GOVERNMENT OF MOZAMBIQUE
Council of Ministers

STRATEGIC PLAN FOR EDUCATION AND CULTURE

2006 – 2010/11

Make the school a development centre for the consolidated Mozambican identity.

Approved in the 14th ordinary sessioon of the Council of Ministers of 13 June 2006

TABLE OF CONTENTS

key to ACRONYMS AND ABBREVIATIONS

AE	Adult Education
ARPAC	Socio-Cultural Research Institute
CFPP	Primary Teacher Training Courses (7th grade + 3)
CRESCER	School-Based Teacher Development Programme
DDEC	District Directorate of Education and Culture
DINAEA	National Directorate of Literacy and Adult Education
DPEC	Provincial Directorate of Education and Culture
DSS	Direct Support to Schools
EAD	Open and Distance Education
EAO	Arts and Crafts Schools
ECE	Early Childhood Education
SPEC	Strategic Plan for Education and Culture
EFA	Education for All
EFA-FTI	Education for All Fast Track Initiative
ENF	Non-Formal Education
EP2	2nd Level Primary Education
ES1	1st Cycle Secondary Education
ES2	2nd Cycle Secondary Education
ESSP 1	Education Sector Strategic Plan 1999 – 2003
ETP	Technical and Vocational Education
GDP	Gross Domestic Product
IES	Higher Education Institutions
ICT	Information and Communications Technologies
IMAP	Teacher Training Institutions for EP2 Level
INAC	National Institution for Audio-Visuals and Cinema
INEA	Institute of Adult Education
INDE	National Institute of Educational Development
INED	National Institute of Distance Education
INLD	National Institute of Books and Discs
ISRI	Higher Institute of International Relations
MAAC	Ministry for War Veterans
MAE	Ministry of State Administration
MDGs	Millennium Development Goals
MEC	Ministry of Education and Culture
MICOA	Ministry for the Co-ordination of Environmental Action
MINED	Ministry of Education
MITUR	Ministry of Tourism
MOPH	Ministry of Public Works and Housing
MF	Ministry of Finance
MT	Ministry of Labour
NFE	Non-Formal Education
NELIMO	Nucleus for the Study of Mozambican Languages
OGE	State Budget
NGO	Non-Governmental Organisation
PAF	Performance Assessment Framework
PARPA	Strategy for the Reduction of Absolute Poverty
PES	Social and Economic Plan

PIREP	Integrated Programme for the Reform of Technical and Vocational Education
SINAQES	National Quality Assurance and Accreditation System
SNATCA	National Academic Credit Accumulation and Transfer System
SNE	National Education System
SNE	Special Needs Education
TVET	Technical and Vocational Education and Training
UEM	Eduardo Mondlane University
UNESCO	United Nations Education, Science and Culture Organisation
UP	Pedagogical University
ZIP	School Clusters

Introduction

Presidential Decree nº 13/05 of February 4th created the Ministry of Education and Culture, attributing the functions of planning, co-ordinating, directing and implementing Educational and Cultural activities to the sector to strengthen patriotism, national unity and Mozambican identity.

The areas of Education and Culture were integrated in recognition of culture's important role in creating a citizen who is patriotic, qualified, technically and professionally trained and capable of making an active contribution to the country's socio-economic development.

Although these areas are clearly complimentary, each has its distinct character. For this reason, the Strategic Plan for Education and Culture (SPEC) is divided into three parts, with Part I focusing on Education, Part II on Culture and Part III on Cross-Cutting Issues.

The Strategic Plan for Education and Culture was conceived in this context, and lays out the Government's vision regarding the development of Education and Culture in Mozambique for the period 2006 – 2011. It identifies the main lines of action that need to be pursued in the short and medium term in order to realise this vision.

The Strategic Plan for Education and Culture sets out the Government's priorities for the sector, providing a framework on which to base decisions about the allocation of both domestic resources and external assistance.

Mission

To provide equitable access to high quality learning opportunities to train citizens with a strong sense of self-esteem and patriotic feeling who are capable of making an active contribution to the fight against poverty and the country's socio-economic development, as well as promoting, co-ordinating, facilitating and harmonising the initiatives of the various stakeholders in the area of culture.

Part I: Education

1   Context and Objective

This Strategic Plan for the period 2006 – 2010/11 follows the first Education Sector Strategic Plan (ESSP I) that was implemented during the period 1999-2005. ESSP I emphasised the central role of basic education in guiding the priorities and commitments of the Government of Mozambique. It gave substance and focus to the Ministry of Education's mission through three key objectives:

- The expansion of access to basic education;
- The improvement of the quality of education services;
- The strengthening of the institutions and the administrative framework for effective and sustainable delivery of education.

These objectives remain basically unchanged, though with a greater emphasis on improving the quality of education and retaining students in education until the 7th Class. In addition, the Strategic Plan for Education and Culture proposes that increasing attention will be paid to Technical & Vocational Education and Training (TVET), a form of secondary education of a professional nature, and to Higher Education.

During the implementation of ESSP I the education sector made considerable progress, particularly in increasing primary school enrolment. The experience gathered in implementing the ESSP I has provided a valuable foundation for the development of the Strategic Plan for Education and Culture (SPEC). While this happened, the context in which education services were planned, financed and delivered in Mozambique also evolved considerably. Accelerated economic growth and poverty reduction became an explicit priority of national development. The Government's Strategy for the Reduction of Absolute Poverty (PARPA) aims to ensure that every citizen – boys, girls, women and men – wherever they may be, have the opportunity to acquire the basic knowledge and skills necessary to improve their lives, communities and country.

The SPEC strategy is thus designed to respond to three key objectives of the Government's general social and economic development policy:

- Reducing absolute poverty;
- Ensuring justice and gender equity; and
- Fighting the spread of HIV/AIDS and mitigating its impact.

1.1   Achievements under ESSP I

Considerable progress was achieved during ESSP I in improving access to education, reflected in the increases in enrolment at all levels of primary and secondary education. Between 1999 and 2005 EP1 enrolments grew by 65% and in gross enrolment rate increased from 85% to 131%. The gains were strongest for girls, leading to a major narrowing of the gender gap in primary enrolment, especially in the early grades. The rapid growth in enrolment also reflects the admission of a large number of older students who had formerly lacked access to educational opportunities. From very much smaller bases, EP2 enrolments more than doubled

while secondary enrolments more than tripled, although still remaining as a very small peak in the educational pyramid. The growth was supported by progress in the rehabilitation of existing schools and the construction of new ones. The budgets were adjusted in order to increase the number of teachers. Government policies on school fees were reviewed and adjusted to lower the financial barriers to primary schooling for poor families, making this level of schooling free of charge.

This Enrolment Pyramid (figure 1) reflects both continuing low primary completion rates and the limited access to complete primary schools and even more, to secondary schools. On the positive side, the large base in relation to the narrow top also reflects the significant expansion in recent years of initial enrolment in EP1 during ESSP I. The impact of this growth has yet to work its way up to higher grades, but progress is expected under SPEC, when higher-grade levels in the enrolment pyramid should grow wider.

Figure 1: The Enrolment Pyramid: 2005, public, daytime courses
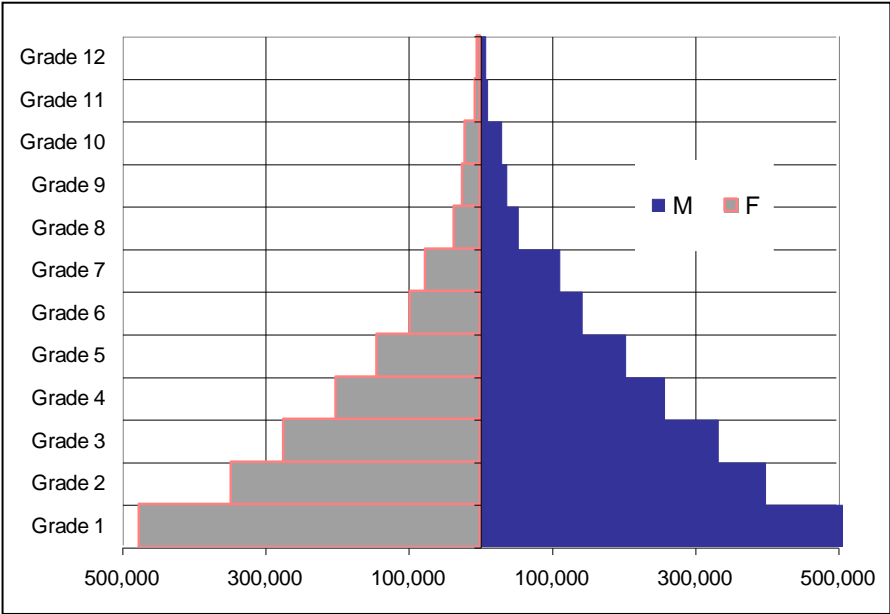
Progress in the enhancement of quality was more limited, and indeed, some indicators suggested that enrolment expansion was, in some instances, at the expense of quality. Examples of such indicators include the use of double or even triple shifts in urban areas, a decline in teacher/student ratios and increasing class sizes.

Nonetheless, during ESSP I many concrete initiatives were undertaken to address quality issues. Most notably, a new curriculum has been developed for primary schools that provides for the use of mother tongue instruction in the early grades, with later transition to the National Language, and the inclusion of local content particular to the needs of each region of the country. Training programs to help teachers implement the new curriculum have been launched, as part of a strengthened approach to the delivery of in-service teacher training. New initiatives include CRESCER, and the use of distance education for training of 10th grade teachers with no professional training. A training programme targeting school directors and their deputies has reached over 4400 school heads.

A program of Direct Support to Schools (DSS) has been established to provide direct grants to all primary schools for the purchase of supplies and learning materials to support enhanced learning and the implementation of the new curriculum. Schools are also supported by a system for the production and distribution of textbooks, Caixa Escolar. The aim in all cases is to

strengthen schools to improve learning.

Finally, the Government's broader strategy of public sector reform provided a way forward, addressing the three themes of decentralization, improved management and administrative structures, and the strengthening of capacity at all levels. Achievements included an increase in the capacity for policy and planning, better management of resources in education, better rationalization and distribution of resources, a beginning of transfer of decision-making from the central to provincial and district level, and linkage of policy making processes to implementation, regulation and quality control. Impacts at the provincial, district and local level were, however, quite limited.

At the same time, the relationship with cooperating partners became more structured and harmonized through agreements on procedures and consultative processes, including structured annual reviews of cooperative efforts. In particular, this led to the establishment of a common pool fund, FASE, in 2002, which is now supported by nine external partners. During SPEC, significant progress in shifting external support from project modalities to Ministry-led programs is expected, as the requisite capacity to assume managerial responsibility is developed at all levels of the education system, beginning in schools.

1.2 Vision

Mozambique's constitution states that education is a right, as well as a duty, for every citizen. As such, the education strategy is based on the National Education Policy (1995) as well as ESSP I in continuing to affirm education as a basic human right and a key instrument to improving living conditions and reducing poverty. SPEC reflects the government's commitment to Education for All and the Millennium Development Goals endorsed by the international community. It therefore explicitly aims to ensure completion of seven years of primary education by every Mozambican child to be achieved by 2015. The five years (2006 – 2010/11) covered by SPEC, will produce substantial progress towards this goal.

The Government's vision for SPEC puts quality and equity in basic education at the centre of its education policy. Improvement in access cannot happen without a substantial improvement in quality. Better quality – through curriculum reform, improved facilities, and better-qualified teachers - means a lower failure dropout or grade repetition rate, which in turn improves the efficiency of schools and lowers unit costs. Equally important is to ensure that opportunities to learn are equally accessible for all and that progress is made in closing the gap in education performance between rich and poor, urban and rural and boys and girls.

The Government's commitment to ensuring access and improving the quality of basic education will contribute to the key national objectives of reducing absolute poverty, promoting social and economic justice and gender equity, and fighting HIV/AIDS by preventing its spread and mitigating its impact. In turn, progress in these areas will contribute to the growth and sustainability of good quality basic education services in Mozambique.

However, the Government's vision for SPEC goes further, as it realizes that even a quality basic education will not suffice to support national development aspirations in a global economy that is increasingly knowledge-based and driven by technology. With the accelerating pace of economic development in Mozambique, human resource constraints are becoming increasingly apparent. The post-primary system is still very small and unable to respond effectively to the needs of an economy that wishes to be competitive in the global economy. This makes it imperative to prepare students for an increasingly complex and rapidly changing labour market.

For this reason, the Government's vision incorporates reform of Technical and Professional Education in order to provide graduates of these subsystems with the capacities and skills to become self-employed and integrate themselves into the labour market. SPEC also begins the expansion of Secondary Education in parallel with the revision of the Secondary Curriculum, including a vocational component that provides students with the skills needed for life and their integration into the labour market. SPEC also supports the implementation of the strategic plan for the development of Higher Education.

Finally, an integral part of the Government's vision for SPEC is the recognition that building and sustaining an education system that provides equitable access to high quality learning opportunities for all Mozambicans will require major changes in the organization and administration of education. The role of the central administration of the MEC must move toward a greater focus on planning and policy, while responsibility for the administration and delivery of educational services must increasingly be decentralized to individual schools, municipalities, districts and provinces with the centre playing a facilitating and monitoring role. In addition, Public Sector Reform processes, and the training to implement them, will be pivotal in building an education system that will secure a better future for every Mozambican.

1.3   Challenges to be addressed by SPEC

Despite the significant achievements attained by ESSP I, major challenges remain and much more progress is required if the Government's vision for education is to be achieved. In 2003, before the introduction of the new curriculum, the System invested approximately 18 years of primary school instruction for each grade seven graduate produced. Many graduates are unable to demonstrate mastery of the knowledge and skills specified in the curriculum. Quality and efficiency of primary schooling must be strengthened, with improvement in completion rates, a decrease in overage entry in grade 1, especially for girls, reduction of repetition and dropout, and a fall in unit cost per graduate as goals. Intensified implementation of the new primary curriculum, extensive upgrading and professional development of teachers, and stronger leadership at the school level will contribute to these objectives. Further progress in reducing gender inequities in access will also be necessary while disparities within and between regions of the country in the level of resources available for education must be remedied.

Quality education will require clearly streamlined channels of delivery to accelerate supply and maintenance of basic material, textbooks, equipment and furniture. The quality of teaching will need to be improved through strengthened programs of in-service training and continuing professional development of teachers. This Strategy therefore, addresses the need to develop support for teaching as a career, and the need for a career progress framework involving all aspects of the terms and conditions of teachers, and encourage greater retention of trained teachers in the system.

Progress in improving access and retention must continue. By the end of ESSP I, there were still 1 million children in the target age group (6 – 12 years of age), 22% of the cohort, who were not in school. In this context, accelerating progress in low cost construction of new classrooms, with community involvement is essential, as well as refurbishment of existing facilities. These issues are addressed in the Education for All Fast Track Initiative (EFA / FTI) and incorporated into SPEC.

The target of constructing 6000 classrooms per year (a five-fold increase over the ESSP I rate of progress), however, will require major acceleration of decentralization and the building of necessary capacities at local levels. Only a decentralised, community-managed construction

strategy could aim to reach this target. An important related target is to locate schools closer to communities, which involves smaller schools, multi-grade teaching where appropriate, and a reduction in the need for boarding facilities.

The human resource base of the economy remains too narrow, as is reflected in the strong labour market demand for educated and trained personnel. This makes the expansion of education opportunities beyond the basic level a national development imperative. Responding to this challenge must begin with a revision of the curricula of secondary education and TVE, and a review of the optimal way of delivering and financing these programs. Higher education reforms have already been initiated but will need to be reviewed and fine-tuned.

1.4 Sector Approach

MEC intends to consolidate its sector approach by implementing its policies. SPEC is its fundamental strategic instrument, with a five-year vision, which proposes targets, a medium term expenditure framework for attaining the proposed five-year objectives, and the basic implementation assumptions for the sector's policies and strategies.

The SPEC proposes particular activities for each of its components, but most importantly, aims to provide a coherent strategic framework for them, identifying the most urgent priorities for policy reform, within sustainable financial parameters. It also emphasizes the need to strengthen mechanisms and arrangements for implementation, including organizational and administrative reform, improved planning, stronger financial management with greater transparency and accountability, and the strengthening of institutional and individual capacities.

Finally, the sector strategy concept is also central to Mozambique's cooperation with its partners. These partners, together with the Government, are to a growing degree committed to following a sector-wide approach (SWAp), based on a medium term strategic instrument that for the period 2006 – 2010/11 will be SPEC. This commitment and co-operation will involve new forms of partnership, processes for managing external support (both funding and technical assistance) as well as monitoring and reporting. The initial progress in these matters achieved during ESSP I needs to be consolidated and developed during the implementation of SPEC.

ESSP I was organized by 3 thematic components (access, quality and institutional capacity) that did not correspond to implementation structures or plans. This made it difficult to implement beyond the centre and effectively address the following:

- Allocation of financial resources between the different levels of education and between regions of the country.
- Effective articulation between central planning and the provincial strategic plans (which consequently did not adequately reflect the objectives of the ESSP I);
- ESSP I's breakdown into annual plans and budgets.

The SPEC is designed as a framework for planning that will help the Government and its partners plan effective interventions, allocate resources and monitor and evaluate lessons of experience. It does not, however, provide the details of specific investments or a plan for their implementation. To facilitate the subsequent development of an investment program and implementation plan, SPEC is organised with components that correspond to the organizational responsibilities of MEC.

All the component programmes clearly reflect a unity of purpose and provide coherent support for the MEC vision of SPEC that can only be realized in an implementation strategy that is firmly and coherently focused on the main elements of the government's SPEC vision.

SPEC draws on a substantial body of planning documents that analyse challenges and provide operational priorities for each component of Mozambique's education system. While its vision and broad objectives are firmly established, the SPEC framework will be adjusted and improved during implementation. Within the overall context of public sector reform across the public sector, the Ministry of Education and Culture will address the need for enhanced planning, financial management, including improved transparency and accountability, more efficient disbursement mechanisms and the effective deployment of resources at all levels: schools, municipalities, districts, provinces and the centre.

SPEC recognises that there are other Ministries providing important education services, such as the Ministry of Women and Social Welfare, responsible for early childhood, the Ministry of Labour and several other Ministries, which manage important TVET programmes. MEC strives to co-operate closely with these Ministries to ensure a coherent and efficient package of education opportunities. SPEC however does not include these activities since they are under the purview of other ministries.

Nevertheless, early childhood development as an important EFA component, and a determinant of successful progress in primary education, is a particular concern of MEC. Current early childhood programs reach about 40,000 children, less than 1% of those under 6 years of age. Most programs consist of community nurseries that operate with support from NGOs and religious organisations. Despite the many other competing priorities, the Government has chosen to assume a facilitating role in this area, encouraging partnerships and local initiatives that with a minimum of investment can gradually ensure ECE expansion. With this perspective, MEC will work together with the Ministry of Women and Social Welfare to:

- Provide information and raise awareness about the special needs of children and the role that parents and the communities can play;
- Work in partnership with non-government providers to bring about improvements in the services provided.

2 The Policy Context

2.1 The Millennium Development Goals (MDGs)

In September 2000, the United Nations General Assembly unanimously adopted the *Millennium Declaration*. The Government of Mozambique's commitment to the goals of that declaration is reflected in its policies for economic and social development and recognises the important role of education in support of progress toward all Millennium Development Goals (MDGs). Some of the MDGs deal specifically with education:

- Elimination of gender inequality in primary and secondary education by the year 2005;
- Completion of a full course of primary schooling for all children, both boys and girls by 2015;
- Reduction of the present illiteracy rate by half by 2015.

Specific activities in SPEC, noted under Component 10, will contribute toward achieving the goal of gender equity in primary education at the end of the implementation phase. Success was not fully realized in 2005. In Mozambique, 'primary completion' is defined as successful completion of EP2 (grade 7).

2.2 Agenda 2025

The Agenda 2025 document has been widely endorsed by the government, civil society partners, political parties and the international community, setting out a broad based strategy regarding the future direction of the country and creating a common long-term vision for Mozambique's political, economic, social and cultural plans.

In terms of Education, Agenda 2025 identifies several significant challenges and proposes a range of action strategies for Government implementation to meet these challenges. The document describes the growth achieved in access to education since the end of the war in 1992, and identifies the challenges facing the sector: the inequitable distribution of the school network, system inefficiency, the low quality of education and poor learning conditions. Moral and civic education is also identified as one of the major challenges facing the sector.

The Agenda states that "education and training should emphasise capacity-building for the Mozambican citizen, providing, in particular, the practical and theoretical tools that adolescents and young people need to achieve success in life" based on four principles of knowing how to be, how to know, how to do and how to live together. Agenda 2025 recognises the need for greater investment in educating and training women, given the important role that mothers play in educating the new generation.

The Agenda also stresses the need to put greater emphasis on the training dimension of education, and on introducing vocational education and training. This will provide citizens with the tools to produce "wealth and resources for themselves, for their dependents and for the country, creating employment for themselves and for other Mozambicans…"

From the early years of primary school education, training should include civic, ethical, moral and patriotic education for a culture of Peace. Citizens should be instilled with standards of good behaviour, good manners, good appearance, civilised attitude, order, cleanliness and hygiene, decency, self-respect, respect for others and respect for society, so that all can be proud to be Mozambican.

For this purpose, the Agenda specifies the need for the country to develop an education based on family values, respect for African traditions and an understanding of their compatibility with universally recognised modern values.

2.3 The Action Plan for the Absolute Poverty Reduction (PARPA) and the Economic and Social Plan (PES)

The Action Plan for the Reduction of Absolute Poverty (PARPA) is the Government's Poverty Reduction Strategy Paper (PRSP). As such it provides the blueprint for economic and social development and reflects the commitments of both the Government and its external partners. It further identifies expansion of access and increased educational opportunity as the first of six priority areas of action, together with health, rural development, rural infrastructure, good governance, and careful macro economic and financial management. SPEC has been designed to support PARPA through consistent strategic interventions in the education system.

In the PARPA, the Government affirms that it is essential to increase access and improve the quality of basic education in order to create and sustain new opportunities for the poorest and for groups until now considered marginalized, such as women and citizens in rural areas and other less-favoured regions. To ensure continuous progress towards gender equity, curricula and teaching materials will be designed to ensure that teachers give girls equal treatment and opportunities. Primary education must also provide learning opportunities for those with disabilities, through implementing the policies already developed in the MEC strategy for inclusive education for all children. Equity and inclusion constitute the fundamental values of the SPEC vision.

Implementation of PARPA involves annual planning of its proposals, objectives and actions through the Economic and Social Plan (PES) and the State Budget. A key tool is the associated Performance Assessment Framework (PAF) in which the key sectors, including education, are regularly reviewed for progress toward PARPA's objectives. The PAF currently contains three specific objectives for education: increased access and retention; increased quality of education; and, reduced gender disparities. To achieve these objectives, the PAF calls for the development and approval of this SPEC, which prioritises low cost school construction and includes a strategy of teacher education taking into account the new curriculum, and the gender strategy for education. It sets specific targets for improved access and retention in primary school, summarised in Table 1 below:

Table 1: PAF Targets

Indicators	No.	PAF 2005 targets		
		2005	2006	2007
EP1 net enrollment rate - total	1a	79%	83%	86%
EP1 net enrollment rate -girls	1b	77%	81%	84%
EP1 completion rate - total	2a	48%	58%	66%
EP1 completion rate - girls	2b	41%	52%	62%

The Government has neither the resources nor the capacity to finance all the activities necessary to implement SPEC. Achieving the vision embodied in the SPEC will require

contributions by all citizens - parents, communities, workers, NGOs, religious organizations - and also the Government's international cooperating partners.

2.4   Medium Term Expenditure Scenario (METS)

Implementation of ESSP II is critically dependent on the mobilization of resources, both domestic and external. The financial requirements are based on the Medium Term Expenditure Scenario, which expresses the recurrent and capital expenditure to be undertaken on a rolling five-year basis. This expenditure scenario should lead to a financial plan which:
- Estimates the levels of expected funding on the basis of internal resources, which cover the state budget and other domestic funding sources;
- Identifies external financial assistance that is already available;
- Projects requirements for additional external grants, credits or loans.

SPEC assumes an allocation of domestically generated revenue reflecting annual growth based on the pattern of recent years. This includes assumptions that approximately 65% of total government spending will continue to be allocated to priority PARPA sectors, with education and health taking highest priority.

SPEC involves major expansion of education provision, together with substantial investments in the improvement of quality and the strengthening of capacity at all levels for better management, financial administration. As the costs to meet the goals will be substantial, the Government and its partners will need to make an effort to mobilize more domestic and external resources. In recent years, education has absorbed approximately 18% of total domestically generated revenue. The SPEC financing plan assumes that external support for education development will increase substantially, reaching more than double its current level. At present, annual external assistance (2005) is approximately 70 million dollars.

At the same time, the Government is committed to implementing policy reforms that will enhance the efficiency of resource utilization and ensure that the SPEC strategy will be financially feasible and sustainable, ensuring that education contributes effectively to national development. The proposed reforms of pre-service education, classroom construction, secondary education and TVE are critical in this regard. Furthermore SPEC emphasises increased partnership and engagement of private funding sources to support the provision of education.

2.5   Government Program 2005-2009

The Government Program is an implementation tool for the various policies that have already been endorsed. The Government Program recognizes education as a means of creating and expanding human capacity and as a fundamental instrument for sustaining social, political, economic, organizational, scientific and technological innovation. As such, education is essential for addressing current constraints, which cause high levels of poverty. By increasing human capacity, citizens become more employable.

The Program approaches education in a systematic way, addressing primary education and adult literacy as well as secondary, medium and higher education. The Program gives special attention to vocational and technical education and teacher training for all levels. It also focuses on access to education and seeks to promote reforms to enhance the quality and efficiency of education. The Program sets clear targets for the Education sector to be implemented through the Strategic Plan for Education and Culture.

2.6   Education for All / Fast-Track Initiative (EFA / FTI)

In April 2000 the Government of Mozambique, together with more than 1,100 participants from 164 countries gathered in Dakar, Senegal, for the World Education Forum. The participants reaffirmed the 1990 World Declaration on Education for All and adopted the Dakar Framework for Action: Education for All, Meeting Our Collective Commitments. The framework includes the commitment to provide improved basic education of acceptable quality to all children by the year 2015.

In Dakar, the international community also committed itself to the principle that no country with an acceptable plan for achieving universal primary completion should be prevented from reaching this goal through lack of resources. In 2002, the World Bank, with the support of other multilateral and bilateral agencies launched the Accelerated Initiative on Education for All (also known as the Fast-Track Initiative) This initiative is intended to mobilize additional resources in support of the EFA objectives for countries that have credible plans for basic education but suffer from significant funding gaps.

In 2003, the Ministry of Education completed its implementation plan for the fast-track initiative in support of basic education in Mozambique. Consistent with the MDGs, the FTI is focused on the twin goals of gender equity in education and of universal primary completion. It provides a plan for increasing primary enrolments, with an initial focus, during the years of SPEC, on EP1. The priority activities are accelerated classroom and school construction, implementing the new curriculum to improve efficiency and quality, increasing the supply of competent and motivated teachers, and implementing the strategies for gender equity and for combating HIV/AIDS.

The EFA / FTI plan includes a financial analysis of the costs of universal completion of Primary Education by 2015. It projects that, to meet the MDG goals, the percentage of the budget currently allocated for primary education will need to increase as well, by mobilizing additional external financing.

