GOVERNMENT OF MOZAMBIQUE

EDUCATION SECTOR STRATEGIC PLAN II
(ESSP II)

2005 - 2009

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MINISTRY OF EDUCATION

MAPUTO, MOZAMBIQUE

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INTRODUCTION

1.1 Mission and Purpose

This Strategic Plan, for the period 2005 – 2009, follows the first Education Sector Strategic Plan (ESSP I) that was implemented through 1999-2003. ESSP II lays out the Government's vision for the future of Mozambique's education system, and identifies the main lines of action to pursue in the short and medium term in order to realize this vision. It defines the Government's priorities within the education sector, and provides a framework for decisions about the allocation of domestic resources and external assistance.

ESSP I emphasized the central priority of basic education. It gave substance and focus to Mozambique's education policy through three key objectives:
- The expansion of access to basic education throughout all regions of Mozambique;
- 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 valid for ESSP II, albeit with a strengthened emphasis on improving the quality of education and retention of students through grade 7. But in addition, ESSP proposes to increase efforts to develop secondary education, technical and vocational education (TVE) and higher education.

During the implementation of ESSP I the education sector made considerable progress, particularly in increasing primary school enrolment and the experience gathered in implementing the ESSP I has provided a valuable foundation for the development of ESSP II. At the same time the context in which education services were planned, financed and delivered in Mozambique also evolved considerably. Economic growth accelerated and poverty reduction became an explicit priority of national development policy. Central to the Government's *Strategy for the Reduction of Absolute Poverty* (PARPA) is ensuring that all citizens - boys, girls, women and men wherever they may be, have the opportunity to acquire the basic knowledge and skills necessary to contribute to and benefit from national development.

The ESSP II strategy is therefore designed to support the three key objectives of the Government's overall economic and social development policy:
- Reducing absolute poverty;
- Ensuring justice and gender equity; and
- Fighting the spread of HIV/AIDS and mitigating its impact.

1.2 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 2003 EP1 enrolments grew by 36% and in the gross enrolment ratio increased from 74% to 110%. 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 grew by 89% while secondary

enrolments more than doubled, although still remaining as a very small peak of the educational pyramid. This growth was supported by progress in the rehabilitation of existing schools and the construction of new ones. Budgets were adjusted to provide increased numbers of teachers. Government policies on school fees were reviewed and adjusted to lower the financial barriers to primary schooling for poor families.

The education pyramid (figure 1) shows 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 ESSP II, when higher-grade levels in the enrolment pyramid should grow wider.
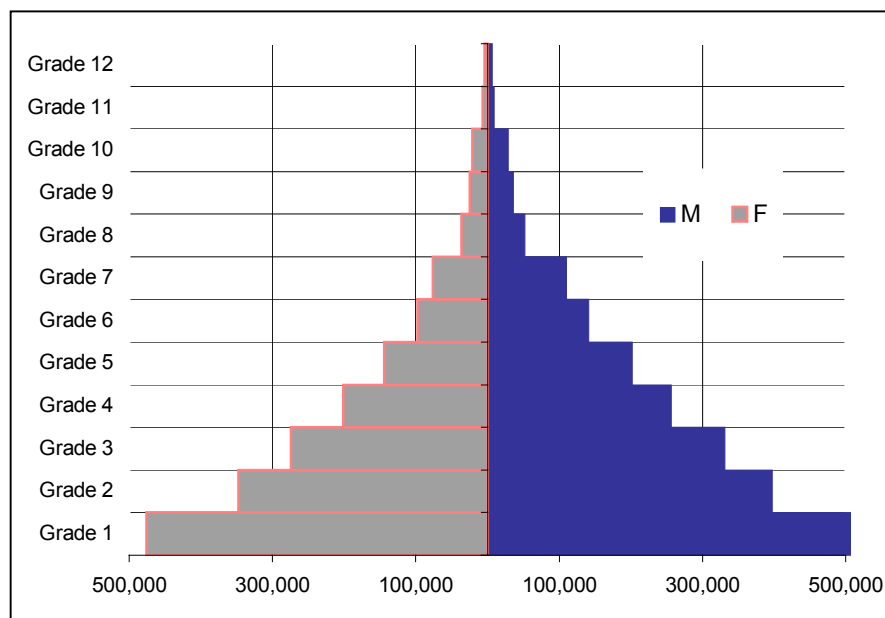
Figure 1: The Enrolment Pyramid: 2004

Progress in the enhancement of quality was more limited, and indeed, some indicators -the use of double or even triple shifts in urban areas, a decline in teacher: student ratios - suggest that enrolment expansion may have been at the expense of quality.

Nonetheless, during ESSP I several 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 program 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 EP1 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. 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 & 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 ESSP II, 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.

1.3   The Vision for ESSP II

Mozambique's constitution states that education is a right, as well as a duty, for every citizen. As such, ESSP II 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. ESSP II reflects the government's commitment to the Education for All and the Millennium Development Goals endorsed by the international community. It therefore explicitly aims at to ensure completion of seven years of primary education by every Mozambican child to be achieved by 2015. The five years (2005 – 2009) covered by ESSP II will produce substantial progress towards this goal.

The government's vision for ESSP II puts quality and equity in basic education at the center of its education policy. Improvement in access cannot happen without a substantial improvement in quality. Better quality – through curriculum reform, improved facilities, and more qualified teachers - means a lower failure dropout or grade repetition rate and improved retention, 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, 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.

But the Government's vision for ESSP II 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 wants to be competitive in the global economy. This makes it imperative to prepare students for an increasingly complex and rapidly changing labor market

ESSP II therefore initiates progress towards the expansion and revision of the content of secondary education and TVET. It also supports the implementation of the strategic plan for higher education development.

Finally, an integral part of the Governments vision for ESSP II 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 MINED must move toward a greater focus on planning, policy and regulation, while responsibility for the administration and delivery of educational services must increasingly be decentralized to individual schools, districts and provinces with the center 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.

1.4   Challenges to be addressed by ESSP II

Despite these significant achievements, major challenges remain and much more progress is required if the Government's objectives for education development are to be realized. At present the system provides some 18 years of primary school instruction for each grade seven graduate. Many graduates cannot demonstrate mastery of the knowledge and the skills specified in the curriculum. Quality and efficiency of primary schooling must be strengthened, with improvement in completion rates, decrease in overage entry in grade 1 especially of girls, reduction of repetition and dropout, and a drop 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 streamlined channels of delivery to accelerate supply and maintenance of basic material, textbooks, equipment and furniture; improve the quality of teaching, 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 – 11 years of age), 37% of the cohort, not in school (N/B major disparities between provinces persist). Continuation to EP2 (grades 6 and 7) is very low, which puts the goal of universal completion of seven grades of primary schooling beyond the reach of most children. Accelerating progress in low cost construction of new classrooms and schools, as well as refurbishment of existing facilities, is essential. These issues are addressed in the Education for All Fast Track Initiative (EFA / FTI) plan and incorporated in ESSP II.

The target of constructing more than **3000** classrooms per year (five times the number of ESSP I), however, will require major acceleration of decentralization and the building of necessary

capacities at local levels. Only a decentralized community managed construction strategy can aim to achieve this target. An important related goal 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 labor 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 the optimal way of delivering and financing these programs these programs. Higher education reforms have already been initiated but will need to be reviewed and fine-tuned.

1.5   Sector Approach

ESSP II is a strategy for the entire education sector. As such it encompasses and links together a number of distinct components of educational policy and service delivery:
- Basic education (including primary education, non-formal and adult basic education)
- Secondary education (including both academic, technical & vocational education and training and preparation for entry into the labor market)
- Teacher training (all levels of the system)
- Higher education
- Cross-cutting issues (including gender equity in education, and addressing the HIV/AIDS pandemic)
- Enhancements to education (including school sports and the use of Information and Communications Technology (ICT) and
- The management of education (including the strengthening of institutional capacity, and organizational and administrative reforms necessary to ensure sustainable and cost-effective progress).

ESSP II proposes particular activities for each of these 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 Government are to a growing degree committed to following a sector-wide approach (SWAp). This involves new forms of partnership, processes for managing external support (both funding and technical assistance) as well as monitoring, and reporting. Initial progress in these matters was achieved during ESSP I, but much more remains to be done.

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

- The breakdown into annual plans and budgets of ESSP I.

ESSP II 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 provide the details of specific investments or a plan for their implementation. But to facilitate the subsequent development of an investment program and implementation plans ESSP II is organized with components that correspond to the organizational responsibilities in MOEC. Clearly all component programs reflect a unity of purpose and provide coherent support for the MOEC vision of ESSP II that can only be realized in an implementation strategy that is firmly and coherently focused on the main elements of the government's ESSP II vision.

ESSP II draws on a substantial body of planning documents (annex 3) that analyze challenges and provide operational priorities for each component of the education system of Mozambique. While its vision and broad objectives are firmly established, the ESSP II framework will be adjusted and improved during implementation. Within the over all context of public sector reform across government departments, the Ministry of Education 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, districts, provinces and the center.

ESSP II recognizes that there are other Ministries that provide important education services, for example the Ministry of Women and Social welfare is responsible for early childhood and the Ministry of Labor and several other Ministries manage important TVET programs. MOEC strives to cooperate closely with these Ministries to ensure a coherent and efficient package of education opportunities. ESSP II 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 MOEC. Current early childhood program programs reach about 40.000 children, less than 1% of the under 6 years of age. Most programs consist of community nurseries that operate with support from NGOs and religious organizations. Yet, given 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 MOEC 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.

The ESSP II document is organized in six chapters: (1) Introduction; (2) Policy Context; (3) Components of the Plan presenting twelve sets of introductory texts to baselines, objectives, co-themes, respective tables of actions, targets and indicators, and then comments; (4) The Implementation Process and Financial Plan; (5) Financing ESSP II (6) Assumptions, Opportunities and Risks. Annex 1 provides the details of the financial projections, annex 2 the assumptions underlying the projections and annex the references to the planning documents that are the foundation of ESSP II.

THE POLICY CONTEXT

1.6   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 recognizes the important role of education in support of progress toward all MDGs. Two concern education specifically:

- Elimination of gender inequality in primary and secondary education by 2005;
- Completion of a full course of primary schooling for both boys and girls by 2015.

Specific activities in ESSP II, included in component 7, will contribute toward achieving the goal of gender equity in schooling. Success will not be fully realized in 2005, but the target of gender equity will be much closer by the end of ESSP II. For Mozambique, "primary completion" is defined as successful completion of EP2 (grade 7).

1.7   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. ESSP II supports PARPA through 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 favored 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 strategy of MINED for inclusive education for all children. Equity and inclusion constitute fundamental values in the vision of ESSP II.

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 Performance Assessment Framework (PAF), which reviews progress toward PARPA's objectives of the key sectors, including education. The PAF currently contains three education objectives: increased access and retention, increased quality of education, and reduced gender disparities. To achieve these the PAF calls for the development and approval of ESSP II which prioritizes low cost school construction, and includes a strategy for teachers' education that takes account of the new curriculum and a gender strategy. It sets specific targets for improved access and retention in primary school summarized in the table 2.1 below.

Table 2.1: 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 and implement necessary changes in the education system on its own. Reaching the ESSP II objectives will require the participation of all citizens - parents, communities, workers, NGOs, religious organizations - and also the Government's international cooperating partners. The successful implementation of ESSP II depends on closer cooperation between the Ministry of Education and all stakeholders in the education system, from the students in the classroom to the external partners.

1.8 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 to be incorporated in 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 financing plan which:
- Estimates the levels of expected funding from internal resources, which cover the state budget and other domestic funding sources;
- Identifies external funding that is already available,
- Projects requirements for additional external grants, credits or loans.

ESSP II 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.

