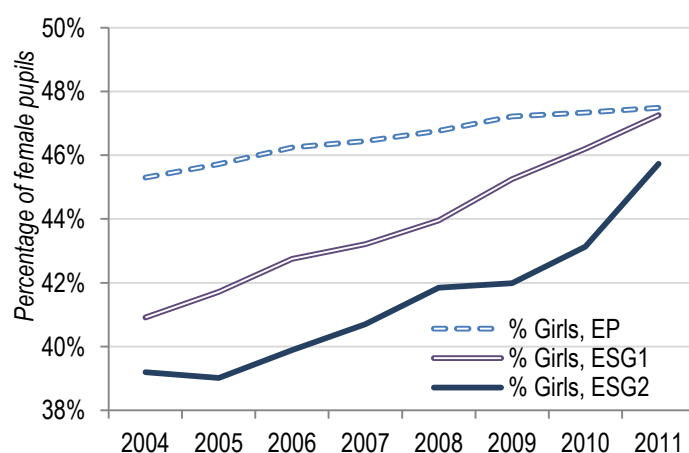
(\*) For Technical and Vocational Education, the information provided is limited to the information available in MINED's database, which does not reflect all institutions offering this type of training.

(\*\*) Data refer to the year 2010.

### 3.3.2 A more balanced system

The data presented in Table 2 and in Table 3 show that the structure of the Education System is changing. Although the majority of the students are enrolled in primary schools (particularly EP1), the number of students enrolled in Upper Primary Education (EP2) and in Secondary Education is increasing.

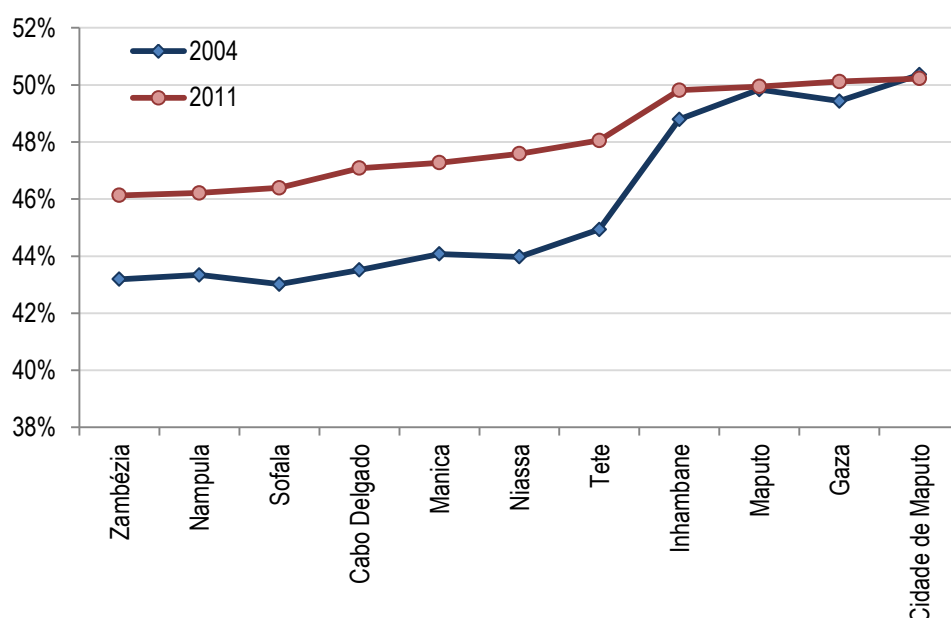
**Graph 2: Evolution in the percentage of girls enrolled in Primary and Secondary Education (1<sup>st</sup> and 2<sup>nd</sup> cycles), 2004-2011 (daytime classes, public, private and community education)**



As is shown in Graph 2, in recent years the proportion of girls enrolled in Primary Education and in the 1<sup>st</sup> cycle of Secondary Education has increased steadily. Most progress can be observed for the 1<sup>st</sup> cycle of Secondary Education where the percentage of girls increased from 41% to 47%.

Graph 3 shows a reduction in the gap between the highest and lowest percentages of female students enrolled in primary education in the different provinces, between 2004 and 2010. A positive evolution at the district level was also noted: in 2004, there were 22 districts with a female student population of under 40% and in 2010 only one district continued with a percentage below this (Morrumbala - Zambézia province - at 39.7%).

**Graph 3: Percentage of girls enrolled in Primary Education, 2004 and 2011 (daytime and evening classes, public, private and community education)**



### 3.3.3 Increase in human and financial resources

Expansion of Primary Education was accompanied by a quantitative and qualitative increase in financial and human resources.

**Table 4: Evolution in the number of teachers recruited and in the pupil/teacher ratio 2006-2010 (public primary education)**

	2006	2008	2009	2010	2011
Number of new teachers employed, EP	4,000	7,717	9,400	9,800	8,500
Pupil-Teacher Ratio, EP1	75	72	69	66	63

Increases in the number of new teachers employed contributed to a reduction in the pupil/teacher ratio in EP1.

**Table 5: Total number of teachers and percentage of female teachers in EP1, EP2 and ESG1, 2004-2011 (daytime classes, public and community education)**

Year	EP1		EP2		ES1	
	Total	%F	Total	%F	Total	%F
2004	47,573	30%	10,815	23%	5,507	16%
2005	46,821	31%	11,276	23%	6,187	16%
2006	48,023	33%	12,747	25%	7,108	17%
2007	53,964	35%	15,350	27%	8,379	16%
2008	57,502	37%	17,823	29%	9,517	16%
2009	62,174	39%	19,688	30%	10,611	18%
2010	67,121	42%	22,084	31%	11,978	18%
2011	70,448	44%	23,149	30%	12,776	19%

%F: Percentage of female teachers.

Table 5 shows a significant increase in the percentage of female teachers, particularly in Primary Education, demonstrating the priority placed upon the initial training of teachers as well as the employment of female teachers.

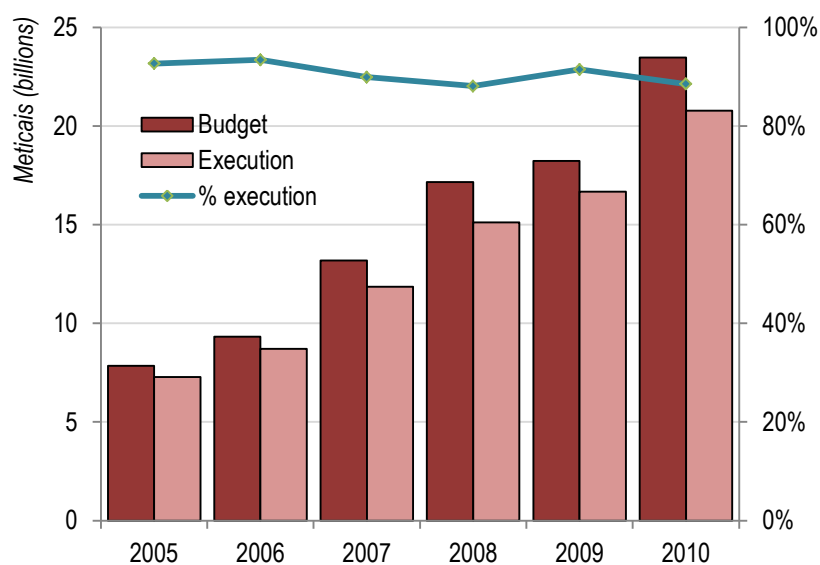
**Table 6: Total teachers and percentage of teachers without pedagogical training in EP1, EP2 and ESG1, 2004-2011 (daytime classes, public and community education)**

Year	EP1		EP2		ES1	
	Total	%W/T	Total	%W/T	Total	%W/T
2004	47,573	44%	10,815	34%	5,507	44%
2005	46,821	42%	11,276	32%	6,187	43%
2006	48,023	38%	12,747	26%	7,108	41%
2007	53,964	40%	15,350	26%	8,379	43%
2008	57,502	36%	17,823	23%	9,517	38%
2009	62,174	32%	19,688	21%	10,611	30%
2010	67,121	26%	22,084	19%	11,978	25%
2011	70,448	21%	23,149	17%	12,776	21%

%W/T: Percentage of teachers without pedagogical training.

As from 2008, the proportion of teachers without pedagogical training (Table 6) dropped significantly for EP and the 1<sup>st</sup> cycle of ESG. This drop followed the introduction of the new teacher training model for these levels of education.

The Education sector's budget, and its execution, increased considerably over recent years (see Graph 4).

**Graph 4: Evolution of the Education sector's budget and its execution, 2005-2010**

(Source: CGE 2004-2009, REO 2010).

The weight of expenditure for Education in the State Budget (OE) varied between 20% and 23.4%, reflecting the strong commitment of the Government and the different partners supporting this sector. Foreign direct investment<sup>20</sup> increased considerably between 2005 and 2010, particularly through the Education Sector Support Fund (FASE). This financing represents almost 30% of the sector's budget and expenditure.

### 3.3.4 A more educated population

The Government's efforts contributed to a significant increase in the number of graduates at all levels of education, with particular emphasis on ESG (Table 7).

As can be seen, considerably more progress was realized in relation to the access and attainment levels of girls (see Table 3, Table 7 and Graph 3).

This progress has contributed to an increasingly educated population. The proportion of the population with access to schooling increased from 30.8% in 2002-03 to 37.3% in 2008-09<sup>21</sup>.

Despite a significant increase in the number of graduates since 2004, from 2008 the sector has noted a problematic drop in academic attainment (pass rate) at all levels.

<sup>20</sup> Excluding State Budget General Support. It is difficult to establish the exact amount, since the information on off-budget external funds (particularly prior to 2007) is unreliable.

<sup>21</sup> PARP 2011-2014, page 7.

**Table 7: Evolution in the number of graduates, per level of education and sex, 2004-2011 (daytime and evening classes, public, community and private education)**

Grade	Sex	2004		2007		2010		Variation in number of students 2004/2010
		No. of students	Attainment %	No. of students	Attainment %	No. of students	Attainment %	
Grade 5	Girls	98.632	68%	169.071	72%	184.462	65%	87%
	Both sexes	240.354	69%	377.905	71%	393.262	64%	64%
Grade 7	Girls	66.658	73%	97.736	72%	127.680	63%	92%
	Both sexes	165.174	75%	228.824	73%	275.727	63%	67%
Grade 10	Girls	12.219	39%	30.486	60%	46.404	42%	280%
	Both sexes	32.728	44%	74.674	64%	101.872	44%	211%
Grade 12	Girls	2.877	37%	6.817	47%	16.953	47%	489%
	Both sexes	7.917	41%	17.861	50%	38.651	49%	388%

### 3.4 Major Challenges

Based on the analysis of the results achieved over the last few years, the major challenges for the coming years are clear.

#### 3.4.1 Access: out-of-school children and youth

Significant progress was made in terms of expanding the school networks at all levels of education. Geographic coverage and gender disparities were reduced in all levels of education, gradually benefitting more children every year.

**Table 8: School enrolment rates per sex and age group, 2007-2011 (daytime and evening classes, public, community and private education)**

Age group	2007			2011			Δ2007/2011		
	Girls	Boys	Totals	Girls	Boys	Totals	Girls	Boys	Totals
Aged 6-10	89%	97%	93%	91%	96%	94%	3%	-1%	1%
Aged 11-12	80%	98%	89%	89%	98%	93%	11%	0%	5%
Aged 13-15	57%	79%	68%	62%	76%	69%	9%	-4%	2%
Aged 16-17	27%	44%	35%	34%	49%	41%	27%	11%	18%

Notwithstanding the progress achieved, Table 8 notes that irrespective of the level of education or the enrolment rates by age group, there remains a group of children out of school. There are sharp differences between provinces, in terms of gender and economic situation, particularly with regard to participation of children and youth over the age of 10. The inclusion of children with special educational needs in regular or special schools is still very limited.

It is necessary to continue to expand the school network to guarantee access to primary school in the central and northern regions of the country. In the southern region though, primary education has already begun to stabilise thereby permitting most children to begin their schooling at the recommended age.

Following the introduction of the new curriculum for primary education in 2004, the system experienced a reduction in repetition rates though these remain high. The same holds true for dropout rates, particularly in the country's northern and central regions.

Given the significant expansion of EP, children are completing EP at an increasingly younger age. As a result, there is still significant social pressure to expand ESG at an even faster rate.

The fact that post-primary education is not free has led to an increased imbalance in access to it.<sup>22</sup>

### **3.4.2 Quality: concern with the effectiveness of teaching-learning**

Over the last few years, the Education System has been introducing important reforms to improve the academic performance of students in Primary Education, with a particular emphasis on the introduction of the new curriculum, free distribution of textbooks, allocation of resources to the schools, training of teachers and education managers, and an increase in pedagogical supervision activities, among others.

However, there are signs indicating that the quality of the teaching-learning process is failing to improve. For example, students' academic attainment levels showed a slight drop after 2008, compared to the previous academic years.

At the same time, there is a perception that many children are unable to read or write at the end of the 1<sup>st</sup> cycle of EP (grade 2) which contradicts data on the academic attainment (pass-rates) in grade 2 which are relatively high. The results of the SACMEQ III (2007) study show that most of the students in grade 6 had not yet acquired basic reading and mathematical skills. The performance of secondary education students is also a concern.

One of the main concerns in this context is the inadequate preparation of children to face the learning process when entering Grade One. Little progress was made in early childhood development during the PEEC implementation period.

At the post-primary education level the quality of services is hampered even further by the explosive expansion of the school network, which has not been accompanied by sufficient investments in teacher training, procurement and distribution of textbooks and teaching materials, among others.

### **3.4.3 Institutional development: weaknesses in implementing the plans**

The progress recorded in the sector resulted from an increase in implementation capacity, attributable to a greater decentralisation of funds and responsibilities, the

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<sup>22</sup> Source: Child Poverty and Disparities in Mozambique, 2010, UNICEF, Maputo, 2011.

introduction of a single finance management system in the public sector, improvements in integrating the planning, budgeting and monitoring processes, and an increased availability of funds (internal and external).

However, these success factors also represent obstacles in implementing the sector's programme. Local, district and provincial level capacity is still limited, not only in terms of planning and financial management, but also in terms of monitoring the implementation of decentralised programmes such as the accelerated classroom construction programme for primary education, and on-the-job training of teachers.

Maintaining and improving a still-growing system requires additional human and financial resources each year, as well as a consolidation of the reforms initiated. The effects of the economic crisis and the subsequent reduction in external aid, exacerbated by the Government's need to finance other priority programmes, are expected to result in a budget for Education that will not be able to meet the Sector's requirements for the coming years.

The combination of all these factors will require a prioritisation of interventions and continued rationalisation of the available resources, in order to guarantee that the progress already made is not threatened.

### 3.5 Evaluation of the Strategic Plan

MINED conducted an independent assessment on the implementation of the 2006-2011 Strategic Plan for Education and Culture. The main objective of this assessment was to create a solid evidence-based foundation that reflects the situation of the sector in 2010, in relation to its main indicators and to the impacts of the main reforms introduced during the period.

Four specific studies on Gender, Teacher Training, Primary Education Curriculum and Culture were carried out, in addition to a global assessment on the current status of the sector and the implementation of the PEEC.

The assessment resulted in a number of documents with critical findings and strategic recommendations for framing the preparations for and implementation of the next strategic plan.

The assessment confirmed the progress made over the past few years, particularly with respect to the system's expansion, and the increased levels of equity in participation.. It also reaffirmed the major challenges related to improved learning at each level of education. According to the evaluation, the PEEC presented a plan that attempted to address the major challenges at the time of its design. Although many measures were implemented, they did not always produce the expected results. In some cases there

were delays in implementation, owing mainly to a lack of institutional, human and financial capacity: the sector plan turned out to be overambitious in some areas.

For the next PEE, the assessment recommended, among other things, focusing on developing the human resource capacity including more rigour in its management, more realistic planning in terms of targets to be achieved, and supervision directed at the dynamics of classroom pedagogy.

The need to steer teacher training toward a more practical primary education, focusing on learning Portuguese and on the teaching-learning methodology, was particularly emphasised. The recommendations by levels of education and programme areas were considered in the design of sector programmes, both at the strategic level and in terms of operationalization.



## 4. Priorities and Approaches for the Education Sector (2012-2016)

### 4.1 Priorities for 2012-2016

In the coming years, the sector will continue with its efforts directed at creating the necessary conditions to transform the current system into an Education System as reflected in point 2, page 17<sup>23</sup>.

Considering the current state of the Education sector (see chapter 3, from page 23), the Government *will continue to prioritize the provision of a seven-year primary education for all children*, giving them the opportunity to enrol in and complete seven years of quality primary education. Primary education should guarantee that all children acquire basic skills in reading, writing, mathematics, natural and social sciences, as well as in physical, aesthetic and cultural education, preparing them to pursue their studies at the next level. Also from the perspective of the right to basic education, the sector will continue its efforts to expand literacy programmes, mobilising different partners at both Government and non-Government level.

Considering that the *quality of learning, particularly in primary education, is directly linked to children's physical and cognitive development at the time of entering school, greater attention will be given to early childhood development, from the perspective of integrating pre-primary education in the National Education System and encouraging a holistic and integrated approach at Government level, aimed at the development of children in the pre-school age (0-5 years)*.

The sector will continue to improve the quality and relevance of post-primary education to strengthen its role in the economic, social and political development of our society. With this in mind, the focus will be on improving the teaching-learning processes and conditions, as well as increasing capacity for its management by consolidating the reforms already underway in these subsystems. Special attention will be paid to the relevance and diversification of the curricula and programmes offered, in terms of their capacity to address the needs of the economy and, in particular, of emerging industries. Considering the potential of new information and communication technologies, greater

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<sup>23</sup> As indicated in the chapter on the Government's Mission and Vision for Developing the Sector, the future education system is based on basic education of 9 to 10 years, which includes pre-primary education. Once the strategic plan has been implemented a decision must be made on the structure of this basic education. There are different options: 1 + 6 + 3 (or 2); 1+7+2; 3 + 3 + 3 etc.. It is however, most important to define the intended objective that is to be achieved through basic education (what pupils should know at the end of 9 or 10 years) and work to find the best way of structuring this educational subsystem.

emphasis will be placed on diversifying and using varied teaching modalities. The expansion of post-primary education will result from an increase in institutional and financial capacity to guarantee its quality.

Priority will continue to be given to improving institutional capacity, particularly at the level of districts and institutions with a growing responsibility in managing the system and implementing the Strategic Plan, in order to ensure a better implementation of the sector's programmes. The focus will be on developing and managing human resources, aimed at promoting good governance of the system and its resources through enforcing internal controls in the execution of the sector's plans.

## 4.2 Linkage with the Government's plans for the Country's development

The priorities set out in the Strategic Plan are in line with the Government's Five-Year Plan (PQG 2010-2014), which prioritises quality primary education for all and promotes a more relevant Education to stimulate and sustain the country's development.

The Plan has been aligned with the Poverty Reduction Strategy Paper (PARP 2011-2015), which indicates the need to improve and expand Education and vocational training opportunities, in order to have educated citizens that can contribute to "*...increasing agricultural production and productivity and job creation*" (*self-employment*) and, at the same time, "*... addressing the needs of emerging industries in the strategic sectors*".

Acknowledging that the Mozambican economy is essentially agricultural, with still a very small formal sector and informal economic activity concentrated in small-scale trade, acquiring basic skills on a large scale by universalising Primary Education will be fundamental to increase the country's productivity<sup>24</sup> in the short- and medium-term.

At the same time, it is important to create a pool of well-trained specialists to serve and develop the formal sector through good quality Technical and Vocational Education and Training, and Higher Education.

The expansion and creation of opportunities in the context of non-formal education, complementing Primary Education for youth and adults outside the Education System will be very important in obtaining short-term results, in terms of creating a population better prepared to take charge of their own and their families' development, and to become involved in activities in the informal sector.

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<sup>24</sup> A World Bank study on reform in Primary Education (May, 2011) demonstrates that the existence of seven years basic education is one of the key factors to reduce poverty and increase productivity at community and informal sector level.

### 4.3 Primary focuses for the coming years

#### 4.3.1 Inclusion and equity in access and retention

Notwithstanding the major advances in terms of access to school at all levels of education, there are still many children who are not yet enrolled in school or who are unable to complete primary education or progress to the next level.

There are several reasons that may explain the failure to participate or remain in the system, such as distance between home and school in sparsely-populated areas, economic situation of families to support direct and/or indirect costs of education, lack of conditions to provide for children with special educational needs, cultural aspects, precarious school conditions which discourage school attendance, frequent absences of teachers, among others.

Many of these reasons are linked to weaknesses in the implementation of the different existing programmes. In this respect, and according to the recommendations of the PEEC assessment, it is necessary to consolidate reforms promoting inclusion such as, building schools closer to communities; distributing text books to all children in primary school; better control of the use of curriculum time; increasing the involvement of school councils and of parents and guardians; and implementing the inclusive education policy, among other actions.

In addition, in coming years a special emphasis will be placed on including the more vulnerable children that are currently outside the system, by introducing school support measures to prevent their exclusion or withdrawal due to economic reasons.

Furthermore, the sector will promote the diversification of education modalities by expanding Open and Distance Learning, among others, creating more opportunities and flexibility for lifelong participation in educational activities at all levels of education.

#### 4.3.2 Student learning

At the core of this strategic plan is the critical concern for the quality of education, in particular, student performance.

Improving the quality of education is a complex matter. The outcome of the educational process does not depend solely on the resources made available, but rather on a set of internal factors, including physical, psychological and sociocultural factors, in which education plays a part, as does the classroom teaching and learning process. It also includes external factors such as families' socioeconomic conditions, home/school distance, commitment of parents and guardians, among others, which contribute not only to an exclusion from participating, but also from learning.

Thus, better performance in future requires improvements through having:

- Students willing to learn in terms of their physical, emotional, cognitive and social development;
- Better prepared, motivated and supported teachers, to guarantee that students meet their learning goals;
- A school and home environment that stimulates learning;
- A follow-up and monitoring system that demonstrates student, teacher, and school performance based on a set of indicators.

It is agreed widely that better management of schools is key to better performance by schools and students. Better management implies better control and accountability of, among others, the school director, with regard to what is taking place in and out of the classroom (*are teachers and students present at school (attendance)? Do classes begin at the scheduled time? Do all children have text books, notebooks and pencils? Does the teacher use the book? What are the substitution procedures when a teacher is absent? etc.*).

Over the coming years, the sector will prioritise the improvement of school management in its interventions: this will imply paying more attention to training, a better profile definition and application of the criteria for selecting school directors, but also, and particularly, it will imply motivating better supervision and monitoring of schools' operations, of their directors and teachers, based on standards of quality, ensuring that everyone takes responsibility for the performance of the school and its pupils.

Decentralising the system's management is a big opportunity to improve institution-based school management, from a holistic perspective, strengthening the role of the community and the school council, turning the *school into a centre for children's development*.

### 4.3.3 Good Governance

In managing its programmes and resources, the sector promotes good governance based on the following principles:

- Guarantee the human rights of children, youth and adults, irrespective of their economic situation, sex, religion or ethnicity;
- Transparency in governance acts, allocation of human and financial resources, and accountability to achieve the sector's objectives;
- Opportunity for citizens to influence policy decisions, and to manage and monitor their implementation.

A core aspect in the governance of the sector's programmes and resources is the efficient and effective application of available resources to obtain better results: *do more and better with what we have!*

This implies greater internal control in terms of implementing the sector's programmes and managing its resources. At the same time, focus will be placed on the accountability of the different stakeholders in the sector to contribute to its performance. This applies not only to the management of financial and human resources, but also to compliance with educational standards and norms to guarantee the quality of education. In the context of decentralising governance down to institutional level, school councils should be empowered in order to take responsibility for formulating the schools' development plans and for applying and being held accountable for the resources made available to the sector. They should also be accountable for the schools' performance, in terms of the children's learning, and guarantee that schools are healthy and safe places, free from abuse and violence.

## 5. Structure of the Strategic Plan

### 5.1 Programming per level of education<sup>25</sup>

The Strategic Plan reflects the new programming approach prepared by the Ministry of Education<sup>26</sup> over the last few years, aimed at facilitating the linkages between planning, budgeting, execution, monitoring and evaluation processes.

This new approach is based on a three-dimensional structure (Table 9, page 41), which defines as sector programmes the levels of education and administrative and institutional development, namely:

1. Pre-primary and Primary Education;
2. Adult Literacy and Education;
3. General Secondary Education;
4. Technical and Vocational Education;
5. Higher Education;
6. Administrative and Institutional Development.

For each of the six sector programmes one general objective<sup>27</sup> and three strategic objectives have been defined reflecting the primary focuses of the sector for the coming years in terms of (see 4.3, page 37):

- i) Access and retention: guarantee inclusion and equity;
- ii) Quality: improve student learning;
- iii) Institutional development: promote good governance.

Targets, priorities and main strategies are defined for each of the strategic objectives in order to guarantee their realisation.

This programming per level of education, organised into three strategic objectives, implies that cross-cutting issues (HIV and AIDS, Gender, School Health, etc.), specific programmes (school sports, school feeding, etc.) and programme areas (teacher training, construction, provision of text books and teaching materials, and distance learning, among others), are dealt with in a cross-cutting perspective. In other words,

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<sup>25</sup> According to Law 6/92, the Adult Literacy and Education programme is considered in the context of an extra-schooling system. Furthermore, the programming includes the institutional development programme area, focusing on increasing capacity at the level of institutional support and development.

<sup>26</sup> The approach prepared by the sector is in line with the concept of programme budgeting, promoted at government level.

<sup>27</sup> These general objectives per programme reflect the sector's priorities ( see 4.1, page 35) for the coming years, in terms of achieving its long-term vision and mission.

they have to be put into operation per level of education instead of being dealt with as specific programmes (as in the previous strategic plan).