2.7   Goals and Objectives for SPEC in the area of Education

The policy context described in the preceding sections determines, to a large extent, the over all goals and objectives for the education system of Mozambique during the next five year period (2006 – 20010/11). SPEC is a strategic plan that will be used as a reference point by all partners and stakeholders in the system to achieve these goals and objectives.

The highest priority for SPEC is primary education. Specifically, the goal is to ensure that in 2010 the net enrolment rate in primary education should rise to 97% (81% in 2005) and that completion rates should rise to 69% (33% in 2005). The current gap for girls should narrow substantially. SPEC, reflecting the PARPA and incorporating the FTI initiative as a central part of its primary education component, is thus intended to make a huge stride by 2015 in the direction of universal primary completion. By 2015, EP1 and EP2 should be an integrated program of 7 years basic education that provides all children with the capacity to participate responsibly in society and with the opportunity for further learning.

The closely related themes of quality, increased access, strengthened management capacity and widespread equity of opportunity to learn will continue to drive the primary education strategy, and indeed, the whole of SPEC. Increased access will only be significant if the quality of teaching and learning is enhanced. Improved quality is thus a priority goal that will be reflected in reduced repetition and dropout, and hence will lower the total number of instruction years

necessary to produce one complete primary school graduate. The savings so generated will be an essential contribution to meeting the costs of an expanded primary system.

These goals will only be achievable, however, if responsibility is transferred from the centre to provinces, districts, municipalities and local communities. Under ESSP I this transfer process encountered significant obstacles due to various reasons that included inappropriate management mechanisms, particularly for coordinated planning and implementation; inadequate financial procedures causing major delays in disbursement; and gaps in control, monitoring and accountability. Addressing these issues within the context of government-wide public sector reform and a strong focus on strengthening institutional and human capacity is a major objective of SPEC.

Although primary education is the highest priority for the Government, it cannot be viewed in isolation from other parts of the system. SPEC is a single, unified strategy for the education system. The actions and initiatives it proposes reflect the inter-dependence of different strands and levels of education, and the real potential for sharing benefits so that the entire system will be stronger in 2010/11. Stronger primary education will drive increased demand for technical and secondary school places. At the same time, sustaining economic growth will require a rapid expansion in the supply of human resources with higher levels of education. In combination with the need to increase the supply of qualified primary teachers, this makes it imperative to expand and improve quality, curricular relevance and the efficiency of technical and secondary education.

Reaching the quality improvement objectives will require strengthening teacher training to increase the supply and quality of teachers for all levels and types of education. The multiple channels for teacher training delivery, both pre-service and in-service, will need to be streamlined, better co-ordinated and focused on quality and efficiency. SPEC envisages a reformed framework for teacher training, teacher deployment and retention, combined with clear opportunities of further professional development and career progress. Issues of teacher motivation and satisfaction, terms and conditions under which teachers and administrators serve will need to be addressed in combination with a prudent management of the wage bill as the system expands.

The SPEC and PARPA aim to respond to the educational needs of all citizens, not just those of school age. This reflects the Education for All commitments that include early childhood education and the expansion of adult learning and literacy opportunities throughout the country. Primary education is improved when early childhood programs support healthy development of pre-school children. Literate parents - particularly mothers – prepare children better for success in school, and are better prepared to support their learning in partnership with schools. Effective programmes for early child development, and enhanced programs of adult and non-formal education are important for the success of SPEC.

Educational opportunity and the delivery of services are not distributed uniformly among the regions of Mozambique. Reducing regional disparities, as well as disparities between rich and poor, boys and girls, and urban and rural populations, is a major objective. SPEC investments, in particular in primary education, will be targeted to being to redress these disparities. SPEC also includes specific goals and actions addressing gender issues in a cross cutting component. It reflects the inter-connections between gender issues in different parts and levels of the system with the objective of improved gender indicators by 2010/11, for students, teachers and administrators.

Continued economic growth is both a pre-requisite and a result of progress in education. The growth in revenue necessary to finance SPEC will result from the anticipated economic development and the reduction in poverty envisaged under PARPA, to which the education sector will contribute. Progress toward the goal of universal primary completion is central in this regard. But Mozambique recognises – as to all the other countries in the region – that primary education is no longer sufficient for participation in a global economy that is driven by access to knowledge and technology. The longer-term aim must be to provide all Mozambicans with a basic education of 9 or 10 years, which prepares for further learning, successful entry into the labour market and adult life. SPEC will set the stage for progress towards this goal through:

- Expanded access to and implementation of a reformed curriculum in secondary schools that goes beyond the traditional academic focus leading to university entrance. It will meet a broader spectrum of needs such as direct entry into the labour market from secondary school, life skills, and preparation for further vocational or technical education.
- Stronger Technical Vocational Education and Training (TVET) programs at the secondary level that lead directly to employment opportunities for youth, with the active participation of the private sector and employers.
- Recognition of the importance of computer skills (as a component of Information and Communications Technology) in the labour market. Efforts will be intensified to provide opportunities for secondary students to develop computer skills.
- Sustained progress in the implementation of ongoing reforms in higher education

Distance education holds great promise for efficient and cost-effective delivery of certain types of programs and its application will be further encouraged. The Strategy will support its use particularly for in-service teacher education and professional development, to contribute to the expansion of secondary education and for adult education programs.

HIV/AIDS looms as a major challenge and potential threat to progress and it affects all parts of the system and has the potential to negate all the gains that might otherwise be made. While this is the case, education has been identified as a key part of the battle against the pandemic. SPEC contains a specific cross cutting component that addresses this issue in all parts of the strategy. The approach reflects a minimax philosophy: to minimize the negative impacts of HIV/AIDS on education, while at the same time to maximize the impact that education can have in halting the spread of the virus.

Achieving the goals and objectives of SPEC will be a major challenge. It will require the active involvement and commitment of all parts of Mozambican society. The role of the Centre must shift away from service delivery toward stronger planning, facilitation and support for an enabling environment that encourages and empowers increased assumption of management responsibility at all other levels of the system: schools and communities, municipalities, districts and provinces.

Communities must become active supporters, engaged with their local schools, thus, accelerating school construction. Foundations, NGOs, religious groups will all need to play an important part. A key objective of SPEC is therefore to achieve strengthened partnerships in education with all parts of society. Government should encourage private investment, especially in secondary education as well technical and professional training.

Finally, it is recognized that, for the foreseeable future, quality and expansion of education will remain largely dependent on external support, both financial and technical assistance for a

significant portion of the resources needed to achieve its planned progress in education within the overall agreed framework of the PARPA and the EFA declaration. During SPEC it is planned that enhanced institutional relations will match the improvements in education, particularly in stronger implementation mechanisms, with external cooperating partners.

3   Components of the strategic plan

3.1   Introduction

This chapter is divided into 13 strategic components that contain the substance and detail of the SPEC. Additional background information can be found in the extensive body of planning documents that have been developed during recent years and in the documentation of specific programs and of projects supported by cop-operating partners. While SPEC has been developed based on this information, it reflects the choices that have been made to ensure coherence, unity of purpose and priority, feasibility and financial sustainability.

Each component is presented in a separate section of this chapter. The section begins with a discussion of the current situation and the achievements and progress realized during ESSP I. Following a bullet point summary of the baseline situation that will serve for future reference, the major elements of the component strategy are presented. Each section ends with a framework for action presented in table format objectives, outputs, performance targets (2010/2011) and the policy reforms that are expected to accompany the investments to ensure they are effective and sustainable.

3.2   Primary Education

3.2.1   Current Situation

Primary education is central to the Government's strategy of addressing poverty and promoting Education for All. Because of the obvious link between the education of women, poverty alleviation and the better educational progress of children whose mothers have gone to school, a particularly important area of focus is the effort to ensure that girls and women have access to good quality education, and that threats to achieving these goals – of which HIV/AIDS is probably the biggest – are addressed and mitigated.

Mozambique has made substantial progress in improving access to primary education. Between 1999 and 2005, EP1 and EP2 enrolment rose from 2.3 million to 4 million, and over the same period the number of schools grew dramatically from 6500 to 9500. The Gross Admission Rate in grade 1 increased from 104% to 160% in the same period. At the EP2 level enrolment has also risen substantially. Transition from EP1 to EP2 remains a major problem. Many schools do not offer the complete 7 year education cycle, so continuation in EP2 often requires students to travel further from home or to go into boarding (a particular barrier for girls).

Completion rates at EP1 have improved from 26% in 1999 to 57% in 2005, mainly as a result of the efforts to ensure that all primary schools offer the first five years of primary education and the efforts to recruit new teachers. Indicators of internal efficiency and quality of education are however less impressive. Since 1999, factors such as the quality of teachers, drop-out rates, transition and completion rates, the number of school shifts and the proportion of students per teacher have either only marginally improved, remained unchanged or even worsened. Currently, about 660,000 school-age children (6 to 12 years of age) still do not go to school.

The aggregate data for enrolments and completion presented above hide two fundamental issues of equity. These are the discrepancies between boys and girls, and secondly, the substantial regional disparities, both of which are closely correlated with poverty (see the 1997 Demographic and Health Survey for Mozambique for details). In 2005, girls represented 46.4% of EP1 pupils. Indeed, the gender disparity was virtually eliminated in admissions to grade 1 (where 48% of enrolments were girls in 2004). The gender disparity was virtually eliminated in

admissions to grade 1 (in 2005, 48% of enrolments were girls). However, girls still drop out much more than boys at this level (in 2005, only 43% of the total number of students completing EP1 were girls).

Significant geographical inequalities also exist both between and within provinces, and between districts. Key education indicators such as enrolments, completion, dropouts and level of qualification of teachers are substantially lower in the north and centre of the country than in the south. Thus while the gender gap of boys to girls was 0.7% in Gaza province in 2005, it was 10% higher in the central provinces of Sofala, Nampula and Zambezia. In 2003, almost half the districts had completion rates of less than 20% for girls in EP1.

A variety of factors have been identified as contributing to the problems mentioned above (PSIA report, 2003). Thus on the demand side the higher dropout by girls in these regions is related to the long distances they have to walk to get to school, incomplete schools, poor infrastructure, direct and indirect cost barriers (including hidden costs such as payments to teachers and opportunity costs of going to school), quality issues (language of instruction), and the limited number of female teachers who could constitute role models. On the supply side, important challenges for SPEC include the relative increase in unqualified teachers, the high teacher student ratio, teacher absenteeism (aggravated now by HIV/AIDS but also by low teacher morale in general) and poor conditions in schools.

The incidence of poverty is clearly the most important factor explaining these disparities. But it is often exacerbated by social, cultural and community issues such as parents' education, initiation rituals, early marriages, but also the problem of hunger in certain areas and the onset of HIV/AIDS which places additional strains on families, often impacts most negatively on girls and further exacerbates the cycle of poverty.

Teacher motivation and quality are essential to good learning processes. Instruction tends to focus on the teacher rather than the learner, and thus gives pupils limited opportunity to apply and reflect on concepts. A recent evaluation of Mathematics, Portuguese and Social Science teaching in various provinces confirmed these findings. Pupils had difficulty in demonstrating higher levels of comprehension and cognitive skills. Many teachers do not to know their subjects and lack the necessary skills for ensuring effective learning. In-service teacher upgrading programmes have been launched, but their coverage is limited and conditions in schools hamper the application of new teaching strategies (classes with over 80 pupils are common in some areas).

These factors are exacerbated by the demands that the curriculum places on learners and teachers and by a relatively weak monitoring and evaluation of school performance. There is no integral evaluation of the pupil, and the monitoring and feed back system at the school level is ad hoc. The current EP1 curriculum must be taught in 760 to 950 hours a year, but in practice the number of hours of instruction is often much lower, because most schools function with two or three shifts, and there is a high level of teacher absenteeism. All of these factors contribute to the fact that school leavers (at EP1 and EP2 level) are often ill prepared to face the challenges of daily life.

Classroom availability has not kept pace with the expansion of enrolments. Between 1999 and 2005, the percentage of pupils studying in precarious classrooms or without a classroom remained stable at 56%. In 2005, 7% of EP1 students had lessons in the third shift. However, efforts to speed up the pace of school construction have intensified considerably, through a combination of interventions that include the school construction program, mobilising the community to contribute local resources and support from cooperation partners. However in

practice, classroom construction is still very expensive, and often poorly monitored with resulting quality constraints In addition construction is not always gender sensitive (with regard to services such as water and sanitation facilities).

3.2.2 Achievements during ESSP I

ESSP I has provided a framework for taking a first substantial step towards universal primary education. Its major achievement has been an impressive expansion in the education system. Other related areas that will need to be strengthened have also received some attention. In summary some of the major achievements during ESSP I included:

- Substantial increase in enrolments, particularly at EP1 level.
- Introduction of a new curriculum for primary education in 2004 including the respective textbooks and teachers' manuals that are expected to improve learning and reduce repetition and drop-out rates.
- Abolition of school fees starting in 2005, which should reduce some of the cost barriers to access and completion.
- Improved enrolments of girls at EP1 level, although regional differences remain.
- Gradual introduction of a school meals program in 2002, contributing to improved access and retention for orphans, other vulnerable children and girls.
- Concerted efforts to start integrating the large variety of teacher in-service programs that currently exist.
- Decentralization of funds to schools through the Direct Support for Schools program with the involvement of School Management Committees since 2003.
- Introduction of school health activities, namely the pilot school de-worming program.
- Training of teachers and managers to address HIV/AIDS, including the distribution of training, education and communication materials.
- Preparation of a manual to support the work of the School Management Committees;
- Start of work to revise the current ZIP regulations, and the revitalization of the ZIPs to provide more effective support to continuous teacher training through the CRESCER program.
- Development and start of implementation of the Fast Track Initiative as a key step in achieving universal primary education.

BASELINE SUMMARY
- 3.4 million students in EP1 in 2005 (46.4% girls)
- 470,000 students in EP2 in 2005 (41% girls)
- Higher drop-out rates for girls
- 660,000 children in the 6-12 age group not in school in 2005, for a net enrolment rate of 82% in primary education
- Low completion rates (33% in 2005)
- Major disparities in access to primary schooling between and within provinces.
- A significant number of students in the third shift (7% in 2005)
- Many rural communities lack complete schools (to grade 7) and more than 1500 schools still do not offer the complete EP1 level.

3.2.3 Strategy

The analysis above suggests that the expanded education system faces important challenges of efficiency, equity and quality. Significant gains in system performance can be realized by reducing repetition and dropout rates, addressing gender and regional inequalities, improving student learning achievement in general and addressing management and supervision concerns.

SPEC will seek to address all these concerns in a holistic manner, placing emphasis on quality as a pre-requisite part of providing access to all to a quality education. In line with this, the following key areas will be at the centre of the 2006-2010/11 strategy for primary education:

- Expanding the network of schools in an equitable manner (addressing regional disparities and ensuring that schools offer safe environments and are gender sensitive).
    - Ensuring that all primary schools offer a full EP1 cycle (from grade 1 to 5) and increase the number of multi-grade classrooms as a strategy of providing complete schools in small communities and gradually implement 7-grade vocational training;
    - Reduce late entry in grade 1, especially of girls;
    - Investment in school infrastructure targeted as a matter of priority to eliminate triple shifting, to reduce overcrowding in schools with the highest student classroom ratios (>80) and provide facilities in the districts with the lowest gross enrolment rate (<80%), with financial, human and material resources;
    - Ensuring the implementation of actions to support orphans and vulnerable children.
- Improving the quality of instruction, student learning achievement and retention.
    - Increasing the number of teachers in response to planned sector expansion, to reduce the current student/teacher ratios;
    - Improving and streamlining teacher pre-, in-service and continuous training;
    - Consolidating the implementation of the new primary education curriculum with adequate support of textbooks and instructional materials, with a special focus on bilingual education and multi-grade instruction;
    - Assessing the new primary education curriculum with a view to improving the curriculum and its implementation;
    - Establishing a monitoring and assessment system for the implementation of the new curriculum and teacher training;
    - Establishing a monitoring system for textbook availability and quality;
    - Altering the school calendar to increase the number of teaching hours and accommodate school production activities;
    - Implementing a school nutrition and health program;
    - Create and consolidate mechanisms to combat alcoholism, corruption and sexual abuse in schools, through improved supervision and monitoring, adequate training of managers and teachers, and (whenever necessary) the enforcement and improvement of existing legislation.
    - Raise the capacity of School Management Committee members and local authorities in issues related to school functioning and management, the safety of girls, the quality of education, success in the teaching and learning process and the retention of children in the schools until 7 grades of primary education have been completed.
- Strengthening planning and decision making at the decentralized level, so that provinces, districts and schools can play a proactive role in addressing issues of quality and access.
    - Strengthening the direct school support program to stimulate innovatory approaches to improve the quality of education;
    - Strengthening school, district and provincial level administration by training personnel and allocating additional resources, supporting a transfer of operational and financial management decisions;
    - Refocusing MEC management responsibility to a planning, facilitating and monitoring role in the implementation of SPEC.

3.2.4   Primary Education: Framework for Action and Policy Reform

Objectives	Results	Performance Indicators/Targets (2010/11)	Policy and Reform assumptions
Expand Access to Learning Opportunities	On-track for EFA/MDG goals	NER EP 95%	Community-managed construction, costing on average not higher than 12,000USD per classroom. Involvement of the school community and teachers.
	Construction of 4100 classrooms/year with 2 teacher houses per school in rural areas	Student/classroom ratio reduced from 90:1 to 78:1	
	Reduce late entry of girls	73% of 6-year-old girls admitted to grade 1	
	Provide complete EP cycle in all schools	90% of schools with complete cycle	
Improving quality of instruction and student learning achievement	Schools emphasize student learning	Repetition reduced in EP1 by 5% and by 10% in EP2. Performance of students in Portuguese and Mathematics on standardized test improved by 10%.	Implementation of New Primary Education Curriculum. Increasing teaching time for EP1 (eliminate 3 shifts)
	Restructuring and streamlining teacher pre- and in-service training	No teachers recruited without pre-service training. All teachers with access to in-service training opportunities. ZIPs strengthened.	New EP teachers trained in new 10+1 programs. CRESCER implemented nationwide.
	Ensuring an adequate supply of textbooks and instructional material	Textbook available to students in 1:1 ratio for each subject	Teachers and school directors trained, books distributed
	New primary curriculum implemented with special emphasis on bilingual instruction and multi-grade teaching	Teachers apply new curriculum. Textbooks and other instructional materials for bilingual instruction and multi-grade available	Instructional material for bilingual instruction and multi-grade produced and distributed where necessary

	Direct support to schools for consumable materials, facility maintenance and for school nutrition, health and sport programmes	All students have adequate supplies and access to health programmes, SMC ensure school maintenance, school production programs implemented	DSS increases to about 5USD per student per year by 2011.
	Addressing problems of corruption and sexual abuse in schools	Policy disseminated and enforced; teachers and administrators trained	Training and capacity-building for head teacher, teachers and School Management Committee
Strengthening decentralised planning and decision making	Revising management mandate of head teacher, school management, committees and district directorates	School regulations revised; schools have school development plan	Program expanded nationwide (component 12)

3.3   Non-Formal & Adult Education

3.3.1 Current Situation

At independence (1975) Mozambique had an illiteracy rate of over 93%, with even higher indices for women, posing a tremendous challenge to the development of the country. Government resources were mobilized, including communities and companies, to create conditions for learning, both through formal primary schools and through formal and non-formal adult education and literacy activities. Primary education and adult/non-formal education opportunities grew dramatically in these first years resulting in a decrease in illiteracy to 72% in 1980.

However, the onset of the war of destabilisation and the economic crisis in the 1980s and 1990s resulted in a drastic fall of enrolments in non-formal and adult education, which combined with the high costs of expanding access and improving the quality of education, and a generally unfavourable policy environment, virtually ceased activities in this area. The only exception was the activity of some non-government actors, such as NGOs, community groups, religious organizations, and individuals. Over the years, these organizations have developed small scale, but in many cases highly innovative programmes (including the use of local languages), for women, young people and adults around the country. Unfortunately many of these initiatives were until recently poorly coordinated and documented and have therefore not yet been fully used to feed into concrete strategies and activities on a larger scale. MEC recognizes that the problems in adult and non-formal education are closely related to those that affect primary education. Poor access to education means that for large groups of people schooling is not even an option. In addition, poor quality of education, lack of relevance, high costs, cultural issues and the impact of HIV/AIDS are all contributing to high rates of dropout and repetition.

Adult and non-formal education, play a key role, together with primary education, in ensuring that the goals of Education for All are met. The overall objective of adult and non-formal education is thus in partnership with civil society, to increase access to basic education, with

particular emphasis to young people and women. In addition to the reduction of illiteracy, AE/NFE programs can also contribute to community development, respect for cultural values, developing a culture of peace, tolerance and democracy, preventing and mitigating the impact of HIV/AIDS and STDs, and reducing the indices of absolute poverty.

3.3.2   Achievements during ESSP I

The ESSP I set the stage for a clear commitment to ensuring basic education for all, in which adult and non-formal education is a key element. In this context, the Ministry of Education took a facilitating rather than implementing role. It focused on providing a normative framework for adult literacy and non-formal education activities, developing and supplying curricula and literacy materials in both Portuguese and local languages, training the trainers for literacy supervision, and emphasizing quality assurance. Other main achievements during the ESSP I period include:

- Drafting and disseminating a specific component strategy for Adult and Non-Formal Education based on an extensive process of research and consultation with various stakeholders and partners;
- Establishment and staffing of a National Directorate for Adult and Non-Formal Education within the Ministry of Education, with representation at provincial and district level;
- Substantial expansion of adult literacy classes, from 320 units existing in 1999 to 5000 in 2005, contributing to a reduction of the adult illiteracy rate from 60.5% to 53.6% over the same period;
- Enhanced involvement of external partners and non-government organizations in various adult and non-formal education programs;
- Progress in addressing issues related to HIV/AIDS in adult and non-formal education, although much more remains to be done.

BASELINE SUMMARY
- Weak sensitisation and mobilisation on communities and potential beneficiaries.
- Insufficient partnership and coordination with Civil Society.
- Weak relevance of the AE / NFE programme.
- Weak retention AE / NFE programme, mainly concerning women and girls.
- Insufficient Human resources, in terms of quantity and quality.
- Inadequate data gathering and statistical analysis systems.
- Deficient supervision, monitoring and evaluation systems.

3.3.3   Strategy

The quality and relevance of programs have often been far from ideal. Yet with improved quality and efficiency of programs and an enhanced institutional capacity it should be possible to reduce the rate of illiteracy to 40% by 2010/11. AE/NFE is an important complement to primary education, though it is also clear that Government is not in a position to dramatically increase the level of funding. The MEC will, in the course of the SPEC, seek to address the challenge of providing access to Adult and Non-Formal Education by focusing on:

- Continuing to improve coordination and enhancing the quality and quantity of interventions in the area of non-formal education.
- Developing curricula and materials for all areas of Adult and Non-Formal Education and finding sustainable means of making these available to various partners.
- Identifying and supporting additional partners, including those in the private sector;

- Utilizing channels such as radio and television to support Adult and Non-Formal Education programs.
- Developing adequate mechanisms and means to monitor the various activities that fall under adult and non-formal education.

3.3.4 AEA/NFE: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Increase enrolments in literacy and post-literacy programs	Increased participation rates especially of women and girls. 300,000 new enrolments per year	Illiteracy rate reduced to 40%; 70% of new enrolments are women	Partnerships with civil society, religious organisations and private sector operators
	Sensitization and mobilization on communities and potential beneficiaries	Meetings with community leaders and training of women activists	
	Partnership with other state institutions and civil society established.	National Forum for AE/NFE meets regularly. Manual of procedures for partnerships	
Improve quality and relevance of programs	New literacy and post-literacy curricula implemented	Number of providers adopting new curriculum materials	
	Materials for literacy and post-literacy programs in Portuguese and national languages		
	AE/NFE staff trained in new curriculum.	Number of staff trained	
	Literacy programs supported by radio broadcasts	Pilot in 3 provinces implemented and evaluated	
Strengthen capacity of INEA, CFQAEA and provincial level	INEA and CFQEAEs in districts have adequate facilities and equipment		Collaboration with UNESCO and other partners
	Reliable statistics on AE/NFE		

	Capacity for monitoring and evaluation strengthened		

3.4 Secondary Education

3.4.1 Current Situation

Primary enrolments represent over 90% of all students in Mozambique. This reflects the priority assigned to primary schooling and the recent acceleration from a low base of education development in Mozambique. Nevertheless, during ESSP I, secondary education also expanded rapidly, in part the result of the growth of private schools, especially in urban areas.

Expanded access and improved quality in secondary education will continue to be a major area of focus in SPEC, for three reasons. First, improved retention and completion rates in primary schooling are already increasing public demand for secondary education, and this pressure for increased access is bound to grow. Second, economic growth depends on secondary schools producing qualified graduates for public and private companies in Mozambique. It is from this level that most of the teachers and administrators in the education system are recruited. Third, secondary schools also produce candidates for higher education. The challenge is therefore to find a balanced path to growth in the secondary system that meets these objectives and does so within a context of limited increases in the share of education in the national budget and significant demands for expansion and improvement in other parts of the system.

The current curriculum is highly encyclopaedic (10 subjects in ESG1 and 6 or 7 in each ESG2 option), highly academic and, in being geared towards preparing students for continuing their studies in ES2 and the universities, irresponsive to the needs of the labour market and the Mozambican society at large. As a result, secondary graduates are not equipped with the skills and knowledge that provide a sound base for labour market entry, for primary teaching or for proceeding to other specialized courses in vocational and technical education. It is a frequent complaint of private companies that these graduates require extensive on-the-job-training to become minimally effective in their work. Such quality concerns are exacerbated by the fact that much of the infrastructure is in very bad condition and that there is little basic equipment - libraries and laboratories are frequently in such a poor state that they cannot be used. In this context it is hardly surprising that internal efficiency at this level is low. Repetition rates in ESG1 and ESG2 are 28% and 25%, respectively. This increases costs substantially and also hinders the expansion of secondary education enrolments. In addition, there is a huge gap between the official entry age and the actual entry age in ESG1 and in ESG2, with clear implications for the content and quality of teaching.

Curriculum reform is particularly urgent at ES1 level. ES1 is part of basic education, defined by NEPAD as a nine year cycle of primary and lower secondary education – implying a rapidly increasing coverage and broader skill development objectives. It should provide graduates with the knowledge, skills and attitudes to successfully compete in the labour market, pursue further learning in formal schools and non-formal settings and participate in adult life. ES1 Will need to prepared students fro entry in a labour market where the nature of the skills demanded is changing rapidly and where master of basic skills in core disciplines – Portuguese, English, Mathematics, Science and ICT – reinforce the generic skills (ability to learn, problem solving, communication) that employers increasingly value and that determine prospects for successful self-employment.

In 2005, the first grade 7 students graduated from the new primary curriculum, introduced in 2004.

To ensure the continuity of this curricular reform process, an Intermediate Program was introduced at secondary level in 2006 (grade 8) that is due to be completed in the 2008 academic year.

ES2 needs to be conceived as part of a post-primary capacity-development system, where a series of training institutions supply ES1 graduates with opportunities to continue their academic studies and vocational training.

During ESSP I, the size of the secondary school network more than doubled, and currently there are approximately 230,000 students enrolled in secondary schools. Much of this expansion is taking place in districts, which formerly had no secondary school facilities. Nevertheless, gross enrolment rates are still extremely low, at 24.5% and 6.1% for ESG1 and ESG2, respectively in 2005. Severe regional and gender disparities in access to education continue to exist. For example in Nampula only 12.2% of the school age population (13 to 15 years of age) is enrolled in ESG1, against 95.3% for Maputo, and in the same two provinces, only 32.8% of secondary students in Nampula are girls, against 53.4% for Maputo City.