ESSP II 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 and financial administration. **The costs to meet the goals will be substantial and are unlikely to be fully supported by increased domestic resources. Education has lately absorbed 21% of total domestically generated revenue. ESSP II will require a modest increase in the share of domestic resources allocated to education recurrent expenditures. An estimated 2% of domestically generated revenue is expected to be allocated for education capital expenditures. The ESSP financing plan assumes that external support for education development will increase substantially, reaching more than double the current level. Currently, annual external assistance (actual commitments for 2004 to 2005) for EP1 & EP2 is US$32 million, of which US$18 million is for recurrent and US$14 million for capital expenditures.**

At the same time the Government is committed to implementing policy reforms that will make enhance the efficiency of resource utilization and ensure that the ESSP II strategy will be financially feasible and sustainable and ensure 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 ESSP II emphasizes increased partnership and engagement of private funding sources in support and provision of education.

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

In April 2000 the Government of Mozambique, along 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 basic education of acceptable quality to all children by the year 2015.

At 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 ESSP II, 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 EP1 & EP2 will need to increase as well, by mobilizing additional external financing. Under the FTI plan, external assistance would need to increase by an average of US$65 million per year for the next three years.

1.10 Goals and Objectives for ESSP II

The vision for education development and policy context described in the preceding sections determines, to a large extent, the overall goals and objectives for the education system of Mozambique during the next five year period (2005 – 2009). ESSP II 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 top priority of ESSP II is primary education. Specifically, the goal is to reach *de facto* universal primary completion and gender equity in EP1 by 2009 and make substantial progress towards these goals in EP2. EP1 net enrolment rates are expected to rise to 95% (from a baseline of 75%) and EP2 completion rates should rise to at least 75% (from a baseline of 45%). The

current gap for girls (baseline: EP1 enrolls already 46% girls) should narrow substantially.. ESSP II, 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 2009 toward the 2015 goal 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 opportunity to for further learning and responsible participation in society

The closely related themes of improved quality, increased access, strengthened management capacity and wide spread equity of opportunity to learn and will continue to drive the primary education strategy, and indeed, the whole of ESSP II. Increased access will only happen in a meaningful way, 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.

But these goals will only be reached if responsibility is transferred from the center to provinces, districts, schools 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 ESSP II.

Although primary education is the highest priority of ESSP II, it cannot be viewed in isolation from other parts of the system. ESSP II 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 2009. Stronger primary education will drive increased demand for secondary school places. At the same time, sustaining economic growth will require a rapid expansion of the supply of personnel 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 the quality, curricular relevance and efficiency of the secondary education –especially ES1- and of TVET.

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

ESSP II and the 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. 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 programs supporting early childhood development and of adult and non-formal education are important to the success of ESSP II.

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 goal. ESSP II investments, in particular in primary education will be targeted to begin to redress these disparities. ESSP II 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 2009 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 ESSP II will result from the anticipated economic development and the reduction in poverty envisaged under PARPA, to which the education sector will contribute. Progress towards the goal of universal primary completion is central in this regard. But Mozambique recognizes –as do all 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 in the labor market and adult life. ESSPII 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 labor 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 and tertiary 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 labor market; efforts will be intensified to provide opportunities for secondary students to develop computer skills.
- Sustained progress in the implementation of the ongoing reforms in higher education

Distance education can contribute to efficient and cost-effective delivery of certain programs and its application will be further encouraged. The strategy will support its use particularly for in-service teacher education and professional development, for certain aspects 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. ESSP II 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 ESSP II will be a major challenge. It will require the active involvement and commitment of all parts of Mozambican society. The role of the Center (administrative and management at MINED) 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: local 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 ESSP II 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 ESSP II it is planned that the improvements in education, particularly in stronger implementation mechanisms, will be matched by enhanced relationships with the external cooperating partners.

COMPONENTS OF THE STRATEGIC PLAN

1.11 Introduction

This chapter presents the 12 strategic components that contain the substance of the ESSP II. Additional background information can be found in the extensive body of planning documents that has been developed in MINED during recent years and in the documentation of specific programs and of projects supported by cooperating partners. While ESSP II 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, the major elements of the component strategy are presented. Each section ends with a framework for action presenting in table format objectives, outputs, performance targets (2009) and policy reforms that are expected to accompany the investments to ensure they are effective and sustainable.

1.12 Primary Education

Current Situation

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

Mozambique has made substantial progress in improving access to primary education. Between 1992 and 2004, EP1 and EP2 enrolment rose from 1.3 million to 3.5 million, and the number of schools grew dramatically from 2,836 to 9,489. The Gross Admission Rate (GAR) in grade 1 increased from 59% to 123% 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 22% in 1997 to 40% in 2003, 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 1992, factors such as the quality of teachers, drop-out rates, transition and completion rates, the incidence of double and triple shifting, and the number of students per teacher have either only marginally improved, remained unchanged or even worsened. Currently, about 1 million school-age children still do not go to school while by 2002, for example, the survival rate to grade 5 was only 37%, and only 15% to grade 7.

The aggregate data for enrolments and completion hide fundamental issues of equity. These are the discrepancies between boys and girls, and secondly, the substantial regional disparities, both of which are strongly correlated with poverty (see the 1997 Demographic and Health Survey for Mozambique for details). In 2004, girls represented 45.9% of EP1 pupils. The gender disparity was virtually eliminated in admissions to grade 1 (where 48% of enrolments were girls in 2004).

However, girls still drop out much more than boys at this level (31.9% of girls completed EP1 in 2003, against 48.2% of all boys). Furthermore, at EP2 level the gender gap has actually worsened (from 7.4% in 1997 to 9.2% in 2003).

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 center of the country than in the south. Thus while the gender gap of boys to girls was 1.5% in Maputo City in 2003, it was a high 23% in the central province of Sofala and 22% in Cabo Delgado in the north. Out of the 148 districts, almost half have completion rates of less than 20% for girls.

Several factors contribute to the problems mentioned above (PSIA report, 2003). 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 payments to teachers and opportunity costs, quality issues (language of instruction), and the limited number of female teachers who could constitute role models. On the supply side, important challenges for ESSP II include the 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 factors such as parents´ education, initiation rituals, early marriages, as well as the problem of hunger in certain areas. The onset of HIV/AIDS 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. Current instructional practice focuses on the teacher rather than the learner, and gives pupils limited opportunity to apply and reflect on concepts. A recent evaluation of Mathematics, Portuguese and Social Science teaching in various provinces confirmed this. Pupils had difficulty in demonstrating higher levels of comprehension and cognitive skills. Many teachers do not to know their subjects and lack the skills to ensure effective learning. In-service teacher upgrading programs 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 comprehensive evaluation of the pupil, and the monitoring and feedback at the school level is ad hoc. The current EP1 curriculum is supposed to be taught in 760 to 950 hours a year, but in practice the number of hours of instruction is often much lower (in part due to teacher absenteeism). The number of hours of instruction is even less in schools that function with two or three shifts. 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 enrollments. Between 1992 and 2003 the percentage of pupils studying in precarious classrooms or without a classroom rose from 4% to 12%. In 2003 10% of EP1 pupils had lessons in the third shift. Efforts to speed up the pace of school construction have intensified considerably, through a combination of interventions that include the MINED school construction program, mobilizing 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.

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 of 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 that is expected to improve learning and reduce repetition and drop-out rates
- Abolition of school fees starting in 2005, which should eliminate some of the cost barriers to access and completion.
- Improvements in enrolments of girls at EP1 level, although regional differences remain.
- 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
- Development and start of implementation of the Fast Track Initiative as a key step in achieving universal primary education.
- Training of teachers and managers to address HIV/AIDS;
- A de-worming program is in place in Sofala province need to be expanded to all the country;

BASELINE SUMMARY
- EP1 enrolment (2004) 3.143.000 (45,9% female); EP2 enrolment 426.000 (40,6% female) Girl's dropout higher. One million children age 6-10 are out of school for NER of 72% in EP1.
- High repetition rates (23% in EP1); Low completion rates (40% in 2003, in EP1; 48,2 boys and 31,9 girls) and year input per graduate - 11 years
- Major disparities in access to primary schooling between and within provinces.
- Major use of triple shifts in urban areas.
- Many rural communities lack complete schools (to grade 7) and more than 1500 schools still lack complete EP1
- Learning achievement is unacceptably low.
- Existing centralised classroom construction processes have capacity of at most 1000 classrooms/yr;

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. ESSP II 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. In line with this, the following key areas of will be at the center of 2005-2009 primary education strategy:

- Expanding the network of schools in an equitable and affordable manner (addressing regional disparities and ensuring that schools offer safe gender sensitive environments).
  o Ensuring that all primary schools offer a full cycle (grade 1-5) and expanding multi-grade classrooms as a strategy of providing complete schools in small communities.

- o Reducing late entry in grade 1 especially of girls
- o 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 district with the lowest GER (< 80%)
- Improving the quality of instruction, student learning achievement and retention
  - o Improving and streamlining teacher pre- and in-service training,
  - o Implementing new primary curriculum with adequate support of textbooks and materials and a special focus on bilingual and multi-grade instruction.
  - o Ensuring an adequate supply of textbooks and instructional materials to all schools
  - o Addressing problems of 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.
- 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
  - o Decentralizing funds to schools in order to improve efficient allocation and stimulate innovative approaches to improving quality of education
  - o Strengthening provincial and district levels administration with additional staff and resources supporting a transfer of operational and financial management decisions
  - o Refocusing management responsibility at MOEC Headquarters to a planning, facilitating and monitoring role

1. PRIMARY EDUCATION: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Expand access to learning opportunities	On-track for EFA/MDG goals	NER EP1 95 % NER EP2 75 %	
	Construction of 2000 classroom/year with 2 teacher houses per school in rural areas	Student classroom ratio reduced from 70:1 to 63:1	Community managed construction, costing $10.000/classroom
	Reduce late entry of girls	% of girls admitted older than 6 years	
	Provide complete EP cycle in all schools	% of schools with complete cycle	
Improving quality of instruction and student learning achievement	Schools emphasize student learning	Repetition reduced in EP 1 to 5% and to 10% in EP2 Performance of students in Portuguese and Math on standardized test improved by 10%	
	Restructuring and streamlining teacher pre- and in-service training	No teachers recruited without pre service training All teachers have access to in-service opportunities ZIPs strengthened	New EP teachers trained in new 10+1 programs. CRESCER implemented nationwide
	Ensuring an adequate supply of textbooks and instructional materials	Textbook available to students in 1:1 ratio for core subjects and lower ratio for others	Textbook procurement decentralized
	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	
	Direct support to school for consumable materials, facility maintenance and school health programs	All students have adequate supplies and access to health programs; SMC ensure maintenance of schools	DSS increases to about $5 per student per year by 2010
	Addressing problems of corruption and sexual abuse in schools	Policy disseminated and enforced; teachers and administrators trained	
Strengthening decentralized planning and decision making	Revising management mandate of head teacher, school management committees and districts	School regulations revised; Schools have school development plan	Program expanded nation wide (component 12)

1.13 Non-Formal & Adult Education

Current Situation

At independence (1975) Mozambique had an illiteracy rate of over 93%, with even higher indices for women, posing a tremendous challenge to national development. Resources were mobilized, from government, communities and companies, to create conditions for learning, through formal primary schools and through formal and non-formal adult education and literacy activities. Education opportunities grew dramatically and illiteracy decreased to 72% in 1980.

The on-set of the war of destabilization and the economic crisis in the 1980's and 1990's resulted in a drastic fall of enrolments in non-formal and adult education. The only exception was the activity of some non-government providers, such as NGO's, community groups, religious organizations, and individuals. These organizations have developed small scale, but in often innovative programs (including the use of local languages), for women, young people and adults. Unfortunately these initiatives were until recently poorly coordinated and documented and have therefore not yet been fully used to develop strategies and activities on a larger scale. MOEC recognizes that the challenges of adult and non-formal education are closely related to those in primary education. Poor access to education means that for many, 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 contribute to high rates of dropout and repetition.