**Table 9: Sector programmes, strategic objectives and priority actions**



This approach was introduced with the objective of better reflecting the sector's main mission: to improve the supply of quality educational services for all citizens, at each level of education.

## 5.2 Treatment of cross-cutting issues

### 5.2.1 An integrated approach

The Government's 2010-2014 Five-Year Programme calls the sectors' attention to the need to comply with the integration of cross-cutting issues in sector policies and programmes. The same principle was promoted in the 2006-2010/11 PEEC, with a view to ensuring greater coherence at sector level and guarantee national coverage through sustainable interventions.

This coherence should be guaranteed through an effective integration of cross-cutting issues (Gender equality and equity, School Health, HIV and AIDS, School Sports and School Production and Feeding) in all of the sector's programmes and in the planning, budgeting and monitoring processes.

Some progress was made in terms of integrating cross-cutting issues, particularly in gender equality and equity; however, the issue of HIV and AIDS prevention and mitigation still remains a challenge. This topic continued to be addressed through specific interventions (basic life skills package, Geração Biz programme, workplace HIV and AIDS programme), with an added organisational and financial structure to guide its implementation and monitoring.

In this strategic plan, and in accordance with the new programming approach, cross-cutting issues are dealt with by the different sector programmes through three strands, namely:

- Mainstreaming, through their integration in the sector programmes, issues such as curriculum development, teacher training, construction of classrooms, production of text books and teaching materials;
- Equal opportunities, by promoting inclusive participation;
- Affirmative action, through interventions directed at guaranteeing that special attention is given to specific problems.

Cross-cutting issues are thus given specific focus within the context of their programming at each level of education, as well as in the administrative and institutional development programme area. It also implies special attention to the mainstreaming of cross-cutting concerns at the administrative level (central, provincial and/or district), in terms of overseeing and monitoring the implementation of the different sector programmes and interventions.



## 5.2.2 Gender issues

The Government is committed to take into consideration gender issues in the planning and implementation of activities in all areas through the promotion of equality in gender relations. This implies the removal of barriers affecting citizens, particularly women and girls, as an essential condition for people-centred sustainable development.

Thus, as from its first strategic plan, the Education sector developed specific instruments<sup>28</sup> to guide the implementation of its plans in a gender perspective, promoting in particular, its integration throughout the Education system. During the implementation of the PEEC 2006-2011, a great deal of focus was placed on equal opportunities by promoting enrolment in school at six years of age, particularly for girls (mainly through building schools closer to communities). At the same time, encouragement was given to the enrolment of girls/women in Teacher Training Institutes, Technical and Vocational Education and in Higher Education (in sciences, mathematics and engineering fields). The integration of gender issues in the curriculum and in teaching materials on this topic was promoted in all educational subsystems.

At an institutional level, gender balance was promoted in the planning and management of human resources by recruiting a significant number of female teachers and managers. Gender units were established within the Ministry, as well as at provincial level, to formulate specific actions and to monitor their implementation.

All of these policies contributed to a reduction in gender disparities, as already mentioned in 3.3.2, page 27, not only in terms of access, but also in terms of retention in the system, as is shown in Graph 2, page 27. Despite the progress made, there are still significant challenges in reducing gender disparities. The solution depends on several factors, both internal and external to the sector, relating to the demand for and supply of educational opportunities, which are strongly influenced by the country's socioeconomic and cultural situation.

Also, it is still necessary to review the curricula, particularly in relation to teaching materials, in terms of their sensitivity to gender issues. The PEEC evaluation noted that “...*Globally, gender issues are not enhanced in the primary education curriculum and teaching materials (including those for teacher training).*”

The gender strategy (under preparation) defines the actions through three main focusses of the sector for the coming years, namely:

- **Inclusion and equity:** guarantee access, retention and successful completion at all levels of education, reducing the gender gap;

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<sup>28</sup> We referred to the Gender Integration Action Plan (PAIG), which was implemented with the 1999-2005 PEE. A Strategic Plan for the period 2012-2016 is currently being prepared.

- **Student learning:** increase the capacity of boys and girls to challenge unequal gender relations, questioning stereotypes and attitudes that generate inequalities;
- **Good governance:** strengthen technical, financial and organisational capacity, guaranteeing that gender issues are effectively mainstreamed, and ensuring that human rights are safeguarded.

In this perspective, particular emphasis is given to the focus on enrolling children in school at the right age<sup>29</sup> and retaining them there, guaranteeing their transition, in conditions of equality, to the following levels of education. It is also necessary to increase the participation of girls in technical and vocational schools and in industrial and agricultural courses, as well as in natural sciences, engineering, geology and mining courses. Added to these two requirements, is the placement of teachers in rural areas, as well as the consolidation of the gender perspective in curricula, educational materials, training of teachers and system managers. Moreover, it is necessary to consolidate the gender perspective in advocacy campaigns that promote the demand for education and the integration of actions, aimed at creating a favourable environment for gender equality and equity issues, through safe and healthy schools (see 5.2.5, page 46).

### 5.2.3 Children, youth and adults with special educational needs

MINED promotes the right of all children, youth and adults to basic education, including those who have physical and/or learning difficulties/disabilities and who, therefore, need special educational attention. The strategy is based on the principle of inclusion, with a view to guaranteeing that children, youth and adults with special educational needs and/or disabilities can attend regular schools, instead of being segregated in special schools.

At present, approximately 24,000 children with special educational needs are enrolled in primary schools. Their participation in secondary education is limited to just over 200 students. There are 6 special schools (special education) in the city of Maputo and in the provinces of Sofala and Zambézia, that are also responsible for supporting inclusive schools. There are currently approximately 600 students enrolled in these schools.

Implementing the concept of inclusive schools is complex and requires teachers to have additional competencies and skills to deal with the different physical and cognitive skills of their students. An Inclusive Education requires student-focused teaching-learning. At the same time, special attention must be given to the physical characteristics of the school's own infrastructure. In order to promote better participation of students with special educational needs in regular schools, it is also

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<sup>29</sup> Schooling rates at six years of age seems to have stagnated at 70% (see 6.1.2, under “Enrolment at the right age”, page 56).

necessary to improve the integration of the Inclusive Education approach, so as to achieve diversity in the policies and regulations guiding the (management of ) schools, and in teacher training for all of the education levels and subsystems.

It is in this perspective that the three Resource Centres for Inclusive Education (CREI) were created as reference laboratory for school inclusion processes and strategies. This is achieved through modular courses, teacher capacity building, mobilising and sensitising communities, among other actions. The Centres are multifunctional and are directed at the primary and secondary levels, covering areas of professional training and capacity building, diagnostic services and guidance, and production of materials, among others.

#### 5.2.4 HIV and AIDS prevention and mitigation

Mozambique continues to have high HIV/AIDS prevalence rates. According to INSIDA (2009), 11.5% of Mozambicans in the 15-49 age group were infected with HIV and AIDS. Prevalence among girls aged 15-24 years is 8.2% against 3.1% for boys. It is estimated that there are approximately 670,000 orphans in the 0-17 years of age group, representing 6% of this age bracket.

The sector's preliminary data survey indicates that approximately 2,000 (declared cases) public servants and agents live with HIV and AIDS (approximately 2% of total employees). Most of them are receiving anti-retroviral treatment (TARV). It is estimated that between 700 and 800 public servants and agents died<sup>30</sup> each year between 2008 and 2010, representing 0.6% of total employees.

The Education sector established four levels of action in the fight against HIV and AIDS, namely:

- As an employer: developing actions to prevent and mitigate the impact of HIV and AIDS on Education sector teachers, managers and employees;
- As an educator: developing training actions and actions to reduce the impact of HIV and AIDS on pupils and students, including support to orphans and vulnerable children;
- As a system: developing an institutional framework that allows the sector to respond appropriately to the HIV and AIDS pandemic, so that the Education sector's main missions are not placed at risk;
- As part of the national response: developing relationships with government and non-government partners for effective support in combating the propagation of HIV and AIDS.

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<sup>30</sup> Refers to the total number of deceased, without specifying the cause of death.

Although that the sector considers HIV and AIDS to be a cross-cutting issue, the sector's interventions in this area were initially designed as specific projects, with their own budgets and with specific implementation models. The greatest challenges for the future are to:

- i) Guarantee that HIV and AIDS prevention and mitigation interventions have national coverage;
- ii) Guarantee the development of institutional capacity (human and financial) to enable the implementation and sustainability of medium- and long-term interventions.

These priorities can only be achieved by integrating and effectively including HIV and AIDS prevention and mitigation contents in the education system, in the different subsystems and levels of education, in text books and in other pertinent manners. Direct and permanent support also needs to be provided to schools and to the management of human resources in the Education sector.

With this in mind, a review was initiated of the different interventions in the area of HIV and AIDS prevention and mitigation, aimed at guaranteeing that related concerns are integrated in the planning, budgeting, management and monitoring system, using existing mechanisms (routine information system, central, provincial and district supervision and others), in order to guarantee a continued and sustainable response to mitigate the adverse effects of HIV and AIDS in the medium- and long-term.

### **5.2.5 Healthy and safe school environment**

In order for students to perform well, it is necessary for them to be healthy, emotionally stable and to be suitably nourished.

A healthy and safe school environment should offer minimum conditions for children to be healthy and feel safe. At the same time, it should contribute to improve the health environment at home and in the communities. Schools play an important role in improving the health of the community, with students and teachers being responsible for multiplying/disseminating the messages on health. A healthy and safe school environment includes many aspects: access to potable water and sanitation; access to balanced meals; space for physical exercise; knowledge on how to prevent STDs, HIV and AIDS and other diseases such as diarrhoea and malaria; how to avoid the dangers of alcohol and drugs; how to deal with sexual abuse and violence; and how to prevent accidents and natural disasters, among others.

A healthy and safe school environment is not only the responsibility of the Education sector. It requires partnerships with other government and non-governmental institutions, as well as with the families themselves and the communities. The sector's focus in this area consists in:

- Developing life skills-based Education for health, which implies the inclusion of these topics in school curricula, teacher training, and in (post-) literacy programmes;
- Continuing to strengthen partnerships with the Ministries of: Health, to prioritise vaccination campaigns, de-worming, iron administration, etc.; Public Works, to create the conditions for access to potable water and effective sanitation; Women and Social Action, in terms of social protection actions; Justice, birth registration, etc.;
- Promoting, in a context of decentralisation and local governance, a holistic dimension of schools, as centres for the development of children, their families and the community. This implies, among other things, better involvement of school councils in their management.

Special attention continues to be given to controlling sexual abuse, violence, and drug and alcohol abuse in schools a responsibility entrusted to everyone.

### 5.3 Specific programmes

In addition to the integration of the aforementioned cross-cutting issues, there are other areas that require special attention.

#### 5.3.1 School production

School production should be considered as a contribution to students' overall education and should be mainly a curricular activity in which theory and practice are linked, developing skills in students for their day-to-day and/or professional life.

In this respect, in order to guarantee its implementation, the activities should be integrated at each level of education in the current school organisation and management system and in other programmes, such as teacher training, curricula, provision of school materials and equipment, among others.

Special attention is given to technical and vocational schools/institutions, where school production could contribute to an increase in the school's own revenue, benefiting its operation.

#### 5.3.2 School feeding and nutrition

The importance of a balanced and adequate diet to retain students in the system and ensure their academic performance is unquestionable. There is a high percentage of chronic malnutrition (approximately 44% in children up to the age of 5), with a negative impact on the cognitive development of these children and which is difficult to recover from. According to data from the World Food Programme (WFP), it is

estimated that close to 100,000 children of school-going age live in areas of extreme food insecurity. Many children begin their day without a meal, which makes concentrating at school difficult. Furthermore, 15% of children in the 6-12 years of age group have physical signs of iodine deficiency, which may contribute to serious physical or mental problems. The nutritional status of a child is linked, on the one hand, directly to the poverty of the family and, on the other, to the knowledge of what constitutes a good diet and its value.

Improving the nutritional status of children requires a multi-sector approach. Recent studies show that the Education sector in Mozambique would need 25%<sup>31</sup> of its annual budget to guarantee school feeding for approximately six million children enrolled in all the primary schools in the country.

In order to guarantee the sustainability of the interventions, the focus of this sector will be on:

- Integrating contents on nutrition in the curricula of the different levels of education and in parental education programmes (see 5.2.5, page 46), as a complement to the programmes developed by the Health sector;
- Greater attention to early childhood development (see 6.1.4, page 62) through partnerships with other Ministries;
- Introducing a school feeding programme in EP for the most vulnerable children (see 6.1.6, page 67).

### 5.3.3 School Sports

The development of psychomotor skills is of vital importance to the teaching-learning process. The practice of sport and physical education in learning establishments, as well as the overall widespread participation in sports, has increased throughout the country over the last few years.

The approach of the PEE 2012-2016 in this area will be to strengthen the process of training teachers and sports agents, to build and rehabilitate sports infrastructures and provide basic sports equipment to the school community.

## 5.4 Programmatic areas

### 5.4.1 Teacher training, capacity building and motivation

A motivated, well-prepared and supported teacher is crucial to ensure that students meet their learning goals. In this context, the quality of training, pedagogical provision and support to teachers, will continue to receive particular attention in this plan.

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<sup>31</sup> On the basis of 0.1 USD per pupil/day.

Training should be considered within the context of professionalization of teachers. This implies greater focus on in-service training and monitoring at school and classroom level, in addition to the attention given to pre-service training. This requires curricular guidance centred on the teacher's competencies and a greater link between a teacher's performance in the classroom and his/her career development (see 6.6.4, page 107).

More coordination is needed between the different stakeholders in this area – trainers (in public and private training institutions at each level of education), and managers (human resources directorates in the districts and provinces and school directors, etc.) and those responsible for the school curriculum.

Acknowledging the complexity and importance of the matter, a National Directorate for Teacher Training (DNFP) was created with the main mandate of improving the role of teachers through, among other actions, ensuring a better integration of training with professional development and promoting better cooperation between the different stakeholders within and outside the Government.

#### **5.4.2 Information and Communication Technologies (ICT)**

Today, more than ever, education systems play a key role in preparing citizens equitably to face the new challenges of society's multifaceted development. Significant advances have been made in the country in recent years in terms of access to information and communication technologies (ICTs). A policy to promote the expansion of new technologies, which takes into account their potential for the country's development, was implemented in 2000.

The introduction of Information and Communication Technologies, together with equipping schools with infrastructure, and the necessary reforms in the education system, are key factors in improving the quality of education and in institutional development. This is already being done in more developed countries and in the near future will spread across the globe.

The PEEC assessment noted that, although progress has been made in terms of the use of ICTs as an instrument to support management within the Ministry, DPECs and in districts that are already electrified, its integration in the curriculum as a means of teaching and communication, is still limited.

The greatest difficulties relate to the availability of suitable infrastructure, lack of skills in IT maintenance and insufficient funds to maintain the computer laboratories in operation.

The Education Sector Technological Plan (PTE) presents an integrated policy approach, with a solid strategic vision and priority actions, intended to articulate and mobilise

financing and implementing ecosystems around a strategy whose implementation will promote not only an improvement in the education system, but also economic and social development.

Strengthen the presence of ICTs in three major areas of intervention:

- Teachers – promoting ICTs as an instrument for the teaching-learning process. The Plan places significant emphasis not only on teachers' access to equipment and connectivity, but above all in mobilising and building capacity among teachers to use ICTs as instruments of teaching and learning;
- School Management – stimulating the use of ICTs as essential instrument to create a more transparent, efficient and effective administrative and management system at school level and for greater coordination in governing the different levels of the education system. The Plan provides for the existence of computers for school management at all levels of education, to be complemented by efficient management systems adapted to the country's reality and challenges;
- Classroom –introducing ICTs in classrooms, as a learning tool to improving the quality of education and inducing a gradual transformation of the learning paradigm. Over the coming years, the challenge lies not only in teaching ICT as a subject but, above all, in gradually introducing ICTs as a tool for learning different subjects, making the learning process richer and more complete. It is planned that there will be a significant increase in equipped classrooms (PCs, video projectors, wireless points) with internet access, as well an adaptation of the curriculum and the introduction of interactive contents to provide students with a richer educational experience, capable of preparing them for the challenges of the Mozambican economy.

The long-term strategy aims to move toward an technology-supported interactive education (i.e., e-learning). This requires the updating and adoption of existing curricula and materials, of teacher training, and of the equipment in schools and in education institutes which places a significant weight on the system's existing capacity.

Therefore, in the five-year period of 2012-2016, the presence of ICTs in the education system will be reinforced gradually, initially covering teacher training, general secondary education and technical and vocational education, with emphasis on support to the management of institutions (IFPs, secondary and technical schools) and on introducing ICTs as part of the curriculum. The expansion of its coverage and application in other levels of education will be dependent on the sector's capacity to attract more resources for this area.

In this context, it is also planned to create capacity among Distance Learning providers to use an *e-learning platform*, which will serve the different levels of education, thereby guaranteeing greater and better expansion of Open and Distance Learning (ODL).



### 5.4.3 Open and Distance Learning

The 2006-2011 PEEC promoted open and distance learning to expand access to all Education subsystems and levels. In this context, this teaching method should be considered as one more feasible option for all learners, and not only as an alternative for those who are not able to physically participate in the system.

The National Distance Learning Institute (INED), a distance learning coordination and regulation institution within the scope of the national education system, and the Institute for Open and Distance Learning (IEDA), responsible for the implementation of distance learning programmes, were established in the country.

Focus will be placed in the coming years, on the assessment and consolidation of actions in this area, which include the preparation of a Distance Learning policy and strategy, the development of the accreditation and quality assurance system, the consolidation of the different programmes and initiatives underway, the implementation of INED's pilot projects, and the construction and consolidation of the Provincial Distance Learning Centres network. These actions take into consideration their cost-benefit, and their main objective is to increase and diversify the offer of educational activities in the different levels of education.

Priority will be given to expanding the post-primary and teacher training levels (*for more details see the relevant sector programmes*), benefiting from the potential of the *e-learning platform* that is to be created.



## 6. Sector programmes

As already mentioned in 5.1, page 40, the Strategic Plan is addressed through the six sector programmes that are the substance of the Education Strategic Plan.

Table 10 reflects the general objective, per sector programme, and its indicator and target to assess the impact of the implementation of these programmes over the next five years.

**Table 10: General objectives, indicators and targets of the sector for the years 2012-2016, per sector programme**

Sector programme	General Objective	Main Result Indicator		Basis 2011	Target 2016
(Pre) Primary Education	Guarantee that all children have the opportunity to complete a basic quality education of 7 years	1. Gross completion rate <sup>32</sup>	Total	49% (2010)	54% (2015)
			Girls	45% (2010)	51% (2015)
Adult Literacy and Education	Increase opportunities so that more youth and adults become literate, with special attention to women and girls,	2. Literacy rate	Total	48,1% (2008)	30%
			Women	62,7% (2008)	45%
Secondary Education	Expand access to y secondary education in a controlled, equitable and sustainable manner, focusing on its quality and relevance	3. Gross enrolment rate (ESG1)	Total	46%	50%
			Women	43%	47%
Technical and Vocational Education	Improve access, relevance, efficiency, efficacy and quality of Technical and Vocational Education, with a view to developing the Country	4. % of graduates absorbed by the labour market according to their training (PIREP programme)		27% (2007)	60%
Higher Education	Promote participation in and access to higher education that meets the country's socioeconomic development needs, guaranteeing its efficacy, balance and sustainability	5. Number of students in higher education institutions per 1.000 inhabitants		3 (2009)	5
Administrative and Institutional Development	Strengthen the professional management of the Education System at the different levels, particularly in the districts, with a view to improving the quality of equitable educational service provision throughout the country	6. Index of public satisfaction with the quality of education services		n/a	Satisfactory

These six sector programmes are prepared and presented in two parts:

- i) This chapter presents a discussion on the progress made during the implementation of the PEEC and the main challenges being faced in the relevant programme, as

<sup>32</sup> This indicator relates to the number of children completing primary education (grade 7, daytime and evening classes, public, private and community education), irrespective of their age (nominator), with a 12-year-old population (denominator).

well as the strategic objectives and main strategies and priority actions for the coming years;

- ii) The second part consists of the implementation plan matrixes (annexed):
- The first matrix (*strategic matrix*) provides a summary of the strategic plan per sector programme in terms of general and strategic objectives, as well as the priority actions that were identified to meet the objectives. The strategic matrix also defines the result indicators and respective targets to guide a annual monitoring of the implementation of the strategic plan;
  - The second matrix (*operational matrix*) defines the main activities, expected results, physical targets<sup>33</sup>, cost determinants, persons responsible and implementation schedule, per each priority action as specified in the strategic matrix. This operational plan is the basis for the sector's Medium Term Fiscal Framework (CFMP) and the guideline for preparing the annual plans and budgets. This operational plan reflects the integration of cross-cutting issues, specific programmes and programmatic areas of intervention for each of the six sector programmes (see Table 9).

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<sup>33</sup> Refers to targets that influence the budgeting of activities (i.e., input indicators) as being the number of classrooms to be built, the number of teachers to train, etc.

## 6.1 (Pre) Primary Education

### **General Objective:**

Guarantee that all children have the opportunity to conclude a quality basic education of 7 grades.

### **Strategic Objectives:**

- Guarantee that all children are enrolled in school at the right age (6 or 7 years old) and that they remain in school until completing grade seven;
- Improve students' academic performance, particularly in that which concerns core critical skills in reading, writing, and numeracy as well as life skills;
- Improve efficiency and efficacy in the use of the resources made available to Primary Education.

### 6.1.1 Vision

The Government prioritises a seven-year primary education for all children (see 4.1, page 35) acknowledging, however, that in the long-term, seven years of Primary Education (EP) is not sufficient to provide the new generation with the knowledge, skills and attitudes that will enable their proper integration in society as active citizens. Mozambique is part of the constantly changing “global village” and, in this sense, citizenship is a dynamic process and basic skills should be seen as being flexible, in order to adapt to the specificities and dynamics of the contexts and their challenges.

The Government's long-term objective is to guarantee a basic education of 9 or 10 years for all citizens. This future Basic Education will also include pre-primary (one year), as a crucial strategy to guarantee that all children will have the best foundation possible in order to maximise their development.

In the medium-term, however, focus will be placed on expanding and improving the quality of Primary Education, guaranteeing access and retention for all children. The main objective of this level of education is to prepare able citizens that actively take part in everyday life, capable to apply the knowledge acquired for their own benefit, the benefit of their families and of the community.

The basic education curriculum plan (PCEB) defines that, after concluding the seven grades of primary education, graduates should have acquired the knowledge, skills and values to enable them to effectively take part in community life and in society in general.

Primary Education should provide students with the capacity for reflection and creativity, i.e., capable of questioning reality, in order to actively participate in life for their own benefit and for the benefit of their communities. Primary Education plays an important role in the process of socialising children, transmitting core basic literacy and numeracy skills, as well as the knowledge and skills accepted by our society.

Primary school, as a centre for the development of children, should cultivate values of citizenship in general, “Mozambicanity” and respect for culture(s).

### 6.1.2 Current state

#### *Progress*

Significant progress was made during the implementation of the PEEC in terms of increasing the supply and demand for Primary Education.

#### Participation

The number of students enrolled in Primary Education increased from 3.6 million in 2004, to 4.6 million in 2007 and 5.3 million in 2011. The enrolment rate for children between the ages of 6 and 12 years is estimated to be 93% (2011) compared to 89% in 2007.

Every year, an increasing number of children complete grade 7, with completion rates increasing from 34% in 2004 to 49% in 2010.

#### Regional and gender equity

Gender parity improved from 0.83 in 2004 to 0.90 in 2011, with significant reductions in the disparity between the provinces and districts with the highest and lowest percentages of girls between 2004 and 2011.

The data from the 2008 Household Budget Survey (IOF/HBS) show that the difference between the richest and poorest households decreased from 43% in 2003 to 23% in 2008, as a result of the free for all Primary Education policy.

#### Investments

Significant investments were made to guarantee that the increase in student numbers was accompanied by the necessary resources in terms of providing teachers, text books, teaching materials and direct financial support to schools.

The pupil/teacher ratio in EP1 dropped from 75 in 2006 to 63 in 2011, due to the significant increase in the recruitment of new teachers and to improvements in the human resources management system, which enabled a faster and broader replacement of teachers who, for different reasons, leave the system.

Reforms were introduced in the areas of curriculum, teacher training, text book policy and construction of classrooms in order to improve the internal efficiency, quality and relevance of Education.

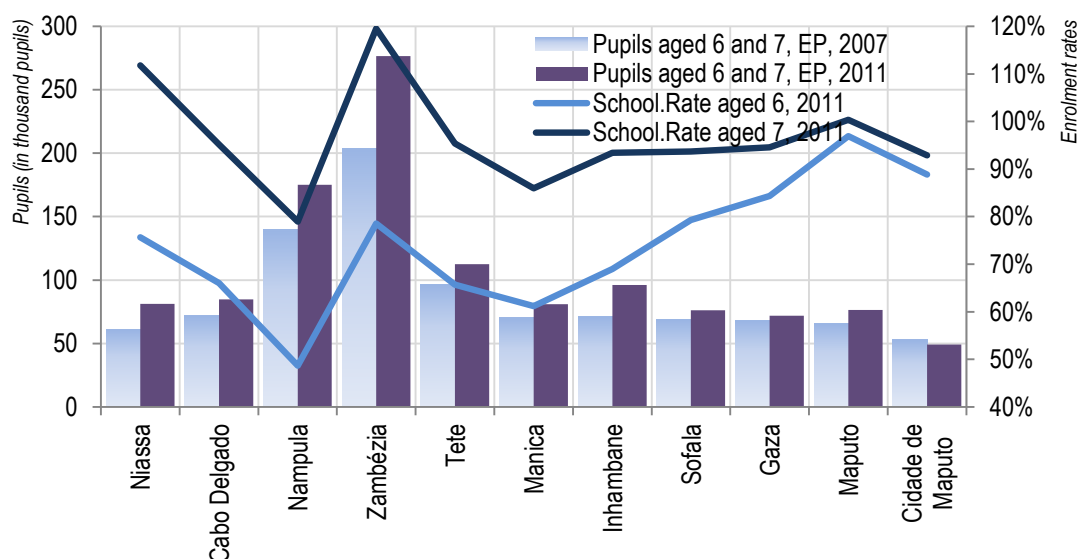
### Challenges

However, other challenges still remain.