Many problems are common to both secondary education and primary education. First, the number of untrained teachers in secondary schools is significant and has risen substantially. In 2005, 78%% of all ES1 teachers had no qualifications to teach at these levels. Training programs for secondary education are excessively long, giving graduates ample opportunities for finding employment outside the education sector. This forces MEC to hire untrained teachers to keep up with the expansion of the secondary system. Secondly, secondary school teacher training is expensive and in many cases poorly related to the practical realities of secondary education classrooms.

In 2005, less than 20% of secondary school teachers were women, and the proportion is increasing very slowly. Safety of female students is a major issue, especially in those cases where boarding facilities are used (which are often the only way of providing access to students who live further away). The absence of female teachers means that female students are in a predominantly male environment that exacerbates this threat. Girls are also more vulnerable to being asked to exchange sexual favours for good grades. These factors may contribute to the significantly higher enrolments of girls in private education than in public schools (54.7% against 41.3% in ESG1 in 2005).

Secondary education as currently organised is expensive for the government and for the parents. It often involves boarding costs, and high costs for books and other transactions (including informal 'fees' or other forms of payment to school officials and teachers to guarantee a place). Moreover there are large salary differentials between teachers in primary and secondary education. The average salary in ESG1 is five times higher than that in EP1, and ESG2 salaries are six times higher. Moreover, it will be difficult to sustain these salary levels as enrolments rise in secondary schools. The present salary levels effectively impose severe constraints on the ability of the government to finance a rapidly expanding public secondary education system. In spite of these relatively higher salaries some secondary teachers leave teaching for better-paid jobs. As in primary education, the morale and motivation of secondary school teachers are low. Many factors contribute to this, doubtless including higher private sector salaries in a rapidly expanding economy with significant high-level manpower shortages, but also poor working conditions in schools and limited opportunities for professional development. An additional concern is that teacher attrition is expected to increase dramatically due to the impact of HIV/AIDS. As in primary education and teacher training, specific data for secondary education are lacking, but it is clear that much remains to be done to plan for the impact of HIV/AIDS on teachers and students

and to mitigate its consequences. An area of concern here is that boarding facilities do not offer security or adequate health conditions, exacerbating the risk of HIV/AIDS.

3.4.2   Achievements during ESSP I

The relative importance of secondary education in support of the achievement of the goals of providing universal primary education and addressing poverty concerns in the country is reflected in the achievements during ESSP I. These include:

- Drafting and dissemination of a component strategy for secondary education that was based on consultation with various stakeholders in the sector and reflects considerable priority for gender and HIV/AIDS issues.
- Rising enrolment at secondary level, 3.3 times the number at the beginning of ESSP I.
- Expanding the secondary school network, over half of which is located in districts where there were no secondary school facilities before.
- Initiating (2003) a comprehensive process of curriculum reform that aims to address issues of quality and relevance and ensuring that the secondary curriculum is adequately linked to the newly revised primary school curriculum as well as meeting a broader range of student needs.

Baseline Summary

- Total 2005 enrolment (public and private, day and night classes) of 286,000, of which 16% were in private and community schools.
- 42 of ESG1 students and 39% of ESG2 students were girls in 2005.
- Entry age is 3 years older than standard, due to high repetition rates in EP1 and EP2.
- ESG1 repetition rate was 28% in 2005; dropout rate was 13.1% for girls and 11.1% for boys at the same year and level of instruction.
- Major disparities in access to secondary schooling between and within provinces.
- Many schools cover large catchment areas with residential students in hostels.
- Many rural communities lack easy access to secondary schools.
- The curriculum is oriented solely to pre-university academic preparation, so does not meet the broader needs of graduates entering the labour force in the private sector, or entering primary school teaching.
- Many newly recruited teachers lack pedagogical training.
- Only 20% of teachers are female.
- Demand for access to ESG1 is rapidly increasing, causing losses of teachers and classrooms in primary education;
- Teacher salary levels are unsustainable in a larger system.

3.4.3   Strategy

ESSP I has laid the foundation for continued work on improving quality and equitable access to secondary education, in recognition of the important support function that this component has to attaining the Education For All goals. Building on this experience, the following major challenges have been identified for SPEC:

- Rapid expansion of enrolments especially in ES1
  - o Improving access to secondary education for children from less favoured groups, including girls and students in rural areas, and ensuring that regional disparities are substantially reduced.
  - o Identifying and implementing ways of ensuring that secondary education provision is located closer to communities, thereby promoting access and equity and reducing the need for boarding facilities.

- Construction and improvement of school infrastructures, focussing on providing cost-effective solutions.
- Increasing the use of distance education as an alternative channel of secondary education provision, particularly for ESG2.
- Identifying strategies for increasing the percentage of female teachers and managers.
- Improving quality and relevance
  - Continued work on the design and implementation of a new curriculum that focuses on life skills, labour market entry, and pre-vocational skills and aptitudes, rather than only on higher education.
  - Developing instructional material, such as laboratory equipment, libraries and material for special needs students.
  - Supporting appropriate use of Information & Communications Technologies (ICTs) in secondary schools.
  - Improving teacher in-service training and opportunities for professional development.
  - Improving supervision, support and school (plus hostel) management to ensure that schools are safe environments
  - Training staff to manage schools with a view to the HIV/AIDS pandemic.
- Managing the growth of public expenditure for secondary education
  - Developing and implementing a sustainable policy for teacher deployment and teacher career progress framework (including salaries)
  - Establishing a positive regulatory environment for private and community provision.

3.4.4 Secondary Education: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Expand access to secondary education	Progress towards a 9-year basic education cycle	GER ES1 65% GER ES2 23% Increase in girls enrolled (44% in 2010 in ESG1 and 42% in ESG2)	Infrastructure and equipment standards defined; decentralized works management; Fast-track teacher training policy defined.
	New secondary schools constructed and classrooms in existing schools refurbished	New classrooms built, 5300 in ESG1 and 1600 in ESG2	
	School map provides framework for equitable provision	% of schools in rural areas; model for small rural schools piloted	
	Distance education program for ESG1 and ESG2 implemented	Initial enrolment equivalent to 10% of new secondary school entrants	
	More female administrators and teachers	% of female teachers increased by 5%	

Improving quality of instruction and student learning	Students acquire knowledge and skills specified in curriculum	Improved internal efficiency: reduced repetition and improved examination pass rates	Policy on materials provision defined
	New curriculum implemented	ESG1 curriculum implemented by 2008; ESG2 curriculum by 2009; materials including micro science kits available; gender bias in curricula reviewed and eliminated; creation of libraries.	
	Training in ICT related skills in new curricula	300 schools provide ICT training	Pre-service and in-service teacher training policy defined; Training for head teachers; implementation of ICT policy
	In-service teacher training strengthened	All teachers participate regularly in IST	
	School management strengthened	Head teachers and hostel supervisors trained, with special emphasis on HIV/AIDS awareness	
Managing public expenditure in secondary education	Share of secondary education in MEC budget does not exceed 22%	22% of Education Budget for secondary schools	Partnership for public/private provision
	Community provision expanded	About 14% of ES1/2 students enrolled in private schools	Positive regulatory framework in place
	Pre-service teacher training restructured	Teacher training program 12+1 refocused on ESG1 needs. Distance teacher training program established 12+1 for ESG2	Reforms as defined in teacher education component

3.5   Technical & Vocational Education and Training (TVET)

3.5.1   Current Situation

Technical &Vocational Education and Training (TVET) is an essential element of secondary education whose key aim is to create a skilled workforce essential to strengthening economic growth and lifting individuals and communities out of poverty. However, up to now, TVET in Mozambique has been relatively ineffective. The reasons include aspects of access, relevance, effectiveness and efficiency, coherence and coordination.

In 2005, there were 47 TVET institutions, with 41,000 the students – less than 2% of the school age youth. The enrolment of girls in TVET is lower than at other levels of the education system (20%). TVET is provided at three levels: i) the elementary level: entry requirement is grade 5 or grade 7 and course lengths vary from 2 to 3 years; ii) the basic level: entry level is grade 7 and course duration is 3 years; and iii) the medium level which trains professional technicians in agriculture, industry or commerce. Over 80% of available places are in basic level courses.

The concerns about relevance mirror those in general secondary education. The curricula are currently being revised under the ambit of TVET reform, with the involvement of employers, unions and other partners. This process with ensure that the curricula meet current market needs, overcoming graduates' present lack of practical skills, their lack of exposure to modern technology (such as ICT), their poor fluency in Portuguese, lack of knowledge of foreign languages, and lack management and/or supervisory skills.

The low level practical skills are also a major impediment to graduates if they pursue self-employment. This is aggravated by the generally poor qualifications of the instructors many of whom frequently abandon teaching for better-paid jobs. In addition, there are no alternative TVET programs for primary school leavers or for school dropout groups. Training institutions have little autonomy and suffer from weak management. School budgets are insufficient, and funds are often poorly managed. Boarding facilities (as at other levels of education such as upper primary and in teacher training) are a major concern since often these do not offer even the most basic level of protection from the variety of factors that contribute to the spread of HIV/AIDS.

Reflecting low efficiency and effectiveness, repetition, dropout and failure rates are high. Over all, dropout rates average 40-45%, with substantial variations between different levels and types of courses. Moreover, a substantial number of students – estimated at least 30% of the enrolments - enter TVET programs because they are unable to find a place in regular secondary schools. TVET is then used to provide them with academic equivalence. It would be more cost effective and ultimately more valuable to provide such students with secondary school places. The cost per TVET pupil is relatively high at 2.5 times that of the cost per student in an ESG institution.

3.5.2 Achievements during ESSP I

In spite of the substantial difficulties facing this area of the Education Strategic Plan, TVET received renewed attention during the ESSP I. Major achievements during the ESSP I included:

- Drafting and dissemination of a TVET policy, based on research and discussions with key stakeholders.
- Involving the private sector, religious organizations, and NGOs in the establishment and management of schools, especially those offering basic and medium level courses.
- Conducting studies to feed into policy and strategy decisions in important areas such as costing, internal efficiency, tracer studies, and curriculum research.
- Improving financial resources through increased user fees and donor mobilization.
- Establishing an agreement between the Government, Employers, Unions and other social partners in developing and Integrated Program of Vocational Education Reform (PIREP);
- Creating a Commission for the Reform of Vocational Education (COREP) to direct and regulate the sector and promote policy reform.

Baseline Summary

- MEC supports 47 TVEC institutions (11 elementary, 28 basic and 8 middle level) enrolling about 41,000 students (20% of whom are girls).
- Skilled teachers tend to leave technical and professional education in search of better jobs.
- Curricula not adjusted to economy or labour market.
- Employers not involved in defining learning contents including standards and curriculum.
- Physical structures, especially labs, workshops and classrooms insufficient and deteriorated.
- Repetition and dropout rates are high and external effectiveness is low.
- Enrolment influenced by insufficient offer of general secondary education.
- TVET students move to general secondary schools in order to pursue their studies.
- Limited opportunities for primary school leavers and school dropout groups.
- Regional disparities and gender imbalance.
- 22 TVET institutions are under the authority of other ministries while 8 are private.

3.5.3 Strategy

The Mozambican Government adopted an Integrated Program of Vocational Education Reform (PIREP) to be implemented over a 15-year period. The first 5-year phase of the Program (2006-2011) will be financed through a World Bank loan. Some donors (Netherlands, Denmark, Portugal, Spain and Germany) have already agreed to provide financing and/or supplementary technical assistance for PIREP by aligning their bilateral assistance programs to a coherent and integrated Technical and Professional Training System. Other donors are also being encouraged to align their new or planned projects with the vision, principles and objectives of PIREP.

The PIREP philosophy is based on the transformation of TVET provision in a demand-driven system, creating a modular training framework. Courses will be assessed according to the occupational standards of a National Standards System, recognised by employers and civil society. For this reason, employers and civil society organisations need to become increasingly involved in the design and development of standards and curricula, as well as in the management of learning institutions.

SPEC will provide a framework for TVET development, with PIREP as the strategy for TVET reform. The reform strategy has four major components:

- System reform and institutional development, including the establishment of a national training council and sustainable systems for financing and managing TVET; the training council will create a framework for ensuring that NGOs, private and public sector institutions and employers and unions are all involved in the reform process.
- Developing a standards-based TVET system, including the development of occupational standards, curriculum development and standards-based assessment and certification.
- Quality improvement including teacher training, providing appropriate learning materials, equipment and physical infrastructure, establishing student-guidance services and strengthening the management capacity of TVET institutions (including the capacity to plan for and manage the impact of HIV/AIDS on instructors and students).
- Establishing a skills-development fund to stimulate the emergence of innovative high-quality training programs.

It is envisioned that the new courses based on occupational standards will be implemented in a pilot phase in four priority economic sectors and tested in 16 training institutions.

The following activities are also an integral part of the TVET development strategy during the SPEC implementation period:

- The construction of 22 Arts and Crafts Schools and 6 Institutes;
- In-service teacher training and the training of 340 new teachers in the new curriculum based on occupational standards.
- Capacity-building for managers and administrative staff in the TVET training institutions;
- Rehabilitation and equipping of TVET institutions.
- Introduction of Communications and Information Technology (ITC) in all the training institutions.

The public and external resource envelope for 2005-2010 available for the TVET sector is estimated at 100 million USD, including 7.8 million USD/year from MEC resources, principally for recurrent expenditures (92%). It is expected that the new institutional set-up will make it possible to attract additional external and private investments in TVET.

3.5.4 TVET: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets	Policy and reform assumptions
Implement TVET reform program (PIREP)	New decentralised management system established and operational	% of schools implementing the new decentralised management system	National Training Council and Training Authority for TVET and a sustainable financing mechanism established. Legal and regulatory framework for decentralised management approved
	Curricula and assessment and certification system reflecting occupational standards introduced in selected sectors	No. and % of occupations and levels defined according to occupational standards	National Qualifications Framework formulated and approved
		No. and % of training programs based on defined occupational standards	
	Teachers trained in the new model based on occupational standards	No. and % of teachers that a) participated in training activities in line with the CBT system b) completed training based on occupational standards	New teacher training model formulated and implemented
	Managers trained in new model based on occupational	180 managers and all training institution administrators	New model of management training formulated and

	standards	trained	implemented
Increase access and reduce geographical and gender disparities	Arts and Crafts schools and medium level institute network expanded and increased participation of girls	Public institution network equitably distributed in all geographical areas of the country and 22 Arts and Crafts schools and 6 Institutions rehabilitated and equipped; % of girls in TVEC institutions increased	Incentives for girls to participate in TVEC defined and implemented
TVEC more oriented towards labour market demand	Training institutions rehabilitated and equipped, New Information and Communications Technologies introduced	TVEC institution network rehabilitated and equipped; Information and Communications Technologies introduced in all training institutions	

3.6 Teacher Training

3.6.1 Current Situation

Well-trained and motivated teachers are central to good quality education. Teacher recruitment and placement will need to take into account regional differences, particularly with respect to level of training and gender balance. The impact of HIV/AIDS will also need to be adequately planned for and addressed. There are currently approximately 60,000 primary teachers (EP1 and 2), and 8000 (ESG 1) secondary teachers. A variety of different programs exist for pre-service training, with separate administration, different levels of entry, different durations and varying modalities of delivery. Major concerns exist about the obvious implications of such diversity in terms of quality, efficiency, and costs.

Since 1992 the education system, particularly at primary level, has been expanding rapidly. The average annual requirement for new EP1 and EP2 teachers for the 2006-2010/11 period is estimated at about 10,000. While efforts have been made to increase the number of trained teachers, much of the expansion is still based on the recruitment of professionally unqualified teachers. The CFPPs - which train teachers with seventh grade entry in three-year courses - are at present training an average of 2000 teachers per year. The IMAP and related private initiatives – which recruit 10th grade graduates and give them two years of training - train about 3000 teachers a year. In total there is a need, on an annual basis to recruit at least 2000 untrained teachers to fill the gap. At present the MEC tries to ensure that untrained teachers have at least 10th grade.

This shortage of qualified teachers is expected to get worse, for various reasons. First, economic growth has created new opportunities and many teachers leave education for better paid jobs (or to see their job as a teacher as a temporary one), especially at the secondary level. Second, many teachers, including recently trained ones, accept non-teaching posts within the education system itself, in administrative areas in the provincial and district directorates.

Thirdly, teacher attrition is likely to increase as a result of HIV/AIDS, particularly in the central provinces of the country: those, which have been worst-affected by the pandemic.

Financial constraints further frustrate efforts to staff schools with a sufficient number of trained teachers. The expected growth of enrolments in the next five years is such that the government will not be able to afford staffing the primary schools with IMAP graduates who currently have a salary level of 10.7 times GNP per capita. Nor will it be able to staff secondary schools with university graduates who command salaries of more than 20 times GNP per capita. The financial challenges are further exacerbated by unexplained discrepancies in the number of teachers on the payroll and the number on active teaching duty, inflating the salary bill for MEC.

The number of teachers that can be recruited falls short of requirements. As a result, the pupil/teacher ratio has risen considerably (from 60/1 in 1999 to 74/1 in 2005 for EP1) while the student/classroom ratio has increased from 83/1 in 1999 to 90/1 in 2005. Classes of 80 students and over are no longer an exception. To cope with these shortages, classrooms in urban areas are used in triple shifts and teachers in rural areas are teaching two classes in sequence. Both strategies tend to reduce the hours of effective instruction that teachers can deliver and adversely affect student performance. Teachers are also inefficiently allocated to the system, particularly in the higher grades. At EP2 level, for example, the teacher per class ratio is 1:3. In addition there is a severe shortage of qualified female teachers.

In 2005, in EP1, 31% of all teachers were women. The disparities among provinces are high. While in Cabo Delgado 16% of all teachers in EP1 were women in 2005, in Maputo district the percentage was 50.8% while in Maputo city the percentage is 63.6%. In EP2, less than 23% of teachers are women and there are huge regional disparities: from 10% of female teachers in Niassa to 29% in Inhambane and 32.8% in Maputo city. In rural areas it is rare to find female teachers or administrators. The absence of female role models may contribute to low enrolments, higher dropouts and lower completion for girls, particularly in rural areas.

The quality of teaching is a further concern. Poor teacher training, insufficient materials, and lack of pedagogical support has meant that most teachers rely on teacher centred didactical methods, emphasizing repetition and memorization over learner-centred approaches that encourage creative thinking and skills based learning. Teachers are poorly equipped to deal with some of the challenges that the system poses, such as mixed-group teaching in large multi-grade classes, not having didactical materials, and dealing with challenges such as gender disparities and HIV/AIDS.

Teacher morale is an additional issue. Teacher salaries are often paid months in arrears, especially for newly-recruited teachers, leading them to abandon their posts or to give precedence to other non-teaching activities to guarantee an income for themselves and their families.

3.6.2   Achievements during ESSP I

In recognition of commitment to Education for All and other important international agreements, teacher training was a major priority in the first Education Sector Strategic Plan as seen in the following achievements:

- Reforming the curriculum for primary education which includes provisions for the (re) training of teachers, although in practice lack of funds and other constraints have limited the amount of effective training that has taken place.

- Increasing the number of female recruits in pre-service teacher training institutions.
- Establishing additional opportunities for in-service training of teachers through distance education, with the introduction of a new course for 10th grade teachers with no professional training.
- Expanding physical infrastructure for teacher training, especially at the level of IMAPs (teacher training for EP2 level).
- Experimenting with models for teacher in-service training, with the recent establishment of the CRESCER programme that aims at integrating these experiences.

Baseline Summary
- The teacher training institutions are supplying less than 50% of the annual teacher demand. In EP1 and EP2 there are 11 CFPPs, 9 IMAPs and 7 ADPPs training teachers for EP1 and EP2. Secondary school teachers are trained at the Pedagogical University by many IMAP graduates are recruited for secondary teaching.
- There are very few appropriately qualified and experienced teacher educators and the unequal provision of resources leaves many institutions under-resourced.
- The available budget does not allow staffing primary schools with IMAP graduates or secondary schools with university graduates
- Approximately 42% of teachers in EP1 (31% in EP2) have 10 years or more of schooling but lack professional pedagogical training.
- The system of continuous professional development (CRESCER) is in the process of implementation and 20% of EP1 teachers will be involved in CRESCER
- Only 31% of EP1 teachers and 23% of EP2 teachers are women.

3.6.3 Strategy

There can be no doubt that teacher training, placement, quality and support will continue to be fundamental to the strategy for the coming years. Improving the quality of education demands that students are taught by qualified teachers. Reducing the student/teacher ratios and ending the large-scale recruitment of teachers without any professional training must be a top priority. The Pedagogical University (UP) will play an important role in training teachers, collaborating in training teacher educators for the teacher training institutions and in designing the curricula for new 10+1 and 12+1 courses, and supporting their implementation and supervision. Higher education institutions, including UP, will train ES2 teachers. To address the challenges of quantity, cost and quality the following urgent reforms will be implemented for the medium term, starting in the 2007 school year:

- Students with 10 years of completed education will be recruited into a year training program that emphasizes the development of pedagogical and class management skills; the graduates will be deployed in primary education;
- Students with 12 years of completed education will be recruited into a year training program that emphasizes the development of pedagogical and class management skills; the graduates will be deployed in ES1;
- Distance education programs will offer the opportunity for ES1 teachers to obtain certification, qualifying them to teach at ES2 level;
- The CFPPs will be refurbished for the teaching of the 10+1 course with an expected annual output of 3000 teachers;
- 4000 places (of 7500) in the IMAPs will be used for the 10+1 program and the rest will be used for the 12+1 program which will be specifically designed to prepare ES1 teachers;
- In-service training programs will be expanded, rationalised and provided with adequate

resources, delivered through the ZIPs, based on the CRESCER program experience;

- MEC will continue to recruit university graduates (UP and others) for ES2;
- Research will be encouraged, leading to immediate hands-on suggestions for improving classroom practice, and findings will be disseminated;
- The number of teachers and administrators will be expanded through improved planning and management, with a view to also addressing regional disparities;
- Material concerning inclusive and special education, school health and physical education will be included in primary and secondary education teacher training programs.

3.6.4 Teacher Training: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Reform pre-service teacher education	Integrated and coherent system of pre-service training	All new teachers have professional training and are recruited in an affordable pay-scale	New recruitment and staffing policy approved
	New 10+1 pre-service program developed and operating	7500 10+1 graduates per year trained	New recruitment and staffing policy approved
	New 12+1 pre-service program developed (incorporating the new curriculum) and operating	2500 12+1 graduates trained for ESG1	UP involved in supporting and supervising quality of teacher training courses
	Curriculum for ODL advanced for ESG1 teachers to qualify to teach ESG2.	ES1 teachers study for advanced certificate	Advanced teaching certificate created
Providing teachers with continuous in-service training and support	Improved quality of instruction	All teachers have benefited from in-service support and training	
	National continuous professional development programs for teachers of all levels including teacher educators, based on CRESCER experience, in place.		All in-service programs adopt CRESCER model as revised.

	ZIPs strengthen a head teachers trained for pedagogical support tasks	Pedagogical support to teachers available	Allocation of 10$/teacher per year to ZIP
	Strengthen inspection	All inspectors trained for new role and posted in districts	See also component 12
Strengthen administration of teacher education	National Institute for Teacher Education co-ordinates and administers teacher education		National Institute for Teacher Education legally established
	Develop a career progress model for teachers		ODL courses allow teachers to acquire more advanced certification
	Conduct research and develop standards of quality in teacher education		
	Define occupational standards for teachers for each level of instruction	Occupational standards and remuneration established and coordinated between MAE and MEC	Teacher recruitment and remuneration based on established occupational standards

3.7   Higher Education

Higher Education contributes to economic development by training highly-qualified technicians and researchers who contribute towards increasing labour productivity and production quality.

Higher education will continue to strengthen the education system through a range of actions which contribute towards improving the quality of instruction at all levels. These include teacher training (particularly for medium level instruction) continuous development for system managers and providing support for the ZIPs and educational research.

3.7.1   Current Situation

Higher Education in Mozambique is provided through 23 institutions including universities, polytechnics and colleges of higher education. Some of these institutions have delegations in other regions of the country, and with the inauguration of polytechnics in Gaza, Manica and Tete, every province, except Maputo, is served by at least one higher education delegation. However, there is still a higher concentration of institutions in Maputo city.

Of the 23 existing institutions, 11 are public and 12 private: the number of private institutions has grown rapidly since their introduction in 1995.

There are currently 22,300 students enrolled in Higher Education in almost all the major areas

of study recognised by UNESCO's system of classification. Almost a third of students are female, and two-thirds of the total student body is enrolled in social sciences, owing mainly to the relatively large supply of places in these areas in the various higher education institutes.

There are currently approximately 1200 full-time teachers in the assistant and teacher categories in the public and private institutions. Of this total, only 15% possess PhDs and 25% Master's degrees. The remaining 60% possess Bachelor's degrees or Licentiate degrees ('Licenciaturas', a degree between that of Bachelor and Master).

3.7.2 Assessment of the Operational Plan (2000-2005)

The aim of the Operational Plan (2000-2005) was to make it possible to attain the objectives of the Strategic Plan, or create the foundations for the harmonious development of the higher education subsystem in Mozambique. The Mozambican government and the World Bank provided approximately 70,000,000 USD to finance this plan.

The number of students enrolled in higher education grew from 11,169 in 1999 to approximately 22,3000 in 2004. As a result there was an increase in the gross enrolment rate in higher education (i.e. the percentage of students enrolled in the relevant age-group) from 0.35% to 0.56%. With this increase, 117 students were enrolled in higher education for every 100,000 habitants, in 2004.

For historical reasons, Higher Education was originally exclusively concentrated in Maputo city. With the opening of the first UP delegation in Beira in 1990, a process began of expansion into the other provinces. Regional symmetry was improved from 2000 to 2005 with the inauguration of more delegations: UP in Quelimane, UEM in Beira and Inhambane and UCM in Cabo Delgado. During this period, public and private higher education delegations were established nationwide. At present there is at least one higher education delegation in nearly every province of the country.

Regional, economic and social equity is a key concern of SPEC. One method of increasing student participation in Higher Education in the provinces was the creation of a provincial scholarship fund, which since 2002 has supported approximately 400 students in 7 provinces. The scholarships are awarded to academically able students who lack the necessary financial resources to continue their studies. The fund is based on the higher education training plan for provincial government technicians.

During the same period there was also growth in women's participation in Higher Education, from 28% to 33% of total enrolments. This growth in gender equity is largely due to the high rate of female participation in social science subjects in the private Higher Education Institutions.

Over the past five-year period, various institutions have implemented curricula reform. On one hand these reforms have aimed to improve the relevance of instruction so that it meets the expectations of the labour market, and on the other, to improve the efficiency of the instruction and student learning process. The reduction in the duration of some Licentiate courses from 5 to 4 years and the introduction of 3-year Bachelor's courses have also helped to increase the number of graduates, improving the internal efficiency of the Higher Education Institutions.

Evening courses were also opened for professionals working in the areas of economics, law and statistics, and postgraduate courses were also made available.

Over the past five years, a proposal was prepared for the establishment of an Academic Credit

Accumulation and Transfer System (SNATCA) that aims to improve transparency and flexibility as well as facilitating student mobility between courses and learning institutions throughout life.