Adult and non-formal education plays a key role, together with primary education, in ensuring progress towards the goals of Education for All. The overall objective is to work in partnership with civil society, to provide access to basic education opportunities, to young people and women. In addition to the reduction of illiteracy, AE/NFE programs also can contribute to community development, respect for cultural values, development of a culture of peace, tolerance and democracy, prevention and mitigation the impact of HIV/AIDS and STDs, and the reduction of absolute poverty.

Achievements during ESSP I
The ESSP I set the stage for a clear commitment to basic education for all, in which adult and non-formal education is a key element, with the Ministry of Education in a facilitating rather than implementing role. It focuses, 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. Main achievements during the ESSP I period include:
- Drafting and dissemination of a specific strategy for Adult and Non-Formal Education based on an extensive process of research and consultation with stakeholders.
- Establishment and staffing of a Directorate for Adult and Non-Formal Education within the Ministry of Education, with provincial and district level representation.
- Expansion of adult literacy classes, from 320 in 1999 to 5.000 in 2004, contributing to a reduction of the adult illiteracy rate from 60% to 53.6%.
- Enhanced involvement of external partners and NGOs in AE/NFE 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 AEA / ENF programme.
- Weak retention AEA / ENF programme, mainly on what concerns 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

Strategy

The quality and the relevance of programs has often been less than desired. 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 2009. AEA / ENF is an important complement to primary education. However, it is also clear that MOEC is not in a position to dramatically increase the level of funding and the share of adult and non-formal education in the recurrent education is expected to remain stable at about 4%. MOEC will seek to address the challenge of AEA/NFE by:

- Continuing to improve coordination and quality and quantity of interventions
- Further developing curricula and materials for Ault and Non-Formal Education and find sustainable means of making these available to various partners.
- Identify and support additional partners, including those in the private sector,
- Utilize channels such as radio and television to support AEA/NFE programs.
- Developing adequate mechanisms and means to monitor the various activities

2. AEA/NFE: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Increase enrolments in literacy and post-literacy programs	Increased participation rates especially of women and girls 300,000 new enrollees/year,	Illiteracy rate reduced to 40%; 70% of new enrollees are women	Partnerships with civil society, FBOs 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 AEA/ FE meets regularly; Manual of procedures for partnerships	
Improve quality and relevance of programs	New literacy and post-literacy curricula implemented	No of providers adopting new curriculum materials	
	Materials for literacy and post-literacy programs, in Portuguese and national languages		
	AEA /ENF staff trained in new curriculum.	Number of staff trained	
	Literacy programs supported by radio broadcasts	Pilot in 3 provinces implemented and evaluated	
Strengthen capacity INEA, provincial and districts	INEA and CFQEAS in districts have adequate facilities and equipment		Collaboration with UNESCO and other partners
	Reliable statistics on AEA/NFE		
	Capacity for monitoring and evaluation strengthened		

1.14 Secondary Education

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 have to be a major area of focus in ESSP II, 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 doing 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 encyclopedic (10 subjects in ESG1 and 6 or 7 in each ESG2 option), highly academic and largely designed as a preparation for further formal study in ES2 and universities. It is thus in many respects not responsive to the needs of the labor 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 labor 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. Unsurprisingly, internal efficiency at the secondary level is low. Repetition rates in ES1 and ES2 are 35% and 25%, respectively. This increases costs substantially and hinders the expansion of enrolments. In addition, there is a huge gap between the official entry age (13-15) and the actual entry age (16-19) in ESG1 and in ESG2 (16-17 vs. 20-21), especially for evening shifts, with clear implications for the content and quality of teaching.

Curriculum reform is particularly urgent as the ES1 level. ES1 is part of basic education -defined by AU/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 the skills and the attitudes to successfully compete in the labor market, pursue further learning in formal schools and non-formal settings and participate in adult life. ES1 will need to prepare student for entry in a labor market where the nature of the skills demanded is changing rapidly and where mastery of basic skills in core disciplines -Portuguese and English, math, science and ICT- reinforce the generic skills: -ability to learn, problem solving, communication- that employers increasing value and that determine prospects for successful self-employment. ES2 will then need to be conceived as part of a post-basic skill development system where a range of TVET and professional institutions provide ES1 graduates with opportunities for further academic learning and technical and professional 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 where there were formerly no secondary school facilities. Nevertheless, gross enrolment rates are still extremely low, at 8% and 2% for ESG1 and ESG2, respectively. Severe regional and gender disparities in access to education –reflecting to a large extent past inequities at the primary level- continue to exist. For example in Niassa 2% of the school age population is enrolled in ESG1, against 12% for Maputo, and in the same two provinces, only 20% of secondary students in Niassa are girls, against 63% 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 2003, over 30% of all the new ES1 (grade 8-10) teachers and a quarter of all the new ES2 (grade 11-12) teachers had no qualifications to teach at these levels. Training programs for ES2 teachers are long, and graduates have ample opportunities to work outside education, forcing MINED to hire untrained teachers. Secondly, the training that is given to secondary school teachers is expensive and in many cases poorly related to the practical realities of secondary education classrooms.

Less than 20% of secondary school teachers are women, and reflecting past inequities the proportion of female teachers is increasing only slowly. The shortage of women teachers and administrative staff probably contributes to the low level of enrolment among girls in secondary schools. 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 favors for good grades. These factors may contribute to the significantly higher enrolments of girls in private education than in public schools (51% against 41%).

Secondary education as currently organized 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. These 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, 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 of professional development, contribute. 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 are the boarding facilities that do not offer security or adequate health conditions, exacerbating the risk of HIV/AIDS.

Achievements during ESSP I
The importance of secondary education in support of the goals of providing universal primary education, sustaining economic growth and social development, and addressing poverty concerns is reflected in the achievements during ESSP I. These include:
- Drafting and dissemination of a 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.
- Increased enrolment at secondary level: 2.6 times the number at the beginning of ESSP I.
- Expansion of the secondary school network, over half of which is located in districts where there were no secondary school facilities before.
- Increase in the proportion of girl's enrolments at upper secondary level, (10th and 11th grade) where the proportion of girls has increased from 38% in 1998 to 41% in 2003

- Initiation (2003) of a comprehensive process of curriculum reform 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
- Total 2004 enrolment (both day & night classes) was 200,000 in ESG1 of which 15% were in private schools. ESG2 enrolment was 28,000 with 31% of these in private schools. Roughly 41% at both levels were girls.
- Entry age is 3 years older than standard due to high repetition level in EP1 and EP2.
- ESG 1 repetition rate is 26%; dropout rate is 12% for girls, 8% for boys
- 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.
- 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.
- Less than 20% of teachers are female
- Demand for access to ES1 is rapidly increasing
- Teacher salary levels are unsustainable in a larger system.

Strategy

ESSP I has laid the foundation for continued work on improving quality and equitable access to secondary education, in recognition of its important support to attaining the EFA goals and its contribution to growth and development. Building on this experience, the following strategic priorities will be pursued during ESSP II:

- Rapid expansion of enrolments especially in ES1
  o Improving access to secondary education for children from less favored 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.
  o Construction and improvement of school infrastructures, focusing on cost-effective solutions,
  o Increasing the use of distance education as an alternative channel especially at upper secondary education (ES2) level.
  o Identification and implementation of strategies to increase the percentage of female teachers and administrators.
- Improving quality and relevance
  o Continued work on the design and implementation of a new ES1 curriculum that focuses on life skills, labor market entry, and skills and aptitudes valued in the labor market, rather than only on higher education.
  o Supporting appropriate use of ICT in secondary schools.
  o Improving teacher in-service training and opportunities for professional development.
  o Improving supervision, support and school (plus hostel) management to ensure that schools are safe environments and to train staff to manage schools in times of HIV/AIDS.
- Managing the growth of public expenditure for secondary education
  o Implementing a sustainable policy for pre-service teacher training, teacher deployment and teacher career progress framework (including salaries)

o Establishing a positive regulatory environment for private and community provision

1.15 Technical & Vocational Education and Training (TVET)

Current Situation
Technical &Vocational Education and Training (TVET) is an essential element of secondary education whose key aim is to contribute to the creation of 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.

3. SECONDARY EDUCATION: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Expand access to secondary education	Progress towards 9 year basic education cycle	GER ES1 26% GER ES2 13% Increased % of girls enrolled	
	New secondary schools constructed and classrooms in existing schools refurbished	1.500 ES1 and 500 ES2 classroom constructed 1000 classrooms refurbished	Infrastructure and equipment standards defined; Decentralized works management
	School map provides framework for equitable provision	% of schools in rural areas; Model for small rural schools piloted	
	Distance education program for ES1 and ES2 equivalency in place	Initial enrolment equivalent to 10% of new secondary school entrants	
	More female administrators and teachers	% of females increased by 20%	
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	
	New curriculum including preparation for work, adult life and further learning implemented	ES1 curriculum implemented by 2007; ES2 curriculum by 2009 Materials, including micro science kits, available; Gender bias in curricula reviewed and eliminated	Policy on materials provision defined
	Training in ICT related skills in new curricula	300 schools provide ICT training	See ICT component
	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 and prevention	
Managing public expenditure on secondary education	Share of secondary education in MOEC budget does not exceed 20%		Partnership for public/private provision
	Private and community provision expanded	About 14% of ES1/2 students enrolled in private schools	Positive regulatory framework in place
	Pre-service teacher training restructured	IMAP 10+2 teacher training program refocused ES1 needs Advanced (ES2) teaching certificate program established	Reforms as defined in teacher education component

In 2004, 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 basic and middle level curricula need to be adapted to current market needs. Employers are only marginally involved in defining learning contents and standards. In a recent study found that employers complained that many graduates lack not only practical skills, but also exposure to modern technology (such as ICT), have poor fluency in Portuguese and no knowledge of foreign languages, and lack management and/or supervisory skills. In short, TVET students need stronger academic preparation parallel to the intended approach of the new secondary education curriculum.

The low level of skills is 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. 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 are a major concern since they are costly and often do not offer even the most basic level of protection from 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, many 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, 2.5 times that of the cost of training at a privately run institution.

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.
- Diversifying courses (mainly due to involvement of private and other actors) in terms of the level, focus and duration of the courses offered e.g. tourism.
- 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

> **BASELINE**
> - MINED supports 47 TVET institutions (11 elementary, 28 basic and 8 middle level) enrolling about 41,000 students (20% are girls)
> - Skilled teachers tend to leave technical & professional education in search of better jobs.
> - Curricula not adjusted to economy and 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 the 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 in the provision.
> - 22 TVET institutions are under the authority of other ministries while 8 are private.

Strategy

ESSP II will provide a framework for starting to address some of the main problems identified above. 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 council would create a framework for ensuring the involvement of NGOs, private and public sector institutions as well as employers and employees in the reforms.
- Development of a standards based TVET system, including the development of occupational standards, curriculum development and standards based assessment and certification
- Aligning primary and basic TVE programs with new EP2 and ES1 curricula
- Quality improvement including teacher training, the provision of appropriate learning materials, equipment and physical infrastructure, the establishment of student guidance services and strengthening of the management capacity of TVET institutions (including the capacity to plan for and manage the impact of HIV/AIDS on instructors and pupils)
- Establishment of a skill development fund to stimulate the emergence of innovative high quality training programs

The TVET strategy needs to be seen in conjunction with the plans to reform the general secondary curricula discussed before. ES1 would provide a general foundation for entry in the labor market and for further skill development in MOEC and other TVET institutions at the intermediate level and beyond. TVE programs at the primary and basic level would be designed for equivalence in the core subjects. The government has developed an integrated program for TVET expansion and reform, which exceeds currently available resources. It has therefore been decided to proceed as a matter of priority with the part of the program, which focuses on the systemic, and institutional reforms and targets intermediate level TVET institutions in selected sectors as a matter of priority for quality improvement.