#### Enrolment at the right age

Although significant advances have been made in this area, not all children are enrolled in school at the age of six. Enrolment at six years of age, in grade 1, was estimated at 70% in 2010 and 2011. Enrolment at seven years of age, in 2011, was estimated at 97%.

**Graph 5: 6- and 7-year-old children in grade 1, 2007 and 2011, and enrolment rates<sup>34</sup> at age 6 and 7 years, 2011 (public, private and community education)**



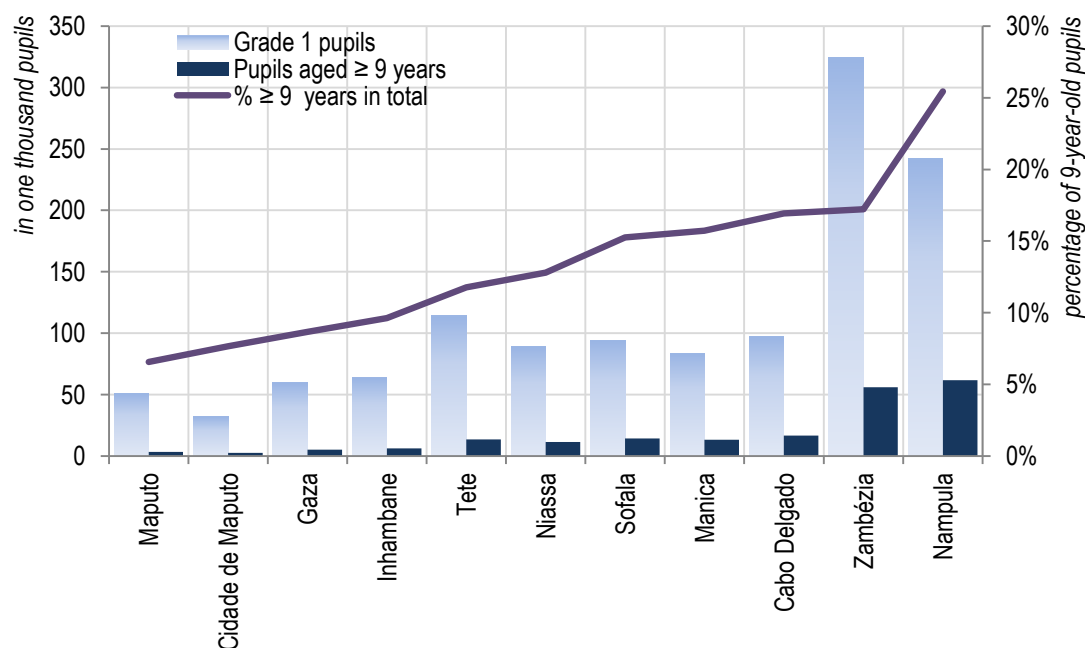
Graph 5 shows that there are significant differences between provinces. Thus, the province of Maputo has a coverage of almost 100%, while the province of Nampula has a coverage of only 48.4%.

Studies indicate that an important reason for non-participation of six-year-old children, particularly in rural areas, has to do with the fact that many parents feel that the children are still too young to go to school and, therefore, postpone their enrolment in school.

<sup>34</sup> It should be noted that the enrolment rate for seven-year-olds in Zambézia province is above 100%, possibly resulting from errors in statistical and/or demographic data. The sector is looking into this situation.

Approximately 200,000 of the students (16% of students) in grade 1 are 9 years of age or older. There is a big difference between the provinces of Nampula (25%) and Maputo (7%) (2011).

**Graph 6: Number of students in grade 1 (total and aged 9 or older), and percentage of students aged 9 or older (2011, public, community and private education)**



### Retention until grade 7

Although most students aged between 6 and 12 years attend primary school, their retention until grade 7 is still low, being estimated at 41%<sup>35</sup> over an interval of six years, between 2004 and 2010.

Late enrolment may contribute to high dropout rates. Mixing children of different ages in a classroom may have a negative impact on the students' performance. Furthermore, the curriculum and school materials for grade 1 are designed for 6- or 7-year-old children.

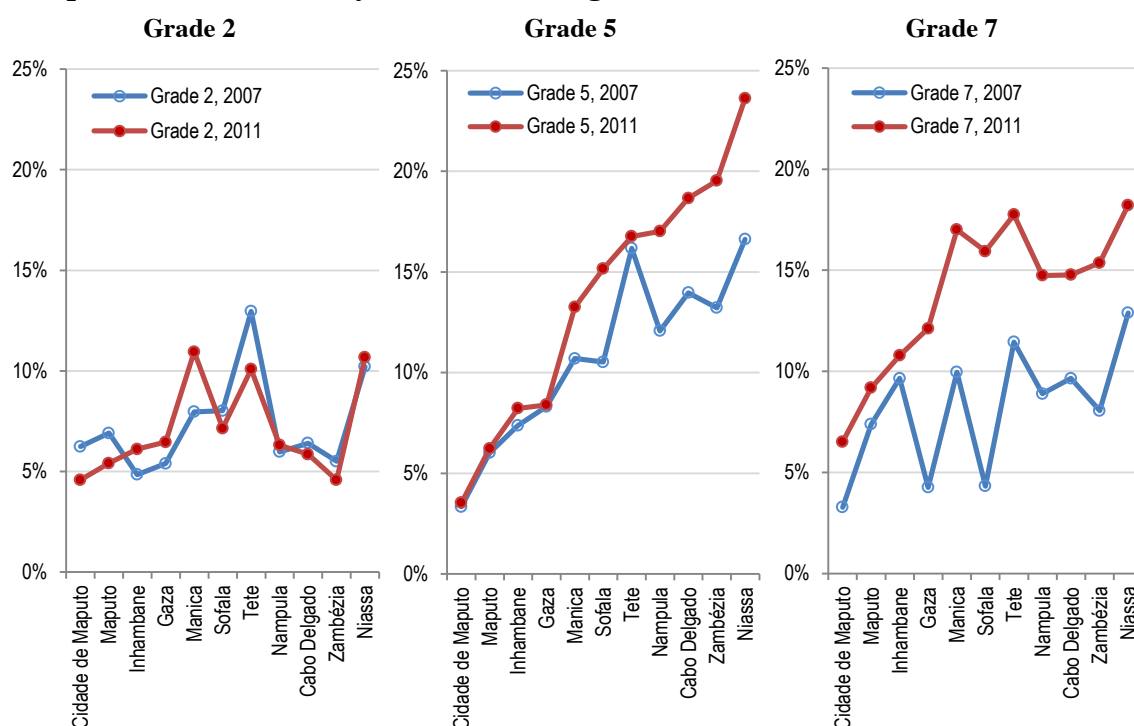
Annual and inter-annual dropout rates continue to be high, with a tendency to increase in recent years, particularly in grade 5 (14% in 2011 – inter-annual) and grade 7 (13% in 2011). Recent studies indicate that the poverty factor may be a reason for students to drop out during the year. Although primary education is free, it still has direct and

<sup>35</sup> The indicator relates the number of students in grade 7 in a certain year (year  $n$ ) to the number of students enrolled in grade 1 six years previously (year  $n-6$ ). The indicator is based on the (ideal) theoretical assumption that all students enrolled in grade 1 in a certain year should be in grade 7 six years later. Thus, the indicator is only an approximation of the retention rate and should be interpreted with caution.



indirect costs for the families (expenses with purchase of notebooks, pencils, clothing, etc., versus opportunity costs).

**Graph 7: Dropout rates in grades 2, 5 and 7, 2007 and 2011 (public, community and private education, daytime and evening classes)**

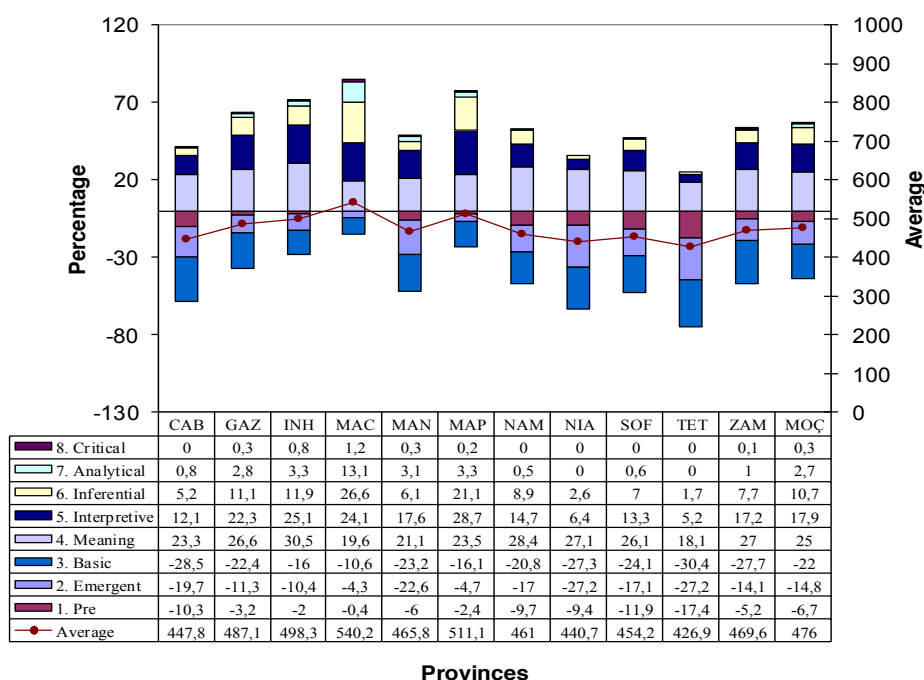


Notwithstanding the decrease in high repetition rates (of over 20% in the period up to 2004 to 5%-7% as from 2005) with the introduction of the new curriculum, in 2010, the average dropout rate increased to values of over 10%.

### Student performance

The drop in academic performance rates seen since 2008 for all grades, and in grade 5 since 2006, sends a worrying signal about the learning process at the classroom level.

**Graph 8: Reading tests results: averages and percentage (SACMEC III)**



The 2007 SACMEQ study shows not only that performance in Mozambique is below the regional average, but also that most students in grade 6 have not developed the necessary basic literacy and numeracy skills to guarantee their academic success at higher levels of education.

A diagnostic instrument to monitor the day-to-day classroom teaching-learning process is still lacking.

Reform management and implementation capacity

The Strategic Plan assessment revealed weaknesses in the implementation of the sector’s main strategies and reforms. Despite having benefited from an increase in human and financial resources, the sector’s needs are still much greater than the resources made available. For example:

- Due to financial limitations and lack of technical capacity at local level, the sector was unable to build classrooms with the quality and in the quantities required to meet the demand;
- Despite having been able to recruit more teachers, the pupil/teacher ratio remains very high, both because of the high needs as well as a lack of rationalising their use, particularly in EP2, and delays in the process of replacing teachers who leave the system;

- Although the reform in teacher training resulted in an increase in the number of teachers trained, the initial training curriculum is still very theoretical and not enough attention was given to on-the-job training and monitoring of new teachers in the classroom;
- Although the Mandatory School Guidelines and Tasks (OTEOs) indicate that the primary education academic year should have approximately 1,140 teaching hours, in the case of schools with 2 shifts (1,026 in schools with three shifts), which is close to the international average of 1,200 teaching hours, supervision visits have revealed that, in reality, a lot of time is wasted, and educational and effective contact between students and teachers is significantly lower. A survey in Cabo Delgado province indicated that the percentage of effective teaching hours (in terms of direct contact between teacher and students) corresponds to only 15-20% of that foreseen (i.e., 30 school days per year)<sup>36</sup>;
- The reduction in classroom hours is directly linked, among others, to the high pupil/teacher ratio, the continued triple shift system (particularly in the cities), overburdened infrastructures and teachers overburdened with other tasks, as well as insufficient control by the school's management body of the school's operation and of regular attendance by teachers and students;
- Despite the increase in direct financing to schools, some problems still persist, such as insufficient amounts allocated to the school to guarantee the school's operation and maintenance, less than 100% coverage in the provision of text books, lack of furniture, resulting in conditions not conducive to the teaching-learning process;
- Due to the lack of teacher preparation and poor communication on the innovations of the new curriculum, among others, the implementation of the new curriculum was disjointed, particularly with regard to the introduction of the learning concept and cycle-based career development;
- The introduction of bilingual education was delayed due to the complexity of its expansion to the national level and related financial implications;
- The integration of cross-cutting issues, namely HIV and AIDS, School Health, Nutrition, and Water and Sanitation, is still very limited;
- Despite the inclusion policy, participation in school and classroom attendance by students with special educational needs is still very limited due to the lack of teaching materials and teacher preparation, among other factors.

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<sup>36</sup> Field study carried out by Aga Khan in collaboration with Equip 2, with USAID funding in 2010, presented to and discussed with the Ministry of Education.

### 6.1.3 Priorities for the coming years

Universalising seven years primary education remains at the core of Government's strategy to fight poverty. The sector is committed to creating the necessary conditions for all children to have the opportunity to enrol in and complete their primary education.

In order to achieve the main objective of this programme, the focus in the coming years will be placed on the objectives and strategies linked to the sector's main challenges, namely:

- Enrolment of children at the right age (6 or 7 years old) and retaining them in school;
- Better student performance in terms of acquiring basic skills, focusing on learning in the 1<sup>st</sup> cycle;
- Greater efficiency in the use of resources made available for EP.

### 6.1.4 Special Focus: Early Childhood Development<sup>37</sup>

The importance of the first years of life is recognised internationally<sup>38</sup> as being crucial for a child's balanced development: most of the brain is developed during the first three years of life. Development is influenced by nutrition (from the moment of conception), cognitive and emotional stimulation and health status. It is estimated that approximately 200 million children are at risk of not developing to their full potential due to poverty and nutritional deficiencies, as well as the few opportunities for early cognitive stimulation. It is important to note that delays in a child's development, at this age, are very difficult to recover later on.

Despite the progress made in terms of increased access to health services, education and nutrition, Mozambique still has very low indicators<sup>39</sup> with regard to the well-being of pre-school age children. It is estimated that approximately 20% of the population (i.e., 4.5 million) falls within the 0 to 5 age group. The HIV and AIDS mortality rate is approximately 13% in children between 1 and 4 years of age. The prevalence of chronic malnutrition (measured in terms of low height-for-age in children under the age of five) was 44% in 2008 (the same level as for 2003). The percentage of children under-5 with low weight-height was 18% in 2008 (22% in 2003). Currently, coverage of educational

<sup>37</sup> According to the international definition, Early Childhood covers the time from the moment of conception to the age of 8. The focus in the Government's plans is on the pre-school age group (0-5), because the interventions directed at this age group are still very limited. The Ministry of Education's focus in this strategic plan, in the first grades of Primary Education, shows that the Ministry has assumed the broader definition of early childhood.

<sup>38</sup> Engle PL, Fernald LCH, Alderman H, et al, and the Global Child Development Steering Group. Strategies for reducing inequalities and improving developmental outcomes for young children in low-income and middle-income countries. Lancet series, 2011.

<sup>39</sup> Source: Early Childhood Development, version 1, September 2011.

services and care for children aged 0 to 5 years is still very limited (only 4% through formal interventions).

The government recognises the importance of investing in the development of pre-school age children to improve the quality of their personal and family life and, consequently, their participation in the Country's development. In this regard, the Government's 2010-2014 Five-Year Plan and the Poverty Reduction Strategy Paper pay special attention to early childhood development through a holistic and integrated approach involving different ministries, namely the Ministries of Education, Women and Social Action, Health, Interior, Justice, Agriculture and Public Works and Housing.

The sector already acknowledged, in its 2006-2011 PEEC, the importance of giving greater emphasis to integrated and holistic early childhood development. It also recognized the need to expand opportunities for children to benefit from pre-primary education in order to be better prepared to enrol in school at the right age (6 years of age), thereby improving their retention and performance.

However, due to the many other priorities, no significant advances have been made in this area over the last few years. For the coming years, the Ministry has assumed a stronger responsibility in this area, through the following actions:

- The Ministry assumes a more active role in preparing a strategy for early childhood development as well as in coordinating and monitoring its implementation, together with the main stakeholders. To this end, a multi-sector commission was created to prepare, under the leadership of the Ministry of Education, an Early Childhood Development Strategy, focussing on children in the pre-school age (0-5). This strategy defines the responsibilities of each of the stakeholders, with the main objective being to guarantee an integrated and holistic approach to child development and greater efficiency and efficacy in the use of the country's scarce resources.
- At the same time, given the urgent need for children to be better prepared for the learning process, the Ministry also considers it equally important to expand access to pre-primary education. Considering the financial and institutional limitations, introducing a pre-primary year as part of basic education is still premature. The focus in coming years will be on *testing the different intervention modalities with the objective of preparing for the future expansion of sustainable access to pre-primary education* (fourth/fifth year of life) in the education system. Priority will be given to the most vulnerable children, guaranteeing their inclusion and retention in the system<sup>40</sup>. At the same time, considering the importance of nutrition and health

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<sup>40</sup> Investments in Pre-School Education may be considered as a strategy to increase student learning in primary school, as well as to guarantee inclusion, ensuring children are enrolled in school at six years of age, thereby increasing the probability of retaining them in school. Experiences in other countries have shown that the more vulnerable children benefit the most from interventions in this area. The assessment of the impact of interventions by Save the Children (Gaza Province), carried out by the

to the cognitive development of children, the Ministry will strengthen other interventions with an indirect impact on the improvement of early childhood and mothers' conditions, such as: i) promoting the transition of girls from EP1 to EP2 and, subsequently to ESG; ii) continuing to promote age-appropriate enrolment, with special attention to girls; iii) promoting the integration of nutritional education in the curriculum at the different levels; and iv) promoting parental education through (post-) literacy programmes.

### 6.1.5 Primary education's main strategies

Most of the strategies contributing to the pursuit of this programme were already designed within the scope of the Education and Culture Strategic Plan 2006-2011, and their implementation is already well underway. However, based on the assessment of the PEEC implementation, the realisation of these programmes will be adjusted over the coming years, with the main objective of improving and consolidating the progress made in previous years.

#### *Enrolment at the right age to guarantee retention up to grade 7*

The sector will continue to promote age-appropriate access to primary school. It is expected that, with better attention being given to early childhood, there will be an increase in the number of children enrolling earlier in primary school.

The enrolment age will be redefined in order to avoid children completing grade 1 at the age of 5<sup>41</sup>. A focus on enrolment at the age of 6 or 7 requires special attention to children who enrol at 9 years and older. This may be achieved, for example, by creating specific classes for this group, which should have an adjusted curriculum. Youth over the age of 15 years, who have still not enrolled in or completed the 1<sup>st</sup> cycle Primary Education, will continue to be integrated in literacy programmes.

Transforming EP1s into EPCs will facilitate retaining students up to grade 7 in the same school they started as at in grade 1, eliminating the need to travel long distances to continue to attend EP2. This will require, among other aspects, increasing the pace of the classroom construction programme<sup>42</sup> by achieving the targets established, and

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World Bank, shows that children who frequented pre-school are more likely to continue their education at the appropriate age. "The Promise of Preschool in Africa: A Randomized Impact Evaluation of Early Childhood Development in Rural Mozambique", WB, February 2012.

<sup>41</sup> This is considered early in terms of their holistic development and could contribute to social and cognitive problems in subsequent grades.

<sup>42</sup> This is the programme with the worst performance over the last few years, due to several reasons, such as weak technical capacity at provincial and district levels in the area of construction as well as poor internal control in terms of compliance with the established construction quality standards and management rules. A new approach was introduced in 2010 to overcome the weaknesses of this programme, with the main objective of improving the quality and sustainability of the works, as well

strictly complying with the existing rules and norms in terms of managing this programme.

The sector will continue its inclusion policy, which will imply building and equipping classrooms that facilitate the participation of children with special educational needs.

The introduction of social protection measures is foreseen through increasing Direct Support to Schools (ADE) to support the needier students, and through introducing a school feeding programme. Given the existing financial limitations, the major challenge will be to define and specify the target group for this type of intervention. Priority will always be given to the younger children.

At the same time, innovative approaches to social protection in terms of monetary or other transfers to families, aimed at stimulating children's participation and retention in school, will be tested in collaboration with the Ministry for Women and Social Action.

### *Improve student performance*

The main objective is to reverse the negative trend in the school performance of students in grades 2, 5 and 7, by paying more attention to learning basic reading, writing and numeracy skills.

This will imply, among other things, a review of the literacy teaching-learning methodology, as has been recommended in several studies; a fundamental change in initial preparation and on-the-job training and monitoring of teachers in schools; as well as better monitoring of the students' learning in the classroom. In turn, this measure will imply reviewing the training and placement of teacher trainers.

### Improve the curriculum implementation

Over the coming years, the sector will continue to implement the new curriculum, which includes semi-automatic promotion that enables children from grade 1 to transit to 2 (cycle 1) or from grades 3 to 5 (cycle 2), without examinations<sup>43</sup>. Priority will be given to learning basic skills in the first cycle, by placing the best teachers in, and providing more resources to this area.

At the same time, the curriculum and lesson plans will be revisited in terms of the learning methodologies promoted, the treatment of cross-cutting issues and the treatment of children with special educational needs. In this context, the efforts to ensure a better link between lower (EP1) and upper (EP2) primary education, as well as

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as to accelerate construction and improve the monitoring of its management. The reform is currently in an experimental stage. It is too early to draw conclusions on the effectiveness of the new approach.

<sup>43</sup> This implies parent and guardian sensitisation campaigns. It also implies that teachers need to understand the justification for this approach and take responsibility for it.

continue to integrate upper primary education (EP2), and the integration of cross-cutting issues within the context of life skills will continue.

Special attention will be given to compliance with the norms established in the OTEOs, in terms of the study plan and, above all, compliance with teaching hours through increased focus on school management and supervision.

### Integrated teacher training and capacity building strategy

The sector will continue to refine the strategy for teacher training aimed at ensuring an integrated approach to professional development of the teacher through linking pre- and in-service training with adequate supervision and guidance on-the-job, according to the new paradigm: competency-based training that should prepare teachers better to, among other aspects:

- Meet the needs of students with learning difficulties;
- Work with text books in the classroom;
- Implement the primary education curriculum and, in particular, the assessment system and use lessons plans to prepare their classes;
- Teach reading and writing (literacy);
- Implement Bilingual Teaching;
- Work in teams;
- Work with parents and guardians, promoting the school and its values.

In this perspective, in addition to strengthening the implementation of the in-service training programme, a new modular-based pre-service teacher training programme will be introduced. The new programme is organised into flexible learning blocks, aimed at promoting continued development of reflective competencies within the workplace, oriented toward problem-solving and covering a range of learning experiences.

The new model enables graduates to develop capacity in handling all grades (1-7) of Primary Education (Grades 1-7), focusing on literacy (teaching and learning of spoken language, reading and writing), and on numeracy (counting, calculation and problem solving). Initial training covers a two-year course, fulltime and residential, which includes an internship of 300 teaching hours in the 2<sup>nd</sup> quarter of the 2<sup>nd</sup> year.

The increase in the duration of the course will reduce the annual number of graduates, while the sector is expected to continue to train sufficient numbers of teachers, in partnership with other providers allowing for, on the one hand, a wider pool from which to select and recruit the best teachers and, on the other, a “stock” of teachers to replace those who leave teaching during the course of the year. This implies that the sector, in the coming years, in parallel, will continue its existing 1-year training programme.



### Monitoring student learning

An instrument to monitor the student learning process in the classroom will be introduced in the medium- and long-term (see also 6.6.4, 107). This instrument (“provinha”) should be seen essentially as a diagnostic instrument for teachers to monitor the level of learning of their students in order to take corrective measures. The effectiveness of this instrument will depend on the teacher’s capacity to apply it and to analyse the information.

### *Greater efficiency and efficacy in the use of resources*

The priority of EP, focused on improving student performance, is also reflected in the allocation of human and financial resources.

In order to achieve better results, it is necessary to create basic conditions in schools, in terms of the quality of classrooms, school furniture, potable water and sanitation. It is also necessary to guarantee annual availability of more teachers, text books and other teaching materials.

The change in the current model of one teacher per subject or group of subjects (EP2) to one teacher per class, the integration of duties of school directors and pedagogical assistants in smaller schools, combined with their obligation to teach classes, will free up human resources and help to reduce the pupil/teacher ratio.

Downsizing the School Textbook Programme in terms of the number of titles and reducing the unit price of books, through improvements in the procurement process, will create space to include other books in the programme, such as bilingual teaching books and school library books, among others.

Furthermore, better control of the investment of available resources is at the core of the sector’s interventions, which should result in a greater efficiency and effectiveness in the use of the resources. Capacity building of school councils in the management of resources at school level is also critical.

## **6.1.6 Priority actions**

### *Early childhood development*

- Promote the expansion of access to educational opportunities at pre-school age by:
  - Implementing and/or encouraging pilot-projects (community-based and institutionally-based mixed services), with the objective of identifying the best means to expand national coverage of pre-school and pre-primary education;
  - Benefiting from the experiences gained through pilot-projects, prepare the inclusion of one year pre-primary into primary education from 2015/2016;

- Monitor and contribute to the implementation of the holistic and integrated strategy for the development of pre-school age children in conjunction with other Ministries, which includes:
  - Defining the standards and profiles for the i) curriculum, ii) teaching materials, and iii) training and/or capacity building of pre-school animators/teachers, with a view to guaranteeing the quality of the different interventions and the integration of pre-primary education in Basic Education;
  - Preparing a standards-based curriculum and teaching materials;
  - Training and capacity building of educators;
  - Guaranteeing the administrative and pedagogical operation of institutions.