With the objective of assisting some public Higher Education Institutions to improve their internal financial management mechanisms, the Government began a study of unit costs in four Higher Education Institutions: UEM, UP, ISRI and ACIPOL. This study should serves as a model for similar studies in the entire higher education subsystem.

The process of creating polytechnics was also begun during the five-year period. Courses were also established in police sciences, tourism and communications sciences, and as a result, higher education now covers all the major scientific areas. Higher Education was further diversified with the opening of evening courses to provide professionals with the opportunity to participate in Higher Education after working hours, thus constituting an important step towards life-long learning.

Under the ambit of improving and guaranteeing quality, postgraduate courses were created in various public and private institutions. These courses indicate a growth in the institutions' academic capacity and contribute to the training of better-qualified staff. A proposal was also formulated to create a national accreditation and quality assurance system that has already been approved by CNESCT.

The Government's role during the five-year period was as follows:

- Legal reform, viewing Higher Education as an integrated subsystem;
- Creating consultative bodies in the subsystem with the participation of intervenients and partners (CES, CNESCT);
- Creating a data collection system for higher education, science and technology, and defining indicators for monitoring the progress of Higher Education nationwide. Currently, data is being produced for all the Higher Education Institutions and most of the ESCP objectives, namely, access, equity regarding gender and area of origin, and efficiency;
- Mobilizing funds for the entire subsystem.

The results summarised above indicate that the Operational Plan has brought about great progress in the Higher Education sector in most areas.

Baseline Summary
- 23 Higher Education Institutions of which:
    - 11 are in the public sector
    - 12 are in the private sector
- A total of 22,256 students, of which:
    - 15,113 are in the public sector (68%)
    - 7143 are in the private sector (32%)
- 32% of students are female
- 116 students per 100,000 habitants
- Full-time staff (or equivalent): 1200
- Staff with Licentiate or Bachelor's degrees: 752 (63%)
- Staff with Master's degrees: 254 (21%)
- Staff with PhDs: 194 (16%)

3.7.3 Strategy for the 2006-2010 period

The Operational Plan for Higher Education for the next 5 years focuses on consolidating the results of the first phase of the Higher Education Strategic Plan. Activities will be consolidated related to establishing the foundations for the sustainable and equitable expansion of relevant, quality higher education. The Operational Plan considers the five-year development plan, the Government's development objectives and the opportunities and challenges which the country is expected to face over the next five years.

In the light of all this, it is crucial that the reforms that were begun in the first phase of the strategic plan are consolidated, and more specifically, that legislation is implemented. The successful implementation of most of the proposed reform will depend on financial reforms that will have wide-reaching effects in other areas.

The various strategic actions of the strategic plan fall into three major areas:
- Improving and strengthening governance and management of the Higher Education subsystem to maximise return on investment, through improving efficiency in the use of the scarce resources that the Government deploys in the sector:
  - Redefining the government's role in managing and financing the subsystem through exploring alternative financing models;
  - Introducing a national quality assurance and accreditation system (SINAQES);
  - Introducing a national academic credit accumulation and transfer system;
  - Improving the information system for managing the subsystem;
  - Improving the efficiency of institution resource management, and diversifying sources of financing;
- At supply level, strengthening the higher education subsystem in order to offer a wide range of relevant, quality courses to form a highly-skilled and diversified labour force:
  - Ensuring increased growth in access and equity in higher education, regardless of province or area of origin, social and economic background and gender;
  - Greater relevance and flexibility in the supply of courses;
  - Improving and assuring the quality of instruction;
  - Diversifying types of institution, training opportunities and types of instruction;
  - Creating two public Universities in the north (2009) and centre (2011), integrating the delegations of public universities;
  - Establishing links between UP and other teacher training institutions to implement the teacher training strategy.
- At demand level, efforts will be made to ensure that the higher education subsystem is capable of satisfying the demand for higher education and promoting regional, social, economic and gender equity, thus improving the correlation between cost and quality of instruction.

3.7.4 Higher Education: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Improve and strengthen the governance and management of	Regulations of the Higher Education Law (Law 05/2003)	Implementation of SINAQES and SNATCA	Agreements on the need for and contents of regulations

the higher education subsystem through increasing efficiency in the use of allocated resources	Improved flow of information needed to feed the governance and management process.	Data and indicator collection system improved	Effort made by the Higher Education Institutions to improve quality and regularity of data
	Implementation of SINAQES	Quality and standards framework defined	SINAQES accepted by partners as a quality assurance mechanism
	Implementation of the Academic Credit Accumulation and Transfer System (SNATCA)	SNATCA operational	Agreements between the Higher Education Institutions regarding the recognition of credit transfer
	Financing model revision for Higher Education Institutions	New financing model operational	Agreements between the various intervenients.
Strengthen the capacity of Higher Education Institutions to offer a wide range of relevant, quality courses with equity	Increase the internal efficiency of public Higher Education Institutions	Graduation rates improved by at least 15%	Real capacity of the Higher Education Institutions
	Improve the quality of Higher Education	Quality standards defined	Agreements between partners regarding quality standards
	Improve relevance	Greater employability of graduates	Higher Education Institutions improve capacity to respond to the labour market
	Create two new public universities in the northern and central zones. Better geographical distribution of higher education, and the creation of INED.	Opening of new Higher Education Institutions in the provinces. INED operational	Sufficient staff to allow the creation of public and private institutions
	Establish an Institutional Financing Fund	National policies financed through institutional fund	Effort made by Higher Education Institutions to formulate financing projects through the institutional fund

Strengthen the higher education subsystem to increasingly satisfy demand and ensure regional, social, economic and gender equity	Create a national scholarship fund	An independent body manages the scholarships for higher education	System installed and able to operate in independent and transparent manner
	Create a social support system for students independent of the educational establishments	Number of students served by integrated systems	In the interest of Higher Education Institutions to integrate their individual systems

3.8   Distance Education

3.8.1   Current situation

The Ministry of Education recognizes the critical role of open and distance learning (ODL) in expanding access to the various types and levels of instruction, and in improving the quality of programmes offered.

In 2001, the Council of Ministers approved the distance education policy and strategy and established the following guiding principles:
- The government plays an important role in defining policies, strategies, development and financing for ODL;
- ODL should contribute towards regional, social and gender equity in access to education and knowledge;
- ODL should be implanted nationwide;
- Implementation should be co-ordinated between the different institutions involved to ensure the rational use of resources, particularly infrastructure, staff training, and reproduction and distribution of self-study materials to students; thus avoiding the dispersal and duplication of effort and resources;
- Support to distance education students should be provided through a national network of Distance Education Centres at provincial, district and local level, offering tutoring and supervision as well as actual and virtual libraries;
- ODL should offer quality courses that enjoy equal recognition and status to conventional courses.

As the number of public and private ODL suppliers and courses has increased in recent years, there is a pressing need for monitoring mechanisms and regulations to be created.

The ESSP emphasized the use of ODL to improve teachers' competencies through in-service distance training, and to expand general secondary education. Based on the lessons learned from distance education programs currently being implemented, the SPEC recognises the potential of this type of instruction to expand access to other levels and subsystems of the National Education System besides secondary education and primary teacher training.

In order to begin implementing the ODL policy and strategy mentioned above, the Installing Commission for the National Institution of Distance Education (CIINED) was established in order to:
- Create a team of ODL professionals with sufficient expertise and know-how to implement the ODL policy and strategy in the National Institution of Distance

Education (INED), Provincial Open and Distance Education Centres and in public and private partner educational institutions;

- Create the necessary infrastructure and physical and organisational means for INED to function;
- Create a national network of Provincial Open and Distance Learning Education centres to effectively support students in terms of infrastructure and ITC;
- In co-operation with partner institutions, develop and begin pilot project implementation.

The strategy adopted by the Council states that INED will be created to promote and regulate ODL courses.

3.8.2 Achievements during ESSP I.

ESSP I saw significant developments in open and distance learning. These have both enhanced its credibility, status and legitimacy and made significant contributions to the attainment of the Ministries' broad objectives. The establishment of the Department of Distance Education (DED) in the ex-Ministry of Education consolidated the sector's vision regarding the importance of this type of instruction. Other developments during the ESSP I period were:

- The expansion of the IAP program in terms of numbers and programs, in particular the implementation of 7 + 3 and the launch of 10 + 2;
- The launch of the Secondary Education by Distance Education pilot project in Nampula province;
- The delivery of the Telescola program in collaboration with TVM;
- The development of open and distance learning human resource capacity in the Ministry of Education through various training programs undertaken by DED
- The evaluation of the IAP report which has great potential to inform future strategies for improving the delivery of the institution's programs;
- The drafting of the ODL strategy;
- The planning and design of pilot projects under the ambit of the ODA policy and strategy, namely, the in-service general secondary school teacher training course (offered by UP), the Economics and Management course (offered by UEM), the preparatory course for entry into Higher Education (offered by ISPU) and the 11th and 12th grade course (being developed by INDE);
- Development of Networks with open and distance learning institutions and professional associations in the SADC region.

Baseline Summary
- Great unmet demand for secondary education, particularly in rural communities, as the number of schools and the school network continues insufficient to achieve the objective of increasing access to post-primary education.
- Extensive use of unqualified and untrained teachers at both primary and post-primary level who need further training.
- Insufficient human resources with knowledge and expertise to design and implement ODL approaches/programs within MEC.

3.8.3 Strategy

The design and implementation of effective and sustainable ODL programs requires technical skills that are in short supply as well as financial resources and well-managed institutions. It is therefore important to design an institutional framework that uses resources efficiently and

monitors program outcome carefully. In this context it is essential to create a body to promote, regulate and manage the distance education centre network. In parallel, MEC will concentrate its efforts on the development of IEDA, the implementing institute for formal distance education programs and others of a non-formal nature. In addition, SPEC will:

- Provide the sector with the capacity to conceive, implement and assess distance education programs;
- Assess the efficiency of distance education in responding to the various challenges in the sector;
- Develop quality, cost-effective education and training programs that contribute to increasing access to education opportunities at various levels of education;
- Promote the use of ICT as a basic support to the instruction and student learning process
- Strengthen and develop ODL programs that provide:
    - In-service teacher training programs aimed at improving instructional quality;
    - Opportunities to pursue secondary education outside the formal schools;
    - Training programs in other areas according to the needs and priorities of socio-economic development.

It is expected that national funding will remain stable, but that significant external funds can be mobilised for implementing the ODL program.

3.8.4 Distance Education: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Institutional Development	Capacity for ODL program management, co-ordination and evaluation strengthened	Strengthened national capacity in IEDA	Distance Education recognised as a tool for promoting educational development including teacher training. Sustainable financial framework for distance education in place.
	Creation of resources centres	Resources centres created and equipped	
Program evaluation	SEDE and TELESCOLA evaluated; UP in-service program evaluated	Evaluation results available and followed up.	
	IAP programs evaluated		
Program development and implementation	IAP programs provide teachers with career development opportunities	Number of participants and graduates	
	Develop and pilot ODL program for ESG2	Number of participants and graduates	
	ESG1 teacher training program (12+1) developed	Number of participants and graduates	

| | Secondary equivalence programs in place | Number of participants and graduates | |

3.9 Special Needs Education

3.9.1 Current situation

The Ministry of Education promotes the right of all children to basic education, including those who have learning difficulties or are physically challenged. The Ministry's strategy for improving the educational services provided to children with special needs is based on the principle of inclusion. To the greatest extent possible, MEC aims at ensuring that children, young people and adults with special needs are integrated into existing schools and classrooms rather than segregated in separate schools or excluded from school altogether. Teacher training, strengthening of school management and solid linkages with communities are key elements for successful inclusion.

In line with its priority for inclusive education, the Ministry launched the "Inclusive Schools" Program in 1998. This program aims at generating experience with managing children with different backgrounds and learning potential, and at gradually disseminating and extending this experience to all the schools in the country. Under the auspices of the Inclusive Schools Program, one pilot primary school was initially selected in each province. Each of the pilot schools was provided with support (training, materials and monitoring) in adopting the inclusive education approach. The focus in these schools is to promote changes in the school as a whole, and to generate strategies and experiences that promote inclusion both inside the classroom and outside (within the school and community). So as to ensure that the strategies and approaches that are generated can address the needs of children at all levels of the system, this experience is now being gradually extended to include more schools and to cover other levels of the system such as secondary and medium level schools.

3.9.2 Achievements during ESSP I

The launching of ESSP1 coincided with the beginning of the Inclusive Education Program. Key achievements during ESSP I include:

- Drafting of a specific policy and strategy document for the Inclusive Education Component of the Education Sector Strategic Plan (time frame 2004-2008).
- Improving coordination of activities and support to children with special needs in general, through regular meetings.
- Promoting the integration of children with special needs into the regular education system. In 2005 31,000 children and young people with special educational needs are being supported, and the majority of these children have been integrated into regular schools. An additional 418 children who require more specialized attention, are being helped at 4 special schools.
- Providing in-service training of provincial and district staff, school directors and teachers. Over 3000 teachers, 275 provincial and district staff, 45 central MEC staff, 1781 heads of inclusive schools, 322 coordinators of school clusters, 18 deaf activists, 22 teachers for special schools for deaf children and 20 teachers of secondary schools participated in a variety of training courses in inclusive education.
- Developing a training program for secondary school teachers on temporary contracts and who have no professional training.

- Introducing specific contents on special education needs in the curriculum for secondary teacher training.
- Clarification and regulation of the tutelage and role of special education schools through the drafting of a Ministerial Diploma concerning special schools. This Ministerial Diploma also outlines the roles and responsibilities of two key ministries with respect to special education, namely the Ministry of Women and Social Action and the Ministry of Education.

Baseline Summary
- Over the years, Special Education developed highly specialised systems for educating people with special needs, segregating them from other normal systems. Today the system is undergoing substantial change, offering people with special needs opportunities to attend mainstream schools through establishing inclusive education.
- MEC has developed an inclusive cross-cutting policy covering all educational subsystems for children with special educational needs, including the physically challenged.
- Children with acute special educational needs will be integrated into regular schools, but will receive special, individualised assistance. Other students with very severe special needs will attend special schools.
- Regular schools should become more accessible to children with special needs.
- To respond to the challenges of special needs education, MEC is training staff at different levels, school directors, teachers, parents and guardians to prepare them for the instructional demands of a more diverse group of students, and to develop appropriate strategies and materials for use in inclusive classrooms.

3.9.3 Strategy

ESSP I has laid the foundation for both a policy and strategy in the area of inclusive education, and SPEC will face the challenge of consolidating and expanding this work. In concrete terms this implies attention for the following key areas:

- Building upon the existing experience and making improvements, so that inclusive education can become a reality in all schools to ensure that all children with special needs receive adequate attention.
- Ensuring sustainability by adequately integrating inclusive education strategies and approaches in the pre- and in-service training of all teachers.
- Providing teachers and district and provincial staff with access to resources on inclusive education by establishing three resource centres that will cover the north (Nampula), centre (Tete) and south (Gaza) of the country.
- Continuing to develop appropriate strategies and materials for the use in inclusive classroom environments
- Supporting the development of a methodology for identifying school age children with special needs by organizations working in this field.
- Improving linkages and consolidating work with parents and communities so that the inclusive education approach can be extended to communities and not be limited only the classroom environment.

The MEC budget will continue to support the special education at current funding levels. External support is expected in order to realize progress towards the key strategic objectives outlined in the framework below. Several of the activities will be integrated with the activities of other components, particularly teacher training.

3.9.4 Special Education: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Integrate special education strategies in pre- and in-service teacher training programs	Study plans integrated in teacher training programs. Strategies applied in pre- and in-service training and distance programs	Number of children, young people and adults supported in inclusive education programs; Number of specialised institutions; New teachers trained to teach children with special needs.	Inclusive education is the main strategy for special needs education.
Support teachers with the implementation of inclusive strategies	Establish three resource centres	Northern zone (Nampula)	
	Methodology for identifying children with special needs developed and specific materials developed for facilitating the learning of children, young people and adults with special needs.	Central zone (Tete) Southern zone (Gaza) Three resource centres built and equipped by 2010/11	

3.10 Gender Mainstreaming

3.10.1 Current Situation

The Government's Five-Year Plan demands that gender issues are addressed through activity planning in every sector. The various initiatives to which the Government of Mozambique is a signatory, such as the Beijing Platform, the African Charter Protocol regarding Women's Rights in Africa and the Convention to Eliminate all Forms of Discrimination, as well as specific programs that have been put in place, are a testimony to the Government's commitment to addressing gender equity. Mozambique has also sought to address gender issues through the Gender Policy recently approved by the Council of Ministers, and the National Plan for the Advancement of Women (2001), which provides a framework for priorities, strategies and goals of the country as a whole and in which education plays a key role.

The Ministry of Education and Culture has over the past five years focused primarily on correcting the disparities in terms of access to education. This has met with particular success in the first five grades of primary education where the percentage of girls has grown from 43% in 1999 to 46% in 2005. A further area of attention has been the recruitment of female teachers. Although the overall percentage of female teachers remains low (32% of the EP1 teaching force with discrepancies between regions and urban and rural areas), recent steps have boosted the enrolment of female teacher trainees.

However, gender parity in access is still far from being achieved at higher levels of education, where the percentage of enrolment is still low. In addition, severe regional and geographical

differences exist between provinces and within provinces and between districts. On average, the Gross and Net Enrolment Rates are lower in the northern provinces (especially for girls). In 2003 the gender gap continued to be greater than 10% in over one third of the districts.

A further problem is that of lower completion rates. In 2005 EP1 completion rates for girls relative to boys were 16.9 percentage points lower (49.4% compared to 66.4%), in EP2 the differential was 13.7% (32.4% for girls against 46% for boys). Between and within provinces there are striking differences, for example, the completion rate in EP1 for girls in Maputo city was a high 131.5% in 2005 compared to only 27.6% in the central province of Zambézia. In addition, while dropout rates are essentially the same between girls and boys at EP1 level, this picture changes for EP2 (roughly the age when girls reach puberty). Girls of 12 to 14 years had a 2.5% point higher drop-out rate than boys in 2005, by the time they are 15 years and older this gap has increased to 11 percentage points.

In 2005 the enrolment rate at 6 years of age was 58.2% for girls, representing a gender parity index (GPI) of 1.03. In 1999 this rate was only 24.1% for girls and 25.7% for boys.

3.10.2 Achievements during ESSP I

Gender issues received increasing attention during the implementation of the ESSP I as reflected in the following:

- There was a significant increase in the number of girls enrolling and studying at all levels, particularly primary. The gender gap narrowed substantially in practically all access and completion indicators.
- Significant increase in the number of primary school teachers (in EP1, 24.9% in 1999 and 31.3% in 2005; in EP2 18.9% in 1999 and 23.3% in 2005).
- Increased enrolment in teacher training programs, principally to the CFPPs but also to the IMAPs.
- Implementation of new curriculum with better gender focus.
- Drafting of new schoolbooks with improved integration of female role models.
- Establishment of gender units at central and provincial levels although these still need to be further strengthened as they lack a clear mandate.
- Preparation of the FTI that includes strategies for addressing gender issues.

Baseline Summary
- Enrolment for girls in primary education and teacher training courses has improved.
- Of the girls, only 24% concluded EP1 and 10% EP2, compared with 40% and 18% respectively for boys.
- Few female role models in rural areas, few females in teacher training colleges (9% in 2000) and few females at management level in education (6% in 2002).
- Girls are disproportionately affected by HIV/AIDS (higher prevalence rates among girls, and girls the first to be removed from schools when HIV/AIDS strikes).
- Major regional/geographical disparities in access and completion by girls in education.
- Quality and relevance of education for girls is expected to improve with the introduction of the new curriculum but monitoring systems do not exist.
- Safety of schools and boarding facilities is an issue, especially for girls, and cases of sexual abuse need to be more systematically and vigorously addressed.
- Capacity for concerted and innovative action in addressing gender issues needs further strengthening at all levels of the system. The mandate of gender units is not clear.

3.10.3 Strategy

Closing the gender gap in EP1 by 2009 and in EP2 by 2015 is a central aim of the SPEC strategy. This will require improvements in the quality and relevance of education for male and female students, and that the issues identified above are addressed.
SPEC will seek to address the following challenges:

- Improving accessibility and safety of schools, including concerted actions to curb the problem of sexual abuse in schools.
- Promoting, through partnerships, complete schools (grades 1 through 7).
- Expanding access to all levels of instruction, reducing distances between home and school.
- Improving the standard of boarding facilities, guaranteeing safety and adequate nutrition for all students.
- Identifying and implement strategies for addressing other direct and indirect costs of sending girls to schools.
- Encouraging, through incentives, the enrolment of all students/children at the legally specified age for entry to EP1 .
- Improving planning and identifying strategies to addressing regional gender disparities.
- Conducting research and implementing pilot projects in key areas, such as school meal programs and other incentive programs, to assess medium and long-term impact and sustainability.
- Encouraging the recruitment of female teacher trainees.
- Establishing mechanisms that will provide support for female teachers in rural areas.
- Encouraging women to apply for promotion to administrative and management positions.
- Ensuring effective monitoring systems to measure the impact of specific initiatives.
- Create specific strategies to keep track of geographical / regional differences and quality concerns.
- Including the teacher training curriculum issues such as gender, sexual and reproductive health and HIV/AIDS to improve the quality of instruction and its gender sensitivity.

Implementation of the gender strategy must be a joint effort of all directorates in MEC as gender related elements have been included in every component of the SPEC strategy. The activities proposed below will support and complement these.

3.10.4 Gender: Framework for Action and Policy Reform

Objectives	Output	Performance Indicators/Targets (20010/11)	Policy and Reform Assumptions
Strengthen Institutional Structure	School Council members are aware of gender issues in education	All school councils have been trained and have received materials on gender issues	Implement the Gender Policy and Strategy; Communication Policy established and implemented; Training modules in Gender prepared for School Councils; Specific strategies
	Gender units and focal points institutionalised in the Education Sector.	Gender units and focal points created at all levels.	

	Gender unit staff trained at all levels in gender sensitive analysis and planning	Gender unit staff received training and capacity-building	for addressing regional disparities established at local level.
	Human resource planning and management takes into account gender equity in all its variables	Gender equity observed in human resource planning and management	
	Gender units support gender-sensitive policies in all directorates	All directorates sensitive to gender policies	
	Significant access for women and their full participation in decision-making structures	50% of seats in decision-making structures occupied by women	
	Survey made of needs for training in gender issues in MEC	Conduct a gender audit to define gender training needs for the whole of MEC	
Promote equitable gender access	School construction is gender sensitive; WCs for girls, and access to water.	% of new schools built and rehabilitated with awareness of gender issues	See component 1
	Gender component integrated in curricula and instruction materials in all levels and types of instruction	100%	The curricula preparation process takes Gender issues into account
	Reduce late enrolment into EP1	Increase % of girls enrolled at correct age	
	Expand network of complete EP1 schools	% of EP1 schools offering complete course	
	Monitor regional disparities and find local solutions for specific situations	Increase GPI in the districts where girls are most disadvantaged	
	More girls enrolled in all levels of instruction	% girls in EP, ES1, ES2 and TVET	
	More women enrolled in higher	35% increase in female presence in	

	education	higher education	
	Fee exemption system in place in ESG, particularly for girls (disadvantaged) living in rural areas	50%	
	Incentives created to increase the number of female teachers in rural areas	Kits, means of transport and houses built for female teachers (60%)	Through partnerships
	Head teachers, School Councils and teachers motivated to be more proactive in supporting girls and ensuring retention	100% of head teachers, school councils and schools reached. Gender sensitive teacher training models	ZIPs
	Scholarships allocated for the best female students entering teacher training institutions in the centre and north of the country	100%	Through partnerships

3.11 School Sports

3.11.1 Current Situation

The development of psychomotor skills is of key importance to the overall learning process, a fact that is clearly recognized in the new curriculum. However, financial and capacity limitations severely limit this projected vision. The focus in the SPEC will be to gradually strengthen a select number of key aspects that can contribute to creating conditions for an increasing emphasis on school sports.

3.11.2 Achievements during ESSP I

Some progress was made at the level of individual schools in developing experience with training and through limited investments in sport infrastructure. In addition, the school sport curriculum was extensively revised during the curriculum revision process. Finally a start was made at developing a policy document on school sports. This document is currently under discussion in the Ministry of Education. Private sector contributions were mobilized to support inter-school competitions.

Baseline Summary
- Degradation and lack of equipment in school sports infrastructure;
- Many schools built without sports infrastructure;
- Lack of teachers for physical education and sports;
- Few technicians and referees available for school competitions;
- Weak implementation of school sports associative movement in the country;
- Lack of promotion and appraisal of traditional games in schools;
- Lack of criteria and systematic actions to promote sports talents;

3.11.3 Strategy

Encouraging the participation of girls in sports and using sporting events, as a means to enhance awareness of HIV/AIDS and to encourage young people to make adequate life decisions will be key elements of this process. The Ministry of Education therefore seeks to implement strategies that will:

- Encourage training of young Mozambican sports teachers;
- Ensure that teacher training programs include training in the area of physical education and school sport;
- Ensure that teachers and schools are able to identify and implement low-cost sporting activities that encourage participation of both boys and girls;
- Encourage sports associations to become actively involved with programs at primary and secondary level;
- Increase the involvement of community and private actors in sports activities;
- Establish regular inter-school sporting competitions throughout the year.Given the many other pressing education development priorities, government resources for physical education are expected to remain stable at 0.4% of the education budget, although the expected growth of the budget will allow MEC to initiate priority activities and seek private sector support for other activities.

3.11.4 School Sports: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Improve sport infrastructure and supply sports equipment	New schools have facility for physical education and sports	14 school sports facilities rehabilitated or extended nationwide	Partnership with civil society and the private sector
	Existing sports facilities improved; sports equipment made available	Rehabilitated facilities equipped; sports equipment distributed	
Improve training in sport	Plan for training of teachers developed	All EP teachers trained using physical education and school sports component; Physical education teachers trained for TVET, ES and higher education	Teacher training to incorporate physical education and school sports
Strengthen capacity to manage school sports and physical education	Sports associations and competitions established for boys, girls and handicapped children	Sports promoted for girls and handicapped students	
	Define and implement a regular and systematic	A regular, integrated and systematic national school	

	competitive framework	sports competitive framework defined and implemented	
Define the type of sports material and equipment needed by schools	Define the type of material to be acquired for each level of instruction	Regulations prepared and implemented	Regulate the area of physical education and school sport
Promote research and sports talents	Research and sports talents promoted	Sports talents promoted through study and sports scholarships at local, provincial and national level and abroad	
Promote traditional games	Promote research into traditional games	Traditional games promoted in schools, particularly primary schools	

3.12 School Health

3.12.1 Current Situation

The health problems of school-age children are a growing concern as they have the potential to impact very negatively on the development, stability and future of the country.

The poor sanitation systems in many schools and boarding facilities are a direct cause of various student health problems. There is still a shortage of teachers trained in health issues, particularly issues related to sanitation and auditory, ocular, oral and metal health. In addition, conditions have still not been created to distribute of first aid kits to schools.

3.12.2. Achievements during ESSP I

The Ministry of Education and Culture recognises that significant progress has been made under the ambit of ESSP I. These successes serve as a model for creating the basic conditions to address issues related to health education, health monitoring, first aid, infectious/contagious disease prevention in schools and the promotion of a healthy lifestyle. Some of the main achievements during ESSP I include:

- Reactivating the school health program technical group;
- Preparing norms for the school health program;
- Training 245 teachers in 7 provinces in school health issues;
- Implementing de-worming activities for EP1 and EP2 students in the provinces of Gaza, Inhambane and Sofala;
- Strengthening co-ordination mechanisms between Education and Culture and Health.