The public and external resource envelope for 2005-2010 available for the TVET sector is estimated at about US$ 100 million including US$ 7.8 million/year from MOEC resources mainly (92%) for recurrent expenditures. In addition, external donors have already committed US$26.6 million to TVET investment projects by and an amount of $22 million is expected to become available through a World Bank/Danida project. It is however expected that the new institutional set-up will make it possible to attract additional external and private investments in TVET.

1.16 Teacher Training

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 1-7, and 7,516 (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

4. TVET: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
System reform and institutional development	A demand driven system of TVET that offers quality training opportunities and is supported by private and public sectors stakeholders	Institutional arrangement of restructured system in place	National Training Council and Training Authority and sustainable financing mechanism established. Legal and regulatory framework for decentralized management
Development of standards based training system	Curricula and assessment and certification system reflecting occupational standards introduced in selected sectors	Number of medium level institutions that have adopted new curricula	
	Revision primary and basic TVE programs aligning them closely with general education programs	New curricula adopted	
Improving quality of training in selected TVET institutions	Effective TVET institutions supporting development in selected sectors	Number of students graduated and their labor market performance	
Stimulate innovation in the provision of quality TVET	Skill development Fund established	Number of projects approved and successfully operating	

of delivery. Major concerns exist about the obvious implications of such diversity in terms of quality, efficiency, and costs.

Since 1992 the demand for teachers has been expanding rapidly, particularly at primary level. The average annual requirement for new EP1 and EP2 teachers for the 2005-2009 period is estimated at about 7000. 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. In total there is a need, on an annual basis to recruit at least 2000 untrained teachers to fill the gap. At present the Ministry of Education 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. Third, teacher attrition is likely to increase as a result of HIV/AIDS.

Financial constraints further frustrate efforts to staff schools with a sufficient number of trained teachers. The expected growth of enrolments in the next 5 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 or staff the secondary schools with university graduates who command salaries of more than 20 times GNP per capita. In the medium term it will be inevitable to recruit new teachers for primary schools with less than the 10+2 training and staff ES1 with IMAP (10+2) graduates. 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 the Ministry of Education.

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 to 68/1 in EP1) while the student classroom ratio has increased to about 70:1. Classes of 80 students and over are no longer an exception. To cope with these shortages classrooms in urban areas are used in double or even 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 also are inefficiently allocated to the system particularly in the higher grades. At EP2 level, for example, teacher per class ratio is 1:3. In addition, there is a severe shortage of qualified women teachers.

In 2003 EP1 had 29% of all teachers were women. The disparities among provinces are high. While in Cabo Delgado 12% of all teachers of EP1 where women in 2003, in Maputo city this percentage grows to 61. In EP2 less than 23 % of teachers are women and there are huge regional disparities, from 11% female teachers in Cabo Delgado, to 35% in Maputo City. Only 9% of teacher trainees are women. Female teachers and administrators are rarely found in rural areas. 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 centered didactical methods, emphasizing repetition and memorization over learner-centered 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 the reality of mixed group teaching in large and in multi-grade classes, not having didactical materials, and of dealing with challenges such as gender disparities and HIV/AIDS.

Low teacher morale adds to the challenges. 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 family. Other forms of support for teachers in terms of supervision and assistance when moving to a different post are also often lacking.

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 lack of funds has limited the amount of training delivered.
- 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 intended for EP2 level).
- Experimenting with models for teacher in-service training, with the recent establishment of the CRESCER program that aims at integrating these experiences.

BASELINE SUMMARY

- The teacher training colleges are supplying less than 50% of the annual teacher demand. In EP1 and EP2 –there are 11 CFPP, 9 IMAPs and 7 ADPP training teachers for EP1 and EP2. Secondary school teachers are trained at Pedagogical University but many IMAP graduates are recruited for secondary teaching
- There are few appropriately qualified and experienced teacher educators and the unequal provision of resources leaves many institutions under resourced.
- Available budget does not allow staffing primary schools with IMAP graduates or secondary schools with university graduates
- About 44% of teachers in EP1 (32.9% in EP2) have 10yrs or more of schooling but lack professional pedagogical training.
- The curriculum reform requires substantial in service teacher development
- System of continuous professional development (CRESCER) is in the process of implementation and 20% OF EP1 teachers to be involved in CRESCER.
- Gender imbalance (2004 data) Only 30% of the teachers in EP 1 and 23% of the teachers in EP2 are female;
- 14% of the teachers are HIV positive.

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 student teacher ratios and ending the large-scale recruitment of teachers without any professional training must be a top priority. To address the challenges of quantity, cost and quality the following urgently needed reforms will be implemented for the medium term starting the 2006 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 have salary equivalent to that of the CFPP graduates.
- IMAP will train teachers for ES1, with a relevant curriculum of 10 + 2 to be recruited to teach this level;
- Mixed mode ODL programs will offer the opportunity to ES1 teachers to obtain a certificate that will qualify them for teaching at the ES2 level;
- Six existing CFPPs will be refurbished for the teaching of the 10 +1 course with an expected annual out put of 3000 teachers;

- Four thousand places (out of 7500) in the existing IMAPs will be used to deliver the

5. TEACHER DEVELOPMENT: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Reform pre-service teacher education	Integrated, 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 in 6 refurbished CFPPs and IMAPs	3000 graduates per year trained in CFPP 4000 graduates trained in IMAPs	
	IMAP (10+2) teacher training prepares students for teaching at ES1 level with revised curricula	1500 graduates per year recruited for ES1	New recruitment and staffing policy approved
	Curriculum for ODL advanced (ES2) teaching certificate in core subjects	ES1 teachers study for advanced certificate	Advanced teaching certificated created
Providing teachers with continuous in-service training and support	Improved quality of instruction	All teacher have benefited from in-service support and training	
	National continuous professional development programs for teachers of all levels including teacher educators based in CRESCER experience in place.		All in-service programs adopt CRESCER model as revised
	ZIPs strengthen and head teachers trained for pedagogical support tasks	Pedagogical support to teachers available	Allocation of $10/teacher per year to ZIP
	Strengthen Inspectorate	All inspectors trained for new role and posted in districts	See also component 12
Strengthen administration of teacher education	National Institute for Teacher Education coordinates 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		

10+1 program; the remaining places will be used for the 10+2 program, which will be designed specifically to prepare ES1 teachers.
- Emphasizing coordinated and well-resourced in-service programs delivered through the ZIPS based on the CRESCER experience;
- For ES2 MINED will continue to recruit University graduates (UP and others);
- Research that provides hands-on suggestions for improving classroom practice will be stimulated and findings disseminated;
- The number of female teacher and administrators will be increased through improved planning and management with a view to also redressing regional disparities.

1.17 Open and Distance Education

Current situation

The Ministry of Education recognizes the critical role of open and distance learning in achieving its aims and objectives aimed at transforming the education system as a whole. ESSP I stressed the need to explore and determine whether and how open and distance learning and other alternative educational delivery mechanisms could be utilized to provide a variety of educational services more efficiently and effectively than could be done by conventional education delivery methods.

Based on lessons learned from IAP open and distance learning in-service teacher training program, ESSP I recognized the possibilities of developing open and distance learning for expanding access in other parts of the system, including adult and non – formal education, technical education, secondary education and higher education, and even EP 2. Particular emphasis was placed on the need to explore Open and Distance Learning (ODL) strategies aimed at improving teachers´ competencies by providing open and distance learning in-service training for secondary school teachers who lacked an institutionalized supervision and up grading system. This program was to be developed with direct involvement of the Universidade Pedagógica, which was already conducting pre-service training for secondary education teachers.

In its commitment to continuing exploration of the application of new technologies in the education system, the Ministry, through the ESSP, has emphasized the need for a policy framework that provides educational opportunities to the greatest possible number of Mozambicans in the most efficient available ways. The Commission for the Installation of the National Institute for Distance Education (CIINED) was created with the function is to prepare the ground for the establishment of the National Institute for Distance Education (INED). The institute will have as its main function the co-ordination of all distance education actions in Mozambique as well as provide support, advise, training and develop research activities.

BASELINE SUMMARY
- Great unmet demand for secondary education, particularly in rural communities, as number of schools and the school network continues insufficient to achieve the objective of increasing access to school education at post primary level.
- Extensive use of unqualified and untrained teachers at both primary and post primary who need further training.
- Insufficient number of people with knowledge and skills to design and implement ODL approaches/programmes within MOEC.

Achievements during ESSP I

ESSP I saw significant developments in open and distance learning, which have both enhanced its credibility, status and legitimacy and made significant contributions to the attainment of the Ministry's broad objectives. The establishment of the Department of Distance Education (DED) in MINED was, perhaps, the most significant development.

The support aims to develop the capacity of MINED, in general, and the DED in particular to develop and implement appropriate and realistic activities of support to various departments/units using open and distance learning (ODL) in order to achieve the goals of the Education Sector Support Plan (ESSP). In this context the key role of the Department is to provide strategic and technical support to other Directorates within MINED (particularly upper

secondary education and teacher education directorates) and assist them to develop their own programs. Other notable developments during the ESSP 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 (SEDE) 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 the report of which has great potential to inform future strategies for improving the delivery of the institution's programs;
- The drafting of the ODL strategy;
- Joint planning and design of an in – service secondary school teacher upgrading program with UP; and
- Development of Networks with open and distance learning institutions and professional associations in the SADC region.

Strategy

The design and implementation of effective and sustainable ODL programs requires technical skills, which are in short supply, financial resources and well-managed institutions. It is therefore important to design an institutional framework that uses resources efficiently and monitors program outcomes carefully. The secondary and teacher development strategies of ESSP II propose to further develop ODL programs. In addition ESSP II will:

- Equip MINED with human resources necessary to define ODL policy and coordinate implementation
- Evaluate the effectiveness of ODL to respond to the various education challenges
- Ensure the development of quality, cost-effective education and training programs that contribute to increasing access to education opportunities;
- Explore and pilot test how the proposed investments in ICT can contribute to the efficient delivery of ODL programs
- Strengthen and develop ODL programs that provide
  o in-service teacher training programs aimed at improving instructional quality.
  o opportunities to pursue secondary education outside the formal schools

It is expected that national funding will remain stable but that significant external funds can be mobilized for implementation of the ODL program

1.18 Special Needs Education

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, the Ministry aims at ensuring that children 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 School 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.

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,

6. ODL: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Institutional development	Capacity for ODL program management, coordination and evaluation strengthened	Strengthened national capacity in DED	Sustainable financial framework for ODL in place
Program evaluation	SEDE and TELESCOLA evaluated; UP in-service program evaluated	Evaluation results available and followed-up on	
	IAP programs evaluated		
Program Development and implementation	IAP programs provide teachers with career development opportunities	Number of participants and graduates	ODL recognized as tool for promoting teacher career development
	Develop and a pilot ODL program for grades 11 and 12	Number of participants and graduates	
	Advanced teaching certificate (ES2) program developed	Number of participants and graduates	
	Secondary equivalence programs in place	Number of participants and graduates	

through regular meetings with key partners such as the Ministry of Health, the Ministry of Women and Social Action, as well various NGOs and other organizations

- Promoting the integration of children with special needs into the education regular education system. At the present moment more than 31000 children and young people with special education needs are being supported. Most have been integrated in 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, 571 provincial and district staff, 45 central MINED staff, 1781 directors 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 training courses.
- Development of a training program for secondary school teachers on temporary contracts and who have no professional training.
- Introduction of 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
- A educação especial que ao longo dos anos desenvolveu sistemas altamente especializados para a escolarização da pessoa portadora de deficiências segregadas de todos outros sistemas normais, está conhecendo nos dias de hoje mudanças substanciais dada necessidade de se oferecer aos portadores de deficiencias oportunidades de acesso e frequência escolar, através do estabelecimento de uma educação inclusiva.
- O Ministério de Educação desenvolve uma política inclusiva , numa perspectiva transversal a todos os subsistemas de ensino à crianças com necessidades educativas especiais , incluindo as portadoras de deficiências.
- As crianças com necessidades educativas especiais com o nível de afecção orgânica muito agudo são enquadradas em escolas do ensino regular com o atendimento especial e individualizado. As outras com o grau de afectação severo são atendidas em escolas especiais.
- O ambiente das escolas do ensino regular deve tornar-se mais acessessível para as crianças com necessidades educativas especiais NEE´s..
- DEE para responder os desafios de educação inclusiva está a capacitar técnicos a diferentes níveis, direcções de escolas, professores, pais ,encarregados de educação de modo a prepará-los para as exigências do ensino para um grupo mais diversos de alunos, bem como desenvolvimento de estratégias e materiais apropriados para o uso nas salas de aulas do ensino inclusivo

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Strategy

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

- Building upon the existing experience and improving it so that inclusive education can become a reality in all schools and so as 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, district and provincial staff with access to resources on inclusive education by establishing three resources centers that will cover the north (Nampula), center (Manica) and south (Gaza) of the country.