### *In Primary Education*

#### *Access*

- Organise *mobilisation and sensitisation campaigns*, promoting enrolment in school at the right age (6 or 7 years old);
- Continue to improve the implementation of the accelerated classroom construction programme (including equipping them), using the new approach, with the objective of accelerating the construction of quality classrooms based on medium-term planning (3 to 5 years) in the provinces. The aim is to guarantee better coverage, transparency and accountability in accordance with the defined priorities, such as, for example, ensuring that all schools have the facilities to offer 7 grades;
- Harmonise the different social protection programmes to guarantee the participation and retention in school of the more vulnerable students, by:
  - Gradually introducing a school feeding programme in the districts with the highest indices of food insecurity and dropouts, as well as low academic attainment levels;
  - Introducing a social protection component in the Direct Support to Schools programme (at school level);
  - Coordinating with the MMAS/INAS with regard to monetary support programmes for the most vulnerable families, with the objective of guaranteeing that their children are enrolled in and complete their primary education.
- Prepare strategies to reduce regional disparities in age and gender, such as expanding alternative forms of providing EP2, among others, taking into consideration the specificities of the different regions in the Country;
- Guarantee that schools are safe and healthy places;

- Expand care for children with special educational needs (NEE), by expanding the Inclusive Schools Project, in terms of:
  - Improving the identification system, before and during the school careers of children and youth;
  - Performing architectural alterations on school buildings;
  - Promoting sign language and the Braille system;
  - Encouraging families to keep their children in school through social protection programmes.

### *Quality*

- Continue to produce and distribute text books free of charge, guaranteeing the provision of bilingual education books, complementary reading books to encourage reading, and books in braille for the blind;
- Guarantee the expansion of Bilingual Education (BE), ensuring its quality;
- Continue with the curriculum review, taking into account the strengthening of literacy and numeracy in terms of the skills defined per cycle of learning, and ensuring a better connect between lower and upper primary education;
- Reform teacher training and capacity building through the following actions:
  - Introducing the new pre-service teacher training model, based on a pilot, guaranteeing the practice teaching component and introducing school management aspects (national coverage of the pilot expected as from 2015);
  - Designing and implementing a continuous on-the-job teacher training plan, for which the IFPs and IEDA will be responsible, guaranteeing better linkages with teachers' career development;
- Improve monitoring and supervision of students' and teachers' academic performance, through the following actions:
  - Designing and applying an instrument to monitor student performance in key areas, focusing on reading, in addition to an instrument to improve monitoring of the classroom teaching-learning process (see also 6.6.5 , page 110);
  - Strengthening the structure of school clusters (ZIPs) to improve monitoring and supervision of students' and teachers' academic performance, benefiting from the opportunities offered by ICTs, among others;

### *Institutional Development*

- Improve school management by:
  - Prioritising capacity building in school management for school Directors;

- Improving integrated and decentralised supervision, with emphasis on the classroom learning and teaching, and school management;
- Introducing an element of performance-based financing to schools, underpinned by a set of school quality standards that define quality in terms of environment and operation, in addition to fixed funding for the school's operation through ADE.
- Rationalise the use of human resources in primary education, through the following actions:
  - Optimising the use of staff in schools, particularly in upper primary (EP2);
  - Differentiating between school management models based on the types already established: type-3 schools (with less than 500 students) will have only one Director; bigger schools will continue to have a Director and a pedagogical assistant;
- Continue with the reforms in procurement and reduction of unit costs, without affecting the quality of the products: text books, accelerated classroom construction and school furniture;
- Increase transparency in school management through the following actions:
  - Gradually introducing selection of candidates for school management positions through tenders;
  - Capacity building of the school councils;
- Design and implement strategies to integrate cross-cutting issues, focusing on sexual and reproductive health and on preventing sexually transmissible diseases (particularly HIV and AIDS).

## 6.2 Adult Literacy and Education

### General Objective:

Increase opportunities so that more youth and adults, with special attention to women and girls, become literate, with a view to reducing illiteracy to promote citizenship and participation in the Country's political, social, economic and cultural development process.

### Strategic Objectives:

- Guarantee access to and retention of students in Adult Literacy and Education programmes;
- Improve the quality and relevance of Adult Literacy and Education and of Non-Formal Education programmes;
- Strengthen institutional and organisational capacity.

### 6.2.1 Vision

The Government considers literacy to be a human right of all citizens and a critical strategy to combat poverty.

Literacy is defined, on the one hand, as the acquisition of basic –reading, writing and numeracy skills and, on the other, as a process that stimulates participation in social, political and economic activities, enabling permanent and lifelong education<sup>44</sup>. This definition of literacy is in line with the Basic Education concept (see 2.3.1, page 18).

The Government is committed to eliminating illiteracy through two main strands:

- Promoting seven years of universal primary education (see 6.1.1, page 55);
- Expanding the Literacy and Post-Literacy programmes for adults and youth.

The Literacy, Post-Literacy and Non-Formal Education programmes aim to provide opportunities for non-literate citizens or citizens of 15 years or older who have not yet completed their primary education.

The focus of post-literacy programmes is on acquiring literacy and numeracy skills, with a view to resolving day-to-day problems and to develop life skills in areas relevant to the context of the individual or his/her family (such as in agriculture, small business management, health, parental education, among others).

<sup>44</sup> Source: Adult Literacy and Education Strategy, MINED, Mozambique, 2011.

The government recognises the contribution by different governmental (namely the Ministries of Agriculture, National Defence, Women and Social Action, Youth and Sports and Health,) and non-governmental (multilateral and bilateral cooperation partners, civil society, public and private companies, and religious orders, among others) stakeholders in developing literacy. The Ministry is responsible for boosting the sector, acting as the regulatory entity, collaborating and coordinating with the different stakeholders and interventions, defining rules and procedures for action through the design of policies and quality standards, in addition to creating a standardised curriculum.

## 6.2.2 Current state

### *Progress*

Illiteracy rates dropped from 60.5% in 2001 to 51.9% in 2005 and to 48.1% in 2008. The illiteracy rate amongst women dropped from 66.7% in 2005 to 64.2% in 2008, while the rate amongst men stagnated around 34.3% in 2005 and 34.6% in 2008. In 2007, the illiteracy rate in rural areas was 65.5%, while in urban areas it was 26.3%<sup>45</sup>.

Approximately 300,000<sup>46</sup> people are enrolled in the different programmes every year, of which 70% are women. Different literacy programmes are on offer by a variety of providers, such as Alfa regular, Alfa radio, Alfa functional, Alfa-lit, Family Without Illiteracy, Reflect and Alfa in local languages.

Based on a new structure of the provision of AEA through the Ministry of Education, through a pilot, a new curriculum has been implemented progressively since 2009 that includes:

- Literacy: level 1, leading to a literacy certificate;
- Post-Literacy: level 2, leading to a Level 2 certificate, corresponding to grade 5;
- Level 3, leading to a Level 3 certificate, corresponding to grade 7.

In addition to learning to read and write, the new curriculum pays greater attention the development of life skills.

### *Challenges*

The main challenges are:

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<sup>45</sup> Source: INE census and several household surveys.

<sup>46</sup> The number is an indication based on the information presented by the DPECs, since the data collection system for non-formal AEA is still being developed.

### Reducing illiteracy

Although there has been a gradual increase in students' access to the different AEA programmes, illiteracy rates have only dropped between 1.5% to 2% annually.

The low retention rate for students in the programmes is worrying. The data indicate high dropout rates, due to several reasons: poor knowledge of teaching-learning methods and motivation of literacy teachers, lack of teaching and reading materials, large distances between residential areas and literacy centres, timetables incompatible with students' professional activities, and early marriage of girls, among others.

Although there is no data to prove this hypothesis, a reversal in the levels of literacy success, achieved in previous years, may be taking place. The lack of a literacy environment, particularly in rural areas, and the limited relevance of the programmes to the day-to-day life of most people, may be contributing to this phenomenon.

### Coordination and linkages between different stakeholders

MINED's approach, reflected in the PEEC, has been to promote the expansion of interventions in this area, by supporting external partners, including the private sector.

Although there are different stakeholders, their contribution is still limited, particularly due to the lack of financial capacity and to poor coordination and linkages between them and the Ministry. Minimum standards and regulatory instruments to assess and certify the different programmes on offer are still lacking.

There is still no clearly established connection between MINED and other institutions carrying out community (capacity) building activities such as for example, NGOs working in non-formal Education and other Ministries (Health, Agriculture, Women and Social Action etc.).

### Motivation, appreciation and capacity building of literacy teachers

The implementation of AEA programmes depends mainly on literacy teachers. Many of them are volunteers<sup>47</sup> with low academic training and have no specific training in AEA. Since this profession is not widely appreciated and there is little investment in the training of literacy teachers, many of them give up due to a lack of motivation.

### **6.2.3 Priorities for the coming years**

The Government's main priority in the PQG and PRSP, in terms of reducing poverty, is to increase contributions by individuals and their families in order to increase productivity.

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<sup>47</sup> Volunteer Literacy Teachers – with precarious contractual conditions.

In this context, the focus of AEA programmes will be on transmitting/acquiring professional skills and competencies as well as on developing socially positive behaviours and attitudes. This focus implies a need for greater attention to non-formal education programmes (or vocational training), life skills and empowerment.

The following strategic objectives were defined:

- Guarantee access and retention of literacy students in Adult Literacy and Education programmes;
- Improve the quality and relevance of Adult Literacy and Education programmes;
- Strengthen institutional and organisational capacity.

#### **6.2.4 Main Strategies**

##### *Access and retention*

Efforts will be made to create conditions for non-literate youth (from the age of 15) and adults to be sufficiently motivated to attend the courses until they achieve the level of literacy required to benefit from the written information made available through different sources and/or pursue other types of capacity building and/or formal education.

This will imply mobilising and sensitising all players, at all levels, as well as coordinating actions between the different (possible) stakeholders (within and outside Government) to increase and diversify the provision of literacy programmes and non-formal Education, and also to encourage retention of participants.

At sector level, greater involvement of cluster schools (ZIPs) and primary schools (as epicentres), as well as of the respective school directors, in providing and managing Adult Education, will be promoted. Pre-primary and post-primary students will also be motivated to participate in and help with literacy activities for their relatives.

Avoiding a relapse into illiteracy means that larger investments need to be made to create literacy environments to encourage personal development at the AEA centres, in schools and in the community. Thus, provinces with high illiteracy rates will be prioritised. The potential of new technologies and means of communication will be used to guarantee the e-inclusion of adults.

##### *Quality and relevance*

Quality standards will be prepared, to be applied in the different basic literacy and post-literacy teaching-learning programmes (including curriculum-related aspects, materials, profile and training of literacy teachers).



The review and delivery of the curriculum, teaching and reading materials will focus on diversifying the programme content, linking literacy activities to other initiatives promoting community development.

Several information channels (television, radio, mobile telephones, newspapers, internet) will be used to explore the different topics addressed in AEA programmes.

The role of Adult Education Training Institutes (IFEAs) in training and monitoring volunteer literacy teachers will be strengthened, benefiting from professional educators trained by these institutes<sup>48</sup>.

### *Institutional Development*

Interconnecting the different initiatives on the one hand, and at the same time ensuring that the different stakeholders comply with the standards, will require the Ministry to play a strong role in coordinating and interlinking the different adult literacy and education programmes. This implies the need for better vertical and horizontal alignment, and an inter-sectoral coordination of efforts between the Adult Literacy and Education, Primary and Secondary Education and Technical and Vocational Education subsectors.

Coordination mechanisms will be established at central and local levels between the different governmental and non-governmental players, with a view to improving the provision, quality and relevance of (post-)literacy programmes.

A data collection and processing system for non-formal education statistics will be implemented in order to appraise, analyse, assess and validate the processes and results in the different stages of implementation of the AEA Strategies.

### **6.2.5 Priority actions**

The following priority actions are considered:

#### *Access*

- Mobilise and sensitise all players, at national and local level, on the importance of having a literate population;
- Encourage an increase in the provision of different types of programmes in non-formal adult literacy and education programmes, through the following actions:

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<sup>48</sup> The IFEAs are meant to train post-literacy professional educators. This will imply avoiding placing IFEA graduates in primary schools.

- Mass encouragement of the different agents, movements and social forces, using communication channels, in implementing literacy programmes and non-formal education for youth and adults outside the system;
  - Involvement of youth, in coordination with the Ministry for National Defence, in performing community services by carrying out adult literacy and education activities;
  - Creation of conditions for non-literate youth and adults to be sufficiently motivated to attend courses offered in AEA programmes and to pursue their studies to higher levels of education. The issue here is to guarantee that target groups benefit equally from existing opportunities;
  - Encouragement of short-term capacity building activities directed at increasing agricultural productivity, in close collaboration with the Ministry of Agriculture (see 6.4.4, page 93);
  - Encouragement of different opportunities for learning different skills, directed at the Country's social and economic development.
- Create reading and information usage environments at community level, through primary schools and Community Skills Development Centres (see 6.4.4, page 93) to prevent a return to illiteracy.

### *Quality*

- Prepare competency-based standards to guarantee the quality of the different programmes offered by the different stakeholders (in terms of curricula, materials and literacy teachers);
- Review and harmonise the Literacy and Post-Literacy programmes currently offered by the Ministry of Education, with the aim to develop a single curriculum, based on principles of Integrated Literacy (literacy, numeracy and life skills). This will require adapting and aligning Literacy and Post-Literacy programmes to the new curriculum;
- In partnership with other relevant stakeholders, design and implement life skills programmes (parental education, HIV and AIDS prevention and mitigation, mother and child health, promotion of equity/human rights/democracy, etc.);
- Review and implement the educator and literacy teacher training curriculum, guaranteeing the integration of cross-cutting issues on “life skills” in the Study Plans.

### *Institutional Development*

- Strengthen institutional and organisational capacity for an effective implementation of the actions inherent to the subsector, through the following actions, among others:
  - The institutionalisation of capacity building programmes for literacy teachers as one of the IFEA's priority tasks;
  - Annual collection and processing of data on literacy and non-formal education through the sector's statistical information system;
- Develop policies and coordination mechanisms between public, private and civil society entities involved in Adult Literacy and Education and Non-Formal Education, to guarantee better coordination and national coverage, making use of existing structures (educational and others) in the country, for the benefit of this subsector, including:
  - The establishment of partnership agreements between the Ministry and the different partners (at central, provincial and local level) with regard to the provision of Adult Literacy and Education-related activities;
  - The creation of a national forum involving the Advocacy for AEA and Education For All Movements, the Media, the Business Community, different Ministries and civil society for better coordination, linkage and monitoring of the subsector's performance;
- Guarantee diversification in the financing of AEA by mobilising financial resources from national and international partners to ensure adequate financing for AEA/ALE programmes.



## 6.3 General Secondary Education

### **General Objective:**

Expand general secondary education in an equitable and accessible manner, guaranteeing its quality and relevance.

### **Strategic Objectives:**

- Diversify secondary education modalities, guaranteeing equitable access, with special attention to girls and youth with special educational needs;
- Improve the quality and relevance of general secondary education by developing and implementing a vocational curriculum;
- Improve school management.

### 6.3.1 Vision

The development of this subsector is guided by the Government's long-term vision, which promotes an increasingly educated population to support and sustain the country's development and economic growth. This implies having a flexible general secondary education which is able to meet the emerging needs of a modern society.

From the perspective of a future basic education of 9 or 10 years (see 2.2, page 17) that includes the first cycle of General Secondary Education (ESG1), this first cycle of secondary education will prepare students to acquire general skills for communicating in Portuguese, Mozambican languages and in at least one international language, as well as in the use of new information and communication technologies (ICTs) (medium- and long-term objective). It will also prepare them to master Mathematics and Natural Sciences, learn and respect Mozambican values and culture, and be prepared for a healthy and participatory social life and for the labour market. Students are expected to acquire general competencies and to be capable of working in groups and resolve problems, preparing themselves for (self-) employment or for continuing their studies in the second cycle or in technical and vocational education (specialised courses or medium level).

Students in the second cycle of the General Secondary Education (ESG2) will consolidate and develop the academic knowledge and competencies acquired, which will allow for a better integration in the labour market or enable them to pursue their studies at a higher level.

## 6.3.2 Current state

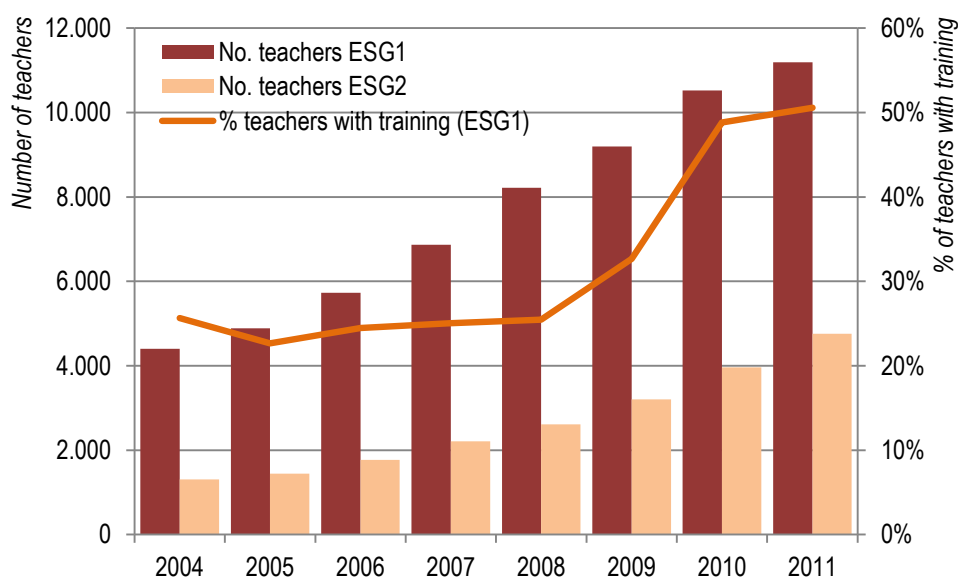
### Progress

Over the past few years secondary education has seen a marked expansion due to the increase in the number of grade 7 graduates. The number of schools offering General Secondary Education (ESG1) more than doubled, increasing from 226 schools in 2004 to 561 in 2011 for the entire country. The number of schools offering the second cycle (ESG2) tripled, increasing from 70 schools in 2004 to 228 schools in 2011 (see 3.3.1, page 26).

The number of students in ESG1 increased from approximately 286 thousand in 2004 to approximately 761 thousand in 2011. In the same period, the number of students in ESG2 more than quadrupled, from 45 thousand to 191 thousand. The gross enrolment rate in ESG1 in 2011 was 46% against 35% in 2007, and 21% in 2004. In ESG2, this rate was 19% in 2011 against 11% in 2007 and only 6% in 2004.

Likewise, significant progress was also made in terms of gender equity in both levels of secondary education. The percentage of girls increased from 41% in 2004 to 47% in 2011 (ESG1), and from 39% in 2004 to 46% in 2011 in ESG2, as can be seen in Graph 2 (page 27). In 2011, every district in the country had a 1<sup>st</sup> cycle secondary school (in 2004 ESG1 was taught in 106 districts).

**Graph 9: Number of teachers in ESG1 and in ESG2 and percentage of teachers with appropriate pedagogical training, 2004–2011 (daytime classes, public education)**



Despite the considerable increase in the number of grade 7 graduates, the transition rate<sup>49</sup> between grades 7 and 8 have remained at 70-80% since 2004 (daytime classes). If we include evening classes, the transition rate increases to approximately 93% (2011). These data show that the expansion of General Secondary Education made it possible to absorb almost all Primary Education graduates. In 2010, approximately 97,000 students completed grade 10 and almost 32,000 completed grade 12, compared to only 32,000 and 7,600 in 2004, respectively.

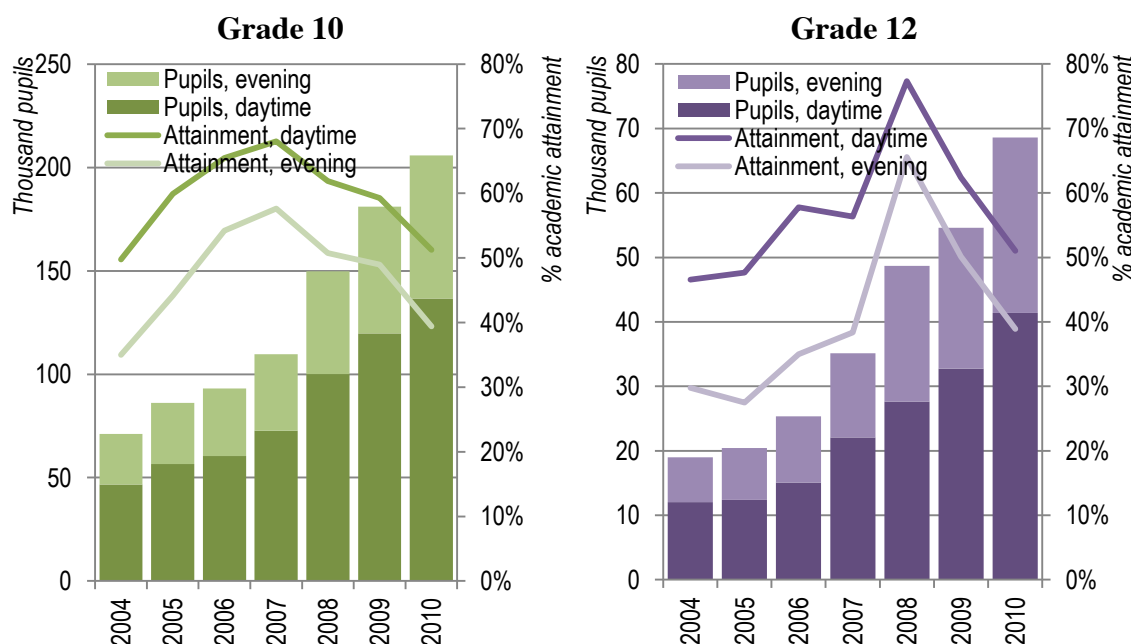
Graph 9 shows that, every year, more teachers were placed in ESG1 and in ESG2, and that the number of teachers with pedagogical training has been increasing in ESG1.

### Challenges

#### Low educational attainment

It is noted that, with the expansion of the system, quality indicators have failed to accompany the rhythm of expansion.

**Graph 10: Graduates from ESG1 and ESG2<sup>50</sup> and academic attainment rates, per shifts, 2004-2010 (public education)**



As can be seen in Graph 10, the academic attainment rate is still low and, after initial improvements, is now dropping back to 2004 levels. Dropout and repetition rates are

<sup>49</sup> Transition rates between grades 7 and 8 is the relationship between new entries in grade 8 in year n (nominator) in relation to the number of grade 7 graduates in year n-1 (denominator).

<sup>50</sup> 2008 was the year in which the reform for grade 12 exams was introduced, distorting the trends of the previous years, particularly for the evening courses.

high, with 8% and 31.4% dropouts in 2010 in ESG1 and ESG2, respectively, and 28.2% and 15.5% repetition rates for the same levels.

### Evening Classes

A large proportion of students attending public general education are absorbed in evening classes (in 2011, approximately 24% in ESG1 and 36% in ESG2). As is shown in Graph 10, the evening classes shift is even less efficient than that of the daytime: academic attainment rates are lower, although their evolution over the years is similar to that of the daytime classes shift. At the same time, the evening classes absorb part of the sector’s scarce resources, particularly in terms of teachers and infrastructures. Teaching programmes are the same between evening and daytime classes, although teaching hours are less for evening classes.

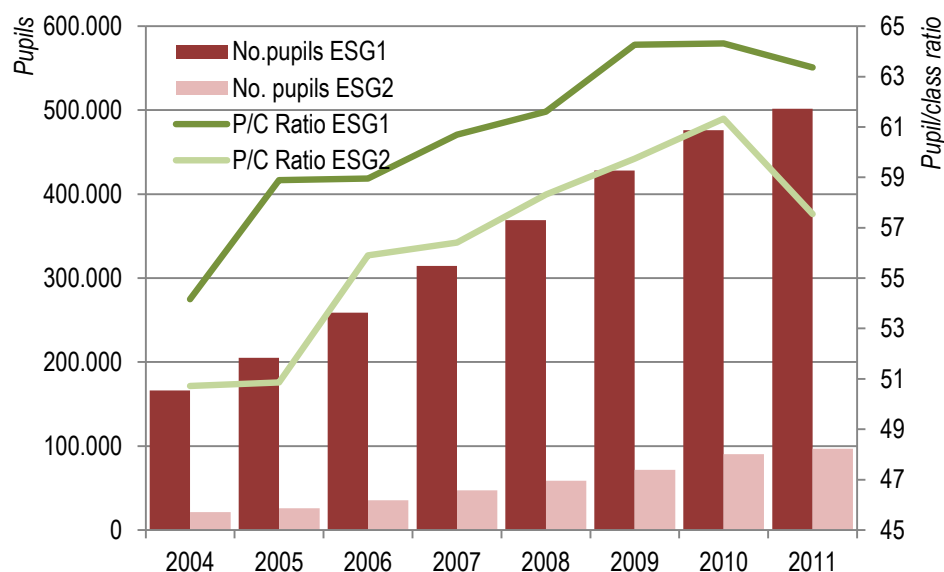
### Pupil/class ratio

Graph 11 shows that the average pupil/class ratio continued to increase until 2010, in ESG1 and in ESG2.

This increase in the provision of education, delivered by the education system for new entries into ESG has not been accompanied by the opening of new school buildings, thereby requiring these students to be placed in existing schools and the concomitant increase in pupil/class ratio.