3.12.3 Strategy

The implementation of a successful school health program depends on the commitment of all intervenients at all levels, and on clear intervention strategies. The following issues will be central to school health:
- Effective partnership between MEC and MISAU regarding school health;

- Adopt school health policies which emphasize the individual and collective responsibility of intervenients;
- Create a school environment that protects student health;
- Stimulate community actions to support the promotion of school health, and linkages between the school and other institutions;
- Promote and improve school health services, based on the basic school health package: tetanus vaccinations, medical examinations and oral, ocular and mental health;
- Improve environmental sanitation in the school (WCs, potable water supply);
- Train teachers in issues related to school health, with the involvement of MISAU;
- Train teachers in issues related to school health including the use of first aid kits;
- Introduce school health issues into teacher training curricula;
- Create conditions for implementing de-worming actions in every province (EP1 and EP2);
- Ensure that educational health messages are disseminated, particularly for the prevention of endemic diseases, and others;
- Adopt timetables conducive to child health, particularly at EP1 (1st and 2nd grades).

3.12.4 School Health: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Participate in the expansion and improvement of school health services, using the basic school health package as a tool.	Basic package expanded and implemented in EP1 and EP2.	100% of schools implementing the basic package	
Improving school environmental sanitation	Mapping the sanitation situation in schools	Mapping conducted, situation identified, construction plan for WCs and wells established	
	Construct WCs and create landfills	100% of schools nationwide	
	Guarantee potable water supply	65% of schools nationwide	
Train teachers in school health issues, including use of first aid kit	In service teachers trained in school health issues	85% of teachers nationwide	School health issues introduced into teacher training curriculum.
	Pre-service teacher trainees trained in school health issues	100% of pre-service teacher trainees trained	

3.13 School Production and Meals

3.13.1 Current Situation

School Production is a curricula activity that aims to provide students with the theory practice of production. School Production was inspired by the school experience during the war of national independence and is based on the philosophy of our National Education System.

In the years following the introduction of the National Education System in 1983, school production was practised extensively for pedagogical purposes in almost every school and level of instruction. Only in boarding facilities and hostels did school production have the additional objective of improving the student diet and contributing to school funds.

Training teachers in this component is a challenge for the education sector. Moreover, for students to participate in productive activities in schools, space needs to be made in the school timetable and teaching programs so that theoretical knowledge can be integrated with practical know-how – essential for the development of professional competencies and for self-fulfilment. Many students who complete primary education without the opportunity to continue their studies do not possess the professional competence or skills that would allow them to enter and adapt themselves to the labour market or become successfully self-employed.

The school meal support that schools, hostels and boarding facilities have received since 1975, as part of a development and emergency program, is due to be revised. For this reason, schools and boarding facilities should also be capable of organising school production as a way of addressing food shortages and preventing child malnutrition.

Most school farming, livestock and workshop facilities were damaged during the war. As a consequence there was an acute need for investment in school production and a considerable shortage of essential resources to ensure curricula development in this area. A considerable proportion of the employees that specialised in school production left the schools, leaving the teachers without any direct support for implementing the production program. Co-operation partners who had provided considerable support in acquiring resources/equipment for school production reduced their support substantially, making it difficult to construct an efficient and sustainable school production system.

3.13.2 Achievements during ESSP I

No properly planned and co-ordinated activities were implemented during ESSP I. School production activities were sporadic, depending on the stance of individual schools and hostels and on the availability of local resources. In many cases, production activities depended on support from co-operation partners.

Activities in this area during ESSP I include:
- Planting fruit trees, particularly cashew trees in some provinces;
- Implementing the Organic Vegetable Garden Project in the Adult Education and Literacy Centres in Inhambane Province;
- Training in small business techniques in Manica province;
- Training in building material production techniques for low-cost construction;
- Implementation of the School Vegetable Garden Project in the provinces of Gaza, Inhambane and Tete;
- Implementation of the Granary of Life Project in Manica Province;
- Some schools, boarding facilities and hostels developed varied and diversified school production activities with an emphasis on agriculture and livestock production. Apart from the pedagogical objectives of these activities, the schools sought to improve the student diet, though only small quantities of food were produced.

Baseline Summary
- No linkage mechanism between the various management areas in the system regarding school production.

- Poor teacher preparation at all levels and subsystems for administering the programs professionally.
- School production not well adapted to the school calendar, and no mechanisms are defined for student and teacher participation in productive activities;
- Weak intervention capacity at provincial and district levels for monitoring and supervising productive activities in schools;
- Difficulties in acquiring production resources/instruments in schools;
- Absence of specialised staff in schools and National Education System management bodies;
- Lack of awareness among some National Education System managers and students about the importance of their contribution to national wealth creation.

3.13.3 Strategy

- Establishing partnerships with other Ministries (MAG, MTC) and the private sector to provide incentives for school production;
- Adapt the school calendar to accommodate school production, and regulate student and teacher participation in school production activities;
- Train head teachers to manage school production programs;
- Train teachers in simple production techniques to be implemented in schools;
- Raise awareness in the school community about the need for production;
- Acquire the necessary equipment and resources for school production in schools;
- Assess the state of damaged and/or obsolete infrastructure existing in all the schools, boarding facilities and hostels, and prepare rehabilitation and/or construction projects;
- Identify key constraints in the curriculum and teaching programs to student and teacher involvement and draw up corrective measures;
- Identify areas of school production that require special attention when re-launching production;
- Create capacity for the gradual substitution of the meal program in schools;
- Promote the development of fish farming, bee-keeping and craftwork in the schools;
- Disseminate techniques for maximising crop production and livestock keeping, based on local potential in areas/schools prone to prolonged drought and erosion, in co-ordination with the Ministries of Agriculture and Co-ordination of Environmental Action.

3.13.4. School Production and Meals:

Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Establish partnerships with relevant Ministries for re-launching school production	Partnerships established	Memorandums signed and implemented	
Identify key constraints in the curriculum and programs to the involvement of students and teachers in school production, and draw up corrective measures	Prepare school production regulations for all levels and subsystems	School production regulations prepared	Strengthen co-ordination and linkages between DIPE and the educational subsystems. Ensure that the vocational curriculum is operational
Build/rehabilitate missing or damaged school production infrastructure	Missing or damaged school production infrastructure built/rehabilitated	50% of school production infrastructure built/rehabilitated in schools, boarding	Capacity created for the gradual substitution of food support in schools, boarding facilities and

		facilities and hostels.	hostels.
Strengthen co-operation relationships between Education and partners in the area of school production	Relationships developed with local and international partners	Partnerships strengthened with all local and international partners	
Co-ordinate school production initiatives	School production initiatives co-ordinated	All school production initiatives co-ordinated	All the projects and programs under the ambit of school production operate within the same SNE parameters and objectives.
Create conditions to develop other areas of school production	Fish farming, beekeeping craftwork, workshop production and small businesses developed.	Conditions in place to develop other areas of school production.	
Promote specific agricultural/livestock keeping techniques	Application of specific techniques to maximise agricultural/livestock techniques in areas and schools in areas prone to drought and erosion.	Specific agricultural /livestock techniques applied in all areas/schools prone to drought and erosion.	

3.14 Information & Communications Technology (ICT)

3.14.1 Current Situation

ICT plays an important supporting role in the education sector, particularly in strengthening management processes. Its main contribution has been in the form of a networked environment for planning and management of education at central level, which has gradually been extended to the provincial education offices. The result is that the Ministry of Education and Culture has at its disposal reliable and efficient technological and human resource capacity to plan and monitor activities in education. So far there has been only limited use of ICT as a tool for complementing and enhancing learning processes in selected teacher training colleges and some secondary schools. The Government recognises that ICT can be a powerful tool for development in education and increasing the use of ICT in classroom environments remains a long-term goal. The Government has defined an information technology policy under which it is committed to investing in ICT also at the school level. For teacher training and ES1 and ES2 graduates, the acquisition of basic computer skills is an important element in preparation for the world of work.

3.14.2 Achievements during ESSP I

Although ICT is not mentioned as a particular area of attention in the ESSP I policy document, it has for some years played a minor but important role, mainly in strengthening management and financial administration within the MEC. Key achievements during ESSP I in this area include:

- Participation in the drafting of a countrywide ICT strategy.
- Improvement and extension of the ICT network at central level and in the provinces, for the purpose of accounting, financial management and planning.
- On the job training of key staff in these areas.
- Establishment of resource centres for teacher trainees and instructors at selected teacher training colleges and a small number of secondary schools.

Baseline Summary

- MEC and Head Office well-equipped and networked with file-sharing, internet and e-mail.
- Subordinate entities and some DPECs have networked facilities, but many not connected to the Head Office.
- There are computer labs in 40 schools.
- Educational Statistical software developed and implemented in some DPECs.
- School Mapping software developed and implemented in only two provinces.
- Some schools in Maputo city already connected to the Internet.
- There is a lack of penetration of Education Management Information System at all levels, e.g. SISTAFE, Human Resources Management System and assets. No use in schools of computerised student record systems.
- Little educational content on an ICT platform.
- Lack of human resources in ICT fields: to provide ICT training in an initial phase and ICT-based education in a second phase.

3.14.3 Strategy

The main challenge for the coming five years will be to increase the effective use of ICT as a tool for reaching the main SPEC goals, in areas where it is clear that the investment justifies the expected returns, and does not aggravate existing inequalities. SPEC will thus provide a framework for the continued use of ICT as a tool for improving management and administration. In addition, there will be limited exposure of teachers and others to this technology as a means of supplementing their delivery (for example in the context of distance education programmes). In concrete terms, the following activity areas will be central to the SPEC:

- Provide ICT training for teachers and administrative staff in the schools and districts.
- Equip districts and schools with computer equipment for student ICT training and for school management and system administration.
- Prepare/implement a master plan on the use of ICT in education.
- Continue to deploy and improve the use of education software for management, school mapping, educational planning and projections, and for financial management, administration, and human resource management.
- Continue to build human resource capacity in the use and maintenance of ICT at central, provincial and district level.
- Selectively use ICT to support to learning processes in teacher training colleges and secondary education.

3.14.4 ICT: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Ref[...] Assumptions
Incorporating education in curriculum	Computer labs in schools, includ[...] CFPPs, IMAPs and and 2	Number of compu[...] literate graduates	Curricula revised
	Curricula include education		
	Teachers and technic[...] trained		

Strengthen ICT ba management support	Software management, budge and planning deploye DPECs.	ICT used for plann management budgeting to the l level	Expansion of network to DPEC l in this planning pe and to selected DDEC
	MEC networked subordinate entities DPECs		
	Education po implemented		
Develop ICT capacity	Support and ESG tea training centres create	3 support cen established and l teachers trained in us portal; 500 staff traine	Development guided ICT master plan
	Education po operational		
	Technical sup available		
	Administrative staff ICT		

4 Implementation

4.1 Interdependence of the Components

SPEC, as presented in Chapter 3, is organized in twelve components. It is important however that at all stages of implementation, the strategy is approached as a single coherent plan for the education sector. The individual components are organizational tools to assist in planning and implementation, but they will only contribute effectively to SPEC outcomes when they are complemented by the activities in other components. In fact, successful implementation of SPEC will only be possible if stronger teamwork between all departments, directorates and levels in the system is achieved. School and community, district, province and MEC central departments will need to see themselves as engaged in a common task and plan. The vision therefore, must shift to one of contributing to team success, where the team consists of all actors in all parts of the education system.

The two basic education components, together with secondary education, TVET and teacher training and higher education are obviously mutually connected and each makes demands on other parts of the system. The components of Gender and HIV/AIDS are described as "cross-cutting" since a designated unit within MEC supports each one, though those units will not implement the components. Responsibility for achievement of the goals of these components is thus shared across all parts of the education system. The last two components, ICT and institutional capacity, have clear interconnections. Capacity constraints were identified as a major obstacle to successful implementation of ESSP I. These two components are critical tools for enabling success in the other nine components. Their implementation will involve, and have impact on, all parts of the system, at all levels.

However, having a well-balanced, financially sustainable and 'credible' plan is not enough. Ultimately, the success of SPEC will be determined by the quality and effectiveness of its implementation. The challenge of implementation reflects the ambition of SPEC, the complexities of the education sector with its numerous and diverse service delivery points and the multiplicity of the sources of funding. Experience suggests that several key elements need to be in place if SPEC is to reach the ambitious goals it has set:

- Government commitment and leadership;
- Effective communication;
- Coherent external support;
- Decentralised planning and implementation;
- Strengthened financial and procurement management procedures.

4.2 Government commitment and leadership

Sustained progress towards the objectives of SPEC requires more than the efficient implementation of investment projects. It is critically dependent on the implementation of several policy reforms, particularly those that relate to:

- Restructuring pre-service and in-service teacher training to reduce teacher shortages to ensure that every student can be taught by a trained teacher by the end of the program;
- Revising secondary and TVET curricula to better prepare students for working life and further learning;
- Reorganising TVET into a demand-driven training system;

- Decentralising responsibility and resources to schools, districts and provinces to enhance the quality and efficiency of service delivery;
- Adopting a community-based classroom construction system;
- Sustaining the reforms of higher education, designed to enhance quality and efficiency of an increasingly differentiated system.

The Government is committed to ensuring the involvement and support of all citizens concerned with the education sector. The preparation of component plans that underpin SPEC reflects the contributions of many stakeholders and concerned parties during the many consultations that took place in recent years. This process of sharing information and lessons of experience, and consultations on the way forward will continue during implementation.

The Government recognises and values the important contributions that the development partners made to ESSP 1. It expects this support to continue and further increase for SPEC. But at the same time, the Government will ensure that the support of external partners is increasingly aligned with the SPEC objectives; that the financing arrangements are coherent and that procedures harmonised.

4.3   Communication Strategy

Developing broad-based partnerships for implementation and building public understanding of the SPEC objectives and support for policy reforms are key elements of the SPEC implementation strategy. An effective communication strategy needs to involve a wide range of stakeholders in public debate and in active participation in SPEC programs. MEC needs to strengthen its ability to effectively communicate the challenges it faces, the plans to tackle them, the results achieved as well as the obstacles encountered. This ability to communicate and engage in a dialogue with stakeholders will need to permeate the system. MEC is committed to developing a communication strategy that will be implemented at all levels in the system and will include:
- Explicit strategies designed to reach the public at large, involving the printed press as well as radio and television;
- Establishing a transparent system of administration of funds at all levels of the system, including the sharing of information on the availability and allocation of funds at decentralised levels;
- Launching community focused information campaigns implemented in close collaboration with the district officials to encourage communities to participate in school construction and school administration through the School Councils;
- Building awareness of the importance of enrolling all children in schools at age 6, including children with disabilities;
- Building public support for and understanding of the role of schools in the fight against HIV/AIDS, drug use and sexual abuse.
- Providing specific information on the rationale for and the implementation progress of key policy reforms such as teacher training;
- Developing websites to share information on implementation progress with all partners.

4.4   Coherent External Support

During ESSP I, a sector wide approach (SWAp) to supporting education was initiated. The central objective of the SWAp process is the development and implementation of a comprehensive sustainable sector development program that is supported by all major stakeholders. Donor co-ordination is improved through regular joint meetings and exchange of information. A joint financing account for sector actions (FASE) was established and is becoming an increasingly effective conduit for channelling external support to the education sector. The preparation of ESCP has involved considerable reflection and intensive dialogue between government and external partners on central policy issues. As a result, co-operation partners and other agencies have begun to adhere to the Budget support system though there are still partners who continue to use project modalities to support the sector. Although it is recognised that projects can make a valuable contribution – in specific circumstances and for specific purposes – they often do not do enough to strengthen government systems and staff. The same problem occurs with respect to external technical assistance, which often takes over Government responsibilities rather than strengthening them.

Features of the Sector Wide Approach

Comprehensive Sector Development Program
Sector-wide in scope, covering all programs and projects
Based on policy objectives for the sector and strategies to achieve them over the medium to long term
A program of specific interventions and expenditure plans in the nearer term

Investment Expenditure Framework
Links with the macro framework and PRS for integration with the overall expenditure program
Has an intra-sectoral spending plan derived from program priorities

Donor Partnership
Donors support the country in its role, and align their support to the same Government program

Donor Hamonization
Donors adopt common implementation and management structures, preferably those of the Government

---

It is the Government's intention to pursue and further intensify SWAp during SPEC implementation. Detailed investment, expenditure and implementation plans will be developed as the next step in the planning process. The challenge now is to increase the number of partners supporting the SWAp through a more intensive partnership arrangement involving general budget support or support through FASE. All partners will be welcome to participate in the SWAp process assuming that their support is aligned with SPEC objectives, national reform policies and investment program priorities. A memorandum of understanding will specify the commitment of government and the external partners in the SWAp.

It will also be important to review and strengthen the management of technical assistance provided by the development partners. External support, both in financial resources and technical assistance will need to continue and grow. Moreover, for effective planning, this assistance will need to flow in a stable and predictable form through co-ordinated and harmonized procedures that minimize transaction costs. MEC and its external partners are committed to this type of partnership, and its growth and strengthening is a key assumption. MEC therefore intends to explore with the external partners the possibility of creating a technical assistance fund, possibly as a part of FASE, which would be available to fund external technical assistance interventions with terms of reference that are jointly agreed by the Government and co-operating partners, and – to the extent possible – included in the annual work program and budget.

### 4.5 Managing a decentralized planning and implementation process

The processes of managing and implementing the Strategy assume a change in roles and responsibilities at all levels of the education system. Activities at the Centre will increasingly focus on high-level policy and planning, facilitation processes, and progress monitoring. In addition, the responsibility for administering the delivery of education services, and the management of (and accountability for) the necessary resources, will gradually be shifted to provinces, districts and individual schools.

The framework for achieving this decentralization can be found in the Government's plan for public sector reform. In the Ministry of State Administration (MAE), the Technical Unit for Public Sector Reform (UTRESP) is responsible for providing assistance and facilitation to implement the processes of decentralisation, including the required strengthening of capacity. Supported by UTRESP as appropriate, and guided by SPEC, this process of building the necessary capacity to manage transferred responsibility must proceed at an appropriate pace. The responsibilities for administration, particularly in the area of finance, can only be transferred when it is clear that both the organizational structures and the human resources are in place in the appropriate units, to a degree that will ensure success.

The successful implementation of SPEC will require all participants throughout the system to use it as a central part of the emerging decentralised planning process throughout the five-year lifespan of the strategy. At the national level this implies ensuring continued coherence with Government-wide processes, including PARPA and its annual expression in the Economic and Social Plan, as they continue to evolve, and as new versions come into play. It is therefore expected that SPEC will be reviewed from time to time to take account of higher policy-level objectives and strategies.

Operationalizing the SPEC strategy will require, first, to translate it into a 5-year investment program that will detail the activities, costs and sources of funding for specific SPEC activities. This investment program will be the foundation for annual work plans and budget for these activities. Such annual plans will need to be developed, reviewed by each of the directorates and departments of the MEC for consistency towards meeting the SPEC goals. Eventually, these plans should reflect priorities defined at the school level. Secondly, the investment program will need to be accompanied by an implementation manual that specifies the implementation methods and means for each of the components of the investment plan as well as the overall mechanisms for financial management, procurement and auditing. The investment program and the implementation manual will need to reflect that ESCP envisages that the centre will move more towards high level planning and policy, facilitation, support and monitoring, while the administration of service delivery moves to other levels of the system and is increasingly visible in local schools, and districts with greater financial authority and decision-making power at these levels. A key task of the national directorate of planning will be the development of planning capacity at the decentralized levels. Decentralization assumes that the provinces, municipalities, districts and schools will be responsible for implementing the local level of the SPEC, managing process to contract teachers, build low-cost schools, mobilizing the community to enrol 6-year-olds in grade 1 and monitoring other relevant indicators. Figure 2 depicts the main elements of the design and planning process that is envisioned for SPEC.

Figure 2 SPEC Planning and Budgeting Process

```
┌─────────────────────────────────────────────────┐
│     National macro economic and policy framework │
└─────────────────────────────────────────────────┘
                        ↓  ↑
                  ┌──────────┐
                  │   SPEC   │
                  └──────────┘
                        ↓
                 ┌──────────────┐
                 │     SPEC     │
                 │  Investment  │
                 │   Program    │
                 └──────────────┘
                        ↓  ↑
              ┌──────────────────────┐
              │ Annual review budget │
              │  and planning process│
              └──────────────────────┘
                ↓  ↑              ↓  ↑
┌────────────────────────┐  ┌──────────────────────┐
│ Annual work plans of   │  │ Annual provincial    │
│ directorates and       │  │ work plans           │
│ departments in MEC     │  │                      │
└────────────────────────┘  └──────────────────────┘
                                    ↓  ↑
                            ┌──────────────────────┐
                            │ Annual plans at the  │
                            │ district level       │
                            └──────────────────────┘
                                    ↓  ↑
                            ┌──────────────────────┐
                            │ Annual school plans  │
                            └──────────────────────┘
```
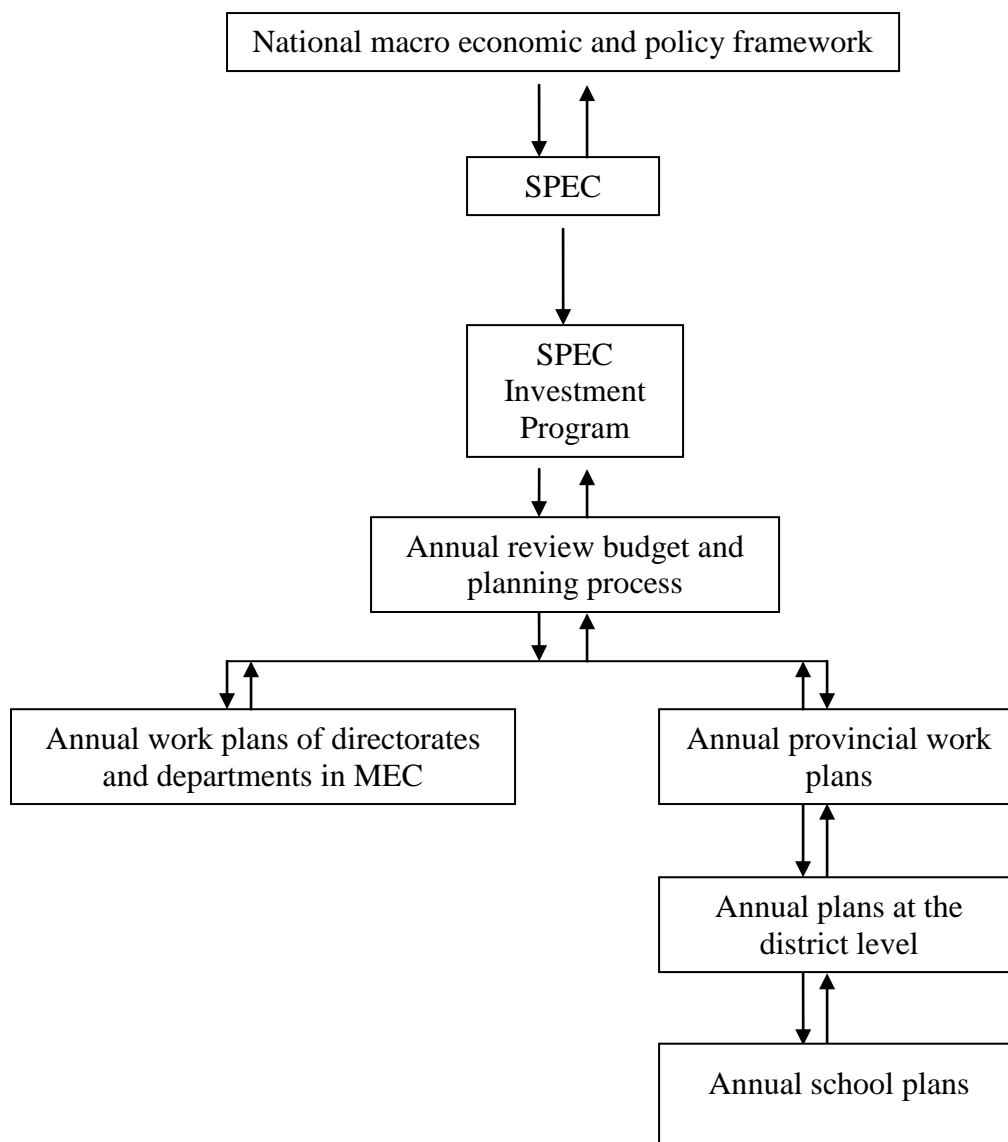
4.6   Strengthening financial management and administration

The implementation of SPEC will be guided by annual operational work plans as described above. These will translate the strategy vision into phased actions articulated within annual budgets allocated to each level of the system: schools, districts, provinces and the centre. These annual work plans will be developed and implemented using a common Manual on the Implementation of the Plan (MIP). The MIP is an instrument that will establish guidelines for all actors: Government, DPECs, cooperation partners and other community-based organisations. Its purpose will be to facilitate interventions while at the same time strengthening the Government's planning and management systems. As a planning and financial management instrument, the MIP will define how SPEC is translated into annual work plans and budgets, and will clarify responsibilities and accountability relationships between the centre, DPECs, DDECs and schools. The MIP will also cover financial management, tenders, accountability and audit procedures.

The financial plan for SPEC will be structured according to the fourteen main components. Annual work plans and budgets will then need to allocate resources to individual units at all

levels whose work plans address particular activities within these components. This procedure will mean that when the DPECs and the MEC directorates and departments establish their annual plans, their point of reference will be the activities foreseen in the fourteen components. Their respective budgets will reflect the resources allocated to each component in the financial plan. It is anticipated that this methodology will facilitate annual budgeting and management of resources allocated to effectively support the strategy.

Reaching the strategic objectives that are outlined for the education sector will require a significant improvement in capacity, processes and procedures for procurement management and financial administration. Presently, many external partners prefer to manage funds through project modalities to ensure that these are adequately accounted for. This represents a burden not only for the co-operating partners but also for the central and provincial authorities whose input and consultation is often overwhelmed by the quantity of plans and reports required.

The decentralized implementation strategy of ESCP makes it imperative to strengthen the capacity for financial administration at all levels of the education system and in some cases consider the possibility of outsourcing activities and consequently funds to organizations outside the system. This will not be possible unless resources (including funds) can be flexibly deployed and structures at all levels are strengthened, empowered and held accountable. This signifies that:

- Mandates, procedures and tools for financial management at decentralized levels will need to be clearly defined;
- Funds are transferred regularly to the decentralized institutions;
- Transparency and public accountability for the use of funds is paramount; it will mean publishing information on resources transferred in the press, displaying this in schools, district and provincial offices and involving school management committees in allocation decisions;
- External audits are regularly and professionally implemented; sanctions for financial misconduct are severe.

Strengthened financial administration and procurement management will set the stage for progress towards funding mechanisms that are better streamlined and harmonised, and brought together in the form of pooled funding or general budget support.

4.7   Monitoring Progress

Implementation of SPEC will need to be flexible and respond to the lessons of experience as they become available. Annual progress reports that document progress towards SPEC performance targets, detail expenditures committed and disbursed, assess obstacles and identify priorities for remedial action (including adjustments in SPEC policies and strategies) are the key instruments for monitoring progress. So far, this has been for the most part, carried out at the Centre as a joint activity between MEC and its cooperating partners. These activities are guided by a set of agreed principles, captured in a memorandum of understanding that has been developed between MEC and its partners. It provides for a structured set of review meetings, to provide guidance to joint implementation, supervision, and effective consultation.