7. SPECIAL EDUCATION: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Integrate special education strategies in pre- and in-service teacher training programs		Number of children supported in inclusive education programs Number of children in specialized institutions	Inclusive education is the main strategy for special needs education
Support teacher with the implementation of inclusive strategies	Establish three resource centers		
	Methodology for identifying children with special needs developed		
	Teaching methods and materials for inclusive education		

- 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 MOEC budget will continue to support special education program at current funding levels. External support is expected to realize progress towards the key strategic objectives outlined in the framework below. Several of the activities will be integrated with activities under other components in particular teacher training.

1.19 Mainstreaming Gender

Current Situation
The various initiatives to which the Government of Mozambique is a signatory, as well as specific programs that have been put in place, are a testimony to the Government's commitment to addressing gender equity. Mozambique is also addressing gender issues through 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 has so far focused primarily on correcting the disparities in terms of access to education. This has been particularly successful in the first five grades of primary

education where the percentage of girls has grown from 43% in 1999 to 46% in 2004. A further area of attention has been the recruitment of female teachers. Although the overall percentage of female teachers remains low (27% of the 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 EP2 the percentage has increased only slightly, in secondary education it has actually gone down from 41% to 40%). 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). The Net Enrolment Rate varies substantially, from a minimum of 47.3% in Nampula and 54.3% in Sofala to a maximum of the 86.2% in Maputo city and 88.6% in Maputo province. These provinces also have the greatest need in terms of qualified teachers and adequate school infrastructure. In over one third of the 148 districts the gender gap is greater than 10%.

A further problem is that of lower completion rates. In 2003 EP1 completion rates for girls relative to boys were 16.3 percentage points lower (31.9% compared to 48.2%), in EP2 the differential was 9% (21.5% for boys against 12.6% for girls). Between and within provinces there are striking differences, for example, the completion rate in EP1 for girls in Maputo city was a high 96.7% in 2003 compared to only 14.6% in the central province of Zambézia. In EP2 roughly the age when girls reach puberty, the age factor becomes increasingly important. Girls of 12 to 14 years had a 2.5% point higher drop-out rate than boys in 2003, by the time they are 15 years and older this gap has increased to 11 percentage points.

Girls are thus less likely than boys to complete their education up to a level that will equip them with minimum standards of literacy and skills. As a result they are more vulnerable to sliding into poverty and to having to resort to life choices that make them vulnerable to other threats such as HIV/AIDS. Girls are also less likely than boys to start school at 6 years (only 35% compared to 43% of the boys) and the later they enter the less likely it becomes that they will complete . Girls also consistently under-perform in terms of academic achievement (pass rate for girls at then end of 7th grade was 55% compared to 60% for boys in 2002).

BASELINE
- Enrolment of girls in primary education and teacher training courses has improved.
- Of the girls only 24% complete EP1 and 10% EP2, compared to 40% for 18% of the 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 pulled from schools when HIV/AIDS strikes)
- Major regional/geographical disparities in access & 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.

Achievements during ESSP I

Gender issues received increasing attention during the implementation of the ESSP I :
- More girls enrolled in primary education and teacher training courses.
- Abolition of school fees starting 2005, removing one cost barriers to education.

- 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.

Strategy

Closing the gender gap in EP1 by 2009 and EP2 by 2015 is a central purpose of the ESSP II strategy. This will require improve the quality and relevance of education for male and female students and address the issues identified above, ESSP II will seek to ensure progress in the following areas:

- Improving accessibility and safety of schools, including concerted actions to curb the problem of sexual abuse in schools.
- Promoting complete primary schools (grades 1 through 7)
- Identifying ways of gradually phasing out boarding facilities; where they exist, living conditions should meet established standards and safety of all students guaranteed.
- Identifying and implement strategies for addressing other direct and indirect costs of sending girls to schools
- Encouraging, through incentives, early enrolment of all students through a media and awareness campaign for parents and community members.
- Improving planning and identifying strategies to addressing regional gender disparities.
- Conducting research and implementing pilot projects in key areas, such as school feeding programs and other incentive programs, to assess medium and long-term impact and sustainability.
- Encouraging the recruitment of female teacher trainees, and establishing mechanisms that will provide support for female teachers in rural areas, and encouraging women to apply for promotion to administrative and management positions.
- Ensuring effective monitoring systems to measure impact of specific initiatives but also keeping track of geographical / regional differences and quality concerns.

Implementation of the gender strategy must be a joint effort of all directorates in MOEC; gender related elements have been included in every component of the ESSP II strategy. The activities proposed below will support and complement these. Most are budgeted for in the component budget, although some special activities will receive special support with the assistance of external partners as needed.

1.20 Sector Response to HIV/AIDS

Current Situation
The HIV/AIDS prevalence rate in Mozambique has rapidly increased, and stands currently sat 13.6% (2002). 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 behaviors 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 education could become severely disrupted 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. Nevertheless, teacher attrition and absenteeism due to HIV/AIDS is 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.

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:

8. GENDER: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Strengthen institutional structure	School council members are aware of on gender issues in education	All school councils have been trained and have received materials on gender issues	
	Gender units support gender sensitive policies in all directorates		
Promote gender equitable access	School construction is gender sensitive	% of new and refurbished schools with facilities for girls in all	See component 1
	Late enrollment of girls in EP1 reduce	% of girls enrolling at age increased to	See component 1
	Establish network of complete schools	% of EP1 schools offering complete course	See component 1
	Monitor regional disparities	Increase in GPI in the districts where girls are most disadvantaged	
	More girls enrolled in ES	% of girls in ES 1 and ES2	

- Drafting and dissemination of an education strategy for addressing HIV/AIDS, which defines the role of MOEC around four fundamental areas which are:
  o Prevention and care for all its workers.
  o Development of curricula, which address Sexually Transmitted Diseases and HIV/AIDS and promote extracurricular and non-formal approaches based on life skills and peer education.
  o Enforcement of policies, which prevent and reduce the impact of HIV/AIDS, through improved institutional capacity, management and planning.
  o Implementation of 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 programs 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 program (currently in the preparatory phase) for addressing the needs of OVC's

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BASELINE SUMMARY
- 13.6% of the population is infected, with major regional disparities (centre of the country is most affected).
- HIV/AIDS is spreading most rapidly among the 15-24 year age group.
- Prevalence among girls is almost twice as high as boys (16% against 9% in the 15-19 age group).
- Large numbers of teachers are expected to die of HIV/AIDS between 2000 and 2010.
- Cost of education will increase by 5% as a result of HIV/AIDS in the year 2006.
- Current initiatives to address HIV/AIDS in education are yielding positive results in general but need to be further developed and scaled up to cover other areas of the country and increasing numbers of beneficiaries.
- Capacity constraints, particularly at provincial and district level continue to be a major issue.
- Financing for HIV/AIDS in education is insufficient to cover needs and not sufficiently flexible to allow for rapid and innovative responses

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Strategy

In spite of this progress a number of important challenges persist which will form the focus of the goals and strategies for the ESSP II. The strategic priorities 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
- 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 school level.
- Developing interventions that go beyond influencing knowledge to promoting attitude and behavior change in the education workforce and learners.
- Identifying and putting in place mechanisms that address 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 personnel.

- Enforcing workplace policies to ensure that increasing numbers of teachers and students

9. HIV/AIDS: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	Outputs	Performance Indicators/Targets (2009)	Policy and reform assumptions
Provide employees with information, access to prevention programs, and health services	Transmission among MOEC personnel reduced	Reduction in HIV/AIDS incidence among MOEC personnel	Work place policy implemented
	Partnership with health service providers	Use of services by education workers	
	Information programs implemented		
Implement and expand the national programs for prevention	National programs expanded to the areas of the country that are currently not covered	Impact of HIV/AIDS on education access and quality mitigated	Curriculum policies are effectively supported and implemented
	Knowledge and life skills promote through curricular & extra-curricular activities	Number of activities in local curriculum addressing HIV/AIDS	
	Tots, teachers and managers trained	Number trained	
	Sexual abuse, discrimination and stigmatization prevented	Incidents reported decline	
	OVCs enroll and are retained in school	OVC's provided with food, school materials and counseling	
Strengthen management of HIV/AIDS response in education		MINED provides an efficient response to the impact of HIV/AIDS on education.	
	Integrate HIV/AIDS strategy and monitoring in education statistics, planning, and research		
MINED as a partner in the national response to HIV/AIDS	Participate and collaborate in national, provincial, and regional forums and groups	Planning includes partnership activities	

have access to voluntary counseling and testing (VCT), condoms (where appropriate), and the development of self-protection techniques
- Combating stigmatization to protect the rights of infected and affected people ion.
- Making provision for substitute teachers in case of absence of regular teachers 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.

1.21   School Sports

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 handicap this projected vision. The focus in the ESSP II will be to gradually strengthen a select number of key aspects that can contribute to creating conditions for an increasing emphasis on school sports.

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 competitions between schools.

BASELINE SUMMARY
- Degradation and lack of equipment in school sports infrastructures.
- Many schools built without sports infrastructures.
- 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.

Strategy

To encourage the participation of girls and boys in sports and using sporting events, as a means to enhance awareness of HIV/AIDS and to help 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 physical education sports training for all teachers
- Ensure that teachers and schools are able to identify and implement low-cost sporting activities that encourage participation by boys and girls.
- Encourage sports associations to become actively involved with programs in primary and secondary education
- Increase the involvement of community and private actors in sports activities.

10. SCHOOL SPORTS: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Improve sports infrastructures	New schools have facility for physical education and sports		
	Existing sports facilities improved		Private sector support can be mobilized
Improve training in sports	Plan for training of teachers, developed	Plan implemented	
Strengthen capacity to manage school sports and physical education	Sports associations and competitions established for boys, girls and handicapped children	Number that function effectively	
	Policies and procedures in place		

Given the many other pressing education development priorities government resources for physical education are expected to remain stable as a 0.4 % of the education budget, although the expected growth of the budget will allow MOEC to initiate priority activities and seek private sector support for others

1.22 Information and Communications Technology (ICT)

Current Situation

ICT is playing an important supporting role in the education sector, particularly in strengthening management processes. The most important contribution is the networked environment for planning and management of education at central level, which is gradually being extended to the provincial education offices. The Ministry of Education has at its disposal reliable and efficient technological and human resource capacity to plan and monitor activities in education. So far there has only been limited use of ICT as a tool for complementing and enhancing learning processes in selected teacher training colleges and some secondary schools. Government recognizes 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. Government has defined an information technology policy under which it is committed to investing in ICT also at the school level. For Teacher Training, ES1 and ES2 graduates the acquisition of basic computer skills is an important element in their preparation for the world of work.