This has been further exacerbated by high failure rates in ESG, with these students occupying the space needed for new entries.

**Graph 11: Number of students in ESG 1 and 2, and pupil/class ratios, 2004-2011 (daytime classes, public education)**





## Investments

Although there is no reliable information from the budget and the budget execution report. Sector estimates<sup>51</sup> indicate that most of the expenditure (approximately 90%) in secondary education is used to pay salaries. This means that very few investments were made, particularly in terms of equipment (laboratories, ICTs), teaching materials and consumables. In order to reverse this situation, the sector recently began to invest in the purchase of books for school libraries, laboratory equipment and also introduced direct support to schools (ADE).

There are signs which show that the low investment in secondary education has had a negative impact on the resources for primary education, particularly in terms of redirecting classrooms and teachers destined for primary education to secondary education.

The PEEC assessment found that the new curriculum in secondary education is only being partially implemented, both due to a lack of resources and to a poor integration of cross-cutting issues such as gender and inclusive education.

## Absorption of youth in the education system

Despite the high transition rates between EP2 and ESG1 (from grade 7 to grade 8) and between ESG1 and ESG2 (from grade 10 to grade 11) (including daytime and evening classes, and public, private and community education), there is a high number of youth not attending secondary school because they have not completed grade 7 or because they dropped out of secondary school. This situation is expected to persist over the next five years. This implies the need to offer alternatives to this target group by expanding vocational education and to offer short courses (see 6.4.4, page 93).

### **6.3.3 Priorities for the coming years**

Secondary education coverage rates are still very low, with the only exception being the City of Maputo. The most populated provinces registered the lowest rates. It is also in these provinces that, every year, an increasing number of children complete Primary Education, which places enormous pressure on the expansion of secondary education.

The development of post-primary education in the coming years will be determined, on the one hand, by the achievement of EP objectives as the government's first priority for Education and, on the other, by the need to improve the efficacy of the subsystem and of students' performance. This will require a controlled expansion, with the main objective being to improve the quality of education and guarantee its sustainability in a long-term perspective of 9 or 10 years basic education, through the following actions:

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<sup>51</sup> MINED, Costing Model, version September 2011.

- Expansion of educational opportunities through greater efficiency of the subsystem and an increased offer of education, using other modalities, benefiting from the potential of new technologies;
- Improvement of the quality and relevance of Education by developing and implementing a curriculum that is vocationally oriented;
- Improvement of the management of, and guaranteeing transparency within the Education System, promoting public-private partnerships for the provision and funding of Secondary Education.

#### 6.3.4 Main Strategies

The main strategies for this subsector are defined in the General Secondary Education Strategy, approved by the Council of Ministers in November 2009.

##### *Expansion of education opportunities*

The expansion of ESG will be achieved, mainly, by increasing internal efficiency, i.e., reducing dropouts and failures, thereby creating more vacancies in regular secondary schools (daytime classes) to absorb those students who complete grade 7 or grade 10. This will require improving the quality of education and stricter application of evaluation criteria, in order to increase pass rates.

In order to guarantee the absorption of more students each year, evening classes are expected to be redirected and distance learning programmes expanded, making use of the potential of new technologies to achieve economies of scale.

Since distance learning and evening classes require more study discipline, it should be considered, firstly, for older youth or for those who are already working. In the latter case, student participation in school activities may offer more flexibility by reducing the time spent at school and opting for modular and competency-based learning.

Another option to expand access to secondary education is through private education, not only in the cities but also in regions far from urban centres. NGOs and religious institutions constitute important partners for the Government in this process. To this end, conditions will be created to encourage greater contribution from private education.

The application of selection criteria for admission into grades eight and eleven in fulltime and residential secondary education, for example combining “younger age”, “student performance” and “gender equity”, will be reinforced. This will require an effective communication and dissemination strategy to ensure compliance with the pre-established targets.

At the same time, possibilities will be explored for the further expansion of vocational and/or short educational courses for youth not enrolled in the system, making use of the secondary education school network (see 6.4.4, page 93).

### ***Improve the quality and relevance of teaching-learning***

Reviewing and finalising a relevant curriculum is vital to improving the quality and relevance of the teaching-learning process.

This review should be done within a perspective of preparing for a 9 to 10 year basic education, as well as of greater effectiveness and efficiency in the use of the resources required for its implementation, in terms of teachers, infrastructures, equipment and teaching materials.

Thus, the curricular review should contribute to improving the teaching-learning process in schools, providing for and mobilising resources to improve schools' conditions in terms of suitably equipped libraries, and science and computer laboratories. The revised curriculum, using new technologies, should promote a teaching-learning environment that is more interactive, integrated and in line with globalisation processes.

MINED should assume greater control over the training of teachers for secondary education in partnership with training institutions such as the Pedagogic University (UP) and Eduardo Mondlane University (UEM). An on-the-job training system will be introduced for this level of education.

### ***Improve school management and guarantee financing for secondary education***

Increased financing for secondary schools, needed to improve the quality of their services, will be achieved through greater participation of the private sector and of parents and guardians, after reviewing and increasing enrolment and school fees. A scholarship system will be introduced, based on selection criteria to guarantee equal participation in terms of gender and economic situation.. The objective is to ensure that the increased economic burden on families does not lead to the exclusion of the more vulnerable.

At the same time, school councils will have to play a key role in managing the funds channelled to the schools, guaranteeing their proper and transparent use and accountability. In conjunction with this, the Provincial Directorates and District Services should perform their duty of monitoring schools, in order to guarantee the proper management of funds. The different local actors should be held accountable at all times, and at all levels.

### 6.3.5 Priority Actions

The following actions will be prioritised in order to expand access to a quality and relevant secondary education, in a controlled, equitable and sustainable manner, as far as access, quality and institutional development are concerned:

#### Access

- Observe the targets agreed annually between MINED and the Provinces for new entries into grades 8 and 11, based on:
  - Including students, combining:
    1. Younger age;
    2. Better educational attainment in grades 7 and 10;
    3. Female;
  - Redirecting students with persistently below-average performance.
- Continue to build and equip small secondary schools in rural areas, close to the community, giving priority to the first level of secondary education, through the new accelerated construction approach, complying with the norms established to cater for girls and children with special educational needs;
- Expand distance learning in a sustainable manner, using the potential of new technologies, contributing to the gradual elimination of the third shift and transforming evening classes into centres for training and for continuous education or distance learning for youth;
- Promote private sector and community participation in the provision of ESG, by updating legislation and creating incentives for opening private schools;
- Update and implement a scholarship system or school fees exemptions to guarantee that students with merit do not drop out of school for economic, gender or other reasons;
- Promote the regulation and inspection of self-instruction to integrate youth and adults not included in the Education System, in order to prepare them for national exams. This implies:
  - The regulation of the activities of tutors;
  - The guarantee that tutors have support materials, such as teaching programmes, books, copies of exam papers, study plans, etc.

#### Quality

- Make the curriculum more relevant and sustainable, with a view to establishing the foundations for 9/10 years basic education and rationalising existing human

resources (teachers). This implies developing an ESG curriculum that embodies the reforms foreseen in the ESG strategy and curriculum plan, in addition to carrying out actions to encourage students, particularly girls, to opt for mathematics, natural sciences and related fields, among others;

- Increase the curriculum time from 33 weeks to 40 weeks full time and residential classes. This entails a review of the school calendar and schedule and the use of ICTs in school management and teaching-learning processes;
- Establish a continued system for teacher training and professional development, which presupposes:
  - The review, preparation and implementation of the ESG teacher training strategy;
  - The establishment of a system for the continuous professional development of teachers (ESG component);
  - The definition of an initial and an on-the-job initial training plan for teachers, together with Higher Education Institutions and others, taking into consideration the ESG curricular reform;
  - The training of teachers in vocational subjects offered in secondary schools.
- Guarantee access to books and teaching materials, giving priority to:
  - The equipment of libraries with books and other learning materials, in line with the defined criteria;
  - The equipment of science and computer laboratories with the resources required to implement the curriculum.
- Define and implement quality standards for teaching-learning at Secondary Education schools, within the context of the national system of monitoring/evaluation of learning outcomes (see 6.6.3, page 106).

### *Institutional development*

- Design and implement a training and capacity building strategy for managers, covering planning, management and school administration;
- Develop a sustainable financing system for ESG, based on co-financing by both families and the sector, which implies:
  - The development of an ESG financing strategy;
  - The revision and increase of enrolment and school fees, ensuring transparency and equity between different schools;
- Consolidate and decentralise the reform of the examinations process, which involves:

- Decentralised and electronic correction of grade 12 exams (regional level);
- Centralised issuance of grade 12 certificates;
- Acquire ESG normative instruments to provide for a more effective system, which implies:
  - The review of the instruments that define the school management structure and teacher workloads/schedules;
  - The mandatory use of school development plans;
  - The review of the remuneration system for school managers, to guarantee that the best are recruited;
  - The strict and systematic supervision of compliance with the normative instruments.

## 6.4 Technical and Vocational Education

### **General Objective:**

Improve access to, and the relevance, efficiency, effectiveness and quality of Technical and Vocational Education and Training (TVET), geared to contribute towards the country's development.

### **Strategic Objectives:**

- Increase access to and retention in TVET, paying particular attention to geographic and gender disparities;
- Guarantee that TVET graduates acquire relevant and quality training, meeting the labour market's requirements (formal and informal);
- Improve the system's management and coordination, actively involving the productive sector.

### 6.4.1 Vision

The main objective of TVET is to contribute to creating a qualified workforce essential to stimulating the country's development and economic growth.

This subsystem is part of the response to Government's priority to ensure that new generations are better prepared to participate in economic life, thereby contributing to faster socioeconomic development in the country.

The sector's commitment to preparing students for their working life will be achieved through the following strands, which touch on the various levels of education:

1. Expansion of Technical and Vocational Education, guaranteeing the desired quality and skills development needed for and required by the labour market, with greater emphasis on priority sectors and the emerging industries;
2. Increased access to relevant general secondary education of better quality (see 6.3.1, page 79);
3. Creation of vocational training opportunities through short courses (formal or non-formal).

This sector programme is centred essentially, on the first strand as referred above (Technical and Vocational Training), and partly includes the third strand (short vocational training courses).

Technical and Vocational Education prepares students for their transition from school into the world of work, by developing knowledge and skills to enable appropriate levels of performance in the different professions. The development of this strand is crucial for a growing economy, which demands increasingly complex and specialised competencies. This implies creating quality TVET capable of responding with a sufficient number of competent graduates to cover the different needs of the productive sector.

Due to its nature and approach, TVET falls into the broader concept of Professional Education, which involves the government and other partners as providers.

Vocational Education includes TVET is led by DINET under the aegis of MINED, and covers the basic<sup>52</sup> (after grade 7) and medium (after grade 10) levels. Providers of this kind of education are public and private. Vocational Education also includes short-term vocational training, primarily under the responsibility of the Ministry of Labour and led by the National Employment and Professional Training Institute (INEFP). Its providers are also public and private.

#### 6.4.2 Current state

##### *Progress*

The reform of Professional Education was initiated in 2006, with the main objective of enabling the subsystem to respond better to the needs of the labour market, mainly through:

- An institutional reform of the system, enabled through the involvement of several stakeholders, including the productive sector;
- The development of curricula based on recognised competency standards;
- The improvement of the conditions of institutions for a more effective and efficient operational response;
- The establishment of an Inter-ministerial Commission for Professional Education Reform (CIREP) and the Executive Commission for Professional Education Reform (COREP) to manage and monitor Professional Education, in a multi-sectoral and inter-ministerial perspective.

The subsector's reform was initiated in 2006 through the Integrated Technical and Professional Education Programme (PIREP) pilot-project (first stage of the reform), focusing on TVET (medium level), monitored and coordinated by CIREP and COREP. The first four years of the reform resulted in the preparation of different instruments

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<sup>52</sup> The national education system act defines the elementary, basic and medium levels. The elementary level has already been discontinued. At basic level, basic schools are being discontinued and replaced with vocational schools offering vocational training for primary school leavers.



aiming at guaranteeing the quality and relevance of medium level TVET. These actions are guided by the National Professional Qualifications Framework (with 5 levels); the Competency Standards and Curricular Development Design model; the Professional Education System's Quality Assurance System; the Academic Credits Accumulation and Transfer System; and the Registration and Accreditation of Qualifications.

At the same time, the number of students in TVET has been increasing steadily, from approximately 32,000 students in 2004 to over 45,000 in 2011, attending over 145 public and private institutions. It is estimated that 75% of students attend basic schools, 59% attend vocational schools and 14% are in medium level institutions. Academic attainment differs significantly from field to field: agriculture systematically presents the best academic attainment (above 86%), both at basic and medium levels. Commercial and industrial courses, particularly basic level, in both shifts, present the lowest academic attainment rates (less than 60%).

### Challenges

The main challenges in this area are:

- A diversified response to the demands of the priority and emerging economic sectors;
- The expansion of the TVET subsystem, underlined as the Government's crucial response to reducing poverty and increasing employment opportunities in the economy's formal and informal sectors.

At the same time, vocational training opportunities for out-of-school youth need to be created (see also 6.3.2, page 80) to improve their participation in working life. The current labour market is divided into three distinct parts, with different demands in terms of required skills and the capacity to absorb new graduates. The *formal sector* is currently limited in terms of the number of professions (7%), but is showing signs of growth, driven by emerging industries but with greater demands in terms of medium and higher level competencies. The *informal sector* covers a larger market share (25-30%) and requires basic trade/crafts and entrepreneurial skills. Most of the labour force (approximately 65%) is absorbed by the *subsistence level agricultural sector*, and may benefit from an increase in basic knowledge on the application of new technologies and equipment, and offer better access to the market, to land and to credit.

Interventions in this sector should be diversified taking into consideration the specificities of the different types of existing and emerging market. At the same time, the increase in productivity does not depend solely on the Education sector, but rather on a synergy between the different stakeholders.

### The financing of the subsector

Quality TVET involves high costs. Compared to ESG and some higher education specialities, the cost of TVET per student is higher. Despite a considerable part of the Education budget (between 8 to 10% of the investment budget<sup>53</sup>) being allocated to this type of education, the funds made available are not sufficient to guarantee the conditions required to implement the reforms already initiated. The financing criteria need to be redefined and contributions by the private sector, communities and families increased in order to achieve financial stability for TVET, so as to guarantee its quality and expansion in the medium- and long-term.

### Teacher training

The success of the reforms introduced will depend, essentially, on having qualified teachers. However, there is still very limited capacity to train teachers for this level of education. A strategy was prepared within the context of the PIREP project, and its coordination and governance must be ensured through linkages between DINET and DNFP. The Institutes of Higher Education (IESs) will be responsible for implementing this strategy. To this end, a Coordination Committee, headed by DINET and with the participation of DNFP, National Directorate for Literacy and Adult Education (DINAEA) and DICES, will be created.

### Governance

The sharing of responsibilities between DINET under MINED, INEFP under the Ministry of Labour, and other Ministries has led to the fragmentation of Professional Education, and has contributed to the failure in defining priorities and in the rational and balanced use of the scarce resources for Professional Education and TVET in particular, and has added to the unnecessary duplication of efforts. The establishment of a regulatory body (for Professional Education), responsible for defining policies, strategies and priority actions, and monitoring implementation has been foreseen within the context of the reform. In this sense, DINET's role will focus on implementing the Professional Education strategies inherent to MINED, i.e., relating to TVET.

### Institutions' management: their autonomy

Improvements in the quality of the institutions' management, in this specific sector, was identified as one of the major challenges for the coming period. On the one hand, it is assumed that school managers are not adequately qualified and, on the other, that there is no suitable mechanism to control and supervise their work. Also, the prevailing notion is that Professional Education issues are not properly addressed by the DPECs and Provincial Governments, considering the limitations imposed on Heads of the

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<sup>53</sup> Overall, it is estimated that approximately 3% of the sector's expenditure is directed to technical and vocational education (2010).

Technical Education Divisions (RET) of TVET. Therefore, it is necessary for institutions to be more autonomous at middle management level, and for MINED to be responsible for monitoring them.

### 6.4.3 Priorities for the coming years

Taking into consideration the country's economic situation and the complexity of the sectors and markets involved (informal, formal and subsistence agriculture sectors), the priorities for 2012-2016 are to:

- Increase access to and retention in TVET, with special attention to geographic and gender asymmetries;
- Guarantee that TVET graduates acquire relevant and quality training, based on recognised competency standards which meet the needs of the formal and informal markets;
- Improve the system's management and coordination, involving the productive sector, in particular.

### 6.4.4 Main strategies

#### *Expanding vocational training opportunities*

As far as increasing access is concerned, priority will be given to expanding opportunities for vocational training and/or capacity building for out-of-school youth and adults, regardless of whether they have completed their primary education or not. This strategy aims to respond, as quickly as possible, to the needs of the agricultural sector and the non-formal market, which currently absorbs most of the labour force (over 75%).

This implies:

- Increasing, in collaboration with other providers (governmental and others), non-formal vocational training and capacity building opportunities, through short courses directed at youth and adults outside the system, emphasising the development of skills needed for the informal sector. It will also involve expanding, in collaboration with extension officers and literacy programmes, opportunities to participate in short capacity building courses, directed at the agricultural sector with the objective of increasing its productivity;
- Expanding vocational training through vocational schools, focusing on rural areas;
- Improving internal efficiency at medium level, to increase the number of better qualified graduates, by improving the quality of the teaching-learning process and the institutions' operating conditions.

### *Guarantee the quality and relevance of education*

The quality and relevance of this level of education will be improved through the adoption of a competency-based curriculum, designed with the participation of the productive sector and taking into account the different profiles of the professionals to be trained, in order to meet the needs of the different production sectors.

Particular emphasis will be given to the medium level, aimed at meeting the demand for specialised labour for the productive sector, thus contributing to the country's economic growth. This will imply consolidating the reform initiated with the PIREP pilot-project, in medium level TVET (post-grade 10), and gradually expand it to all medium level institutes, providing them with the necessary conditions for their success.

The introduction of distance learning, using the e-learning platform, will also contribute to improving the quality of education, as well as to diversifying and increasing the availability of specialised courses.

### *Improve the sector's management and coordination*

Greater financial and management autonomy for institutions may be beneficial to the quality of education. For this, management committees will be established within the different institutions, involving the productive sector as one of the beneficiaries of the trained and specialised labour force.

The management of this area involves other Ministries and productive sector partners. The bodies set up for this purpose (COREP and CIREF) will be institutionalised and transformed into a single body responsible for the policies, regulation and quality assurance of this education subsystem.

Partnerships with other public and private entities, aimed at expanding, managing and financing this subsystem, will also be established and encouraged.

## **6.4.5 Priority actions**

### *Access*

Priority actions for this area are to:

- Rehabilitate and equip the existing 29 medium level TVET institutions<sup>54</sup>;
- Create and build vocational schools, particularly in rural areas;

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<sup>54</sup> Refers to the 20 already-existing institutions, and a further 9 institutions currently being rehabilitated/transformed/ built as well as the transformation of some basic and vocational schools into medium level institutions.

- Create and build 40 Community Skills Development Centres, with the involvement of local governments and prioritising districts that do not offer possibilities for TVET training;
- Implement short courses, preferably to be taught in technical schools, to be done in conjunction with DINAEA, DINES and INEFP;
- Rationalise the offer of training courses and define, at the different levels of TVET, the pertinence of different courses at basic level (daytime and evening classes), as well as of continued training in some specialities, considering their implications and the possible discontinuation of basic level courses offered by basic schools;
- Study the capacity to implement distance learning, particularly for medium level vocational training;
- Encourage opening medium level private institutions and offering short courses;
- Apply an incentives system, aiming at achieving a better gender balance and avoiding the exclusion of learners due to economic or special educational needs reasons.

### *Quality*

Priority actions for this area are:

- Implementing the recruitment, training and capacity building strategy for TVET teachers, involving Higher Education Institutions (IES), particularly Higher Polytechnic Institutes, with a view to increasing the quantity and improving the quality of the teachers trained;
- Introducing competency-based curricula, to be implemented through a modular system (consolidation and expansion of the PIREP pilot-project), in all medium level institutions, by creating the necessary conditions to support their implementation;
- Guaranteeing financial, human and material resources to ensure the quality of the teaching-learning process;
- Planning and introducing short courses, offered in a modular regime, in TVET institutions at Skills Development Community Centres (CCDCs);
- Expanding the reform of the exam system, in coordination with the National Council for Examinations, Certification and Equivalence (CNECE), to institutions implementing the former curriculum, in order to standardise the evaluation system;

- Guaranteeing the quality assurance of education, by consolidating and expanding the National Professional Qualifications Framework at medium level institutions, under the leadership of the regulatory body to be established;
- Guaranteeing the creation of professional and vocational guidance units, within schools, and organising internships.

### *Institutional Development*

Fundamental actions in this area include:

- Creating a body to be responsible for professional education policies, regulation and quality assurance;
- Awarding greater management autonomy to medium level institutions, in conjunction with supervision and quality assurance control mechanisms at central level;
- Improving school management, ensuring their quality and guaranteeing that these are safe and healthy places, by:
  - Training school managers;
  - Establishing school councils to participate in the management and preparation of the institutional development plan (school educational project);
  - Establishing school management committees;
  - Introducing a mechanism to improve the efficiency of technical institutions, such as, defining the standard cost per speciality and per school;
- Guaranteeing better linkages with the productive sector and its participation in school management, which implies implementing a Public Private Partnership (PPP) registration system, under the leadership of the regulatory body to be established;
- Guaranteeing financing for Professional Education through:
  - A review of the enrolment and school fees, providing for their increase and justified differentiation, accompanied by a systematic and transparent introduction of a scholarship system, in coordination with the Scholarship Institute;
  - Strengthening partnerships with the productive sector, one of the largest beneficiaries of better qualified labour, by introducing a tax collection system for companies and employees, aimed at financing the training;
  - Setting up a common fund for TVET, aimed at financing the sector and controlled by the regulatory body to be established;
- Strengthening school production in all institutions.

## 6.5 Higher Education

### General Objective:

Promote the expansion of and equitable access to higher education with international quality standards.

### Strategic Objectives:

- Consolidate the existing subsystem through improved internal efficiency;
- Improve the quality of the teaching-learning process;
- Strengthen the subsystem's governance, financing, administration and monitoring capacity, at all levels.

### 6.5.1 Vision

Higher Education (HE) is crucial in strengthening the intellectual, scientific, technological and cultural capacity required for i) the country's socio-economic development, ii) promoting national unity and democracy, iii) regional integration and international cooperation, and iv) the protection and sustainability of the environment.

The role awarded to HE shall be pursued through the education and training of qualified higher-level technicians and through scientific research, leading to an increase in productivity in the country. HE also has an important role in improving the institutional capacity of the education system, through a series of activities that include training of teachers and system managers (particularly for post-primary education and education research), promoting an improvement in the quality and relevance of education at all levels.

The perspectives for HE development in Mozambique, fall within the vision of “*quality Higher Education that is balanced and expanding, guided by the principles of democracy, promoting nationally and internationally recognised knowledge-producing activities*”.<sup>55</sup>

<sup>55</sup> PEES (Higher Education Strategic Plan), 2011-2020, MINED.

## 6.5.2 Current state

### *Progress*

Higher Education has exploded over the last years; the number of students enrolled almost tripled and the number of institutions doubled. Public institutions increased by 89% between 2004 and 2010, while private education institutions increased by 163%. The HE institutions network currently covers all provinces in the country. There was a sharp diversification in training courses and types of institutions in recent years.

Alongside this, the number of students also increased significantly between 2004 and 2010, going from 15,113 to 72,636 in public education and from 7,143 to 28,726 in private education. The percentage of girls increased from 31.6% in 2004 to 39% in 2011. Overall, in 2010, students enrolled in private education represented approximately 29% of the total student population in this level of education.

Opportunities for access to public institutions outside of Maputo increased, improving geographic equity.

As more institutions have been established at this level, and more students attending higher education, the number of HE graduates has been increasing, going from 2,878 in 2004 to approximately 8,600 in 2010, corresponding to a growth in the order of 205%.

Several reforms were initiated with a view to improving the quality and management of this subsystem. This level of education benefited from an increase in financial resources, achieved through contributions from families working in the private sector, as well as through improvements in the State Budget, both in absolute and in relative terms. As far as the total budget for the sector is concerned, the weight of HE increased from 15% in 2005 to 18% in 2010, and then dropped back to approximately 15% in 2011.

### *Challenges*

#### Internal Efficiency

It was noted, from the PEEC assessment, that that annual graduation rate (total graduates over total number of students enrolled) fell, compared to 2005, in both public (from 13.4% to 11.3%) and private Higher Education Institutes HEIs (from 11.4% to 8.4%), which may indicate a poor internal efficiency in the HEIs. Another factor to be highlighted was the delay in realising and implementing the reforms foreseen to improve the quality of HE and of the institutions.

#### Human and financial resources for the institutions

The referred budget increase between 2005 and 2010 was the result, mainly, of the creation/implementation of new HEIs without providing sufficient resources for their



operation. Consequently, a considerable part of the institutions had insufficient or no basic conditions to guarantee quality education, such as, for example, laboratories, libraries and access to new technologies. Most HE teachers (67%) only have an Bachelor's Degree or a Bachelor in Science Honours/Graduate level.

### Relevance of higher education to the country's development

In Mozambique, there is an imbalance between the offer of social sciences and natural and technological sciences courses. The proportion of HEI students employed in their area of training, after completing their studies, was less than 40% in 2010. The quality of the graduates and of the research products is considerably lower than the regional and international parameters.

### **6.5.3 Priorities for the coming years**<sup>56</sup>

A HE strategic plan was prepared to cover the period 2011-2020, with the main objective being to “Promote equitable participation and access and meet the country's needs in a dynamic way, inherent to a developing society, by building and strengthening institutions with flexible, diversified and better coordinated programmes, in order to acquire and develop relevant knowledge, skills, research and innovation, and to strengthen the intellectual, scientific, technological and cultural capacity of students and graduates.” (PEES 2011-2020).