These processes include:

- Annual review meetings (The Reuniao Annual de Revisao or RAR)
- The Ministerial Level Meeting (Comite Partiario de Acompanhamento or COPA)
- The Joint Coordinating Committee (Grupo de Conselho Coordenador or GCC)
- The Financial Management Committee (Comite de Gestao Financeira or GCF)
- Working groups
- SPEC Secretariat

At a higher level, the Government and its Program Aid Partners (PAPs) regularly review the implementation of PARPA through the annual Economic and Social Plan and its associated Performance Assessment Framework (PAF). This includes education as a priority PARPA sector, and the achievement of PAF education indicators is closely monitored, with subsequent adjustment of PAF targets for future years.

To reflect and support the processes of accelerated decentralization proposed under SPEC, stronger monitoring and reporting processes at the provincial, district and school level will be needed. This will ensure the effective flow of information between levels in the system and support the greater levels of accountability needed under localized financial administration. Developing such systems, and training in their use is a key part of the capacity building activities included in SPEC. The monitoring data so gathered will put additional pressure on central units that are responsible for gathering, collating and analysing educational information and statistics. A strong Educational Management Information System (EMIS) using effective ICT tools, is necessary if the required instruments for planning and reporting are to emerge from these processes.

An indicator framework has been established and is presented in the annex of the Strategic Plan. Based on nationwide indicators, the DPECs, DDECs and schools should prepare an indicator framework focusing on priority actions for meeting the targets of PARPA, the Government Program and SPEC, and ensure that these are continuously monitored.

5 Financing SPEC

5.1 Assumptions

The assumptions underlying the SPEC financial projections are presented in detail in annex 2. These have served as the basis for preparing the SPEC financial plan that includes detailed calculations regarding the recurrent and capital costs of the strategy.
The SPEC financial plan is based on the following principal assumptions:
- Growth in GDP of 7% per annum;
- Increase in the share funds allocated to education from the State Budget from 24% to 30%;

Table 2: SPEC Financing

	2006	2007	2008	2009	2010
GDP (in billions of MT, 2006)	180,831	193,491	207,012	221,538	237,046
Real growth		7%	7%	7%	7%
Public Revenue (in billions of MT. 2006)	49,049	52,709	54,990	57,817	60,637
Real growth		7.5%	4.3%	5.1%	4.9%
Total investment SPEC (in billions of MT, 2006)	11,672	13,986	15,593	16,897	18,279
Total investment SPEC (in millions of USD, 2006)	467	559	624	676	731
As a % of public resources	23.8%	26.5%	28.4%	29.2%	30.1%
As a % of GDP	6.5%	7.2%	7.5%	7.6%	7.7%

In this context, a total investment of 76,427 billion Meticais, or approximately 3 billion USD, is planned for SPEC implementation during the 2006-10 period. This represents an increase in the share for Education out of the State Budget from 23.8% in 2006 to 30.1% in 2010, and an increase in the Education Budget as a percentage of GDP from 6.5% in 2006 to 7.7% in 2010. SPEC financial plan data is presented in more detail in Table 2 above.

5.2 SPEC Financing: detailed information

It is estimated that of the resource envelope required to implement SPEC, an average of 82% of resources will be used to finance recurrent costs, principally salaries and remunerations, while 18% will be used to finance capital costs. The distribution of these resources from 2006 to 2010 is presented in Table 3.

Table 3: SPEC Financing by type of expenditure

	2006	2007	2008	2009	2010
Total Cost in SPEC (in billions of MT, 2006)	11,672	13,986	15,593	16,897	18,279
Recurrent Cost (as % of total)	78	81	82	85	86
Capital Cost (as % of total)	22	19	18	15	14

Central to the calculations of the SPEC financial plan are policies to manage the total salary bill and control of the cost of classroom construction. Effectively managing the teachers' salary budget is the crucial to the feasibility and financial sustainability of the ESCP policy goals and objectives. The policies regarding reforms in recruitment and deployment have been discussed in chapter 3.6 and incorporated into the cost projections. The second key element for SPEC financial sustainability is the control of the cost of classroom construction; the community management of construction for EP1 and EP2, discussed in chapter 3.1, is expected to result in a cost per classroom of 10,000 to 20,000 USD.

Since PARPA does not cover all interventions in the National Education System (which recently incorporated the Higher Education subsystem and the area of Culture), the SPEC financial plan is more comprehensive than that of PARPA. While PARPA envisages that 18.9% of the total public resource envelope will be invested in the education sector in 2007, rising to 21.9% in 2010, SPEC estimates that 26.5% of the total public resource envelope will be necessary in 2007, rising to 30.1% in 2010. These differences are illustrated in Table 4.

Table 4: Comparing SPEC and PARPA Financial Plans

	2006	2007	2008	2009	2010
GDP (in billions of MT, 2006)	180,831	193,491	207,012	221,538	237,046
Public Resources (in billions of MT, 2006)	49,049	52,709	54,990	57,817	60,637
Resources for Education (in billions of MT, 2006) - PARPA	9728	9944	10,953	11,977	13,262
% of public resources	*19.8%*	*18.9%*	*19.9%*	*20.7%*	*21.9%*
Total SPEC investment (in billions of MT, 2006)	11,672	13,986	15,593	16,897	18,279
% of public resources	*23.8%*	*26.5%*	*28.4%*	*29.2%*	*30.1%*

Looking at the structure of the financial plan for SPEC by level of instruction and cross-cutting issues, Table 5 shows that an average of 49% of total investment estimated for SPEC is allocated for primary level (EP1 and EP2). At secondary level, investment will need to grow from 18.4% of the total SPEC investment in 2006 to 22.6% in 2010. 4% of total investment will be allocated to technical education during the period, while an average of 18.5% of the total investment will be allocated to higher education over the five-year period. It is expected that the resources for the other subsystems and cross-cutting areas will remain stable in proportional terms during the period, and that administrative costs will absorb a progressively smaller proportion of total resources deployed in the sector.

Table 5:

Table 5: Structure of the SPEC financial plan by level of instruction and cross-cutting area

	2006	2007	2008	2009	2010
Primary Education (EP1 and EP2	49.9%	48.8%	48.6%	48.8%	49.4%
Secondary Education, 1st cycle (ES1)	11.9%	11%	11.7%	13.1%	13.9%
Secondary Education 2nd cycle (ES2)	6.5%	7.1%	7.4%	8.1%	8.7%
Technical Education	4.1%	3.8%	3.8%	4%	4.2%
Teacher Training	0.4%	0.8%	1%	0.7%	0.7%
Adult and Non-Formal Education	0.8%	0.9%	1%	1.1%	1.1%
Higher Education	19.1%	20.2%	19.7%	17.7%	16%
Culture	0.9%	1.1%	1.1%	1.1%	1.1%
HIV/AIDS	1%	1.1%	1.1%	1.2%	1.2%
Administration	5.4%	5.3%	4.8%	4.2%	3.6%
Total Sub-sectors	**100%**	**100%**	**100%**	**100%**	**100%**

6 Assumptions, Opportunities and Risks

6.1 Assumptions

The success of SPEC is based on key assumptions that reflect positive developments in the recent history of Mozambique, and there is every reason to trust that they will continue to be valid. Should any of them move toward a risk level, it would be necessary to re-evaluate the Strategic Plan. These assumptions include:

- A peaceful and stable environment throughout the country if all parts of the education system are to move forward together to achieve common goals and objectives as set forth in SPEC.

- Economic growth, with average annual GDP growth staying at the positive levels (in a range of 7 – 8% annually) of recent years for the growth of government revenue that will finance part of the expenditure increases envisaged under SPEC.

- Commitment by Government to the vision for education as experience worldwide has demonstrated that such major reform and expansion of education cannot be achieved as a "top-down" process. Strong leadership and direction from the highest political levels are certainly essential although real change must come from the broad participation and engagement at the local level: communities, parents and schools all committed to better education and better lives for their children. A shared vision and partnership between all levels is a critical factor for accelerated progress.

- Commitment and engagement by Cooperating Partners, as for the foreseeable future, Mozambique will need the committed support of external partners to help it achieve the goals and objectives of the Strategic Plan, and further to reach the Millennium Development Goals and the vision of economic and social development, as captured in the PARPA. External support, both in financial resources and technical assistance will need to continue and grow. Moreover, for effective planning, this assistance will need to flow in a stable, predictable form through coordinated and harmonized procedures that minimizes transaction costs. MEC and its external partners are committed to this type of partnership, and its growth and strengthening is a key assumption.

6.2 Opportunities and Strengths

Mozambique embarks on the implementation of SPEC with several strengths that create a window of opportunity:

- **Momentum, energy and optimism:** Much has already been achieved in the improvement of education in Mozambique, but much more remains to be done. This sense of optimism and momentum must be maintained for the continuation and acceleration of educational programmes. The priority that the newly-elected Government places on education creates a unique opportunity for policy reform and accelerated development in the sector.
- **The shared vision of government, public, and cooperating partners:** Great efforts have been expended in recent years to build a common vision for education and its centrality to the development of Mozambique. Since education is esteemed throughout the country, this position can generate commitment and engagement by all

Mozambicans in support of educational programmes. Cooperating partners share this vision and are committing major resources to assist the nation to reach its goals.

- **Links with the Lusophone community**: In the planning and achieving progress in educational reform, communities and networks of expertise and good practice that draw on experience in many countries are a valuable asset. Mozambique is fortunate in being part of an extensive network of Portuguese speaking countries that have considerable experience with various models of education reform. This expertise can be drawn on readily, and provides a significant pool of knowledge and talent that can assist in the implementation of SPEC.

- **Links with SADC:** Similarly, as a member of the SADC community of nations, Mozambique can draw on resources, expertise and experience from its neighbours. While there are significant differences in the education systems, many issues and challenges are common to the region. This is particularly true, for example, in the role of the education system in combating the HIV/AIDS pandemic. Sharing information, expertise and experiences within the region can provide valuable insights and in some cases avoid time-consuming and expensive pilot projects as successful regional models can be implemented. The micro-science kits (proposed in Component 4.4) for secondary science laboratory work, developed in South Africa and now used successfully in many countries, are a vivid example. The new curriculum for basic Secondary Education that has recently been developed in Namibia also serves as an inspiration for Mozambique.

6.3   Risks

SPEC is an ambitious strategic plan. Uneven success in ESSP I was attributed to a number of risk factors that could continue to endanger progress and goal achievement. Since mitigating strategies for these factors are built into the Strategic Plan, it is nonetheless important that they be monitored and, as part of the annual review process, the negative impacts should be counteracted through appropriate adjustments to the strategy.

- **Insufficient financial resources (internal & external funding flows):** Implementing all parts of the Strategy and achieving its goals will carry a high price tag. It is not clear that financial resources can be mustered to fully meet the Plan's requirements. If significant shortfalls or funding gaps emerge, the SPEC will need to be adjusted. Fortunately, Government understands the constraints imposed by fixed planning horizons of development agencies, usually with time frames shorter that MEC's own financial projections. Yet stable, predictable long term funding commitments from the co-operation partners would considerably simplify the planning processes.

- **Lack of progress in public sector reform:** Weak structures, delayed reforms, and failure to strengthen institutional capacity and human resources at all levels could compromise the success of SPEC. Reform of organizational structures, mandates and procedures, accompanied by in-service training that focuses on the preparation of plans, the management of implementation processes including monitoring and evaluation, administration of human resources, and financial management must be a priority at all levels of the system.

- **Delays in decentralization:** The shift of responsibility, particularly to district and school level, is a critical success factor. As decision-making and accountability is shifted closer to beneficiaries, it is expected that education services will become more effective as they will better reflect local conditions, priorities and needs. However, delays in these processes will impede progress.

- **Financial management, control structures, transparency, & accountability:** SPEC calls for significant improvement in the area of financial management and accountability. This encompasses a number of issues:
  - o Timely release of funds and payments (e.g. teachers' salaries)
  - o Stronger accountability for funding
  - o Improvement of Audit, Procurement and Reporting Systems
  - o Speedup in management processes, decision making and communication
  - o Stronger monitoring of spending results
  - o Stronger local capacity to utilize available financial resources
- **Capacity for low cost school construction:** The improvement of local capacity to build, rebuild, rehabilitate and equip schools is seen as necessary for success and is closely linked to decentralization. If centralized contracting procedures continue, there is a high risk for major delays in implementation, higher costs and limited coverage.
- **Sustainability of achievements and results:** It is a basic principle of financial planning that every capital expenditure or acquisition of new fixed assets places new demands on recurrent budgets. (This is particularly true in ICT where the capital costs of hardware acquisition have turned out to be significantly lower than the new recurrent costs necessary to support their effective use). Sustainability is seriously at risk unless capital and recurrent budget planning processes are closely integrated for project type interventions, which often introduce significant new assets into the system, be brought "on-budget".
- **Impact of HIV/AIDS Pandemic:** HIV/AIDS is, without doubt, one of the major threats to achieving universal primary education and completion, and has the potential to wipe out many of the anticipated achievements of the Strategic Plan. As teachers fall sick and die, and larger number of students become affected, and in some cases infected, it is expected that education will become increasingly "random" and unstructured with obvious impact on quality, access and equity.
- **Supply/quality of teachers:** The availability of sufficient quality teachers is one of the key conditions for the success of SPEC. Large classes, multiple shifts and a large and growing number of poorly-qualified teachers with a salary below the desirable minimum (category N5) are all compromising educational quality and efficiency. Expansion of the system will put increasing pressure on the wage bill that may further weaken the factors encouraging retention of trained teachers in the system.

SUMMARY OF FINANCIAL PROJECTIONS

	2005	2006-2010
EP1		
Total number of pupils in EP1 (student enrolment)	3,471,140	4,356,294
Number of teachers in public schools	45,887	64,278
Ratio of classes to teachers in public schools	1.49	1.36
Ratio of pupils to classes in public schools	49.5	47.5
Spending on inputs other than teachers as % of total recurrent spending at EP1	1.26	32
Total recurrent spending (millions of Mt)	*	19,379,848
Estimated number of classrooms to be built		12,200
Total capital spending (millions of Mt)	*	4,355,327
EP2		
Total number of pupils in EP2 (daytime and night)	553,991	1,111,634
Ratio of pupils to classes in public schools	51.7	48.7
Number of teachers in public schools (daytime and night)	11,011	23,945
Spending on inputs other than teachers as % of total recurrent spending at EP2	22.3	32
Total recurrent spending (millions of Mt)	*	11,784,158
Estimated number of classrooms to be built		8393
Total capital spending (millions of Mt)	*	1,987,921
ESG1		
Total number of pupils in ESG1 (daytime and night)	357,431	986,511
Ratio of pupils to classes in public schools	59	55.2
Number of teachers in public schools (daytime and night)	5004	16,573
Spending on inputs other than teachers as % of total recurrent spending at ESG1	29	33
Total recurrent spending (millions of Mt)	*	6,759,286
Estimated number of classrooms to be built		5323
Total capital spending (millions of Mt)		3,044,667
ESG2		
Total number of pupils in ESG2 (daytime and night)	54,341	227,530
Ratio of pupils to classes in public schools	53.9	52.2
Number of teachers in public schools (daytime and night)	1588	6100
Spending on inputs other than teachers as % of total recurrent spending at ESG2	36	33
Total recurrent spending (millions of Mt)	*	4,526,188
Estimated number of classrooms to be built		1603
Total capital spending (millions of Mt)	*	1,317,586
TVET		
Total recurrent spending (millions of Mt)	*	1,475,186

Estimated number of classrooms to be built		1014
Total of capital spending (millions of Mt)	*	1,566,609
Teacher Training		
Total recurrent spending (millions of Mt)	*	469,997
Total capital spending (millions of Mt) (Refurbish 6 TTI)	*	92,725
Literacy		
Total recurrent spending (millions of Mt)	*	766,298
Higher Education		
Total number of students		2,324,438
Total recurrent spending (millions of Mt)		12,949,075
Total capital spending (millions of Mt)		1,090,000
Culture		
Total recurrent spending (millions of Mt)	*	810,000
Administration		
Total recurrent spending (millions of Mt)	*	3,188,941
HIV/AIDS		
Total Government recurrent spending on HIV/AIDS	*	864,163
Total recurrent expenditures		**62,973,068**
Total capital expenditures		**13,454,836**
Total Sector expenditure		**76,427,904**

Notes: the financial projections for the period 2006-2010 are estimated at 2006 prices.
* see following table.

2004 Financial Execution by functional expenditure classifier (Central and Provincial)

Functional Classifier	Recurrent Expenditure	Capital Expenditure
Primary Education	2,566,418	62,476
ESG1	567,683	33,610
ESG2	197,027	11,666
Higher Education	599,692	66,160
Other Services	692,224	130,729
Total	**4,623,044**	**304,641**

Assumptions and Key Outcomes of the Financial Projection model

	2005	SPEC
Education		
EP1: entry to 1st grade at 6 years of age	55.6	95
EP1 entry to 1st grade at 7-11 years of age	24.8	5
System Efficiency		
EP1: average pass rate	81.4	82
EP1: average failure rate	11	10
EP2: average pass rate	72.6	82
EP2: average failure rate	19	10
ESG1: average pass rate	60.5	70
ESG1: average failure rate	27.6	15
ESG2: average pass rate	59	75
ESG2: average failure rate	2	15
Enrolment by type of school and level of instruction		
EP1: proportion of pupils in private schools	0.9	2
EP1: proportion of pupils in community schools	1.3	3
EP2 proportion of pupils in private schools	1.1	2
EP2: proportion of pupils in community schools	2	3
ESG1: proportion of pupils in private schools	2.8	3
ESG1: proportion of pupils in community schools	10	10
ESG2: proportion of pupils in private schools	3.3	3.5
ESG2: proportion of pupils in community schools	14.3	14.5
Efficient teacher utilization		
EP1: proportion of female teachers in public schools	31.3	40
EP1: ratio of teachers to class in public schools	1.49	1.2
EP1: ratio of pupils to class in public schools	49.5	45
EP1: ratio of pupils per teacher in community schools	48.7	45
EP2: proportion of teachers in public schools	23.3	40
EP2: average weekly teaching load per teacher	28.3	26
EP2: ratio of pupils per class in public schools	51.7	45
EP2: ratio of pupils per teacher in community schools	22	45
ESG1: proportion of teachers in public schools	16.8	30
ESG1: average weekly teaching load per teacher	31.5	24
ESG1: ratio of pupils per class in public schools	59.3	50
ESG2: proportion of teachers in public schools	17.8	30
ESG2: average weekly teaching load per teacher	15.7	20
ESG2: ratio of pupils per class in public schools	53.9	50
Teacher Salaries		
EP1: subsidy for multiple shifts	60%	60%
Proportion of teachers by salary level		
EP1: teachers in Category 1 (N5) – (6+1, 7+1, NQ<10)	17	0
EP1: teachers in Category 2 (N4) – (6+3, 7+3, NQ 10+1)	68	90
EP1: teachers in Category 3 (N3) – (10+2)	15	10
EP2: teachers in Category 1 (N5) – (6+1, 7+1, NQ<10)	6	0
EP2: teachers in Category 2 (N4) – (6+3, 7+3, NQ 10+1)	36	60
EP2: teachers in Category 3 (N3) – (10+2)	58	40
ES1: teachers in Category 3 (N3) – 12+1 & others	80	90
ES1: teachers in Category 4 (N2) – Bachelor's Degree	9	5
ES1: teachers in Category 5 (N1) – Licentiate Degree	11	5

ES2: teachers in Category 3 (N3) – 10+2 & others	35	20
ES2: teachers in Category 4 (N2) – Bachelor's Degree	16	30
ES2: teachers in Category 5 (N1) – Licentiate Degree	49	50
Teacher Training and Recruitment		
CFFP (7+3): total graduates per year		1350per year to 2009
		60
CFFP (7+3): graduates per year	58	2007
Year to begin closing CFFP courses		
		1600 per year to 2008
IMAP (10+2) total graduates per year		50
		2007
IMAP (10+2) graduates per year	42	
Year to begin closing IMAP courses (10+2)		5
New 10 + 1 training program (EP1, EP2)		18,100
Real annual funding per capita (pupil) growth rate	0	50
Total graduates		
Graduates per year in total of graduates		5
New 12 + 1 training program (ESG1)		9000
Real annual funding per capita (pupil) growth rate	0	40
Total graduates		
Graduates per year in total of graduates		5
New training program in distance education (ESG2)		1500
Real annual funding per capita (pupil) growth rate	0	2010
Total graduates		
Year for introducing distance education courses		
In-Service training		
Number of teachers in existing in-service training programs	5000	5
Real annual funding growth rate for new model of in-service training		
Annual growth in the proportion of teachers receiving new model of in-service training	0	20
Higher Education graduates		
Bachelor's degree graduates per year		1000
Graduates in the total proportion of Bachelor's degree graduates		40
Licentiate degree graduates per year	101	
Graduates in the total proportion of Bachelor's degree graduates	28	500
		40
Expenditure	95	
EP1: other recurrent spending (excluding salaries and remuneration to teaching staff) in the total of sub-system recurrent spending	22	
EP1: expenditure on no-teaching staff in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)		32
EP1: expenditure on books and instructional material in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	12.6	11
EP1: direct support to schools in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	7.8	20
EP1: examination expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	31.1	
EP1: other recurrent expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)		50
EP2: other recurrent expenditure (excluding salaries and remuneration to teaching staff) in the total of the recurrent expenditure in the sub-system	42	2

Indicator		
EP2: expenditure on non-teaching staff in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	2	17
EP2: expenditure on books and instructional material in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	17	32
EP2: direct support to schools in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	22.3	11
EP2: examination expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	15.9	20
EP2: expenditure on boarding facilities in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	43.6	50
ESG1: other recurrent expenditure (excluding salaries and remuneration to teaching staff) in the total of the recurrent expenditure in the sub-system	28.5	2
ESG1: expenditure on non-teaching staff in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	2	17
ESG1: examination expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	10	33
ESG1: expenditure on boarding facilities in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	29	14
ESG1: other recurrent expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	18	6.1
ESG2: other recurrent expenditure (excluding salaries and remuneration to teaching staff) in the total of the recurrent expenditure in the sub-system	6.1	30
ESG2: expenditure on non-teaching staff in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	52.3	50
ESG2: examination expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	23.6	33
ESG2: expenditure on boarding facilities in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	36	50
ESG2: other recurrent expenditure in the total of other recurrent expenditure (excluding salaries and remuneration to teaching staff)	32.6	10
TVET	3	10
Annual growth in enrolment rate in arts and crafts schools (elementary level)	47.4	33
Annual growth in enrolment rate in basic level schools		
Annual growth in enrolment rate in medium level schools	17	50
Real annual growth rate in per capita (pupil) financing in the arts and crafts schools (elementary level)		
Real annual growth rate in per capita (pupil) financing in basic level schools		10
Real annual growth rate in per capita (pupil) financing in medium level schools		
Non-Formal and Adult Education		10
Total number of students		
Annual growth rate in number of students		30
Real annual growth rate in per capita (student) financing		
Administration Expenditure		
Administration expenditure in the total of recurrent expenditure		
MEC expenditure as a proportion of total administration expenditure		
DPEC expenditure as a proportion of total administration expenditure		15

DDEC expenditure as a proportion of total administration expenditure		15
INDE expenditure as a proportion of total administration expenditure	29	20
Institutional Capacity-building expenditure as a proportion of total administration expenditure	5	10
School Sport expenditure as a proportion of total administration expenditure	5	10
ITC expenditure as a proportion of total administration expenditure	0	10
	0	
Infrastructure		
The school construction program is divided into two five-year sub-programs: 2006-11 and 2011-16	0	
EP1: number of teachers per classroom		1,100,000
EPS: number of class groups per classroom:		20
ESG1: number of class groups per classroom	535,811	5
ESG2: number of class groups per classroom	0	
TEVT: number of class groups per classroom	0	
EP1, EP2, ESG1, ESG2: proportion of present classrooms in disrepair being rehabilitated in each program		3
	7.3	21.7
	35.8	23
	23	45
	30.1	5
	1.7	2
	2.7	0.3
	0.3	3
	6.4	
		1.2
		1.5
	1.2	2
	1.5	2
	2	1.5
	2	20
	1.5	
	20	
Proportion of school buildings constructed using low-cost methods with community involvement		50

Part 2: Culture

1   Context

Mozambique is a country of great socio-cultural diversity, evident in the country's great ethno-linguistic variety and by the rich diverseness of its inhabitants' traditions, habits and customs. The composition of Mozambique's population is, to a great extent, the result of a process of intermarriage that began with the Bantu migrations at the beginning of the first millennium. Bantu people intermingled with established communities in Mozambique, and the process continued through interactions between communities and populations in the region.

People of Asiatic origin later settled along the coast before gradually spreading inland. Evidence of this can be seen in the Islamic influences in coastal and inland communities, particularly to the north of the country. In the 15th Century, European communities began to settle in the coastal areas, spreading progressively throughout the country. The most significant of these European settlers were the Portuguese, whose language is presently the official language of Mozambique. Although Portuguese is the official language for instruction and work, the latest census revealed that only 6.5% of the population speak this language as their mother tongue. More than 13 languages and numerous dialects are spoken in Mozambique besides Portuguese, enriching the country's linguistic and cultural tapestry.

Since national independence was proclaimed in 1975 and the period of political and military instability came to an end in 1992, the country has enjoyed substantial economic and social growth. The environment of peace and accelerated economic growth has created favourable conditions for developments in the education and culture sector. In the area of culture, the population is participating increasingly actively in cultural development, conducting a variety of activities to preserve and promote national arts and culture. Civil society's capacity to act is also developing, with the appearance and consolidation of a broad-based associative movement, testimony to a willingness among those involved in cultural activities to help strengthen the nation and national identity.

2   Analysis of the Current Situation

During the process of preparing the strategy for culture, an analysis was made of the current situation using three methodological approaches. Individual interviews were conducted with cultural managers and heads of cultural institutions, and consultative workshops were organised in four provinces involving a range of participants in the field of culture, including representatives of cultural associations, artists, writers, academics, journalists, cultural entrepreneurs and producers and partners. Finally, a national workshop was organised to bring together the various levels and types of stakeholder in the sector, including two specialists provided by UNESCO.

The process of analysing the current situation involved analysing the principal constraints encountered to goal achievement and other difficulties experienced by stakeholders in the area of culture. The needs and specific interests of priority groups, individuals and institutions were also identified. In addition, a SWOT analysis was made, linking the threats and opportunities of the external environment to the weaknesses and strengths in Mozambique's cultural environment. The following principal issues facing the sector were identified using this range of data collection methodologies:

The availability of competent human capital, with vocational training, talent and motivation is critical for the effective implementation of this strategy. Dialogues with intervenients in the

sector made it clear that competent, qualified human capacity in the area is scarce. Moreover, there is a pressing need to improve the quality of programs and activities implemented by existing cultural institutions and organisations, as well as the level of professionalism among artists, journalists, cultural producers and others involved in the sector.

Availability of infrastructure, resources and incentives is also critical for the effective implementation of the strategy. Existing infrastructure is inadequate in terms of conception, national coverage and distribution, basic resources (equipment and materials) are scarce and services provided to the sector are of poor quality.

The Mozambican Cultural Policy and Implementation Strategy (1997), and this Strategic Plan (2006-2011) clearly demonstrate that while culture is a vast area in itself, it also impinges on nearly all the other sectors, including education, health, agriculture, justice, tourism, the environment, industry and the economy. It is also clear that the Government does not have the capacity to take on full responsibility for the implementation and funding of policies in this area.