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 an important role, mainly in strengthening management and financial administration within the Ministry of Education. 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 in the provinces, and districts, for the purpose of accounting, financial management and planning.
- On the job training of key staff in these areas.
- Establishment of resource centers for teacher trainees and instructors at selected teacher training colleges and a small number of secondary schools.

BASELINE SUMMARY

- Ministry of Education, Head office well equipped and networked with file-sharing, internet and e-mail.
- Subordinate entities and some DPEs have networked facilities, but many not connected to the Head Office
- There are computer labs in 40 schools
- Education Statistical software developed and implemented in some DPEs.
- School Mapping software implemented only in two provinces.
- Some schools at Maputo City already have connectivity through Cable TV.
- There is a lack of penetration of Education Management Information System in all levels, e.g. SISTAFE, Human Resources Management System and assets. No use in schools of computerized student record systems.
- Little education 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.

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 ESSP goals, in areas where it is clear that the investment justifies the expected returns, and does not aggravate existing inequalities. ESSP II 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 programs). The following activity areas will be central to the ESSP II:

- Extend administrative computing to district level.
- 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.

11. ICT: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	Outputs	Performance Indicators/Targets (2009)	Policy and reform assumptions
Incorporating ICT education in the curriculum	Computer labs in 200 schools, including CFPPs, IMAP and ES1 and 2	Number of graduates with computer literacy	Curricula revised
	Curricula include ICT education		
	Teachers and technicians trained		
Strengthen ICT based management support	Software for management, budgeting and planning deployed to DPEs	ICT used for planning management and budgeting to the DPE level	Expansion of ICT network to DPE level in this planning period and to selected DDEs
	MOEC networked with subordinate entities and DPEs		
	Education portal implemented		
Develop ICT capacity	IT master plan guides development	3 support center established and ES teachers trained in use of portal, 500 staff trained	
	Education portal operational		
	Technical support available		
	Administrative staff use ICT		

1.23 Institutional Capacity Building

Current situation

The experience of implementing ESSP I has made it clear that there is a strong 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, gaps in financial administration and accountability, are all factors that affected progress in ESSP I. 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 in strengthening institutional capacity.

Lack of capacity and expertise at lower levels hampers decentralization of planning, management, and financial administration, and stifles creativity and innovation. School directors and district managers still lack expertise in management, supervision and administration and 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 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 MINED, clogs decision-making process, and contributes to substantial delays in communication within and between levels of the system.

An additional challenge is the fact that many cooperating partners, NGO's 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. Technical assistance is often not deployed with a clear understanding of its implications for capacity development. 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.

Achievements during ESSP I
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 MOEC's 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 decentralized mechanisms.
- Major disparities and gaps in levels of skill and expertise exist, both within and between regions and at all levels of the system.
- Lack of capacity and expertise at lower levels hampered decentralization of planning, management, and financial administration.
- Although certain types of training have been delivered, its impact has not been assessed in most cases.
- Much technical assistance is managed through projects of cooperating partners.
- School managers lack the mandate and expertise to manage schools in a decentralized context with multiple stakeholders
- Preliminary analytical studies show urgent need for MINED's restructuring and modernization in line with the ongoing Public Sector Reform

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Strategy
ESSP II 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:

- Developing strong mechanisms that link together and coordinate the various levels of the system.
- Establishing policies and procedures to define training needs from an institutional perspective.
- Coordinating capacity development at provincial, district and school level with the timetable of decentralized implementation.
- Designing, monitoring and evaluating training and technical assistance programs for their impact on capacity development

12. INSTITUTIONAL CAPACITY: FRAMEWORK FOR ACTION AND POLICY REFORM			
Objectives	**Outputs**	**Performance Indicators/Targets (2009)**	**Policy and reform assumptions**
Improve capacity for decentralized financial management	Increased authority and accountability at school, district and provincial level		Decentralization MOEC proceeds according to national strategy
	Increased capacity at district level in management, financial administration	Improved accountability Faster and efficient disbursements	
	Increased provincial role in planning, management and delivery of education	Decentralized planning	
	Implement the program of restructuring and modernization of MOEC	Re structuring / modernization program implemented and assessed	
Build planning capacity and expertise at decentralized levels		More effective use of resources and improved school outcomes	
	Manual and simple model for annual school plans to guide school improvement efforts prepared and head teachers trained in their use	Strengthened school management leadership	Policies and instruments developed to strengthen management capacity at school, district and provincial levels
	Instruments for annual district and provincial level education work plans developed; staff trained in their use	Decentralized planning system established	
Enhanced support to schools and ZIPs	Increased number of inspectors at district level	Improved school performance measured by student learning	Revised job descriptions for inspectors
	Role and mandate inspectorate redefined		
	Adequate budgets for school visits		

IMPLEMENTATION

1.24 Interdependence of the Components

The ESSP II, as presented in Chapter 3, is organized in twelve components. It is important however that 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 the ESSP II outcomes when they are complemented by the activities in other components. In fact, successful implementation of ESSP II will only be possible if strong teamwork between all departments, directorates and levels in the system is achieved. School and community, district, province and MOEC central departments, will need to see themselves as engaged in a common task and plan. The driving vision therefore, must be 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 connected and each makes demands on other parts of the system. Two components: Gender and HIV/AIDS are described as "cross-cutting" since each one is supported by a designated unit within MOEC but the components will not be implemented by those units. 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. They lie at the heart of successful implementation of all of the other nine components. Indeed, capacity constraints have been 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.

But having a well balanced, financially sustainable and "credible" plan is not enough. Ultimately, the success of ESSP II will be determined by the quality and effectiveness of its implementation. The challenge of implementation reflects the ambition of ESSP II, the complexities of the education sector with its numerous and diverse service delivery points and the multiplicity of the sources of funding. Experience suggest that several if key elements need to be in place if ESSP is to reach the ambitious goals it has set:
- Government commitment and leadership
- Effective communication
- Coherent external support
- Decentralized planning and implementation
- Strengthened financial and procurement management procedures

1.25 Government commitment and leadership.

Sustained progress towards the objectives of ESSP II requires more than the efficient implementation of investment projects. It is critically dependent on the implementation of a several policy reforms. In particular those that relate to:

- Restructuring pre-service and in-service teacher training to reduce teacher shortages ensure that every student can be taught by a trained teacher by the end of the program
- Revising secondary and TVE curricula to better prepare student for working life and further learning

- Reorganizing TVET into a demand driven training system
- Decentralizing 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

Policy reforms in education are often controversial and contested by interest groups. Yet they cannot be avoided if the education system is to transform itself from one that serves a small elite into one that supports development and serves the nation as a whole. There can be no doubt about the commitment of the government to the objectives and policy reforms of ESSP II. At the same the government is equally committed to ensuring the involvement and support all citizens concerned with the education sector. The preparation of the component plans that underpin ESSP II reflects the contributions of many stakeholders and concerned parties during the many consultations that took place in recent years. This process of sharing of information and lessons of experience, and consultation on the way forward will continue during implementation.

The government recognizes and values the important contributions of the development partners have made to ESSP I. It expects this support to continue and further increase for ESSP II. But at the same time the government will ensure that the support of external partners is increasingly aligned with the ESSP II objectives, the financing arrangements coherent and procedures harmonized.

4.3. Communication strategy

Developing broad based partnerships for implementation and building public understanding of the ESSP II objectives and support for policy reforms are key elements of the ESSP II implementation strategy. An effective communication strategy needs is needs to involve a wide range of stakeholders in public debate and in active participation in ESSP II programs. MOEC 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. MOEC is committed to developing a communication strategy that will be implemented at all levels in the system and will include:

- Developing web sites to share information on implementation progress with all partners;
- Explicit media strategies designed to reach the public at large, involving the printed press, as well as radio and television;
- Providing specific information on the rationale for and the implementation progress of key policy reforms such as teacher training;
- Launching community focused information campaigns implemented in close collaboration with the district officials to encourage communities participate in school construction, administration of schools through school councils;
- 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 decentralized levels
- Building awareness of the importance to enroll 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.

1.4 Coherent external support

During ESSP I a sector wide approach to supporting education was initiated. The central objective of the SWAp process is the development and implementation of a comprehensive sector development program that is sustainable and supported by all major stakeholders. Donor coordination improved through regular joint meetings and exchange of information. A joint account FASE was established and is after some start up problems becoming an increasingly effective conduit for channeling external support to the education sector. The preparation of ESSP has involved considerable reflection an intensive dialogue of government and external partners on the central policy issues. Yet progress has not been as expected in that many cooperating partners, NGO's and other agencies continue to use project modalities as a means to circumvent capacity problems. Although it is recognized that the projects can make a valuable contribution - under specific circumstances and for specific purposes – they often do not 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. 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.

> **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
>
> **Country Ownership**
> - Government takes the lead, sets priorities, coordinates the donors and consults broadly with local stakeholders
>
> **Donor Partnership**
> - Donors support the country in its role, and align their support to the same Government program
>
> **Donor Harmonization**
> - Donors adopt common implementation and management structures, preferably those of the Government

It is the government intention to pursue and further intensify the SWAp processes during the implementation of ESSP II. ESSP II is a comprehensive sector development program fully "owned" by the government. 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 who support the SWAp through a more intensive partnership arrangement involving general budget support or support through FASE. The government recognizes that for several partners this kind of arrangements are not yet feasible. These partners will be of course be welcome to participate in the SWAp process assuming their support is consistent with the ESSP II 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, which often takes over government responsibilities rather than strengthening them. 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. 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. MOEC

and its external partners are committed to this type of partnership, and its growth and strengthening is a key assumption. MOEC therefore intends to explore with the external partners the possibility of creating a **technical assistance fund,** possibly as 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 the cooperating partners and –to the extent possible-included in the annual work program and budget.