The main challenge for the coming years will be to guarantee the quality and relevance of this level of education, by consolidating the existing system, without forgetting, however, the need for its expansion, as a stimulus for the country's development.

The budget for this subsystem has been around 15% of the total budget allocated to the Education sector. This percentage is within international indicators and it is not expected to increase in the coming years.

Over the coming five years, priority will be given to:

- Consolidating the system, by improving the internal efficiency of existing institutions, guaranteeing their operation and sustainability;
- Improving the quality and relevance of the teaching-learning process, by consolidating and implementing the reforms that were initiated in the period 2006-2011;
- Guaranteeing governance, financing, administration and monitoring capacity.

<sup>56</sup> Priorities are organised according to the structure and focus in the 2010-2014 PGQ, and consistent with the six dimensions of the higher education strategy for 2011-2020

## 6.5.4 Main Strategies

### *Consolidating the system*

The expansion of the HE network, in the first stage of the PEES implementation, will be achieved mainly by creating new Polytechnic Higher Education Institutes, by mobilising greater private sector involvement and by creating new Open and Distance Learning (ODL) programmes.

At the same time, insistence on complying with strict entry and career development criteria within the system, including the establishment of ceilings, in terms of vacancies per course, among other factors, should contribute to consolidating the capacity of existing institutions, bearing in mind that the quality of education must be guaranteed.

Greater internal efficiency in HEIs should guarantee a better flow of students, and consequently result in an annual increase in the number of graduates and the possibility of an increase in the number of new entries (*PEES Strategic Objective 1*).

Increase in access to courses in priority areas, such as engineering, exact and natural sciences, health and agriculture is expected. Equity in access will be guaranteed by introducing a financial reform, with an increase in the number of scholarships for students with good academic attainment levels, and who come from lower-income families (*PEES Strategic Objective 3*).

### *Improve the quality and relevance of the teaching-learning process*

The first action to improve the quality of the teaching-learning process will be achieved through a greater integration of students in the academic process, which includes learning, research and extension activities (*PEES Strategic Objective 5*).

Improving the quality implies complying with international standards and effective control of their application in programmes and courses, through accreditation. For this purpose, priority will be given to consolidating the reforms already commenced over the last few years, presented in the 2000-2010 Higher Education Strategic Plan, namely: implementation of the National Higher Education Qualifications Framework; strengthening institutions' capacity by improving, among other aspects, their physical conditions and the use of new technologies. Another area to be prioritised will be that of improving the quality of teacher training (*PEES Strategic Objectives 1 and 6*), by establishing partnerships as well as research and faculty exchange programmes.

### *Strengthening governance and subsystem management*

Improving the internal efficiency of HEIs means increasing institutional capacity for their management. This implies adopting a set of actions, such as creating and consolidating mechanisms for electing collegial bodies, implementing participatory and

transparent management methods, and applying an efficient monitoring and evaluation system (*PEES Strategic Objective 2*). The coordination of this subsystem involves different entities with governing autonomy.

Over the years, different bodies with specific higher education coordination and management competencies began to emerge, including the Scholarships Institute (IBE), which was created to manage the provision of scholarships; the National Distance Learning Institute (INED) emerged created as the distance learning regulatory institution; and the National Council of Quality Assessment in Higher Education (CNAQ), responsible for controlling quality assurance. There is also the Council for Higher Education (CES) and the National Council for Higher Education (CNES), which are the consultative bodies for MINED and the Government, respectively for higher education governance related matters, in addition to the Directorate for the Coordination of Higher Education (DICES).

Even if each body has its own mandate and areas of intervention, it would be pertinent to have better coordination between the different bodies involved in managing and governing the different levels of Higher Education.

The complexity involved in the governance of higher education requires a strengthening of MINED's capacity, guaranteeing efficiency in the design and implementation of management, inspection and regulation methods (*PEES Strategic Objective 4*).

An improvement in the governance of this subsystem will be supported by a financial reform of the actual institutions, promoting greater transparency in the allocation of funds to the different institutions, based on their performance (of both students and the institutions). Implementing the financial reform will require a stronger commitment by and cooperation between institutions. Alongside this, it will also require the implementation of other reforms to guarantee quality control, geographic, economic and gender equity in access and a rigorous and transparent scholarship system (*PEES Strategic Objective 3*).

### 6.5.5 Priority actions

#### *Access (PEES Strategic Objectives 1 and 3)*

Priority actions to be implemented include:

- Expanding access, taking into consideration the necessary reduction in geographic and gender disparities through, among others, mobilising HEIs to introduce distance learning, which will require better coordination between the National Institute of Distance Learning (INED) and the HEIs;

- Aligning the expansion of higher education with the country's development programmes, by offering courses in fields that address the country's and provinces' priority needs for senior staff, with the involvement of employers. This implies coordination with other stakeholders and better reflection and planning of the priorities for (future) higher education courses;
- Ensuring equity in terms of students with good academic attainment but who do not have sufficient economic resources, by:
  - Increasing the volume of scholarships and other forms of social support (accommodation, food, etc.) for students, based on their economic capacity and performance (within the context of financial reform);
  - Guaranteeing, through the banking sector and other partners, the opening of credit lines for higher education;
  - Establishing infrastructures to facilitate the participation and learning of students with disabilities;
- Guaranteeing minimum conditions for institutions to operate with quality, namely infrastructures, equipment and financing for running costs, focusing on improving the provision of pedagogical services through mass access to the internet and equipping libraries and science and computer laboratories, etc.

### *Quality (PEES Strategic Objectives 1, 5 and 6)*

The main actions to be carried out are:

- Improve the provision of pedagogical services, by implementing the National System for Higher Education Evaluation, Accreditation and Quality Assurance (SINAQES);
- Promote the use of student-centred competency- and requirements-based learning methodologies, including incentives for developing pedagogical innovation projects;
- Implement the National Academic Credits Accumulation and Transfer System (SNATCA) and the National Higher Education Qualifications Framework (QUANQES);
- Hold the HEIs accountable for the technical and scientific specialisation of their teaching staff, by developing and implementing a feasible and monitored training plan;
- Ensure that the HEIs comply with a minimum standard of working conditions for their staff;

- Promote a culture of locally, nationally and internationally relevant research.

### *Institutional Development (PEES Strategic Objectives 2, 3, and 4)*

The main actions to strengthen institutional capacity are:

- Improve governance amongst others, by:
  - Improving the higher education's management and planning, monitoring and evaluation capacity;
  - Establishing coordination mechanisms between DICES and other State organisations (provincial and district directorates) and the HEIs/;
  - Supporting the development of decentralised and shared management, in which the different players intervene directly or indirectly through democratically elected collegial bodies.
- Ensure the regulation and inspection of HEIs by implementing the Inspectorate of Higher Education, integrated in the general inspection system, among other mechanisms, and ensure control of the HEIs operation, guaranteeing the application of HEI licencing norms;
- Implement the Higher Education Information System (SIES);
- Guarantee financing for the HEIs by:
  - Identifying and putting into operation mechanisms for generating new sources of own revenue within the HEIs;
  - Creating specific funds for research within the HE system, which include, among others, creating consultancy centres within all HEIs to regulate individualized consultancies that the faculty may engage in<sup>57</sup>;
  - Implementing a financial reform that guarantees public and private financing for higher education in the medium term, through scholarships;
- Strengthen the IBE's capacity to manage and finance scholarships;
- Guarantee the full operation of the CNAQ, with strategic collaboration from other key actors such as INED and the Order of Engineers, Medical Association and Bar Association etc.

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<sup>57</sup> Thus, a mechanism could be created to stimulate academic staff to work as consultants, within a legitimate context. Income from consultancy services would revert to the HEI, which could then offer incentives to the consultancy team but retain part of the income to finance improvements to the HEI. Students could be involved in the consultancies, which would benefit their own professional development. Relevant results from the consultancies could be used in the teaching programme. Thus, many entities could benefit from the consultancies and a source of self-financing would have been created.



## 6.6 Administrative and Institutional Development

### General Objective:

Strengthen the management and governance of the education system's administration at different levels, particularly in the districts, with a view to improving the quality of service provision throughout the country.

### Strategic Objectives:

- Stimulate human resources development and management;
- Guarantee compliance with norms and standards, and quality indicators in education;
- Harmonise and strengthen the system's planning, budgeting, execution, monitoring and evaluation processes and instruments.

### 6.6.1 Vision

The main objective of the Administrative and Institutional Development programme is to create an administrative system to manage the education system more effectively and efficiently. Better management is vital to ensure that all citizens have access to quality education services.

The management of the education sector is integrated part of the national planning, budgeting, execution, monitoring and evaluation cycle (POEMA). Development, in this area, is included in the country's public sector reforms.

The development of the public sector begins with a holistic view of the concept of "good management" which includes: i) decentralising decision-making and management powers; ii) professionalising the system and its employees; and iii) transparency and accountability in the allocation and use of the available resources.

### 6.6.2 Current state

#### *Progress*

Over the past few years, the progress made in the sector has been underpinned by an increase in the system's institutional capacity, particularly in terms of planning and financial management. The system benefited from the introduction of several public

sector reforms, with emphasis on decentralisation, the introduction of the e-SISTAFE and a greater effectiveness in terms of (international) cooperation.

Increased institutional capacity has led to an improvement in financial execution. The executed volume almost tripled between 2005 and 2010, increasing from approximately 7 billion Meticaís to approximately 20 billion Meticaís (see Graph 4, page 30).

By 2011, almost half of the sector's funds were under the direct control of the districts. The sector also allocated funds directly to the different beneficiary institutions (direct support to primary, secondary and technical schools and IFPs).

The new programming structure, applied since 2009, facilitates better harmonisation of the different POEMA processes and instruments, and is contributing to an improvement in the dialogue between the different organic units involved.

### *Challenges*

As was revealed in the external evaluation of the 2006-2011 PEEC, there are still significant challenges for the future, particularly in terms of human resources management and development, specifically at district level. It is therefore necessary to simplify and strengthen the procedures to improve the efficiency of staff in managing the system. Better communication and dissemination of internal and external information making use of new technologies, merits further attention.

The significant concern with the quality of education services is due to the lack of an integrated system to oversee, monitor and evaluate the quality of Education; one that would harmonise the various existing instruments and the different components that guarantee the quality of the education system and would guarantee that the education institutions monitor their performance.

Furthermore, the link remains weak between annual planning at sector level and the implementation of the main strategies, which are planned and budgeted on a multi-annual basis. Also lacking is the use of available information within the context of the planning and strategic monitoring process, to translate objectives and main strategies into concrete actions in order to address the specific situation of a province and/or district.

### **6.6.3 Priorities for the coming years**

The focus of this programme for the coming years is on professionalising the management of the administrative system, ensuring better service provision for citizens.

A more professional management, aimed at achieving better results, implies considering various factors, such as: the existence of motivated and competent human resources for the sector's administrative operation and management; adopting



integrated systems that facilitate coherent activity planning; and existence of quality standards and stricter compliance in their application.

In this context, the strategic priorities for the coming years are:

- Development of human resources (management);
- Compliance with standards, norms and quality indicators in Education;
- Harmonisation and integration of the planning, budgeting, execution, monitoring and evaluation processes and instruments (POEMA).

Since increased responsibilities and funds are being transferred to the districts and to the teaching establishments every year, priority will be given to improving the capacity of the District Education Services (SDEJTs) to manage and monitor the education system.

#### **6.6.4 Main strategies**

Increasing the institutional capacity was already one of the three main objectives in the previous strategic plans.

In the coming years, the sector will continue to implement and consolidate the reforms already initiated in this area.

##### ***Development of human resources (management)***

In the context of decentralised management of the education system, the management of human resources for most of the education system, falls under the responsibility of the districts which are in charge of recruiting, the payment of salaries and monitoring teachers' performance. These responsibilities require employees at this level to have a certain level of professional capacity, and a good coordination between central, provincial and local levels. A national human resources management and development strategy has already been prepared for the education sector and will be implemented over the coming years.

The strategy touch directly on the human resources management subsystem and cover other cross-cutting systems (and/or subsystems), and include the following strands:

- The promotion of an integrated human resources management, in terms of recruitment, selection, employment, career development and evaluation;
- The training, capacity building, motivation and retention of teaching and non-teaching staff;
- The provision of adequate means (including information and communication technology resources) and conditions (infrastructures, as well as an incentives system) to promote efficiency, effectiveness and well-being in the workplace (facilitating the system's management, as well as the learning process);

- The implementation of a Social Support Policy, focusing on HIV and AIDS mitigation.

### *Compliance with quality standards and indicators in Education*

Currently, the sector's work is more task-based and less results-based in line with individual, team or the institution's objectives. Education services will benefit from the integration of and compliance with quality standards and indicators, at the different levels of the system, monitoring and encouraging better performance by students, educational institutions and the sector as a whole.

This implies the need to prepare and implement an integrated System of Education Quality Assessment in Mozambique (SAQEM), complying with standards and norms agreed by all stakeholders. It will also be important to strengthen the control and inspection system, as well as monitor the information produced by the Monitoring and Evaluation System.

There are already several documents directed at improving quality education services, such as, for example, the National Education Policy, (sub-) sector strategic plans, curricular plans, Mandatory School Guidelines and Tasks (OTEO) and the education regulations. There are also several sources of information (statistical data, financial and human resources information, information on exams, sample surveys, etc.) that feed the different monitoring and evaluation processes, namely integrated supervision, inspection and internal control and evaluation processes.

The aim of SAQEM is to integrate, consolidate and refine these different existing instruments, processes and information and transform them into a comprehensive and coherent whole.

The SAQEM will produce diagnostics-based information, to monitor the implementation of education activities and inform corrective measures at sector, institution and/or student levels. The availability of this information will facilitate the accountability of players involved in implementing the system.

The conceptualisation and development of an integrated system to evaluate and monitor the quality of education is a process that will be developed in the long-term. Thus, for the coming years, emphasis will be placed on the following aspects:

- The gradual establishment of quality standards and indicators for all levels of operation in the sector, beginning with primary schools (in progress);
- The development of simple and feasible evaluation and diagnostics mechanisms and instruments for student learning, in a classroom context (prioritising basic education), in order to take any corrective measures shown to be necessary to develop the required skills for students;

- The development of institutional evaluation and diagnostics mechanisms at the various levels of the education system;
- The consolidation of post-primary education accreditation, qualification and certification systems;
- Increasing internal control and strengthening the role of inspection at district level.

Given the importance of this, a new National Directorate for Management and Quality Assurance was created... whose mission is to stimulate an institutional culture directed at permanently improving the services provided by the organic units and education institutions at all levels, from central level to school level<sup>58</sup>.

The creation of this new Directorate will strengthen the responsibilities of other institutions and/or organic units such as INDE (monitoring and evaluation of students' performance), DIPLAC (statistical surveys), CNECE (examinations), and CNAQ, among others.

### *Harmonisation and integration of POEMA instruments and processes*

A new approach to programming, structured by level of education, was introduced in the sector in 2009. This structure makes it easier to:

- Visualise the sector's priority development strategies and actions, per level of education;
- Visualise the transversality of key areas, such as cross-cutting issues, special education, teacher training, and distance learning, among others;
- Account for the sector's expenditure, per level of education and type of intervention;
- Identify responsibilities for planning, implementing and monitoring the sector's priority actions.

Improved harmonisation of the POEMA processes will ensure a better relationship between the annual and medium-term planning, budgeting, execution, monitoring and evaluation instruments and processes, which will improve equity in the allocation of resources to the different entities and programmes.

The consolidation and refinement of this harmonisation process is foreseen for the coming years, taking into consideration mainly the:

- Improvement in the integration of cross-cutting issues, including the sector's preparedness to respond to emergency situations in the POEMA processes, in order to guarantee national coverage and sustainability;

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<sup>58</sup> Reference is made to "Quality Assurance Management Roadmap", Doc. 2.2.1/CC/MINED/2011

- Strengthening of data collection, dissemination and use in POEMA's annual and multi-annual cycles;
- Promotion of greater transparency and equity in the application and use of the resources made available, which implies greater focus on internal control and inspection.

### 6.6.5 Priority actions

The activities in these programmes address the three strategic objectives, namely: i) development of human resources (management); ii) compliance with quality standards and indicators; and iii) harmonisation of the POEMA processes and instruments<sup>59</sup>.

#### *Development of human resources (management)*

In this area, it is important to consider:

- Promoting integrated management of human resources, in terms of recruitment, selection, employment, career development and evaluation, taking into consideration the:
  - Implementation of standard operating processes for the recruitment, selection, employment, remuneration, promotion and maintenance of teaching and non-teaching staff;
  - Development of an IT programme which covers all human resources management operating processes, to complement the one already existing in the public sector;
  - Introduction of qualifications-based tenders, for selecting and employing school directors;
  - Implementation of the competencies- and performance-based human resources evaluation system (teaching and non-teaching), in accordance with the Public Administration Performance Management System (SIGEDAP);
  - Monitoring of staff timetables to ensure a rationalisation of teachers' and managers' work time (including monitoring overtime);
  - Implementation of teacher work schedules at school level as part of the integrated monitoring system.
- Training, capacity building and motivation of human capital, through:
  - Preparing multi-annual training plans and the development of means to access knowledge, with particular attention to capacity building in POEMA;

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<sup>59</sup> In the programme structure adopted by the sector, which is also reflected in the State Budget, these three objectives may be considered in terms of i) increasing access to quality services (by developing human resources), ii) improving the quality of education (by complying with the standards), and iii) strengthening institutional capacity (POEMA).

- Prioritising school directors' capacity building in school management;
  - Guaranteeing the linkage between training/capacity building and career development, based on the sector's needs;
  - Developing the training for directors, educational experts, human resources experts, financial experts and educators;
  - Developing and implementing a procurement and technical assistance plan, with a view to complementing the institution's current capacity.
- Guaranteeing the means, including communications, and the conditions to promote efficiency, effectiveness and well-being in the workplace, which entails:
    - Building, rehabilitating, equipping and maintaining the sector's administrative infrastructures, prioritising the SDEJTs;
    - Expanding electronic communications networks and systems to different units in the sector, with priority to the DPECs and the SDEJTs, at post-primary education levels, focusing on improving the system's management and the teaching-learning process;
    - Introducing a systematic and transparent process to reward employees' performance.
  - Implementing a Social Support Policy, that prioritises HIV and AIDS mitigation and support, enabling:
    - The promotion of teachers' socio-cultural integration;
    - An increase in healthcare support, combating HIV and AIDS and other chronic and degenerative diseases, and implementing social assistance policies in the workplace;
    - The development of mechanisms to promote social and human rights.

### *Compliance with quality standards and indicators*

It is important to prioritise the following actions in this area:

- Development of quality standards and indicators that are:
  - For schools and for different entities (at central, provincial and district level) involved in the provision of educational services, beginning with primary schools;
  - Adapted to the different types of institutions and schools, including standards for demarcation of educational spaces, as well as creating conditions for ease of access to institutions for people with disabilities;
  - Configuring and implementing a National Accreditation, Qualification and Certification Framework, at both formal and non-formal education levels, focusing on post-primary education (technical and vocational, and higher education);

- Preparation of monitoring and evaluation instruments, taking into consideration:
  - Finalising the concept of the System of Education Quality Assessment in Mozambique (SAQEM);
  - Improving monitoring of the classroom teaching-learning process, ensuring its institutionalisation as a systematic support for teachers;
  - Monitoring and evaluating the sector's performance;
  - Consolidating the reforms in terms of exams and certifications;
- Improvement of internal control and inspection, through:
  - Promoting institution-based integrated supervision;
  - Establishing and strengthening/creating internal control and inspection units at provincial and district levels, through training and capacity building actions, as well as equipping and furnishing the workplace;
  - Guaranteeing that reported cases of deviations are investigated.

### *Harmonising POEMA processes and instruments*

The priority actions to be considered for this area are:

- Improving the integration of cross-cutting issues and areas, including the sector's response to emergency situations in the POEMA processes, to guarantee coherent and sustainable national coverage, by:
  - Integrating gender-equity issues;
  - Integrating HIV and AIDS activities in the sector's key programmes;
  - Updating and integrating emergency actions in POEMA's annual cycle;
  - Developing and implementing the school production and feeding programme;
  - Preparing the policy and strategies to be adopted in the case of open and distance learning;
  - Guaranteeing the operation of Resource Centres for Inclusive Education.
- Strengthening the collection, dissemination and use of available information in the POEMA cycle, by:
  - Updating the information system (statistical data) based on the recommendations of the diagnostic study;
  - Expanding the use of School Mapping;
  - Encouraging research in Education, benefiting from local, national and international experiences;
  - Presenting and disseminating the information in appropriate formats, to facilitate its use.

- Promoting greater strictness in the application and use of the resources made available, by:
  - Implementing an accounting system that facilitates monitoring financial execution per action/activity (budgeting and financial execution);
  - Simplifying and harmonising internal planning and financial management procedures and procurement processes;
  - Allocating human and financial resources per programme and per school/institution at district and provincial level, based on clear criteria that guarantee greater equity and effectiveness in their use (at sector level);
  - Guaranteeing better communication, dissemination and availability of key sector information, with regard to policies, strategies, regulations and procedures to be adopted.
  
- Ensuring the alignment of POEMA processes at sector level, with national processes, taking into consideration:
  - Guaranteeing and aligning the different POEMA instruments with the previously established principles of programme budgeting;
  - Increasing the sector's capacity in terms of POEMA, from the lowest level upwards;
  - Improving the planning, budgeting and monitoring process from the lowest level up by, among others, establishing local targets to achieve the sector's main objectives.





## 7. Institutional arrangement for the implementation of the Education Strategic Plan

The PEE's success will be determined by the quality and efficiency of its implementation, guided by the following principles:

- Annual plans and budgets prepared, based on the strategy's operational plan and structured according to the new approach of programming per level of education;
- Increased decentralisation of responsibilities (mandates) of various stakeholders in the management and implementation of the sector's programmes;
- Guaranteed financing through State and external partners' (national and international) funds, contributions by communities, parents and guardians;
- A monitoring and evaluation focus on schools' and students' performance.

Implementation will depend, above all, on the commitment of all to the sector's main objectives. This implies a shared understanding on the sector's vision, mission, priorities and strategies for the coming years. In this context, development of a strategy for communicating and disseminating the strategic plan will be crucial.

### 7.1 Plan and annual budget

Every year, at the end of December, the Social and Economic Plan (PES) and the Annual State Budget (OE) are approved by Parliament. The government's and the sector's plan and budget are prepared by districts, based on the guidelines of the Government's Five-Year Plan, as well as the Education Strategic Plan and the Medium Term Expenditure Framework (see Table 1, page 10).

Planning of activities and the respective budget for the following year entails a preparation process, which begins with an analysis of activities carried out during the previous and current years. The annual planning cycle begins in January, with the preparation of the Social and Economic Report (BdPES) for the previous year. This is followed by a statistical survey on the 3<sup>rd</sup> of March, which establishes the starting point, in terms of the number of students, for the current year.

From March to the end of June, the plan and budget are prepared at provincial and district levels, and adjusted by May 31, according to the ceilings provided by the Ministry of Finance.

In July, MINED concludes the preparation of the Sector PES as a whole, incorporating the proposals made by the provinces and their various organic units. While the PES

proposal presents the activities of the sector countrywide, the budget is channelled to the different Beneficiary Management Units (UGBs)<sup>60</sup>. According to the public planning cycle in force, the PES and the OE must be submitted to the MPD/MF by the July 31.

Once the Plan and Budget have been submitted to Parliament, they are put into operation through the sector's Programme of Activities for the year, using the operational plan appearing in a separate document as Annex 2, which reflects and specifies the sector's main actions to be implemented in the period 2012-2016.

## 7.2 Education sector's mandate

The sector's responsibilities are assumed by the different stakeholders based on four main activities, namely:

- Education and training;
- Research and curricular development;
- Management and Planning<sup>61</sup>;
- Control, supervision and regulation.

These activities fall under the responsibility of MINED and its subordinate or line institutions, as well as of local bodies, i.e., provinces, districts, municipalities and, in particular, the educational institutions. The operational plan (Annex 2) specifies the responsibilities of each of the entities involved in the planning, implementation and monitoring (supervision and control) of the various activities.

At the same time, external entities, such as other Ministries, the private sector as well as other national and international partners, are also involved in this process.

### 7.2.1 Ministry of Education (MINED)

MINED is the State's central body which, according to the principles, objectives and mandate defined by the Government, plans, coordinates, directs, and develops activities in the area of education. The Ministry has the responsibility, within the scope of the sector's main policies and strategies and established priorities by Government, to develop standards and norms that ensure an efficient and effective allocation of financial and human resources, guaranteeing equity and quality.

In this perspective, the central level has an important role in overseeing and monitoring the implementation of strategies and in assessing their impact, in terms of improving their performance.

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<sup>60</sup> Currently, these units are MINED, the DPECs, the HEIs and the SDEJTs, through the District Administrative Offices.

<sup>61</sup> Includes management and development of the sector's human resources.

According to the new Organic Statute, approved by the Ministry of Civil Service in May 2011, MINED is structured into 19 Directorates and Departments, and has four subordinate, and four line institutions.

### **7.2.2 Local bodies**

The main responsibility of the local bodies, the DPECs, SDEJTs and Municipalities, is the implementation of the sector's programmes. These bodies must prepare plans and define targets, in line with the sector's general policies and strategies, ensuring their integration in the local governments' annual plans and budgets.

In this perspective, the participation and contribution of local bodies to the formulation of national policies and strategies is crucial, since these bodies are aware of local realities and are responsible for guaranteeing an effective and efficient implementation of defined policies and strategies.