The Government, in its role as facilitator, is interested in creating a favourable environment for cultural development, in terms of an effective legal and policy framework, infrastructures, institutional training and capacity building. The participation of the private sector and civil society are essential to ensure that culture is preserved and that the necessary funds are mobilised to stimulate cultural growth and development.

To strengthen the implementation, assessment and monitoring of this strategy, knowledge about the country's cultural resources needs to be improved by identifying, inventorying and documenting Mozambique's tangible and intangible cultural heritage. The nation's heritage includes monuments, historical buildings and places of cultural importance, arts (music, dance and theatre), craftwork, festivals, ceremonies, rituals, languages and literary forms. At present, information about these cultural resources is scarce, dispersed or incomplete, and a concerted effort will need to be made to remedy the problem.

Mozambique is rich in the quantity and quality of its cultural potential and artistic talent, which, if well managed and exploited, could greatly improve the economic situation of our artists and cultural producers. Numerous constraints, which are described below, need to be remedied to increase the competitiveness of these intervenients.

The value of the national artistic and creative productions needs to be increased to meet the demands and requirements of national and international markets.

As intervenients in the sector tend to operate in small production units, they are unable to benefit from economies of scale. It is crucial that those involved in the sector organise themselves into co-operatives and associations.

Many cultural operations are small and medium enterprises in the informal sector that have limited capital and are vulnerable to fluctuations in the business environment. As it is very difficult for such enterprises to gain access to credit from formal financial institutions, mechanisms need to be created or strengthened to help them gain access to micro-credit.

Research and development in different areas of the industry need to be encouraged to stimulate creativity and innovation as a way of responding effectively to market demands.

The existing legal and regulatory framework needs to be updated so that adequate legal protection is available for preserving and promoting cultural heritage, artistic creativity and cultural production. Appropriate laws and regulations will need to be reviewed or formulated, UNESCO conventions regarding cultural heritage need to be ratified, and the existing application regime for national laws and international legal instruments needs to be strengthened.

To improve the co-ordination, management and administration of the country's cultural sector, activities of the various cultural intervenients need to be streamlined to avoid duplication and overlapping in terms of responsibilities and activities.

It was possible to analyse the influence of external factors on culture in Mozambique by linking opportunities and threats of the external environment with weaknesses and internal forces. It was also possible to determine the sector's potential as well as its vulnerabilities and limitations. The principal strengths, weaknesses, opportunities and threats arising from the regional and national consultations are outlined below.

The greatest strength is unquestionably the integration of the areas of education and culture, which because of their complimentary nature, adds value to both sectors. Apart from its abundance of cultural resources and creative talent, the country benefits from the work of autonomous state institutions with a specific mandate for culture, involved in cultural research, promotion, training and management. Mozambique also possesses assets that are classed by UNESCO as World Heritage and Masterpieces, thus ensuring that the county's cultural heritage is recognised internationally.

The factors mentioned above, specific legislation for the area of culture, and the capacity of the Ministry to preserve and promote cultural heritage and prepare and negotiate projects are good reasons for the increase of donor confidence in this sector.

Institutional Weaknesses, however, may make it difficult for the country to profit from its existing strengths. One of the greatest weaknesses identified was the fact that public managers and decision-makers have a weak grasp of cultural issues. Other basic weaknesses are the limited institutional and human capacity to manage existing infrastructure and institutions, and the scarcity of cultural institutions in the country. In addition, there is no integrated national system for gathering, documenting, archiving, disseminating and applying statistical data and information about culture, particularly regarding the economic impact of culture on national development.

Another weak point is the absence of a linguistic policy to preserve, promote and develop the country's rich linguistic diversity. Policies, legislation and regulations that govern culture and which could help to raise the prestige of national heritage are poorly disseminated. The limited institutional capacity to implement, monitor and evaluate policies, strategies, programs and projects also inhibits performance in the area of culture. In addition, the poor management capacity and limited professional competence of artists and cultural producers significantly reduces their competitiveness. There is also little interaction between artists and associations, and a certain over-reliance on the State/Government.

The global cultural environment provides a constant source of opportunities as well as threats. To ensure the success of its process of cultural growth and development, Mozambique will need to develop the ability to identify these threats and engender ways of minimising their negative impact. It will also need to cultivate the ability to take advantage of and profit from opportunities, translating them into positive results. The most significant opportunities include: the adoption of UNESCO conventions, the emergence of a growing movement consolidating cultural identity; the gradual emergence of an associative and co-operative movement in the cultural sector; the international recognition of Mozambicans for the excellence of their creations, manifested through international prizes and invitations to exhibit works in prestigious institutions; the country's rich ethnolinguistic diversity; the Government's recognition of the important role of culture in education and training; the recognition of culture's importance in regional policies and forums (NEPAD, AU); and lastly, the Government's program of decentralisation which gives special emphasis to district planning and development, providing a context for community development.

The greatest threats include: excessive taxes and customs duties for cultural products and services; the pirating of goods which acts as a disincentive to investment in cultural industries; illegal trafficking in cultural property; the absence of a national system to control trafficking and the alienating influence of foreign cultures on the population, particularly on young people.

Based on the principal results of the SWOT analysis, the target group of this strategy includes public and private authorities at all levels; political decision-makers in the area of culture; planners, program officers in the area of culture and other sectors involved in this strategy: artists, researchers, educational and training institutions; vulnerable groups (women, young people, the physically challenged and elderly); community leaders; those involved in law and order (judges, lawyers, customs officials, police); development agents, cultural producers (professionals, specialists and technicians); the private sector, civil society; teachers and trainers; traditional healers and health service providers; tourist operators; cultural associations and co-operatives and local and traditional authorities.

3 The Policy Context

As mentioned above, the Cultural Strategy was developed in the light of a considerable range of national, regional and international policies that impinge on the area of culture. The Strategy aims to strengthen and highlight the important relationship between culture and development, promote national and cultural pride and identity and encourage intercultural dialogue and respect. It is expected that all of this will contribute to stimulating and preserving cultural diversity.

At national level, the recommendations of the first National Conference on Culture, the Agenda 2025 and the Mozambican Cultural Policy and Implementation Strategy lay the foundations for preparing the present Strategy. At regional level, many important policies have recently been developed in Africa, including the Charter for Cultural Renaissance in Africa, the 2005 Nairobi Action Plan for Cultural Industries as well as NEPAD. It is important to situate the present national strategy in its regional context to take advantage of the environment that continues to evolve in Africa regarding basic development questions.

This document also reflects more recent international initiatives, particularly those related to UNESCO Conventions that are soon to be ratified by the Government. The ratification and implementation of these Conventions will align national and international legislation and practices as well as providing a platform for international co-operation in the area of culture in terms of resources and technical capacities.

3.1 The Mozambican Constitution

The Mozambican Constitution affirms that the State values national languages as an element of national cultural and educational heritage, and urges that these languages are developed and used as a way of strengthening Mozambican identity. The State's major objective is to consolidate national unity in a pluralistic and tolerant society that values the culture of peace. The State also advocates liberty of scientific, technical, literary and artistic expression for its citizens, protects intellectual property and promotes the production and dissemination of literary and artistic works. Mozambican citizens are free to express the traditions and values of Mozambican society.

3.2 The first National Conference on Culture and Cultural Policy

The recommendations of the first National Conference on Culture and Cultural Policy, held in July 1993, recognised the cultural sector as the driving force behind constructing national identity based on the diversity of Mozambican people and recognised culture's fundamental role in national development. The Conference recommended that artistic production should be strengthened and cultural heritage safeguarded. Culture's intersectoral role (in education, science, sport and physical education) and its role in international co-operation relationships were also recognised. The Conference adopted the National Cultural Policy and recommended it for approval.

The Cultural Policy of Mozambique was approved by the Council of Ministers in July 1997. The priorities and objectives of the Policy lay the foundations for formulating strategic priorities. Development can only be sustainable if the principal beneficiaries are involved, and for this to happen, cultural issues need to be integrated in development processes and programs. One of the most important roles that Culture plays is to strengthen Mozambican identity in a context of unity in diversity. Other priorities, such as the preservation of cultural heritage, the development of cultural institutions and the promotion of research also occupy a prominent place in the Strategy.

3.3 The Government's Five Year Plan (2005-2009) and PARPA II (2005-2009)

The Government's Five Year Plan (2005-2009) stresses the importance of culture in all programs that aim to improve the quality of life and promote development. The Strategy emphasizes the importance of protecting and promoting cultural heritage and transmitting cultural traditions, while also encouraging contemporary means of expressing cultural values. Culture is seen as a basic tool for promoting patriotism and cultural unity.

The Action Plan for the Reduction of Absolute Poverty (PARPA II) is the Government's strategy paper for its Five Year Plan, focusing on improving the quality of life of society's most disadvantaged groups: those that live in absolute poverty. Culture is an important element of human capital, which this strategy prioritises. PARPA's development strategy considers that culture plays an important role in an individual's upbringing and is a vital component for improving educational quality, thus contributing to development and poverty reduction.

Cultural activities are also an important means of stimulating self-employment, building national identity and self-esteem and promoting positive civic and moral values. An appropriate cultural dimension is also described as an essential pre-requisite for the success and sustainability of all development programs.

3.4 Agenda 2025

Agenda 2025 analyses the current situation in Mozambique and sets out a common long-term vision for the country, to be realised by 2025. The priorities identified in the area of culture correspond closely to those outlined in this Strategy. Knowledge of local practices and medicine are considered as an important part of social and human capital, while locally-relevant education is seen as vital for communities and for the complete education of the individual.

The absence of a linguistic policy, one of the issues that this Strategy addresses, is seen by Agenda 2025 as a principal weaknesses in the development of human capital. The language barrier limits access to knowledge for the majority of the population and is seen as a cause of weakness in governance. The Agenda also reiterates the importance of integrating the various factors fundamental to the development process, and calls for the promotion of reading and the transfer of cultural values and traditions to the new generation as strategies for building human capital.

One of the 14 premises presented in Agenda 2025 is that development will only be possible when the local communities, their cultural identities and norms and their decision-making mechanisms, are valued and integrated into the development process.

3.5 Regional Legislation

The Charter for African Cultural Renaissance sets standards for African States regarding cultural diversity, identity, cultural development, training, the use of African languages, the

role of the State and co-operation relationships between the States and the African diaspora. The strategic objectives of this Plan are aligned with the Charter, principally regarding the integration of culture in development processes, promoting the use of local languages, protecting cultural heritage and promoting Mozambican identity in a context of diversity.

The Action Plan for Cultural Industries in Africa was approved in Nairobi, Kenya during the Conference of African Ministers of Culture. The document proposes a variety of solutions for the problems currently faced by cultural industries in Africa. The Strategy analyses the economic, social and political aspects of the sector from the perspective of African States. The principal problems include limited access to export markets, excessive taxes and customs duties, the poor social status of the artist and the poor quality of African cultural products. The Strategy's objective is to strengthen Culture's contribution to the economy and thus to national development. It includes various approaches to strengthening the production, sale and distribution of Mozambican cultural products through improving organization, technical training and the management of cultural organisations (including institutions, associations and co-operatives).

As far as culture is concerned, the NEPAD document stresses the importance of using and protecting local knowledge and strengthening and promoting Mozambican identity in a context of diversity. NEPAD is rooted in African culture, as it is founded on the need for Africa to resolve its own problems using its own means, but with the active support of partners and of intervenients at local, national, regional, continental and international levels. This Strategy is based on the same philosophy, particularly in its top priority of integrating cultural issues with the country's development processes.

3.6   International Instruments

The United Nations Education, Science and Culture Organisation (UNESCO) has developed a range of instruments (Conventions, Recommendations and Declarations) for the area of Culture, some of which have been prepared and adopted in recent years. The strategic objectives and activities in this Strategic Plan regarding the preservation and promotion of tangible and intangible cultural heritage were deliberately aligned with these international standards.

There are presently 7 UNESCO Conventions for the area of Culture. Five of these have the status of International Law while the other two are still waiting for the requisite number of ratifications to gain international legal status. The first five Conventions are:

- The Universal Convention of Authors' Rights (1952) and its Revision (1971);
- The Convention for the Protection of Cultural Property in the Event of War (1954) and its 1st and 2nd protocols (1954 and 1999);
- The Ban on the Import and Export and Illegal Transfer of Cultural Goods (1970);
- The Convention on the Protection of Human, Cultural and Natural Heritage (1972);
- The Convention to Safeguard Intangible Cultural Heritage (2003), to become operative in May or June 2006.

The other two conventions adopted by the UNESCO member states that are still in the process of ratification are:

- The Convention for the Protection of Underwater Heritage (2001);
- The Convention for the Protection and Promotion of Diversity in Cultural Expression (2005)

Mozambique has already ratified the Convention on the Protection of Human, Cultural and Natural Heritage and has begun the process of ratifying the Ban on the Import and Export and Illegal Transfer of Cultural Goods, the Convention to Safeguard Intangible Cultural Heritage and the Convention for the Protection and Promotion of Diversity in Cultural Expression.

The ratification of the Conventions of 1970, 2003 and 2005 is planned for the near future, feeding directly into the strategic priorities delineated in this Strategy. For example, the implementation of the Convention to Safeguard Intangible Cultural Heritage will increase the Strategy's likelihood of attaining concrete results.

The consultations conducted to prepare this Strategy highlighted the importance of launching the ratification processes for the other UNESCO conventions. For example, there is a pressing need for Mozambique to ratify the convention for the Protection of Underwater Heritage seeing that the country has an extensive coastline and thus a vast, partly undiscovered underwater heritage. This instrument should be used to protect the heritage of future generations, even if the country does not currently possess the technical and financial resources for identification and preservation. Seeing as no international legislation is in place, the Indian Ocean is presently open to treasure hunters and looters of all nationalities.

The application of the Convention on the Protection of Human, Cultural and Natural Heritage needs to be strengthened in order to increase the number of locations in Mozambique included on the list of World Heritage Sites. The country's capacity to preserve and manage these sites also needs to be strengthened, not only to fulfil our obligations to humanity but also to ensure that future generations are able to benefit from these sites of extraordinary universal value. The country also needs to explore the great economic and social opportunities that these sites present. The sites are currently under-utilized, especially in the context of developing the tourist industry and thus empowering local communities.

This Strategy reiterates that by adopting these international instruments, Mozambique would benefit from a solid legal framework and from the protection of the international community, as well as other incentives and resources. By ratifying the Conventions, the country would be upgrading its own policies and frameworks by bringing them into line with higher international standards.

4 Components of the Strategy

The internal and external environments and the mission, vision and principles of the Ministry of Education and Culture all contribute to the formulation of strategic priorities for the area of Culture. Each strategic priority is presented below, with a discussion of the current situation and the performance targets to be attained in the near future.

4.1 Promoting Culture and its contribution to social and economic development

4.1.1 Current Situation

Sustainable tourism is an important tool both for developing the economy of a community and preserving its natural and cultural heritage. Participatory planning is an essential pre-requisite for successful and sustainable tourist development, where the public sector, business community and community unite to guarantee, above all, the well-being and identity of the local community. Cultural tourism, for example, needs public management that is committed to the idea that sustainability requires an autonomous community that decides for itself how to share its heritage with the tourist, without reducing it to a mere spectacle.

Cultural tourism is a way of complementing existing tourist activities and boosting the national economy. The tourist sector in Mozambique should aim to exploit the country's natural, archaeological and artistic attractions as well as its historical buildings. Mozambique's natural heritage comprises dozens of islands, thousands of kilometres of beach, nature reserves and beautiful natural landscapes. Although tourism in Mozambique is presently geared towards eco-tourism, the country has plenty of potential for developing

cultural tourism. Its history, customs, monuments, cave paintings, historical architecture and numerous archaeological sites make it a country of singular cultural importance.

Community willingness and participation are essential for planning any type of tourist activity and the possible impact of the tourist venture should be fully analysed when planning for tourism in Mozambique. For Sustainable tourism planning, links need to be forged between the Government, the business community and local community and decisions about tourism should be based on local community's the point of view. As a means of self-preservation, the local population should be responsible for deciding what is important and what should be shown to the tourist. It is the community that sets limits to tourist activity and not the tourist industry that dictates the rules.

It is also important to highlight the relationship between the country's historical buildings and economic development. When historic buildings are restored and used for business or social purposes (as hotels, offices, shops, galleries, concert halls, etc.), job opportunities and income are created in the short and long term. A good example of this approach can be seen on Ilha de Moçambique, where the rehabilitation of world heritage has made a significant contribution to the socio-economic development of the island and the surrounding region, attracting tourists and investors and creating employment.

Cultural industries include all ventures and sectors producing cultural goods, including shows, films, audiovisuals, musical recordings, musical instruments and books. Cultural shows, which are an important element in citizens' civil and patriotic education, are one type of activity that should be produced by civil society.

As in all business sectors in the country, the vitality of the national business community has been diminished by citizen's poor purchasing power. In order to minimise investment risks in recent years, promoters have started to invite well-known foreign artists to perform in popular venues. This phenomenon, which is also the result of a lack of initial capital, relegates national artists to a subordinate position.

Cinema and audiovisuals, which also play an important educational role, have been privately produced in Mozambique. There are three basic sectors in this area: production, distribution and exhibition. Production companies, 14 of which are registered in the country, are particularly short of development resources, partly due to the high costs involved in producing films and audiovisuals.

The distribution sector, with only two private distribution companies in the country, is weakened by financial incapacity to ensure a regular supply of imported films. This is reflected in the fact that approximately 60 of the country's 72 cinemas are no longer in use. As a result there are many illicit venues (probably about 3000) showing video films, which are often unsuitable for certain age groups.

Civil society has attempted to find solutions to these problems. There has been a recent proliferation of cooperatives and associations in the country, such as the Producers' Association, the Mozambican Association of Filmmakers and the Mozambican Association of Video Exhibitors, all based in Maputo.

Low levels of private investment, largely due to high production costs, hamper the music recording and book publishing industries. The industries are far from being able to meet the high demand and are very selective in the artists they promote, making it difficult for new writers and musicians to break in to the market. The advent of new information and communications technologies, particularly the proliferation of computers with the capacity to record CD-ROMs, has spawned a parallel industry of pirated products. This is a serious constraint to the development and quality of artistic production.

Musical instruments also need to be produced and made available in the country if musical creativity and interpretation are to develop and new talents to emerge. There are no industries

producing conventional musical instruments in Mozambique, and although there are many specialists producing traditional instruments in the country, the distribution network needs to be developed.

It seems clear that there is currently little civil society involvement in promoting and disseminating culture, and that rich opportunities for promoting artists of all types are being missed. However, there is a growing number of entertainment venues in the country and an increased awareness of the need to formalise cultural initiatives and activities.

4.1.2 Strategy

The foundations have been laid for sustainable development in this area, manifested in the increased number of people making a living from cultural initiatives and projects. The Culture sector will now face the challenge of consolidating these advances by focusing on the following general issues:

- Creating a more attractive legal and social environment for investors;
- Establishing an environment that is favourable to the development and profitability of cultural industries, through actions to combat pirating, supervise activities and ensure compliance with legislation;
- Promoting craftwork as a profitable and sustainable activity in all communities, by holding fairs and supporting training and dissemination under the ambit of cultural tourism;
- Promoting cultural tourism, associated with widespread dissemination of local and national potential.

4.1.3 Promoting Culture and its contribution to Social and Economic Development: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Develop and promote a model for local historical and socio-cultural profiles for use in development planning	Greater integration of culture in development programs	Number of other sectors' development programs incorporating instruments	
	Generic model prepared to document historical and socio-cultural profile	Structural framework document and model completed	
Promote cultural tourism	Itinerary and calendar of cultural locations and cultural events disseminated	National Itinerary of Cultural Tourism prepared in published in brochure and website format	
	Community-based tourism developed	Communities, community organisations and community guides trained	
	Promotion of	Number of events	

	specific local socio-cultural events	held (local craft fairs, festivals…)	
Promote tourism on Ilha de Moçambique (World Heritage Site)	Ilha de Moçambique rehabilitated and restored	Sustainable Integrated Human Development and Rehabilitation Program prepared and implemented for Ilha de Moçambique	
	Ilha de Moçambique included in tourist routes	Visitors to Ilha de Moçambique and improved services offered	
	Ilha de Moçambique better documented, and information disseminated for knowledge and education	Publications and talks on the value of Ilha de Moçambique	
	The full potential of Ilha de Moçambique exploited in a positive manner	Underwater heritage protection plan prepared and implemented for Ilha de Moçambique	
	Better interaction among intervenients and/or stakeholders	Common Fund created, and regular sessions held	
Create incentives for the development of cultural industries	Review and update the tax system and structure of customs duties	Legal instruments prepared and updated	
	Promote the dissemination of fiscal reforms, particularly the Arts Patronage Law	Publications on legislation and dissemination and monitoring sessions	
	Legal regulatory framework strengthened for the development of co-operatives of small and medium cultural enterprises	Legislation and facilities created for the process of establishing and legalising cultural enterprises	
Promote the trade in local cultural products and artworks	Capacity and competency of cultural enterprises	Competitive capacity created for national cultural producers	

	improved		
	Training and institutional capacity building activities conducted for those producing cultural artefacts	Number of training and capacity building programs conducted to develop professional skills	
	Establishment of marketing and market access mechanisms	Marketing and interaction with principal international markets established	
Improve access to quality data regarding the economic importance of the area of Culture	Greater awareness about the economic impact of arts and culture on the economy	National system established for systematising and disseminating statistical economic data in the area of Culture	
Strengthen application of Author's Rights	Strengthened/ created institutions for administrating Authors Rights	Greater partnership and capacity for SOMAS (Mozambican Author's Society)	
	Actions strengthened to combat the pirating and counterfeiting of cultural goods	Reduction in the levels of pirating and counterfeiting	
	Legislation regarding Author's Rights updated and disseminated	Legislation for artists improved, and income for those producing cultural goods improved	
	Raised awareness about Author's Rights	Campaigns and sessions held for public and private actors	

4.2 Preserving and Valuing Cultural Heritage

4.2.1 Current Situation

Cultural heritage is the greatest spiritual wealth that Mozambique possesses as a nation. The Government and Mozambican society needs to ensure that all this cultural wealth is valued, preserved and developed. It is important to underline that the concept of cultural heritage covers far more than simply colonial buildings or certain historical sites. It includes intangible elements such as ways of speaking, songs, traditions and modes of behaviour: the lifestyles and habits of the different communities are also a part of cultural heritage.

Local heritage is preserved through a variety of internal procedures, based on a balanced relationship between the communities themselves and their immediate environment. This balance is maintained by traditional leaders who are the guardians of the lifestyles and habits of those under their leadership.

Although these practices have produced positive results, their sustainability is reduced by the fact that there are no mechanisms for linking with other social actors and institutions. External participation is limited by the fact that most citizens are uninformed about their cultural heritage and fail to value it. In addition, the country's cultural potential is not systematised and disseminated, and there is inadequate legislation and capacity to manage and preserve cultural heritage.

4.2.2 Strategy

In order to ensure that culture is effectively protected and conserved, and that cultural and natural heritage in the provinces and localities is valued as highly as possible, the following actions, with the participation of local leaders and communities, are recommended:

- Adopt a general policy that determines the function of cultural and natural heritage in the life of the Mozambican population, and integrate methods of safeguarding this heritage into general planning programs. It is particularly important to find a specific purpose for each rehabilitated building to ensure that it does not deteriorate for lack of use. Local communities should be responsible for determining the use of rehabilitated buildings, with the support of local or provincial structures;
- Institute services to protect, conserve and value cultural and/or natural heritage, if these do not already exist, with the human and material resources to allow them to function effectively;
- In co-operation with central structures and national institutions, conduct studies and scientific and technical research and improve methods to enable each province to address the threats to their cultural and natural heritage;
- In co-ordination with central structures, take the necessary legal, administrative and financial measures to identify, protect, conserve, value and restore heritage, opening the door to legally instituted partnerships;
- Support the creation or development of regional training centres to protect, conserve, and value cultural and natural heritage, encouraging scientific and socio-cultural research in these areas.

A wide variety of methods have been used to disseminate Cultural Heritage that aim to reach the largest proportion of society including the illiterate and those who do not have access to audiovisual information. Information should be disseminated in the following ways:

- Planning meetings with the communities that live in historical locations and near historical sites to ensure that they are involved in activities related to the general treatment (promotion, preservation) of cultural heritage;
- Creating mechanisms with potential partners to find viable alternatives for promoting cultural heritage (such as posters, t-shirts, postcards, calendars, caps, documentaries, etc.);
- Disseminating information about sites and locations with cultural potential and with the potential for cultural tourism;
- Disseminating information about protected areas, historical sites and locations and other historical and cultural information through the media, schools, hotels and restaurants;
- Producing brochures and other publications resulting from socio-cultural and scientific research into cultural and natural heritage, and from interaction between local communities and their cultural and natural heritage;

4.2.3 Preserving Cultural Heritage: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Develop program to promote tangible cultural heritage	Citizens' awareness raised, and citizens involved in preserving cultural heritage	Campaigns and programs conducted in schools, institutions and communities	
	Effective use of cultural values and heritage in education and tourism	Issues related to arts and culture integrated into school curricula, visits and holiday camps at cultural heritage sites	
Develop and publish national inventories of sites, monuments, objects and intangible cultural heritage	A database on cultural institutions, producers and cultural potential	Computerised database available	
	Sources of knowledge and understanding of national cultural heritage extended	Inventory of cultural heritage published	
	A national registration and documentation system established in the country	Structure, framework and process defined of producing national inventory of intangible heritage	
Update legislation on the preservation of tangible, intangible and natural cultural heritage	Legal and regulatory framework to protect cultural heritage established	Legislation revised and updated	
	Capacities and competencies strengthened to protect cultural heritage	Training activities conducted for those who apply and benefit from the laws	
	Relevant international Conventions ratified	Conventions ratified and disseminated	
Develop conservation plan and program to restore, preserve and manage tangible cultural heritage	Legal protection for the most representative artefacts of cultural heritage	Plan developed and implemented	

	Continued maintenance of military bases used in the War of Independence	Maintenance and conservation plan implemented	
	Increase national heritage on the official UNESCO World Heritage list	National list updated and submitted for acceptance onto UNESCO's world heritage list	
	Heritage Institute created	Institute created and operational	
Develop the plan and program to protect and revitalise intangible cultural heritage including the national language policy	Expressions of intangible cultural heritage that are in danger of dying out studied and systematised	Publications produced	
	Community involvement and participation strengthened in protecting and managing heritage	Functional community, school and association networks, and those to preserve intangible cultural heritage	
	Policy and legal framework prepared for the development and exploration of Mozambican linguistic heritage	Linguistic Policy of Mozambique created and implemented	
Ensure the protection of the Timbila and Nyau (Masterpieces of Oral and Intangible Heritage)	Action and Management plans for the Timbila and Nyau Implemented	Management plans and structures implanted	
	Promote widespread dissemination of the Timbila and Nyau	Programs and activities developed	

4.3   Developing and Strengthening capacity and infrastructure

4.3.1   Current Situation

Infrastructure is essential if development is to take place, and experience shows that the effective development of arts and culture in Mozambique will be impossible without an adequate and operative national network of cultural infrastructure.

Besides its contribution to the nation's collective and institutional memory, cultural infrastructure reflects the level of social investment in promoting self-esteem and patriotic sentiment. It demonstrates that culture is valued as a means of vocational and economic investment and thus as a pillar of sustainable development.