1.5   Managing a decentralized planning and implementation process
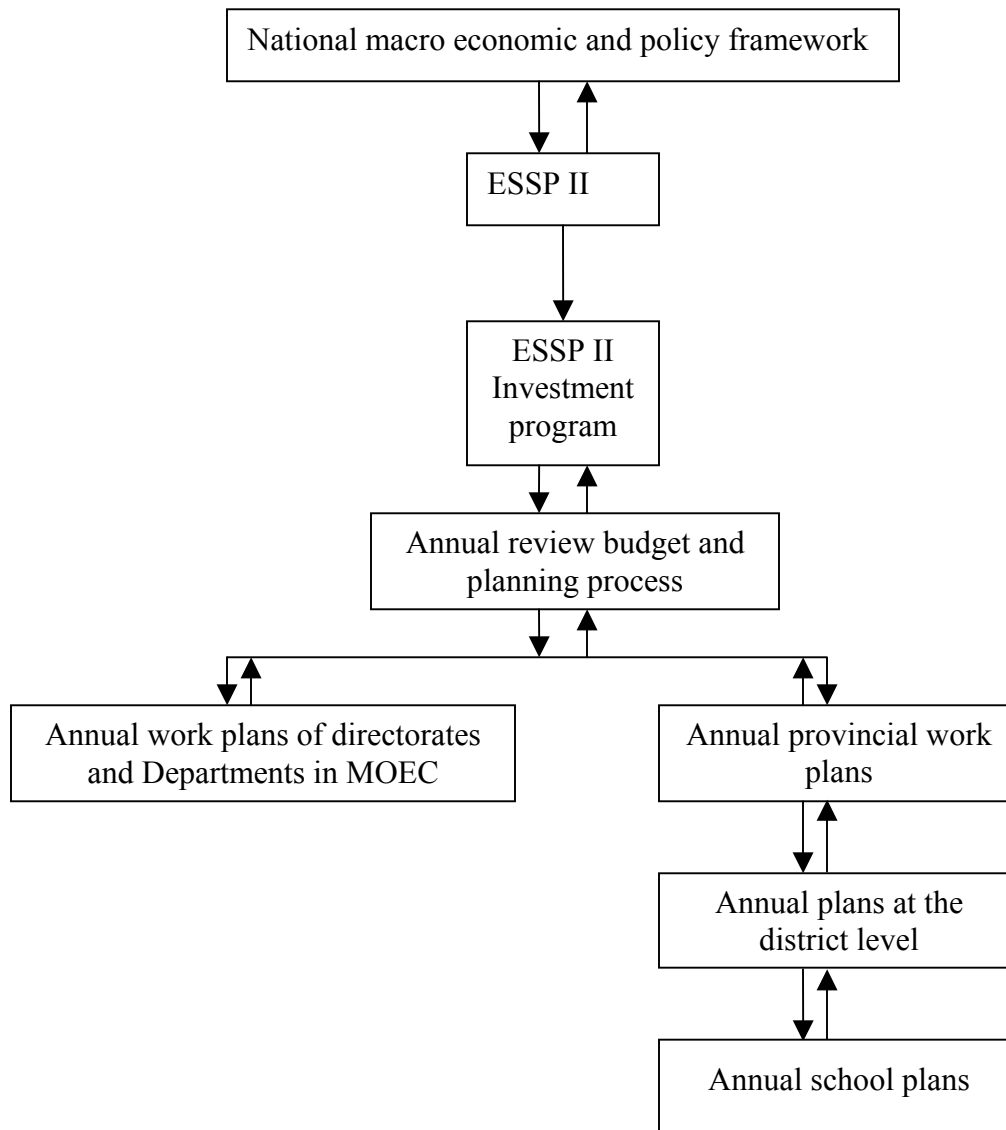
The processes of managing and implementing the Strategy assume a change in roles and responsibilities at all levels of the education system. Activities at the center will increasingly focus on high-level policy and planning, facilitation processes, and progress monitoring. In addition, the responsibility 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, the Technical Unit for Public Sector Reform (UTRESP) is responsible for providing assistance and facilitation to implement the processes of decentralization, including the required strengthening of capacity. Supported by UTRESP as appropriate, and guided by ESSP II, 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 ESSP II will require all participants throughout the system to use it as a central part of the emerging decentralized planning process throughout the five-year lifespan of the Strategy. At the national level this implies ensuring continues coherence with Government-wide processes, including the 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 ESSP II will be reviewed from time to time to take account of higher policy-level objectives and strategies.

Operationalizing the ESSP strategy will require, first, to translate it into a 3-5 year investment and expenditure program that will detail the activities cost and sources of funding of specific ESSP activities. This investment program would 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 Ministry of Education for consistency towards meeting the ESSP II goals. Eventually these plans should reflect priorities defined at the school level. Second, the investment program will need to be accompanied by an implementation manual that specifies the implementation arrangements 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 ESSP II envisages that the center 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. Figure 1 depicts the main elements of the design and planning process that is envisioned for ESSP II.

Figure 4.1 ESSP II Planning and Budgeting Process

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┌─────────────────────────────────────────────┐
│   National macro economic and policy framework │
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              ┌──────────┐
              │  ESSP II  │
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              │  ESSP II  │
              │ Investment │
              │  program  │
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         │ Annual review budget and │
         │   planning process    │
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┌────────────────────────┐   ┌──────────────────┐
│ Annual work plans of directorates │ │ Annual provincial work │
│  and Departments in MOEC  │   │      plans       │
└────────────────────────┘   └──────────────────┘
                                      ↕
                              ┌──────────────────┐
                              │ Annual plans at the │
                              │   district level  │
                              └──────────────────┘
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                              ┌──────────────────┐
                              │ Annual school plans │
                              └──────────────────┘
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1.6   Strengthening financial management an administration

The implementation of ESSP II 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 center. 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, DPEs, cooperation partners and other community-based organizations. 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 ESSP II is translated into annual work plans and budgets, and will clarify responsibilities and accountability relationships between the center, DPEs, DDEs and schools.

The MIP will also cover financial management, tenders, accountability and audit procedures.

The financial plan for ESSP II will be structured according to the 12 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 DPEs and the MOEC 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 cooperating 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 ESSP II makes it imperative to strengthen the capacity for financial administration at all levels of the education 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 money) can be flexibly deployed and structures at all levels are strengthened, empowered and held accountable. This means 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 it 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 harmonized and brought together in the form of pooled funding or general budget support will be made.

1.7   Monitoring Progress

Implementation of ESSP II will need to be flexible and respond to the lessons of experience as they become available. Annual progress reports that document progress towards the ESSP II performance targets, detail expenditures committed and disbursed, assess obstacles and identify priorities for remedial action (including adjustments in ESSPII policies and strategies) are the key instruments for monitoring progress. So far this has for the most part, been a process carried out at the center as a joint activity between MOEC 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 MOEC and its partners. It provides for a structured set of review meetings, to provide guidance to joint implementation, oversight, 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
- ESSP II 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 ESSP II, 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 ESSP II. The monitoring data so gathered will put additional pressure on central units that are responsible for gathering, collating and analyzing 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.

FINANCING ESSP II

5.1 Assumptions

The assumptions underlying the ESSP II financial projections are presented in detail in annex 2. They have served as the basis for estimating the recurrent and capital cost of ESSP and preparing a financing plan. Details of the projections are presented in annex 2. A summary provides the key results. There are three major components of the financing plan:
- Resources expected to be available from the national budget
- Capital and recurrent cost of the proposed strategy
- Financing gap for which financial support is being south from the external partners

The major assumptions for each of these components are summarized below.

The resources expected to be available from the national budget during the 2005-2009 period have been estimated based on the following assumptions:
- Growth of GDP per capita of 4.49% per annum
- Increase in the public revenue from 14.3% to 16.9% of GDP
- Increase in the share of education in the recurrent budget from 24% to 24.3%

Table 5.1: ESSP II - Estimated Resources, cost and financing gap				
	2003	**2004**	**2006**	**2009**
Amount of domestically-financed recurrent spending on education (millions of Mt)	3,079,212	3,408,921	4,166.607	5,597,029
Total Capital domestic resource envelope for education (millions of Mt.	140,100	340,92	416,661	559,703
Total	3,219,312	3,749,813	4,583,267	6,156,731
Recurrent Cost ESSP II	3,422,556.3	4,348,321.3	5,708.843,5	8,141,883.9
Capital Cost ESSP II		765,778	876,033	1,108.233
Total Cost ESSP II	3,422,556.3	5,114,099	6,584,876	9,250.116
Rec. financing gap (millions of Mt)		-939,400	-1,542,237	-2,544,855
Capital financing gap (millions of Mt)		-424,886	-459,372	-548,530
Total Financing gap (millions of Mt		-1,364,286	-2,001,609	-3,093,385
Total Financing gap in USD per year		**-61**	**-89**	**-137**
Total financing gap for the 5 years				**527**

Central to the calculations of the total cost are policies to manage the total salary bill and control the cost of classroom construction. Effectively managing the teachers' salary budget is the first key to the feasibility and financial sustainability of the ESSP II policy goals and objectives. The policy framework for managing the salary bill is designed to ensure that the teachers' salary continues to increase in real terms but without creating an unsustainable financial burden to the government. This implies that in real terms teachers 'salaries will lag somewhat behind the rate of growth of GDP and government revenue (see annex 1 for the specific assumptions for each

category of teachers). Policies as regards reforms in recruitment and deployment have been discussed in chapter 3.6 and incorporated in the cost projections. The second key is the control of the cost of classroom construction; the community management of construction for EP 1 and EP2 discussed in chapter 3.1 which are expected to result in a cost per classroom of US$ 10,000-20,000 are also a central element of the feasibility and sustainability of the ESSP II strategy.

It is important to note that the financial projections do not include the cost of the external technical assistance that will no doubt be necessary for sustained implementation progress of several of the ESSP II components. The cost projections also do not include estimates of the support –financial and technical- that the government can be expected to receive from the private sector and from faith based, community based and other non-governmental organizations nor does it include the cost of ongoing projects.

Evolving budget priorities
The table below shows the evolution of the allocations among the different education sub-sectors. The share of primary education decreases slightly from 61.2% to 60% - although the allocation to EP2 increases. On the other hand the share of secondary education increases significantly from 15.7 in 2003 to reach 19.1%.   These shifts in allocation reflect the importance the government attaches to increase the education attainment of the Mozambican population and prepare young people for a labor market that demands increasingly advanced language and communication skills, a capacity to learn and acquire new knowledge and understanding basic science and math and computer literacy skills.

Summary of recurrent spending by level (% distribution)			
	2003	2006	2009
Preschool	**0.0**	0.0	0.0
EP1	**47.6**	45.7	44.2
EP2	**13.6**	14.6	14.7
Secondary 1	**10.3**	11.1	12.1
Secondary 2	**4.4**	5.8	6.6
Elementary, Technical education, public	**0.4**	0.3	0.2
Basic, Technical education, public	**2.8**	2.1	1.8
Medium, Technical education, public	**1.4**	1.7	1.8
Teacher training (to be discontinued)	**1.0**	0.7	0.6
Teacher training (new)	**1.2**	0.8	0.7
Other teacher training	**0.0**	0.3	0.3
Inservice Teacher Training	**0.0**	**0.0**	**0.0**
Literacy and adult education	**4.1**	3.9	4.0
Administration (MINED, DPE, DDE, other)	**13.3**	13.0	12.8
Total	**100.0**	**100.0**	**100.0**

Cost and financing requirements
While there are many competing priorities for public investing it is expected that the share of education can be maintained External agencies providing general budget support have emphasized the importance of education, and are likely to support the government commitment to maintaining at least a stable share of the budget for education.

The total annual cost of ESSP II is expected to increase from Mt.4,348 in 2004 billion to Mt. 8141 billion 2009. The government will cover about 75% of the cost from domestic resources. For the remaining 25% the government is seeking external financing. In dollar terms the financing gap is estimated at US$ 527 for the 2005-2009 period, or a bit more than US$ 100 million per year. In practice this will mean that the requirement will be somewhat lower in the first start-up years and higher in the later years when the implementation machinery will be well established. The requirements for new financing are reduced, to the extent that ongoing projects fit in the ESSP II framework but increased by the TA requirements, which are not included in the estimates.

Finally, it is important to note that in 2004 almost 70% of the gap is recurrent cost and that by 2009 this will have increased to more than 80%. Of the recurrent gap 45% in 2004 and 55% in 2009 are salary cost which donors should not directly finance. Direct financing by donors –as much as possible through FASE- should be targeted at capital and non-salary cost. In 2004 this would total US$ 45 million and in 2009 US$ 87 million. The government intends to explore with donors ways in which they can provide financing through general budget support to close the remaining gap of US$ 16 million in 2004 increasing to US$ 50 million by 2009. . The effect would be that the share of education in the recurrent budget increases from 21.4% to about 25% in 2009, funded for more than 85% by domestically generated resources and the balance from resources available through general budget support.

ASSUMPTIONS, OPPORTUNITIES AND RISKS

1.8   Assumptions

The success of ESSP II is based on key assumptions that reflect positive developments experience of Mozambique, and there is every reason to expect 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 ESSP II.

- 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 ESSP II

- 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. MOEC and its external partners are committed to this type of partnership, and its growth and strengthening is a key assumption.

1.9   Opportunities and Strengths

Mozambique embarks on the implementation of ESSP II 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 programs. 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 programs. 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 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 ESSP II.