#### ***Provincial Directorates of Education and Culture (DPECs)***

The main role of the DPECs is to harmonise and monitor the districts' and province's annual plans and budgets as a whole, contributing to the achievement of national objectives in the Education sector, and minimising disparities and inequities among the districts and different education institutions.

DPECs are also responsible for monitoring and harmonising the work carried out in teacher training, focusing on in-service training, in close collaboration with the IFPs, UP delegations and the Ministry, as well as for monitoring the operation of SDEJTs.

DPECs are also responsible for planning, implementing and monitoring the activities of the Culture sector. For this, they are in direct contact with the Ministry of Culture.

#### ***District Services for Education, Youth and Technology (SDEJTs)***

In the context of decentralised responsibilities and financial resources, the districts are responsible for ensuring the operation of the education system, at the grassroots level.

They are responsible for planning and budgeting of the districts' education activities. The management of human resources in all district schools, falls under the responsibility of the district governments and is implemented by the SDEJTs<sup>62</sup>. These play a key role in monitoring the teaching-learning processes within the different educational institutions, with particular attention to primary and secondary education, and to Adult Literacy and Education programmes.

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<sup>62</sup> Currently, the SDEJTs are not yet UGBs, which makes the budgeting and planning process, as well as its management, difficult. Since expenditure in Education absorbs a large part of the district's budget, a solution to this problem is expected to be found as from 2013.

The SDEJTs are also responsible for carrying out activities in the areas of youth, sports, science, technology, and culture.

### *Municipalities*

According to the Local Government Act (LOLE), Municipalities are accountable for the financing and management of primary schools, in compliance with rules established for managing public sector resources. However, this process is still being implemented.

The transfer of powers for the management of primary schools to the Municipality of the City of Maputo, was initiated in 2011. This process will be extended to other Municipalities in the country over the coming years.

Although there is no direct action in terms of MINED's monitoring and supervision of municipalities, the municipalities have obligations in relation to implementing and monitoring the Government's Plans. A Memorandum of Understanding will be established between MINED and the various municipalities to guarantee compliance with rules guiding the application of funds, in cases where (external) funds are made available to the sector and allocated to the Municipalities.

### *At educational institutions level*

Schools fall under the management responsibility of District Services and in the future, will also fall under the management responsibility of Municipalities. The operation of schools is governed by the "Mandatory School Guidelines and Tasks" (OTEOs) document, which outline regulations related to school organisation, administration and management.

Areas of Pedagogical Influence (ZIPs) or School Clusters which are groups of 4 to 10 schools, situated in proximity to each other, were created to facilitate the monitoring and supervision of programmes, and to strengthen school capacity. One of the schools, normally the most developed one, very often an EPC, becomes the Headquarters of the ZIP and its Director often serves as the ZIP Coordinator. The ZIPs, initially established for in-service teacher training, form a collaborative network among neighbouring schools. Their role in monitoring school performance will be strengthened, as is mentioned in 6.1.6, page 67.

Parents and guardians, as well as families and communities, play an important role in providing quality Education. Their participation in school management, through the school councils, is crucial, since this guarantees a more direct link between the school and the community.

Higher Education Institutions have administrative and financial autonomy and negotiate their budget directly with the Ministry of Finance. The sector is negotiating a similar autonomy for medium level Technical and Vocational Education Institutions. The

management of these schools will be accomplished through the establishment of School Management Committees (see 6.4.4, page 93).

### 7.3 Financing Modalities

The PEE budget is considered and is supported financially through various sources: i) internal funds, financed through tax revenues and direct support to the OE; ii) external funds, which includes bilateral projects, sector support through the common fund (FASE), and contributions from the different non-governmental organisations; iii) revenue generated by schools and institutions (through direct contributions by parents and guardians in the form of school fees<sup>63</sup>, income from school production, etc.); and, iv) private sector (as provider or other) and community contributions (through contributions in kind such as construction and maintenance of classrooms, housing for teachers etc.)

For the coming years, the FASE will continue to be the mechanism of preference to channel external funds to the sector.

#### 7.3.1 Internal funding

Internal funding sources finance the majority of education sector's expenditures (approximately 80% in 2011), namely teaching and non-teaching staff salaries, and goods and services for the operation of institutions. A considerable part of the internal investment budget finances the Government's contribution to bilateral investment projects that still require the government's contribution.

#### 7.3.2 External funding

The contribution from external funding sources is estimated at approximately 20-25%<sup>64</sup> of the sector's expenditures for the coming years. Approximately 75% of external funding come from 12 bilateral and multilateral partners (2011) and are channelled through the Education Sector Support Fund (FASE).

The increase in external funding channelled through FASE, during the PEEC period, contributed to the predictability of external financing for the sector. It also contributed to increasing the sector's internal capacity related to financial management, including the procurement and preparation of annual plans and budgets.

Bilateral projects, funded through credits from Development Banks, as well as through donations from bilateral partners, continue to be directed at Higher Education and

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<sup>63</sup> For Post Primary Education

<sup>64</sup> In the 2006-2011 PEE implementation period, the weight of the external source on expenditure was approximately 30%.

Technical and Vocational Education, as well as at large construction projects such as Teacher Training Institutes and some secondary schools.

NGOs (national and international), whose funds are for the most part, off-budget, contribute in particular to financing activities at school level, as well as to literacy and early childhood development activities.

### 7.3.3 Own Revenue<sup>65</sup> (monetary or in-kind)

The government has adopted a policy of free primary education for all and therefore, no payments and/or school fees are charged for this level of education. The State provides books and direct support to schools in order to guarantee their operation, and is also responsible for purchasing teaching materials. Free primary education does not mean that parents or families are prohibited to provide voluntary contributions to finance the schools. These contributions are welcomed and encouraged, but they should not become obligations or conditions for children's access to school.

Post-primary education is not free, which means that payments and/or school fees are charged. These amounts are considered own revenue and must be included in the OE. School production is encouraged as a means of increasing the volume of own revenue, particularly for Technical Schools, boarding schools and hostels.

All revenue (monetary or other) must be accounted for at the school level, and reflected in the budget and activity plans. This information must be available to the public in order to ensure proper and transparent management.

### 7.3.4 Private sector contribution

Partnerships with the private sector intensified during the PEEC implementation period (2006-2011), particularly within the context of implementing the Professional Education reform, but also in terms of private sector contributions to the provision of educational services through the establishment of private schools, infrastructure projects, the provision of equipment and school materials, as well as scholarships.

Greater involvement with the private sector as a provider will be encouraged in the coming years, through incentives packages that are to be prepared. At the same time, taking advantage of the growth of the economy's formal sector, opportunities will be explored with a view to obtaining more benefits from the social responsibility programmes of large enterprises.

In addition to the above, partnerships with the private sector, particularly in the TVET and HE subsectors, will be strengthened with a view to establishing better linkages between Education and the employment sector, contributing to training that is more

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<sup>65</sup> At institutional level.

relevant to the economy and, at the same time, promoting better integration of students and graduates in the economy's formal sector.

## 7.4 Monitoring and evaluation

The implementation of the Strategic Plan is a fluid process, addressing various internal and external factors that are not always foreseen in its design. Thus, it is important to ensure that it is monitored and evaluated on an on-going basis.

Past experience should be used as lessons to improve planning, budgeting and implementation in the short- and long-term, reflecting on where we are and where we want to go, verifying the objectives and priorities designed, and assessing obstacles to their continuity.

Monitoring and evaluating the results of the plan's implementation is equally important to justify the use of the public investment in the sector. In the Mozambican context, where dependency on external aid is considerable, the Education sector must be held accountable not only to society, through Parliament and other channels, but also to international partners who support the sector, and who in turn, must also report back to their constituents.

The monitoring and evaluation of the implementation of the PEE is done at various levels, involving different players, and is based on a set of agreed indicators and targets.

### 7.4.1 Oversight and monitoring of the implementation of the sector's interventions

Improving the sector's performance in the coming years implies a closer and more regular monitoring of the institutions where specific activities are carried out, and of the specific entities responsible for their management ( as per duties of the different stakeholders involved in implementing the strategic plan – see 7.2, page 116).

This requires increasingly decentralised oversight, for which there are several supervision and oversight (i.e., monitoring) regulatory instruments for the education system. These instruments will benefit from the establishment of quality standards and indicators (see 6.6.4, page 107).

Funds and instruments will continue to be made available at the provincial and district level, in order to facilitate an integrated oversight<sup>66</sup> and monitoring the implementation of the sector's programmes down to the school level.

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<sup>66</sup> Integrated supervision is based on the perspective that students' and schools' performance is influenced by several factors, both pedagogical and non-pedagogical, which must be considered jointly.

The decentralisation of, and improvement in the management of human resources should contribute to an increase in capacity at the local level, and to improved monitoring and oversight of educational processes. Strengthening the role of school councils will also help parents and beneficiary communities to monitor school performance.

#### 7.4.2 Monitoring and evaluation of the sector's performance

Monitoring and evaluating sector performance is part of an integrated joint evaluation and monitoring process by MINED and its external partners, including civil society. MINED's monitoring and evaluation process falls within the overall monitoring of PARP implementation, by the Government and its programme support partners.

Joint monitoring and evaluation is done based on a strategic matrix. This matrix is an integral part of and appears in an annex to this document. The matrix aligns with the sector's programming structure (see 5.1, page 40) and presents results indicators for each of the sector's general and strategic objectives (per sector programme). At the same time, the strategic matrix identifies the priority actions to be implemented within sector programmes.

Against this matrix, the sector will monitor on an annual basis, the implementation of priority actions, and their impact in terms of achieving the sector's main objectives.

In the context of the joint monitoring and evaluation process, MINED will produce an annual report on the progress made in terms of the realisation of the sector's general and strategic objectives, as well as the implementation of priority actions appearing in the strategic matrix. The main sources for monitoring progress are the sector's statistical data, the internal appraisal and integrated supervisions.

Every year (n), an appraisal of the sector's progress in the previous year (n-1) will be produced, with recommendations for the following year (n+1), based on MINED's report and complemented by (joint) supervision visits, studies, and research, and so forth.

These annual appraisals will be the basis for discussions<sup>67</sup> between MINED and its partners, through:

- The Annual Review Meeting (RAR) (March/April), where sector progress and challenges are discussed with the main objective of establishing a dialogue agenda for the following years;

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<sup>67</sup> The Terms of Reference of the Dialogue between the Ministry and its Cooperation Partners are currently being revisited. What is indicated is the basis of the new structure, which may include further elements.



- (Thematic) Working Groups, where specific areas are discussed, with the objective of: i) reaching consensus on the main strategies to improve sector performance; and, ii) increasing the Ministry's strategic capacity;
- Joint Coordination Committee (GCC), with the objective of facilitating the coordination between MINED and its cooperation partners, and monitoring of recommendations produced at the Annual Review Meeting;
- Joint monitoring visits, with the objective of verifying the situation in the field, in terms of implementation and impact.

An external evaluation will be conducted in the last year of the PEE's implementation, in order to verify the level of implementation of the PEE, and the effectiveness of the strategies developed, with the main objective of guiding the following strategic plan.

### 7.4.3 Involvement of sub-national levels

Within the context of monitoring and evaluating the sector's performance in the coming years, special attention will be given to provincial and district participation, particularly in the context of harmonising the Planning, Budgeting, Execution, and Monitoring and Evaluation processes (see 6.6.5, page 110). This implies, among other actions, and in the first instance, translating the main indicators into targets per province and, subsequently, per district, to facilitate planning, budgeting and monitoring directed toward a response that is more appropriate for the situation in each of the provinces<sup>68</sup>.

### 7.4.4 Monitoring the implementation of the FASE Memorandum of Understanding<sup>69</sup>

The use of funds external to the sector, channelled through the FASE Common Fund, is guided by the FASE Memorandum of Understanding (MoU), which specifies the procedures for this purpose, and promotes the use of national mechanisms for planning, budgeting, management and monitoring.

In this perspective, the MoU foresees a monitoring of its application, fully in line with the POEMA cycle at sector level, as previously indicated. Furthermore, the MoU stipulates an external audit of external funds and their application.

Monitoring the implementation of the FASE's MoU is done through the Financial Planning and Management Working Group (GTPGF).

<sup>68</sup> The statistical data clearly show the differences between the provinces and districts, normally concealed by national measures. It will be important to have targets established at the sub-national level in order to better address the specificities of each province and district.

<sup>69</sup> The FASE Memorandum of Understanding (MoU) is currently being revisited. The new MoU is expected to enter into force as from 2012.

## 7.5 Anti-Corruption Action Plan

A National Anti-Corruption Strategy was prepared at the Government level for the period 2006-2010, with the main objective of improving the provision of public services to citizens and developing an environment conducive to private sector growth.

In this context, the Education sector prepared its action plan focusing on problem areas, in terms of the level of risk of corruption, such as: areas pertaining to evaluation (exams, tests and sale of marks by teachers), certification, registration, the free distribution of school books, financial management, and procurement. At the same time, attention will be paid to improving reporting and complaints management related to anti-corruption activities.

Actions to combat corruption are not only disciplinary, but also involve community mobilisation and advocacy activities, such as lectures, studies of civil service legislation, essay competitions, and establishing partnerships with other institutions.

In the coming years the sector will focus on consolidating anti-corruption measures adopted over the last years of the action plan's implementation, in the areas mentioned below.

### *In the context of the exam and certification process*

Continue to create standard, effective and secure conditions for exams and the grading of exams, resorting to optical reading, reducing the number of people involved in the process, and creating conditions for timely issuance of certificates with a high degree of security at all levels of education (see also 6.6.5, page 110).

### *In the context of the distribution of free school books for primary education*

Development of transparency at all levels in the process of distribution of free school text books (grades 1 to 7), reducing the number of people involved, and holding public mobilisation and information campaigns on their preservation (see also 6.1.6, page 67).

### *In the context of the school registration process*

Continue with the implementation of public information campaigns on the school registration process, distributing free pamphlets and calendars with information on the registration process to all schools and to society in general, at the end of each year.

### *In the context of financial and budget management*

Carry out inspections and audits of educational institutions, with a view to achieving greater transparency and accountability in the contracting of public works, the supply of goods and services to the State, and the proper use of public assets.

### *In the context of complaints management*

Dissemination of information on the existence of complaint books and boxes at educational institutions, their importance, and the guarantee of confidentiality of the information provided.

Petitions, complaints and suggestions sent in by users that, due to their nature, can be addressed locally, are reported to the local bodies, DPEC Inspectorates with the recommendation that they be investigated and solutions provided and, subsequently, monitored until the completion of the process.

## **7.6 Communication and information strategy**

The success of PEE implementation will depend, to a large extent, on the shared understanding of all stakeholders of objectives, priorities, reforms and changes proposed, to guarantee their involvement and mobilisation in the implementation stage.

For this purpose, the strategic plan will be accompanied with a communication strategy, which will focus on messages covering the following main issues:

- What do we want to achieve in the sector in the coming years (*main objectives*)?
- Why have we established these priorities and approaches (*justification for prioritisation*)?
- What will change in relation to the current situation?
- What do we have to do to perform better in future?

In this perspective, the communication strategy will focus on the specific implications of the day-to-day operation of the education system (*what do we have to do differently and/or better?*).

Messages will be directed at the sector's different internal and external target audiences, using different means for their dissemination. In addition to producing and disseminating the actual document, brochures will be produced and information campaigns held on specific matters, directed at students and parents, schools and the sector's administrative levels. The Ministry's Website ([www.mined.gov.mz](http://www.mined.gov.mz)) will be updated, and an interactive page introduced to establish a dialogue platform with the public with regard to the plan and its implementation.

Equipping the administrative system down to the district level with new technologies will contribute to better communication among the different levels of administration, and facilitate effective management and monitoring of the system, and the implementation of the strategic plan. Internal communication and dialogue within the

Ministry will be strengthened through working groups, established at the sector programme level.

## 8. Implementation costs

### 8.1 Costing Model<sup>70</sup>

A costing model was designed within the context of preparing the PEEC. This model estimates the costs involved in implementing the plan, linking: (i) the historical evolution, in terms of financial execution, as well as the number of students, teachers, etc.; (ii) projections for subsequent years; and, (iii) assumptions in terms of results and product indicator targets, considering the unit costs of the various programmes.

The costing model was used to prepare a financial plan in line with strategic priorities and options reflected in this Plan. It takes into account the current status of the sector and the expected time required for reforms to produce a positive impact. This financial plan takes into consideration macroeconomic projections in terms of the availability of resources in the coming years.

### 8.2 Medium term financial forecasts

Two financial scenarios were drawn up. Scenario 1 estimates the level of financing for the coming years, based on the following macroeconomic<sup>71</sup> parameters reflected in the current Medium Term Fiscal Framework (CFMP):

- Stable annual economic growth (GDP) of around 7%;
- Controlled inflation of around 6%;
- State expenditure fixed at 33% of the GDP;
- Share of Education expenditures as part of OE fixed at 21%<sup>72</sup>.

Scenario 2 assumes a budget higher than the current CFMP forecasts. Based on the same macroeconomic parameters, this scenario implies an allocation of 25% of the total public expenditure foreseen for education. The main parameters are presented in Table 11.

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<sup>70</sup> A costing model only provides an estimate, based on a series of assumptions. Some caution must be used when interpreting the values, since assumptions may change during implementation due to several reasons: the values observed in terms of real growth in the number of students/teachers; the budget and its annual execution, as well as changes in terms of unit costs or other urgent needs that may arise over time.

<sup>71</sup> Source: PARP 2011-2014, Government of Mozambique, 2011.

<sup>72</sup> Despite the budgeted weight having been situated at around 18-19%, for the expenditure budget execution, the real weight was between 21 and 23%.

**Table 11: Financial forecasts for the period 2012-2016, based on the 2010 execution and 2011 budget (in millions of MT, 2010)**

	Expenditure <sup>73</sup> 2010	Budget <sup>74</sup> 2011	Projections <sup>75</sup>				
			2012	2013	2014	2015	2016
<b>Macroeconomic Parameters</b>							
GDP Deflator	12.7%	9.5%	7.2%	5.6%	5.6%		
GDP Growth (in %)	7.2%	7.5%	7.9%	7.8%	7.8%	7.8%	7.8%
MT/USD Exchange rate	33	32	30	30	30	30	30
% of public expenditure relative to GDP	31.8%	33.0%	32.8%	32.8%	32.8%	32.8%	32.8%
<b>GDP</b>	323,585	346,883	372,899	402,476	434,001	468,070	504,812
<b>Public resources</b>	99,364	110,482	123,011	131,819	142,144	153,302	165,336
<b>Resources for Education (Scen. 1)</b>	<b>20,908</b>	<b>23,239</b>	<b>25,866</b>	<b>27,709</b>	<b>29,870</b>	<b>32,204</b>	<b>34,721</b>
% for education in public expenditure	21.0%	21.0%	21.0%	21.0%	21.0%	21.0%	21.0%
Internal Source	16,584	18,347	20,496	22,493	25,200		
External Source	4,324	4,892	5,371	5,216	4,670		
Percentage from External Source	26.1%	26.7%	26.2%	23.2%	18.5%		
<b>Resources for Education (Scen. 2)</b>			<b>27,506</b>	<b>30,346</b>	<b>33,660</b>	<b>37,314</b>	<b>41,334</b>
% for education in public expenditure			22.4%	23.0%	23.7%	24.3%	25.0%
Internal Source			22.135	25.130	28.990		
External Source			5.371	5.216	4.670		
Percentage from External Source			20%	17%	14%		
Difference between Scenario 1 and 2		In MT	1,640	2,637	3,790	5,110	6,613
		In USD (exchange rate: 30 MT/USD)	55	88	126	170	220

During the implementation period of the previous plan (PEEC, 2006-2011) the sector benefited from an increase in financing to implement its annual plans. The increase in expenditures over previous years facilitated the expansion of the education system in terms of students, teachers and buildings. However, the education system is still expanding, particularly in the Country's central and northern regions.

Financing an expanding system requires additional resources each year for its maintenance. In a context of scarce funding, this implies the need for stricter prioritisation of activities, for more efficiency in the use of existing resources, making use of the opportunities of new technologies for economies of scale, and exploring additional alternative sources of financing for the sector, and so forth.

Establishing new partnerships as well as economic development and the potential of emerging industries may, in the medium- and long-term, contribute to an increase in State revenue and, consequently, the Education sector.

<sup>73</sup> Source: REO, 2010, MINED.

<sup>74</sup> Source: State Budget, 2011.

<sup>75</sup> The macro-economic information for 2012-2016 is based on macro-economic forecasts (DNO, 2011). The information on the external component is based on information obtained through cooperation partners.

## 8.3 Assumptions

Education sector expenditure is determined mainly by the number of students in the system, which determines the number of teachers, schools, classrooms, books, and teaching materials needed to guarantee the provision of educational services in terms of the targets established for key indicators related to access and quality, as well as, institutional capacity. The definition of the targets is determined by the priorities and approaches of the education policies.

### 8.3.1 Number of students and teachers

**Table 12: Main indicators with a direct impact on the number of students and teachers in the system**<sup>76</sup>

Assumptions			2010	2016	
				Scen.1	Scen.2
Admission	Grade 1	6/7 years old	70%	85%	
		Total	175%	125%	
	Transition grade 5/6		65%	75%	
	Transition grade 7/8		69%	69%	75%
	Transition grade 10/11		59%	54%	65%
Internal Efficiency	Average academic attainment rate	EP1	85%	90%	
		EP2	87%	89%	
		ESG1	73%	78%	
		ESG2	74%	80%	
	% of graduates relative to total pupils (annual)	TVET-medium	18%	25%	
		Higher Education (public)	13%	15%	
	Average failure rate	EP1	8%	6%	
		EP2	6%	6%	
		ESG1	22%	10%	
		ESG2	17%	10%	
Percentage of pupils absorbed by different education modalities	Primary Education	Public, daytime classes	98%	98%	
		Public, evening classes	1%	0%	
		Private	1%	1%	
		Community	1%	2%	
	General Secondary Education 1	Public, daytime classes	65%	65%	
		Public, evening classes	24%	10%	
		Public, distance learning	1%	10%	
		Private	3%	5%	
	General Secondary Education 2	Community	7%	10%	
		Public, daytime classes	51%	50%	
		Public, evening classes	36%	22%	
		Public, distance learning	0%	10%	
	Technical and Vocational Education	Private	5%	10%	
		Community	8%	8%	
		Public	38%	65%	60%
		Community	49%	25%	30%
Higher Education	Private	13%	10%	10%	
	Public	72%	68%	71%	
		Private	28%	32%	29%

<sup>76</sup> Source: Education sector costing model, MINED, version June 2012.

Assumptions			2010	2016	
				Scen.1	Scen.2
Efficiency in use of teachers (public and community schools)	Pupil/teacher ratio	EP1	63	56	
		EP2	35	56	
		AEA/ALE	15	30	
Pupil/class ratio		EP1	50	48	
		EP2	52	48	
		ESG1	64	55	50
		ESG2	61	55	50
		TVET – basic	35	30	
		TVET – medium	35	30	
Average weekly workload per teacher		EP2	21	24	
		ESG1	21	24	
		ESG2	15	20	

The targets reflected in Table 12 determine the number of students in the system. As can be seen in Table 18 (on page 135), the sector will continue to grow at all levels of education over the coming years, in both scenarios, but more slowly than in previous years, with the exception of upper primary education (EP2), and non-formal adult literacy and education programmes.

Compared to the first scenario, the second forecasts more rapid growth in pre-primary and post-primary education, and in adult literacy and education.

The proposed targets reflect the increase in gross enrolment rates, as can be seen in Table 13. These rates confirm the increase in participation, particularly in upper primary education.

**Table 13: Gross enrolment rates, 2010 (values observed and projections per scenario)**

Reference Age Group	Levels	2010	Scen.1	Scen.2
6-10 years old	EP1	136%	132%	132%
11-12 years old	EP2	77%	99%	99%
13-15 years old	ESG1	46%	50%	54%
16-17 years old	ESG2	19%	25%	30%
16-17 years old	TVET - Medium	1%	2%	2%
Number of pupils per 1000 inhabitants	Higher Education	3 (2009)	4,4	5

Growth over the coming years, in terms of the number of students, is expected to result mainly from the system's increased internal efficiency. More students are expected to progress to the next grade every year as a result of a decrease in failure and drop-out rates. Scenario 1 forecasts a maintenance of transition rates between the different levels of education (with the exception of ESG2), while Scenario 2 foresees an increase in transition rates between grades 7 and 8, as well as between grades 10 and 11 (see Table 12).



The increase in the number of teachers is influenced by the increase in the number of students, as well as improvements in pupil/teacher ratios.

### 8.3.2 Unit costs of the sector's priority actions

Table 14 illustrates the targets and unit costs of the sector's priority actions. A rationalisation of teachers, in terms of category per level of education, is foreseen.

With regard to the *School Textbook* programme, a reduction in the number of titles for EP2 is foreseen in order to accommodate bilingual education books in EP1. Even so, it is clear that the cost of school books per student in EP2 is much higher than for EP1.

**Table 14: Cost determinants of the sector's main Interventions**

Main programmes	2010	Targets		Unit costs (in MT)		
		Scen.1 2016	Scen.2 2016	2010	Scen.1 2016	Scen.2 2016
<b>Teachers</b>						
EP1	N5	8%	0%			
	N4	61%	70%			
	N3	31%	30%			
EP2	N5	3%	0%			
	N4	33%	40%			
	N3	64%	60%			
ESG1	N3	72%	60%	53%		
	N2	14%	30%	37%		
	N1	14%	10%	10%		
ESG2	N3	25%	15%	0%		
	N2	26%	35%	45%		
	N1	49%	50%	55%		
<b>Books and equipment</b>						
EP1	No. of titles	33	36	<i>Per pupil</i>		
EP2	No. of titles	32	28	93	72	
ESG1	Others			271	192	
ESG2	Others			12	17	14
TVET	Others			12	17	14
				18	41	27
<b>School Financing (DSS/ADE)</b>						
EP				<i>Per pupil</i>		
ESG				106	129	150
TVET				73	75	90
				405	450	600
<b>Scholarships</b>						
ESG1				<i>Per scholarship</i>		
ESG2				662	662	
TVET				860	860	
				1,290	1,290	
<b>School snack</b>						
EP1				<i>Per snack</i>		
		4%	5%	10%	12	
<b>Construction (accelerated)</b>						
EP				<i>Per classroom</i>		
ESG				601,977	662,859	662,859
TVET				850,200	901,104	901,104
				1,046,400	852,801	852,801

An increase in direct financing to schools is foreseen through the *Direct Support to Schools* programme. The increase for primary education will include a support

component for the more vulnerable children. In the case of secondary and technical and vocational education, this amount compensates for the low investment in books and teaching materials.