One of the main challenges faced by the Education and Culture sector is to promote culture as a real force for social and economic development. Evidence suggests that if Mozambique possessed the requisite cultural infrastructure, arts and culture could very soon be used as an effective means of generating secure jobs and wealth, of improving the quality of instruction and strengthening national identity and awareness.

Although it is generally accepted that the returns on investment in cultural infrastructure would be rich, the present situation is critical, with very little capacity to meet demand. For example, in 11 provinces there are only 6 Provincial Casas de Cultura and 11 District Casas de Cultura. Apart from the vocational training provided by these Casas de Cultura, only 3 provide artistic training (dance, music and visual arts). In addition, MEC only manages four museums and very few libraries and spaces for cultural events.

Good performance in the Cultural sector is limited by the situation described above, together with a lack of professionalism and in some cases, the total absence of staff with the capacity to meet demand.

4.3.2 Strategy

The following actions need to be implemented in the area of capacity and infrastructure:

- Introduce and strengthen the network of public, community and school libraries at district and provincial level;
- Strengthen the documentation centres at national level: the National Library of Mozambique and the Historical Archive of Mozambique;
- Expand and strengthen the national network of *Casas de Cultura* (as grassroots institutions for cultural work), and provide incentives for the creation of cultural centres;
- Stimulate the creation of local museums, sites and monuments as important centres for collective memory;
- Expand the national network of arts schools at different levels (primary, secondary, medium and higher) as a way of creating capacities and opportunities for self-employment;
- Create human and institutional capacity.

4.3.3 Capacity and Infrastructure: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Develop human and institutional capacity	Train public institution staff and specialists in particular areas of competence	Training programs conducted and performance quality raised	
	Communities and artists provided with professional capacities and the skills to manage cultural heritage	Training programs conducted	

	Institutions better equipped and modernised according to each specialisation	Number of institutions benefited	
Expand and improve the cultural infrastructure network	Promote the construction of public, school, community and private libraries	Libraries rehabilitated and built	
	Strengthen the national network of *Casas de Cultura*	*Casas de Cultura* rehabilitated and built	
	More museums, monuments and community interpretation centres created	Museums, monuments and centres created and functioning	
	More spaces created for artistic and cultural exhibitions and shows	Spaces for shows and art and craft exhibitions built	
	More arts and vocational schools created	Art schools built	

4.4 Strengthening partnership with the various intervenients

4.4.1 Current Situation

As Culture is defined as the entire way of life of a people or community (Cultural Policy 1997), the area of culture is singularly wide ranging. In this perspective it is clear that artists, creators and communities in general are undoubtedly the most important intervenients in the area.

In implementing the cultural policy, the efforts made by the State are complemented by the significant contribution of civil society. Through concrete activities, the area of Culture supports specific institutions involved in promoting and developing culture as well as institutions that establish associations and enterprises to promote and disseminate all types of Mozambican culture.

These efforts have led to the emergence of cooperative associations and cultural enterprises in all areas of artistic creation. These have been constrained, however, by the high price of essential materials, the costs of legally establishing enterprises, high operational costs and ineffective cultural legislation, particularly the Arts Patronage Law.

In such an environment, there is a pressing need for a cultural associative movement that is united and strong in all artistic fields. The lack of such a movement makes it difficult to identify interlocutors in the various interest groups. Even though successful enterprises exist, the numerous constraints listed above threaten the survival of many cultural associations and artistic initiatives.

4.4.2 Strategy

The Cultural Policy, Implementation Strategy and associated legislation set the stage for the active involvement of civil society in cultural preservation, complementing Government activities. The present strategy will prioritise the following, to encourage beneficial interaction between the various intervenients:

- Strengthening the cultural association movement;
- Promoting interaction between the Government and the various intervenients in the sector;
- Providing incentives to the private sector to promote and finance cultural programs;
- Strengthening the capacity of FUNDAC (Fund for Artistic and Cultural Development);
- Strengthening international co-operation and exchange.

4.4.3 Partnership: Framework for Action and Policy Reform

Objectives	Results	Performance Indicators/Targets	Policy and Reform Assumptions
Promote interaction between the various intervenients and the government in cultural management	Interaction between those involved in culture strengthened	Cultural associations promoted	
	Improved participation of artists in cultural management	National body created bringing together the various areas of the arts	
	Private sector more	Partners involved	

	proactive in promoting and financing cultural programs		
	Cultural associations and communities supported	Increase FUNDAC's capacity to respond	
Increase cultural cooperation and exchange between people in the region and worldwide	Knowledge about the country and regional and international integration strengthened	Exchanges and cooperation programs implemented	

4.5 Strengthening Mozambican identity under the ambit of unity in diversity

4.5.1 Current Situation

To build and consolidate the Mozambican nation and boost development, patriotic citizens need to be formed who have pride in their own personality and identity: virtues can only be acquired through culture. Diversity is present in every aspect of the Mozambican nation, from its very origins. Historical processes have both enriched and attempted to impoverish this diversity. To meet the challenges of economic and social diversity, the country needs, above all, to create a national consciousness that prevails over all differences between people and groups.

Culture makes these differences perceptible, but is also a cohesive factor. Cultural 'values' are the principal support to social cohesion, stability and group identity, and thus are of basic importance in the development of solidarity among members of a group. Culture is dynamic in nature, contributing to the gradual construction of social order, and the creation of a vast national tapestry to the benefit of all citizens.

4.5.2 Strategy

Without any detriment to individual or group differences, the strategy aims to establish a group with a clear idea of their shared origins and national identity. Actions will therefore be implemented to:

- Promote specific regional and local cultural practices;
- Research and disseminate different cultural experiences;
- Prioritise young people, particularly student access to sources of local and historical knowledge;
- Promote cultural exchanges and other forms of interaction between social actors from different socio-cultural backgrounds.

4.5.3 Mozambican Identity: Framework for action and policy reform

Objectives	Results	Performance Indicators/Targets	Policy and Reform Assumptions

Develop actions to strengthen intercultural dialogue and understanding	The role of culture strengthened in promoting social cohesion and harmony, and self-esteem	Greater reference to and identification with national values and culture	
	Artistic and cultural expressions promoted at national and international level	Programs on the country's cultural diversity produced and broadcast	
Promote education in cultural heritage	Better integration of aspects of national art and culture into the teaching and learning process	Level of integration and implementation	
	Stronger School-community interaction in managing cultural heritage	More active school-community links	
	Greater recognition of arts and culture as a professional area	Increase enrolments in schools of arts and culture	

5 Monitoring and Evaluation

The Strategic Plan needs to be regularly reviewed, updated and enriched if it is to respond to changes that are likely to occur during its implementation process. Monitoring will be implemented in two ways:

a) Through a regular and continuous evaluation and validation system (quarterly and six-monthly) to measure the implementation level of the Strategic Plan. Monitoring will be based on specific objectives, results, activities, indicators and methods of validation.
b) Through external assessments at certain stages of plan implementation.

Annual progress reports documenting progress towards meeting the Strategic Plan's performance targets are the key monitoring tools. These reports will give details of committed and released funds, assess obstacles and identify priorities for corrective action (including adjustments in the Plan's policies and strategies). An annual evaluation meeting will take place between MEC directors and staff, co-operation partners and those directly involved in culture.

6 Financing

Financial resources from the State Budget have not been sufficient to implement the sector plans and medium term objectives in the area of culture. Efforts will need to be made to ensure that a larger proportion of the State Budget is made available for the area of culture.

Key Concepts in the Area of Culture

Culture	A people's way of life, including its traditional practices and customs, standards of behaviour and artistic expressions. These aspects reflect a specific conception and vision of the world.
Identity	A private feeling or conviction of being a unique individual or belonging to a unique group that is distinct from any other; an image that is constructed inter-subjectively through a process of comparing differences and similarities with other social actors. The internal dimension of the human being is involved in establishing group identity through dreams and ambitions, and the external dimension is involved through communication, allowing identity to evolve over time.
Cultural Heritage	Formed by all tangible and intangible elements transmitted from one generation to another, going beyond the identity of individuals, groups or peoples.
Immobile Goods	A component of tangible culture of a static nature, such as buildings, churches and parks.
Mobile Goods	A component of tangible culture which can be moved from place to place, such as paintings, sculptures, books and furniture.
Conservation	The discipline that aims to prevent the deterioration of an object, from a books or painting to a park, cathedral or mosque. Any act of conservation also includes restoration. Most conservation activities are preventative: ensuring that objects are not exposed to unnecessary harm. For this reason, the temperature, humidity and air quality in museums is controlled and bright direct electric or natural light is avoided. For the same reason, museums and other places where cultural heritage can be found should be disinfected regularly to prevent, for example, plagues of wood-eating termites.
Cultural industry	The activity of commercialising any kind of cultural good (traditions, objects) while ensuring that these goods are conserved and disseminated. Examples of this kind of activity are cultural tourism, museums, art exhibitions, educational programs, books and magazines.
National Monument	Sites, ruins, buildings or historical or artistic objects, cemeteries, anthropological, archaeological, palaeontological or natural specimens found on the surface of the ground, underground or on the seabed of national territory whose conservation is of historical, artistic or scientific interest; places of worship, statues, pyramids, fountains, plaques and inscriptions. Generally speaking National monuments are buildings and objects in public locations, which are normally of a commemorative nature.
Heritage	Tangible and intangible goods that constitute the inheritance of a group of people and which reinforce, emotionally, their sense of community and identity, perceived by others as characteristic of this group.

Intangible Heritage	Elements with no physical substance that characterise a community or people, including ways of speaking, songs, customs, forms of behaviour, dances and rites.
Natural Heritage	Natural features that have been altered, in some way, by human intervention, including parks, botanical gardens and caves.
Tangible Heritage	Objects with physical substance that can be conserved or restored. Tangible Heritage can be either mobile or immobile.
Restoration	The range of techniques used both to prevent the deterioration process and return an object to its previous condition. Most restoration techniques, including methods of gathering the fragments of broken objects, are hazardous and may accelerate the deterioration of the piece.
Tradition	A groups' particular way of behaving, which is ancient in origin and has been passed down from generation to generation.
Cultural Mass	The accumulation of knowledge, beliefs, practices and objects, which define a particular group of human beings, and differentiate it from other groups.

Part 3   Cross-Cutting Issues

1   Institutional Capacity Building

1.1   Current situation

The experience of implementing ESSP I has made it clear that there is an urgent need to strengthen institutional capacity at all levels: central, province, district and local. Problems with planning (especially at provincial and other lower levels), issues related to monitoring and support, ineffective use of technical assistance, delays in disbursement, weak coordination and gaps in financial administration and accountability are all factors that curtailed the success of ESSP I.

The problems identified during ESSP I are exacerbated by the fact that major disparities and gaps exist in the availability of skills and expertise, both within and between regions and levels of the system. Training does not always take into account the differences in skills and expertise, and the short and medium term impact of training is mostly not assessed - making it difficult to draw concrete conclusions about its effectiveness towards strengthening institutional capacity.

Lack of capacity and expertise at lower levels hampers decentralization of planning, management, and financial administration, and stifles creativity and innovation at local levels. In terms of day-to-day activities, school directors and district managers still lack expertise in management, supervision and administration in dealing with threats to the school system such as HIV/AIDS. Where training efforts have been successful, their impact is often curtailed by lack of incentives built into the existing structure of salary levels and career progress mechanisms, and by the fact that there are simply no funds available at local level to manage. The lack of capacity at lower levels puts a great burden on the central structures of MEC, clogs decision-making process, and contributes to substantial delays in communication within and between levels of the system, which further frustrates implementation.

An additional challenge is posed by the fact that many cooperating partners, NGOs and other agencies continue to use project modalities as a means to circumvent these capacity problems. Although it is recognized that the project modality can make a valuable contribution - under specific circumstances and for specific purposes - shifting responsibility for day-to-day management, administration and support to external units (even if they are physically located within the existing government institutions such as provincial directorates and district departments) does little to strengthen government systems and staff. The same problem occurs with respect to external technical assistance, which often takes over government responsibilities rather than strengthening them. In this respect, there is still lack of coordination of where inputs are needed the most and how to ensure that the use of technical assistance leads to sustainable changes in capacity. Where the role is "gap filling", this should be clearly recognized but this should not stand in the way of ensuring that the gap is filled at a later stage by Mozambican capacity.

1.2   Achievements during the period 1999-2000

ESSP I recognized the need to address this complex interplay of factors affecting its capacity. Some of the main achievements in the 1999-2003 period, included:

- Improvement in MEC capacity to develop policies for different components of the strategic plan.
- Improvement in ICT capacity at central and provincial levels as an important support tool to planning and administration, as well as to sharing information on progress in the system.
- Restructuring and modernizing the central and subordinate structures, as part of the Government-wide public administration reform process.
- Selective training of staff at various levels to address critical lack of capacity.

Baseline Summary
- Significant progress was made in building capacity to support stronger management, accountability and financial administration, through decentralised mechanisms;
- Great disparities and gaps exist in levels of skill and expertise, both within and between regions, at all levels of the system;
- Lack of capacity and expertise at lower levels hampers the decentralisation of planning, management and financial administration;
- Although some training activities have been delivered, impact has not been assessed in most cases;
- Most technical assistance is managed through cooperation partners' projects;
- Managers of schools and cultural institutions do not have the mandate or the expertise to manage schools in a decentralised context, with multiple stakeholders;
- Preliminary analytical studies show that there is an urgent need to restructure and modernised MEC in line with the ongoing process of Public Sector Reform.

1.3 Strategy

SPEC will primarily seek to ensure that effective decentralized authority, planning and reporting responsibility is achieved and that financial administration in districts and schools is improved. Priority will be given to decentralizing funding to local levels, commensurate with their growth in capacity to assume these new responsibilities. Key activities in this respect include guaranteeing that:

- Effective decentralization can be achieved by developing stronger mechanisms that link together and coordinate the various levels of the system.
- There are improved policies and procedures, piloting and monitoring changes, developing manuals, to meet training needs from an institutional perspective.
- The timetable of decentralized implementation is coordinated with the growth in capacity at provincial, district and school level.
- That training programs and technical assistance are effectively monitored and evaluated for their impact on capacity growth at all levels

1.4 Institutional Capacity: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions

Improve capacity for decentralised human resource management	Computerised Human Resource management system operational		MEC decentralisation proceeds in line with the national strategy
	Staff trained in the use of computerised Human Resource management system	Greater responsibility. More rapid and efficient disbursement	
	Proposed Revision of the Education and Culture career structure	Decentralised planning	
	Mechanisms created to attract and retain better staff	Restructuring/modernisation program implemented and assessed	
	Staff trained, motivated and guided towards continual skill upgrading, through performance assessment mechanisms and incentives		
	A range of functions defined for staff assessment based on competencies and results		
	Policy for HIV/AIDS mitigation and treatment for staff established		
Implement the MEC restructuring and modernisation program	Functional analysis of MEC updated	Restructuring program implemented and assessed	MEC decentralisation inline with national strategy
	Function and responsibility specification strengthened at		

	provincial levels		
	Linkage and coordination of effort strengthened at district, provincial and central levels to maximise resources and thus increase monitoring capacity		
Build capacity of sector managers at all levels	Establish a national management training and capacity building strategy for all sectors, including coordination of external technical assistance	Strategy approved	Policies and tools developed to strengthen management capacity in schools and institutions and at district and provincial level
	Capacity of Education and Culture management and staff improved, at provincial and district level, in cultural institutions and schools, including school councils, in the areas of HR, planning, financial management and leadership, in line with provincial plans		

2   Sector Response to HIV/AIDS

2.1   Current Situation

The HIV/AIDS prevalence rate in Mozambique has rapidly increased, currently standing at 16.2% (2005). The vicious cycle between poverty and HIV/AIDS, the fact that disease impacts disproportionately on women and young people, point to the extreme urgency in focusing on prevention and mitigation. Education has a key role to play in the fight against HIV/AIDS because it has the largest workforce in the country and has the potential to reach

large numbers of children and young people who are both in an out of school. The system is well situated to reach the those children in the 5-14 year age group whose attitudes and behaviours are still being formed and who, because they are not yet sexually active, represent the "window of hope". Girls and young women are another important target group since they are more vulnerable and are disproportionately affected.

HIV/AIDS is, without doubt, one of the major threats to achieving universal primary education and completion, with potential to wipe out many of the achievements that were made under ESSP I. As teachers fall sick and die, and larger numbers of students become affected, it is expected that education will become increasingly "random" and unstructured with obvious impact on quality, access and equity.

Projections of HIV/AIDS deaths among teachers are currently being updated and expected to be lower than the 17% estimate that was made in 2000. This puts great strain on the education system to ensure that more teachers are trained to make up for losses and for absenteeism. By some estimates it is judged that it would thus be necessary to train 25% more teachers in the coming years – a target that is almost impossible to meet, given the current constraints on the system. All of this will have an impact on costs – in 2006 it is expected that HIV/AIDS will increase the cost of education by 5% (equivalent to 7 million US$). A dramatic increase in the number of orphans is expected from the current 10% in EP1 and 11% in EP2, to 18% and 27% respectively, by 2015.

2.2   Achievements during ESSP I

During the ESSP I a number of important activities aimed at generating an effective policy framework for action were put in place. As a result the Ministry of Education recognizes the importance of a multi-sector response to HIV/AIDS through:

- The drafting and dissemination of an education strategy for addressing HIV/AIDS, which defines the role of MEC systematically around four fundamental areas which are:
  o to ensure a prevention and care for all its workers.
  o to ensure that curricula address Sexually Transmitted Diseases and HIV/AIDS promote extracurricular and non-formal approaches based on life skills and peer education.
  o to enforce policies which prevent and reduce the impact of HIV/AIDS, through improved institutional capacity, management and planning.
  o to ensure a coordinated and effective multi-sector response.
- Drafting of a communication strategy about HIV/AIDS.
- Establishing an HIV/AIDS working team, with focal groups in all directorates and the establishment of a secretariat with full time technical staff to support the working group.
- Developing four national programmes that are at different stages of implementation: a program for HIV/AIDS and reproductive health being implemented in six provinces; preparation of a basic life skills package for basic education, complemented by radio programs; a program aimed at improving school management in the context of HIV/AIDS involving training and materials, and a programme (currently in the preparatory phase) for addressing the needs of orphans and vulnerable children.

2.3   Strategy

In spite of this progress a number of important challenges persist which will form the focus of the goals and strategies for the SPEC. The most important of these include:

- Building capacity at all levels of the sector for the development of an effective response to the epidemic, strengthening the link between the various levels of the sector.
- Improving the planning process so that the potential impact of HIV/AIDS is adequately accounted for and clearly addressed.
- Substantially scaling up successful activities to enhance the capacity of the system to respond to the impact of HIV/AIDS and to reduce its spread at the level of the school.
- Developing interventions that go beyond influencing knowledge to promoting attitude and behaviour change in the education workforce and learners.
- Identifying and putting in place mechanisms that halt situations that are currently facilitating the spread of HIV/AIDS, especially corruption and sexual abuse by those with control over children, the frequent transfers of teachers and other professionals.
- Enforcing workplace policies to ensure that increasing numbers of teachers and students have access to voluntary counselling and testing (VCT), condoms (where appropriate), and the development of self-protection techniques
- Ensuring a socio-cultural approach in sector protection and mitigation interventions;
- Ensuring that the rights of infected and affected people are addressed by combating stigmatisation.
- Addressing the problem of a rise in leave of absence due to illness, and, early retirement options in the case of chronic illness.
- Ensuring that orphans and vulnerable children (OVC) have access to education and receive the support they need to deal with the impact of HIV/AIDS.
- Ensuring community participation in the response through the involvement of community, traditional and religious leaders.
- Increasing the level of scientific knowledge in the socio-cultural and behavioural areas, with regard to the propagation and impact of the epidemic in Mozambique.
- Promoting the collection, systematisation and dissemination of research results into good practices.

2.4   HIV/AIDS: Framework for Action and Policy Reform

Objectives	Outputs	Performance Indicators/Targets (2010/11)	Policy and Reform Assumptions
Reduce HIV incidence among staff and mitigate the social impact of the epidemic	Incidence of HIV/AIDS among staff reduced	Reduction in the incidence of HIV/AIDS among MEC staff	Approval of workplace policy
	Partnership with health service providers	Use of service for sector employees	
	Work program implemented in MEC institutions at all levels	Degree of coverage of workplace program	
Reduce HIV	National prevention	Degree of expansion	Curricula policies

incidence I the school community and mitigate the social impact of the epidemic	and mitigation programs consolidated and expanded to new zones of the country	of national programs in the school network	effectively supported and implemented
	Positive life skills promoted through inclusive curricula	All curricula contain *Vida Positiva* programs	
	Cases of sexual abuse, discrimination and stigmatisation eliminated	Reduction in cases reported	
	Orphan and vulnerable children enrolled and retained in school with improved pass rates	Supply of school material, registration support and psycho-social support to orphan and vulnerable children	
		Gradually increase access and retention of orphan and vulnerable children	
Guarantee interventions informed by scientific evidence and socio-cultural approaches	Good quality, innovative and socially and culturally effective sector response	Research conducted and results published	
Strengthen management of HIV/AIDS response in the sector	Planning, implementation and monitoring capacity for activities to combat HIV/AIDS improved	Managers at all levels trained in management including issues related to HIV/AIDS	
	Integration of variables and data sensitive to HIV/AIDS and results of research into HIV/AIDS integrated into sector planning and monitoring	SIGE capable of monitoring the impact of HIV/AIDS and the impact of the program. Impact prediction model implemented	
MEC as a partner in the national response to HIV/AIDS	Role of artists and communities in the dissemination of messages strengthened.	Partnerships established and training activities conducted with artists of all types and traditional,	

		community and religious leaders	
	Collaboration with government, civil society and international partners strengthened	MEC contributes to national policies and strategies.	

Strategy and Planning Documents

General:

Agenda 2025 – Visão e Estratégias da Nação, Documento preliminary, (2003) Maputo, Mozambique

Republic of Mozambique. (2001). Action Plan for the Reduction of Absolute Poverty (2001 - 2005). Maputo, Mozambique.

Plano de Acção para a Redução da Pobreza Absoluta 2006-2009, Maputo, Mozambique

Government Program 2005-2009, (2005).

Ministério da Educação. (2004). Plano Estratégico de Educação 2004 - 2008 Documento de Trabalho. Maputo, Mozambique: Ministério da Educação.

CESO. (2004). *Estratégia de Financiamento do Plano Estratégico da Educação para 2005-2009.* Maputo, Mozambique: Ministério da Educação.

Education

1.   Basic Education: Early Childhood Education

Early Childhood Strategy included in the National Education For All Plan

2.   Basic Education: Primary Education

Gabinete do Ministro. (2004). *Diploma Ministerial 2004: Cria Mecanismos Atinentes à Inscrição de Alunos Internos.* Maputo, Mozambique: Ministério de Educação.

Ministério da Educação. (2003). *Education for All Fast Track Initiative (EFA FTI).* Maputo, Mozambique: Ministério da Educação.

Ministério da Educação. (2004). *Estratégia da Educação Inclusiva.* Maputo, Mozambique: Departamento de Educação Especial.

Ministério da Educação. (2004). *Estratégia da Educação Inclusiva - Plano de Implementação.* Maputo, Mozambique: Ministério da Educação.

Dupont, C., Rosário, M., & Franque, A. (2003). *Draft Action Plan for Accelerated Construction of School Infrastructures.* Maputo, Mozambique: Ministry of Education/DANIDA.

Instituto Nacional de Educação. (2003). *XXVIII Conselho Coordenador: "Por uma Visão Futura e Segura da Educação"- Introdução do Novo Currículo do Ensino Básico.* Maputo, Mozambique: Ministério da Educação.

MOZ ESSP Supervision Mission. (2003). *Orphaned and Other Vulnerable Children's (OVC) Access to Primary Education - Technical Note.* Maputo, Mozambique.

3. Basic Education: Adult and Non-formal Education

Ministério da Educação. *Estratégia do Subsector de Alfabetização e Educação de Adultos/ Educação Não-Formal, 2001-2005.* Maputo, Mozambique: Ministério da Educação.

4. Secondary Education

Ministério da Educação. (2001). *Estratégia para o Ensino Secundário Geral e Formação de Professores para o Ensino Secundário.* Maputo, Mozambique: Ministério da Educação..(ALSO AVAILABLE IN English as *"Secondary Education and Secondary Teacher Education Strategy".*

5. Technical and Professional Education

Ministry of Education. (2003). Study on the External Efficiency and Cost Structure of Technical and Vocational Education in Mozambique. Maputo, Mozambique: Ministry of Education.

Technical and Vocational Education and Training (TVET) - Identification Mission August 1-13, 2004. (2004). Maputo, Mozambique.

6. Teacher Training

Directorate of Teacher Education. (2003). *Strategy for Teacher Education 2004 - 2015 Policy Initiatives.* Maputo, Mozambique: Ministry of Education.

Ministério da Educação. (2004). *Relatório sobre as Capacitações Nacionais e Provinciais do CRESCER, Fevereiro-Maio 2004.* Maputo, Mozambique: Ministério da Educação.

7. Distance Education

8. Inclusive Education

9. Mainstreaming Gender

Ministério da Educação. (2003). *Estratégia para Equidade de Género no Sector de Educação - Terceiro Esboço.* Maputo, Mozambique: Ministério da Educação.

Republic of Mozambique. (2001). *National Action Plan for Women Advancement.* Maputo, Mozambique: Republic of Mozambique.

10. Response to HIV/AIDS

Ministério da Educação. (2002). *Plano Estratégico de Combate ao HIV/SIDA - 2002 a 2005.* Maputo, Mozambique: Ministério da Educação.

Ministério da Educação. (2004). *Estratégia de Comunicação sobre HIV/SIDA.* Maputo, Mozambique: Ministério da Educação.

Ministério da Educação. (2004). *Elementos para uma Política do MINED em Relação ao HIV/SIDA - Proposta do Grupo de Consultores ao Grupo de Trabalho de HIV/SIDA do MINED: Terceira Versão do Esboço.* Maputo, Mozambique: Ministério da Educação.

11. School Sports

12. ICT

Government of Mozambique. (2002). *Information & Communication Technology Policy Implementation Strategy - Toward the Global Information Society.* Maputo, Mozambique: Comissão para a Política de Informação.

Ministério da Educação. (2003). *Introducing the Use of ICTs in Education.* Maputo, Mozambique: Ministério da Educação.

13. Institutional Capacity

14. Management and Financial Administration

Ernst & Young. (2003). *Plano Director de Descentralização e Desconcentração do MINED - Diagnóstico das DPE's, Versão Preliminar.* Maputo, Mozambique: Ministério da Educação.

Ernst & Young. (2003). *Plano Director de Descentralização e Desconcentração do MINED - Diagnóstico das Direcções Distritais de Educação, Versão Preliminar.* Maputo, Mozambique: Ministério da Educação.

Ernst & Young. (2003). *Plano Director de Descentralização e Desconcentração do MINED - Diagnóstico das Escolas, Versão Preliminar.* Maputo, Mozambique: Ministério da Educação.

Ernst & Young. (2003). *Plano Director de Descentralização e Desconcentração do MINED - Visão Futura: Versão Final.* Maputo, Mozambique: Ministério da Educação.

UTRESP. (2004). *Functional Analysis: Status and Way Forward*: Draft Report to CIRESP.

15. Additional Reference: - Higher Education

Ministry of Higher Education Science and Technology. (2000). *Strategic Plan of Higher Education in Mozambique.* Maputo, Mozambique: Ministry of Higher Education Science and Technology.