- Links with SADC: Similarly, as a member of the SADC community of nations, Mozambique can draw on resources, expertise and experience from its neighbors. 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 for secondary science laboratory work, developed in South Africa and now used successfully in many countries, are a vivid example. New curricula for lower secondary education developed recently in Namibia can be an inspiration for similar work in Mozambique

1.10 Risks

ESSP II 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 ESSP II will need to be adjusted. Fortunately, Government understands the constraints imposed by fixed planning horizons of development agencies, usually with time frames shorter that MOEC's own financial projections. Yet stable, predictable long term funding commitments from the CPS 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 ESSP II. 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: ESSP II 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 ESSP II. Large classes, multiple shifts and a large and growing number of poorly qualified teachers 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.

ANNEX 1: SUMMARY OF FINANCIAL PROJECTIONS

EP1	2003	2004	2006	2009
Total number of pupils in EP1 (Student enrolment)	2.884.243	3.303.241	3.472.020	3.658.174
Number of teachers in public schools	42.837	49.945	54.443	60.718
Ratio of classes to teachers in public schools	1,4	1,4	1,3	1,3
Ratio of pupils to classes in public schools	47,7	47,5	47,1	46,4
Average teacher remuneration, as multiple GDP/Capita	4,8	5,0	5,1	5,1
Spending on inputs other than teachers as % of total recurrent spending	22%	24%	29%	33%
Cost per student	26	27	34	44
Total government recurrent spending on EP1 (millions LCU)	1.508.624	1.994.906	2.564.318	3.475.057
Total annual cost construction (millions of Mt)	0	408.738	464.991	533.655

EP2				1361269,3
Total number of pupils in EP2 (diurno-nocturno)	430.520	599.852	753.668	981.375
Ratio of pupils to sections in public schools	63,4	62,4	60,3	57,2
Number of teachers in schools (diurno e nocturno)	9.866	13.721	17.270	22.754
Teacher remuneration as multiple of GDP per capita	6,3	6,0	5,7	5,5
Spending on inputs other than teachers as % of total recurrent spending	22%	23%	24%	26%
Cost per Student	47,7	47,6	50,7	57,5
Total government recurrent spending on EP2 (millions MT)	446.022	619.054	827.566	1.217.335
Total annual cost of classroom construction (millions of Mt)	0,0	136.144	136.144	245.708

ES1				
Total number of students in secondary 1 (diurno e nocturno)	164.987	201.641	280.001	411.081
Students per section in public schools	53	53	51	50
Number of teachers in public schools (diurno e nocturno)	3.523	4.399	6.381	10.022
Teacher remuneration as multiple of GDP per capita	13,1	11,8	10,7	10,0
Spending on inputs other than teachers as % of total recurrent spending	29%	29%	29%	29%
Cost per student (Usd)	112	109	112	128
Secondary 1	10%	10%	11%	12%
Total government recurrent spending on Secondary 1 (millions of Mt)	359.333	425.782	611.008	1.025.123
Total annual cost of classroom construction (millions of Mt)	0	126.936	126.936	234.330

ES2	2003	2004	2006	2009
Total number of students in secondary 2 (diurno e nocturno)	35.986	49.340	77.930	125.864
Students per section in public schools	50	50	49	48
Number of teachers in public schools (diurno e nocturno)	657	928	1561	2780
Average Teacher remuneration as multiple of GDP per capita	27,2	24,3	21,1	18,3
Spending on inputs other than teachers as % of total recurrent spending	0,36	0,36	0,35	0,35
Cost per student (Usd)	223,3	214,3	214,5	231,9
Secondary 2	4%	4,9	5,9	6,7
Total recurrent spending on ES2 (millions Mt)	154.661,3	203.479	321.666	561.542
Total annual cost of classroom construction (millions of Mt)	0	60.958	60.958	61.538

TVET				
Total recurrent spending	159.123,7	174.551,9	208.106,5	265.859,1
Total Capital	0,0	33.001,5	33.001,5	33.001,5

TT				
Total recurrent spending	94.228,9	91.146,1	98.707,7	111.218,0
Capital (Refurbish 6 TTI)		0,0	54.002,4	

Literacy				
Total recurrent spending	142.185,9	159.523,2	197.367,4	262.866,8

Administration				
Total public recurrent spending on Administration	466.904,8	573.490,9	742.525,9	1.036.383,6

HIV/AIDS				
Total cost of AIDS for EP, ES	91.472,1	106.388,2	137.577,9	186.498,9

	2003	2004	2006	2009
Total Recurrent Expenditures	3.422.556,3	4.348.321,3	5.708.843,5	8.141.883,9
Total Capital	0	765.778	876.033	1.108.233
Total	3.422.556	5.114.099	6.584.876	9.250.116
Amount of domestically-financed recurrent spending on education (millions of LCU)	3.079.212	3.408.921	4.166.607	5.597.029
Total Capital domestic resource envelope for education (millions of LCU)	140.100	340.892	416.661	559.703
Total	3.219.312	3.749.813	4.583.267	6.156.731

	2003	2004	2006	2009
Rec. financing gap (millions of LCU)	-343.344	-939.400	-1.542.237	-2.544.855
Capital financing gap (millions of LCU)	140.100	-424.886	-459.372	-548.530
Total Financing gap (millions of LCU)	-203.244	-1.364.286	-2.001.609	-3.093.385
Total Financing gap in USD per year	**-9**	**-61**	**-89**	**-137**
Total financing gap for the 5 years				**-526**

ANNEX 1 : ASSUMPTIONS AND KEY OUTCOMES OF THE FINANCIAL PROJECTION MODEL

General (2003 a 2009)

Annual average GDP Growth rate:	7%;
Exchange rate US$ to LCU 1 (Metacais)	22.501
Population growth rate (% p.a., average between base year and 2015)-	2,4%
Annual GDP per capita growth	4,49%
Domestically generated revenues as % of GDP	from 14,3% in 2003 to 16,9% in 2009
Domestically-financed recurrent spending on education as % of domestic revenues net of grants	grows from 21%- 2003 to 21,4%- 2009
Domestic capital resources for Education	Equivalent of 10 % of total recurrent spending on education
Salary of category 10+2 teachers increase in real terms 20% during the period	resulting in a salary level of 9,9 GDP per capita in 2009;
Salary of category bachareis (15 year of education) teachers increase in real terms	11% during the period resulting in a salary level of 17,6 GDP per capita in 2009;
Salary of category licenciados (17 year of education) teachers increase in real terms;	10% during the period resulting in a salary level of 24,2 GDP per capita in 2009

1. For all levels of education

Spending on inputs other than teachers as % of total recurrent spending	grows gradually from the existing level to 33% in 2016
Construction and equipment cost per furnished and equipped classroom or house (US$)	10.000 for EP1 and EP2, 20.000 - ES1, 30.000 - ES2 and 60.000 – TVET; teacher house $10,000
For TVET, Literacy programs and Teacher Training	Increase salary expenses at 4% pa; other expenses at 7%
Textbooks policy for EP1 and EP2	1 book per subject per child free
In ES and TVET	Textbooks are available in school libraries
From 2005 - 2009 the government will refurbish dilapidated classrooms	700 in EP and 200 in ES per year); as well as 6 CFPPs
CFPPs converted in ES/TVET institutions	5
Teacher training	CFPP & IMAP will train teachers form EP1 & EP2 with 9ª+1ano or 10ª+1ano salary of 5.4 -5.0 GDP per capita; IMAPs will provide training for ES1 teachers in courses of 10ª+2 years
HIV AIDS costs	Includes substitution and replacement of teachers, and help for OVC in EP

EP1 (2003- 2009)

Gross enrolment rate	113% in 2003, 126 in 2004 and 122% in 2009
% repeaters among EP1	decreases from 22,5% to 11% in 2009 and 5% in 2015
Increase in enrollments in private and community schools s	3,5% in 2009;
Survival rate	increases from 40% to 73% in 2009
Spending on inputs other than teachers as % of total recurrent spending %	increases 22% to 33%
Completion rate	increases from 44% to 64% in 2009
Ratio of pupils to classes in public schools	decreases 47,7 to 46,4 in 2009
Ratio of pupils to teachers in public schools	decreases from 66 to 58,2
Average teacher remuneration, as multiple GDP/Capita	increases from 4,8 to 5,1;
Cost per student	Increase from US $26 to 44
Number of new teachers EP1	4.600 a year;
Number of classrooms to be built EP	1861 per year form 2005 to 2009.
Number of teachers per EP 1 classroom	1,3 on 2009 assumes continued double shift use of classrooms

2. **EP2 (2003 - 2009)**

Gross enrolment rate	from 44% in 2003 to 86% (diurno-nocturno) in 2009;
Transition rate between EP1 and EP2	increases from 74,8% to 86% in 2009
% repeaters among EP1	reduce from 23,5% to 15%; in 2009
Increase in enrollments in private and community schools s	Increases to 1% to 2% during the period
Teacher's average teaching load (hours per week);	increase from 21,5 to 22,7 in 2009
Survival rate	Increases from 75% to 84% in 2009;
Ratio of pupils to sections in public schools	decreases from 63,4 to 57,2
Ratio of pupils to teachers in public schools	decreases from 45,3 to 43.2;
Spending on inputs other than teachers as % of total recurrent spending	increases from 22,3 to 25,9% in 2009;
Cost per student	Increase from US $ 48 to 57
Number of new teachers EP2 needs	2300 per year
Number of classrooms to be built EP 2	756 per year form 2005 to 2009.

3. ES1 (2003 - 2009)

Gross enrolment rate	grows from 12%, to 26%; increase from 164,987 to 411.081;
Increase in enrollments in private and community schools	stable at 13,6% during the period
Teacher's average teaching load (hours per week);	reduces from 22,7 to 21,5
Ratio of pupils to sections in public schools	decreases from 53,4 to 49,5
Ratio of pupils to teachers in public schools	decreases from 40,5 in 2003 to 35,4 in 2009;
Spending on inputs other than teachers as % of total recurrent spending	increases from 29 to 29,5%;
Cost per student	increases from 112 to 128 US$ per student
Number of new teachers ES1 needs	1.400 a year
Number of classrooms to be built EP 1	262 a year

4. ES2

Gross enrolment rate	from 4% to 13% in 2009; number of students 35.986 to 125.864
Increase in enrollments in private and community schools	stable at 14,5% during the period;
Teacher's average teaching load (hours per week);	
Ratio of pupils to sections in public schools	decreases from 50,3 to 47,8;
Ratio of pupils to teachers in public schools	decreases from 46,8 to 44,6 in 2009;
Spending on inputs other than teachers as % of total recurrent spending	reduces from 36 to 34, ,6% In 2009
Cost per student	increases from 223 to 232 US$ per student in 2009
Number of new teachers ES1 needs	450 a year;
Number of classrooms to be built EP 2	90 a year

5. TVET

Enrolments elementary (ETE)	the number of students stays stable at 1000 (ETE)
Enrolments basic (ETB)	the number of students stays stable at 27.800 in ETB;
Enrolments basic (ETM)	number of students increases from 5.700 in 2003 to 12.300 students in 2009;

6. Teacher Training TT

Teachers for EP will have	at least 9 grade of general education (probably more) + 1 year of professional training;
Teachers for ES1 will have	10 grade of general education and 2 years of professional training;
450 teachers for ES2 needed, per year, will	trained at universities (UP, and new ODL certification program for ES1 teachers
Average increase in salary bill and spending inputs other than salary / Total number of students	increase at 3.5% a year

7. Literacy

Total number of students	increase 478.000 to 718.939
Average increase in salary bill and spending inputs other than salary / Total number of students	increase at 3.5% a year
Unit cost	increases from US $ 13 to 16

8. Administration

The administration costs include	MEC, DPE, DDE, Capacity building, School sports and ICT
Cost as proportion of all recurrent costs;	reduce from 13,3% to .12,8% in 2009

;

ANNEX 2 - STRATEGY AND PLANNING DOCUMENTS

General:

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

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

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1. **Basic Education: Early Childhood Education**

Estrategia da primeira infancia a incluir no Plano Nacional de Educação para Todos

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.

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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.

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

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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.

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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.

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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