An increase in the target for the construction of classrooms, compared to current numbers, is also forecast. The reduction in the unit cost for technical education is linked to the focus on the decentralised construction of community centres.

Compared to Scenario 1, Scenario 2 considers an increase in funds for direct financing to schools, and for scholarships for secondary and technical and vocational schools, as well as an increase in the coverage of the school feeding programme for primary education and in the number of classrooms to be built.

#### **8.4 Expenditure foreseen per sector programme and type of expenditure**

Table 15 presents the budget per level of education, and for the sector's main interventions. As can be seen, primary education continues to be the priority in terms of resource allocation, despite a slight drop compared to other levels of education, particularly technical and vocational education.

**Table 15: Expected costs per level of education and for the sector's main interventions<sup>77</sup> (values in millions of MT, 2010)**

Expenditure per level of education	2010 <sup>78</sup>		2016				Diff Cen 2/1
	Value	In %	Scen. 1	In %	Scen. 2	In %	
(Pre-) Primary Education	12,944	56.7%	18,394	52.8%	20,498	49.1%	11.4%
Adult Literacy and Education	321	1.4%	393	1.1%	519	1.2%	32.1%
Secondary Education	4,064	17.8%	7,223	20.7%	9,127	21.9%	26.4%
Technical and Vocational Education	786	3.4%	2,031	5.8%	3,158	7.6%	55.5%
Higher Education	3,112	13.6%	4,999	14.3%	6,274	15.0%	25.5%
Administrative and Institutional Development	1,611	7.1%	1,796	5.2%	2,169	5.2%	20.7%
<b>Totals</b>	<b>22,839</b>	<b>100.0%</b>	<b>34,836</b>	<b>100%</b>	<b>41,745</b>	<b>100.0%</b>	<b>19.8%</b>
<b>Type of expenditure</b>							
Salaries and remunerations	16,232	71.1%	24,999	71.8%	27,990	67.1%	12.0%
Construction, rehabilitation and equipment	1,791	7.8%	1,746	5.0%	3,168	7.6%	81.5%
Distance Learning <sup>79</sup>	51	0.2%	222	0.6%	225	0.5%	1.3%
HIV/AIDS Prevention/ social protection <sup>80</sup>	793	3.5%	1,309	3.8%	2,181	5.2%	66.6%
DSS/ADE, Institutional financing, books and teaching materials <sup>81</sup>	3,856	16.9%	6,412	18.4%	8,023	19.2%	25.1%
Teacher Training (initial)	54	0.2%	69	0.2%	69	0.2%	0.0%
Institutional and Human Resources Development <sup>82</sup>	62	0.3%	79	0.2%	89	0.2%	12.7%
<b>Totals</b>	<b>22,839</b>	<b>100.0%</b>	<b>34,836</b>	<b>100.0%</b>	<b>41,745</b>	<b>100.0%</b>	<b>19.8%</b>

It is also possible to see in Table 16 and Table 17, that the cost per student increases for all levels of education with greater emphasis on TVET, while the cost per student for distance learning, has decreased as a result of economies of scale.

<sup>77</sup> The observed and projected values are indicative. Some caution is needed when interpreting the information per programme, since the financial system (e-SISTAFE) does not yet provide for programme budgeting for the sector's operating budget (more than 50% of the budget).

<sup>78</sup> Source: Simulation Model (estimates, including off-budget projects). The OE and the REO do not yet provide the information needed for an evaluation of programme budgeting.

<sup>79</sup> Does not include the salaries of tutors included in the salaries and remunerations expenditure.

<sup>80</sup> Includes the school-snack programme for primary education.

<sup>81</sup> Includes goods and services allocated directly by the provinces, districts and central level to schools, technical and vocational education and higher education institutions.

<sup>82</sup> This includes operation of the sector's administration, including institutional development activities (staff capacity building, supervision, exams, etc.).

**Table 16: Cost per student per level of education (in Meticaais)**

Cost per student		2010	2016		Differences	
			Scen.1	Scen.2	2010/ Scen.1	Scen.1/ Scen.2
Primary Education	Pre-Primary		121	225		86%
	EP1	1,969	2,484	2,796	26%	13%
	EP2	3,840	4,064	4,400	6%	8%
	TT	14,793	21,509	21,509	45%	0%
Secondary Education	ESG1	4,097	5,715	6,735	39%	18%
	ESG2	7,507	8,726	9,448	16%	8%
	Distance Learning <sup>83</sup>	16,427	6,834	6,880	-58%	1%
Technical and Vocational Education		17,218	40,553	40,902	136%	1%
Higher Education <sup>84</sup>		42,846	51,161	57,362	19%	12%
AEA/ALE		542	494	494	-9%	0%

**Table 17: Pupil/cost ratio per levels of education, in relation to the cost per student in EP1 (Ep1 = 1)**

		DPI	AEA/ALE	EP1	EP2	ESG1	ESG2	TVET	TT	HE
2010			0.3	1.0	2.0	2.1	3.8	8.7	7.5	21.8
2016	Scenario 1	0.0	0.2	1.0	1.6	2.3	3.5	16.3	8.7	20.6
	Scenario 2	0.1	0.2	1.0	1.6	2.4	3.4	14.6	7.7	20.5

<sup>83</sup> A strategy for expanding distance learning in ESG1 is currently being prepared. It is expected that the unit cost for distance learning for ESG1 will reduce by 60%-70% of the current cost.

<sup>84</sup> The unit cost is lower than the ideal unit cost, as reflected in the PEES 2011-2020, which may be compensated through additional financing for this subsector by the private sector.

**Table 18<sup>85</sup>: Number of students and teachers, 2004 & 2010 and forecasts for 2016 (per scenario)**

Numbers	2004	2010	2016		Average annual growth		
			Scen. 1	Scen. 2	2004/2010	2010/2016 Scen.1	2010/2016 Scen.2
<b>Pupils (public, private, community education, daytime and evening classes)</b>							
Pre-Primary Education							
		0		43,630			
	Public – MINED						
	Public – MMAS	3,750	4,250	4,786	4,786	2%	2%
	Others	94,100	110,600	148,213	148,213	2%	6%
	Totals	97,850	114,850	152,999	196,629	2%	6%
Primary Education							
	EP1	3,106,556	4,454,358	4,991,330	4,991,330	5%	2%
	EP2	501,447	897,704	1,386,528	1,386,528	9%	9%
General Secondary Education							
	ESG1	287,016	728,497	958,283	1,047,487	14%	6%
	ESG2	45,685	179,608	290,239	342,660	22%	10%
Technical and Vocational Education							
	Vocational Schools	978	4,748	32,058	54,086	25%	47%
	Basic Schools	26,631	27,893	0	0	1%	-100%
	Medium Level Institutes	2,459	13,038	18,390	23,098	27%	7%
Higher Education							
	Public	15,113	72,636	80,841	93,510	25%	2%
	Private	7,143	28,726	38,496	38,496	22%	6%
	Total	22,256	101,362	119,337	132,006	24%	3%
AEA/ALE							
	1 <sup>st</sup> year	277,204	237,340	318,058	420,462	-2%	6%
	2 <sup>nd</sup> year	268,814	247,345	331,467	438,188	-1%	6%
	3 <sup>rd</sup> year	128,916	108,230	145,040	191,736	-2%	6%
	Non-formal		0	6,000	10,000		
<b>Teachers (public, daytime classes)</b>							
Primary Education							
	EP1	46,708	66,160	84,489	84,489	5%	5%
	EP2	10,331	21,590	34,239	34,239	11%	10%
General Secondary Education							
	ESG1	4,359	10,454	16,053	20,684	13%	9%
	ESG2	759	2,890	4,527	6,654	21%	9%
Technical and Vocational Education							
	Vocational Schools	574	575	2,475	3,861	26%	34%
	Basic Schools		941	0	0	7%	-100%
	Medium Level Institutes	128	416	625	684	18%	8%
AEA/ALE							
	Total	21,191	21,135	26,486	35,013	0%	5%

<sup>85</sup> Source: Education sector costing model, MINED, version June 2012.



## 9. Assumptions, opportunities and risks

There are assumptions, opportunities and risks in the sector that may impact, positively or negatively, the performance of the sector in terms of the implementation of this PEE.

### 9.1 Assumptions

The assumptions considered valid for the years of this PEE's execution are:

- Political and administrative stability and peace, enabling the Education System to develop;
- Government's continued commitment to public sector reforms, permitting: i) decentralisation; ii) combating corruption; and iii) professionalization of the public sector;
- High levels of economic and GDP growth are maintained;
- Increase in Government's internal revenue, as result of economic growth and greater efficiency in tax collection;
- External financing maintained at previous years' levels, channelled to the sector on the basis of the principles of the "effectiveness of external aid" agenda;
- National and international commitment to education as a key area to combat poverty and a decisive factor in the country's development;
- Coherent and complementary support from all stakeholders in the demand for and provision of education: the government through MINED, the local authorities, families and communities, and national and international cooperation partners.

### 9.2 Opportunities

The analysis of the sector's performance, over the last few years indicates strengths that may create a range of opportunities for the coming years, namely:

- **The commitment to join the efforts** of the government, civil society and international partners to develop and improve sector performance;
- **The increase in institutional capacity over the last few years:** employees are better qualified, working conditions have improved and proposed reforms consolidated; decentralisation of management facilitates enhances grassroots monitoring;
- Increased access to **new technologies** offers greater opportunity to improve communication in and the management of the education system, to facilitate sector expansion and enrich the teaching-learning process;

- **International recognition** of the progress made over the last few years and agreement on proposals for the future, resulting in an increase in external funding for the coming years, within the context of the Global Partnership for Education (GPE - formerly the “Fast-Track Initiative for Education for All (FTI/EFA)).

### 9.3 Risks

The PEE is ambitious, but realistic, if we consider the sector’s implementation capacity. This implies the need to define priority areas, perhaps to the detriment of others, which will be addressed in a less urgent and comprehensive manner. There are some factors that could have a negative impact on the implementation of this Plan, which must be monitored over the coming years, bearing in mind:

- *Political and social pressure to expand the system beyond its institutional and technical capacity.* Primary school enrolment of more pupils annually, at a younger age, will also increase the demand for post-primary education. Experiences over the past few years have shown that it is not always easy to stand up to social pressure, very often resulting in ad-hoc decisions with regard to opening secondary, and technical and vocational schools, without the minimum conditions required to guarantee the quality of their operation;
- *Bureaucratising the public sector.* Significant progress was made in terms of financial management and procurement, within a context of good governance and combating corruption. At the same time, the reforms in this area have contributed to increased inflexibility in the application of procedures, and consequently, to delays in dealing with various processes and significant risk of delay in the execution of activities;
- *The impact of the HIV and AIDS pandemic.* Despite the advances made in this area, particularly in terms of access to antiretroviral drugs, prevalence rates are still high (see 5.2.4, page 45), which is one of the greatest threats to the implementation and success of this Plan. Affected teachers, orphans and youth are a huge challenge for sector;
- *Lack of predictability of available human and financial resources for the sector.* The cost of this Plan is calculated based on some assumptions, such as the availability of funds (both internal and external), as well as human resources, and foresees greater efficiency in their use. During the implementation of the PEE, it will be important to constantly revisit the assumptions, in order to guarantee balanced annual plans and budgets in terms of the main objectives to be achieved and the resources available. The global economic crisis has led to a lack of clarity vis-à-vis medium-term financial forecasts;
- *Capacity to retain qualified staff.* In the national context in which the demand for staff with specialized qualifications is still higher than the supply, and also



given the still limited capacity to retain public sector technicians and experts, the risk of brain-drain in the sector is high. This implies, among other actions, the need for the sector to continue to train and provide capacity building for both teachers and managers, beyond its immediate needs.



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## **Annex 1: Strategic Matrix**





## (Pre-) Primary Education

Programme	Primary Education								
General Objective	Guarantee that all children have the opportunity to complete 7 years quality basic education								
Impact Indicator	1. Gross Primary Education Completion Rate						Base (2011)	Target (2016)	
	Total (HM)						49% (2010)	54% (2015)	
	Raparigas (M)						45% (2010)	51% (2015)	
Strategic Objectives	Result Indicator		Base 2011	2012	2013	2014	2015	2016	Priority Action
Special focus: Early Childhood	1.d Participation rate	MF			0	24.500	42.000	52.500	1. Promote the expansion of access to educational opportunities for pre-schoolers
		F			5.250	12.250	21.000	26.250	2. Monitor the implementation of the strategy for the development of pre-school children
Guarantee that all children enter school at the right age (6 or 7 years old) and remain in school until they complete grade 7	1.a Net enrolment rate at age 6 in grade 1	MF	69,7%	72%	74%	77%	80%	83%	3. Promote school enrolment at the right age (6 or 7 years old)
		F	68,5%	71%	73%	76%	79%	82%	4. Improve the implementation of the accelerated construction programme 5. Ensure that schools are safe and healthy places 6. Prepare strategies to reduce regional, age and gender disparities 7. Harmonise social protection programmes 8. Expand provision of assistance to children with special educational needs (SEN)
Improve students' academic performance, particularly in reading, writing, numeric calculation and life skills	1.b Adoption of system for evaluation of basic skills		Concept of system for the evaluation of basic competencies developed and approved, instruments pre-tested	Item bank developed, instruments and items tested	Data collection: competency: reading	Preliminary report till end of April, final report (data base) end of October	Data collection: competencies: reading and numeracy (tbc)	Reading and numeracy: tbc	9. Continue to produce and distribute free school books, including those for Bilingual Education
		10. Develop and implement the action plan for Reading, Writing and Numeracy							
		11. Ensure the expansion of Bilingual Education, guaranteeing its quality							
		12. Reform primary teacher training and capacity building							
Improve the efficiency and efficacy of the use of resources made available for primary education.	1.c Student/teacher ratio (EP1)			63	61	60	59	58	13. Improve the primary education curriculum
		14. Improve monitoring and follow-up of students' and teachers' academic performance							
		15. Improve school management							
		16. Rationalise the use of human resources (teachers and managers) in Primary Education							
									17. Continue reforms in procurement
									18. Increase transparency in school management

## Adult Literacy and Education

<b>Programme</b>	<b>Adult Literacy and Education</b>		
<b>General Objective</b>	<b>Reduce illiteracy, with particular focus on women</b>		
<b>Impact Indicator</b>	<b>2. Illiteracy rate</b>	<b>Base (2011)</b>	<b>Target (2016)</b>
	Total (FM)	48% (2008)	30%
	Female (F)	63% (2008)	45%

Strategic Objectives	Result Indicator	Base 2011	2012	2013	2014	2015	2016	Priority Action	
Guarantee access to and retention of learners in Adult Literacy and Education programmes	2.a No. of youth and adults participating in different literacy programmes	MF	598 mil	627 mil	659 mil	692 mil	726 mil	763 mil	1 Mobilise and sensitise all players on the importance of having a literate population
		F	376 mil	395 mil	415 mil	436 mil	457 mil	480 mil	2 Encourage the increase in the supply of different (types of) programmes in non-formal literacy and education
Improve the quality and relevance of Adult Literacy and Education and Non-Formal Education programmes	2.b No. of literacy programmes based on established standards			Not harmonized	Standards developed	30% of other providers' programmes harmonised	40% of other providers' programmes harmonised	50% of other providers' programmes harmonised	3 Create reading and information usage environments at community level to ensure there is no reversal into illiteracy
								4 Prepare competency standards to guarantee the quality and relevance of the programmes	
									5 Revisit and harmonise current Literacy and Post-Literacy programmes offered by the Ministry of Education
									6 Design and implement actions within the context of Life Skills, in partnership with other stakeholders
Strengthen institutional and organisational capacity	2.c % Non-Formal Education data consolidated in relation to the different programmes		0%	0%	30%	50%	75%	100%	7 Revisit and implement the educator and literacy teacher training curriculum, taking into consideration cross-cutting issues
									8 Strengthen institutional and organisational capacity
									9 Develop policies and mechanisms for coordination between Government institutions and their Partners
								10 Ensure a diversification of financing	

## General Secondary Education

<b>Programme</b>	<b>General Secondary Education</b>		
<b>General Objective</b>	<b>Expand general secondary education in a controlled, equitable and sustainable manner, guaranteeing its quality and relevance</b>		
<b>Impact Indicator</b>	<b>3. Gross ESG1 Enrolment Rate</b>	<b>Base (2011)</b>	<b>Target (2016)</b>
	Total (MF)	46%	50%
	Girls (F)	43%	47%

<i>Strategic Objectives</i>	<i>Result Indicator</i>	<i>Base 2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>Priority Action</i>		
Expand controlled access, guaranteeing equitable access, with special attention to girls and youth with special educational needs	3.a Gross Admission Rate	Grade 8	MF	53%	48%	44%	46%	47%	49%	1 Comply with the established targets for school admissions
			F	50%	45%					2 Continue to build and equip secondary schools, prioritising rural areas
		Grade 11	MF	21%	21%	21%	23%	24%	26%	3 Expand distance learning in a sustainable manner
			F	19%	19%					4 Promote private sector and community participation in the provision of ESG
Improve the quality and relevance of general secondary education by developing and implementing a vocational-oriented curriculum	3.b Pass rate in grades 10 and 12	ESG1	MF	51%	47%	49%	51%	53%	55%	5 Update and implement a scholarship/school fee exemption system
			F	49%	44%	46%	48%	50%	52%	6 Promote, regulate and oversee self-directed learning
		ESG2	MF	48%	51%	53%	55%	57%	59%	7 Adopt a more relevant and sustainable curriculum that includes cross-cutting issues
			F	46%	49%	51%	53%	55%	57%	8 Increase the curriculum time from 33 to 40 weeks
Improve school management	3.c % directors trained			0	140	140	115	115	9 Establish a continued vocational training and development system for teachers, including cross-cutting issues	
									10 Guarantee access to school books, teaching materials and other materials containing topics on cross-cutting issues	
									11 Define and implement quality standards and indicators in teaching-learning	
									12 Create a training and capacity building strategy for managers, covering planning, management and school administration	
								13 Develop a sustainable financing system for ESG, co-participated by the sector and by families		
								14 Consolidate the exams reform		
								15 Adapt/adjust and apply ESG normative instruments		
								16 Promote the concept of safe and healthy schools		

## Technical and Vocational Education

<b>Programme</b>	<b>Technical and Vocational Education</b>		
<b>General Objective</b>	<b>Improve the access, quality and relevance of TVET</b>		
<b>Impact Indicator</b>	<b>4. % of graduates absorbed by the labour market according to their training</b>	<b>Base (2007)</b>	<b>Target (2016)</b>
	Graduates from the new qualification system	27%	60%
	Graduates from the former system		

Strategic Objectives	Result Indicator	Base 2011	2012	2013	2014	2015	2016	Priority Action		
Increase access to and retention in TVET, paying particular attention to geographic and gender disparities	4.a Number of youth and adults in the public system	Vocational Schools	5.768				10.000	1 Rehabilitate and equip 29 existing medium level institutes		
		Basic Schools	29.979				6.000	2 Build/create Vocational Schools, particularly in rural areas		
		Medium Level Institutes	10.335				25.000	3 Create 40 CCDCs 4 Implement short courses in close collaboration and coordination with DINAEA and INEFP		
		Short non-formal courses	1.000 (estimate 2011)	1.200	2.600	3.300	4.100	5.000	5 Rationalise the courses offered 6 Explore possibilities for using distance learning 7 Encourage the opening of private institutions 8 Apply an incentives system aimed at achieving a better gender balance and avoiding exclusion	
	Guarantee that TVET graduates receive quality training relevant to the formal and informal labour markets	4.b Pass rate per level and education system	Vocational Schools	75,7%	77%	79%	81%	83%	85%	9 Implement the TVET teacher recruitment, training and capacity building strategy
			Basic Schools							10 Introduce competency standards-based curricula (modular system – medium level)
			Medium Level Institutes	63,3%	65%	67%	69%	69%	70%	11 Guarantee financial, human and material resources to ensure quality TVET 12 Plan and introduce short courses
			Vocational Schools							13 Expand exams reform to institutions using the former curriculum
	Basic Schools	73,2%	75%	77%	79%	85%	88%	14 Consolidate and expand the National Professional Qualifications Framework and the Accreditation and Certification System 15 Ensure the creation of professional and vocational guidance units in schools and organise internships		

<i>Strategic Objectives</i>	<i>Result Indicator</i>	<i>Base 2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>Priority Action</i>
Improve the management and coordination of the system, involving the productive sector, in particular	4.c Number of schools implementing quality management instruments		14	19	22	25	27	16 Create a body responsible for the policies, regulation and quality assurance of professional education
								17 Award greater autonomy to medium level institutes
								18 Improve the management of safe and healthy schools
								19 Guarantee better linkages with the productive sector, through its participation in school management
								20 Guarantee financing for TVET
21 Strengthen school production in all institutes								

## Higher Education

<b>Programme</b>	<b>Higher Education</b>		
<b>General Objective</b>	<b>Promote participation in and access to higher education that meets the country's socioeconomic development needs, guaranteeing its effectiveness, balance and sustainability</b>		
<b>Impact Indicator</b>	<b>5. N° of students in higher education per 1.000 inhabitants</b>	<b>Base (2009)</b>	<b>Target (2016)</b>
	Total	3	5

<i>Strategic Objectives</i>	<i>Result Indicator</i>		<i>Base 2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>Priority Action</i>
Consolidate the existing subsystem with a view to improving its internal efficiency	5.a Proportion of graduates relative to enrolled students	MF	13% (2010)					15% (2020)	1 Mobilise HEIs to introduce distance learning (ODL)
		F							2 Align HE expansion with the country's development programmes 3 Increase the number of scholarships 4 Guarantee minimum conditions for institutions to operate with quality, ensuring better internal efficiency
Improve the quality of the teaching-learning process	5.b No. of HEI teachers per academic degree	Master's degree	21%				25%		5 Improve the provision of pedagogical services 6 Promote the use of student-centred competency- and requirements-based learning methodologies, including incentives for the development of pedagogical innovation projects 7 Implement SNATCA and QUANQES
		Doctorate degree	8.5%				12%		8 Hold HEIs accountable for technical and scientific specialisation of their teaching staff, by developing and implementing a practicable and monitored training plan
									9 Ensure that HEIs comply with the minimum standards for its teachers' working conditions 10 Promote a culture of research
Strengthen governance, financing, administration and monitoring capacity of the subsystem at all levels	5.c % of HEIs compliant with the provisions of Decree 48/2010							All	11 Improve governance 12 Ensure inspection and regulation of HEIs 13 Implement the regulation for the creation and operation of HEIs and the Inspection regulations 14 Implement Inspection System for Higher Education 15 Guarantee financing for HEIs 16 Strengthen the IBE and guarantee the CNAQ's operation

## Administrative and Institutional Development

<b>Programme</b>	<b>Administrative and Institutional Development</b>		
<b>General Objective</b>	<b>Strengthen the management and governance of the education system's administration at the different levels, particularly in the districts, with a view to improving the quality of service provision throughout the country</b>		
<b>Impact Indicator</b>	<b>6. Population satisfaction index in terms of quality of education services</b>	<b>Base (2011)</b>	<b>Target (2016)</b>
		To be established (2012)	Satisfactory

Strategic Objectives	Result Indicator		Base 2011	2012	2013	2014	2015	2016	Priority Action	
Encourage human resources development and management	6.a No. of staff employed	Teachers	MF	9.700	8.500	8.500	9.000	9.500	10.000	1 Implement human resources management routines
			F	68,5%	50%	40%	50%	50%	50%	2 Restructure and develop instruments for an integrated human resources management system
		Non-teachers		0	500	500	500	500	3 Prepare and implement a competency-and performance-based human resources evaluation system	
									4 Increase social support measures	
									5 Train and build capacity of the sector's human capital	
									6 Improve workplace conditions	
									7 Introduce motivation and awards measures for better retention	
Guarantee compliance with quality standards and indicators for education	6.b Number of monitored schools that achieve minimum standards		n/a	Established standards (EP)	Baseline established (260 schools)	To be defined	To be defined	To be defined	8 Conceptualise and institutionalise the National System for Education Quality Assessment in Mozambique	
								9 Develop quality standards and indicators		
									10 Develop/ consolidate accreditation, qualification and certification systems	
									11 Strengthen internal control at district level	
									12 Prepare student performance monitoring instruments	
									13 Consolidate the exams reform	
Harmonise and strengthen the system's POEMA processes and instruments	6.c Budget execution (operation and investment)	i. Total		≥ 90%	≥ previous year	≥ 95 – ≤ 100%	≥ 95 – ≤ 100%	≥ 95 – ≤ 100%	≥ 95 – ≤ 100%	14 Integrate cross-cutting issues in the different sector programmes
										15 Improve the quality of the information collected from the sector
										16 Encourage better use of information in the POEMA cycle
		ii. FASE		67%	69%	74%	80%	95%	95%	17 Encourage a culture of research
										18 Prepare and apply equity and transparency criteria in the allocation of the sector's funds
										19 Align POEMA processes at sector level with national and territorial processes
							20 Improve information communication and dissemination			

