

Youth and Adult Learning and Education in Mozambique

Roberto Luis



O?ENLEARNING



20

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OSISA

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FOREWORD

Roberto Luis

Many people gave us a great deal of help with this study.

We were welcomed with courtesy by the staff of the Ministry of Education and its associated agencies in Maputo, and by the Provincial Departments of Education in Zambezia and Nampula.

The educators and learners of the literacy centres we visited were kind and patient with our questions, and tolerant of our interruptions to their work. As visitors we could only be inspired and not a little humbled by the dedicated and hardworking educators we met, persevering in conditions that were often extremely difficult. They gave us thoughtful reflections on their work to promote literacy among young and adult learners, and we hope we have done justice to their commentary.

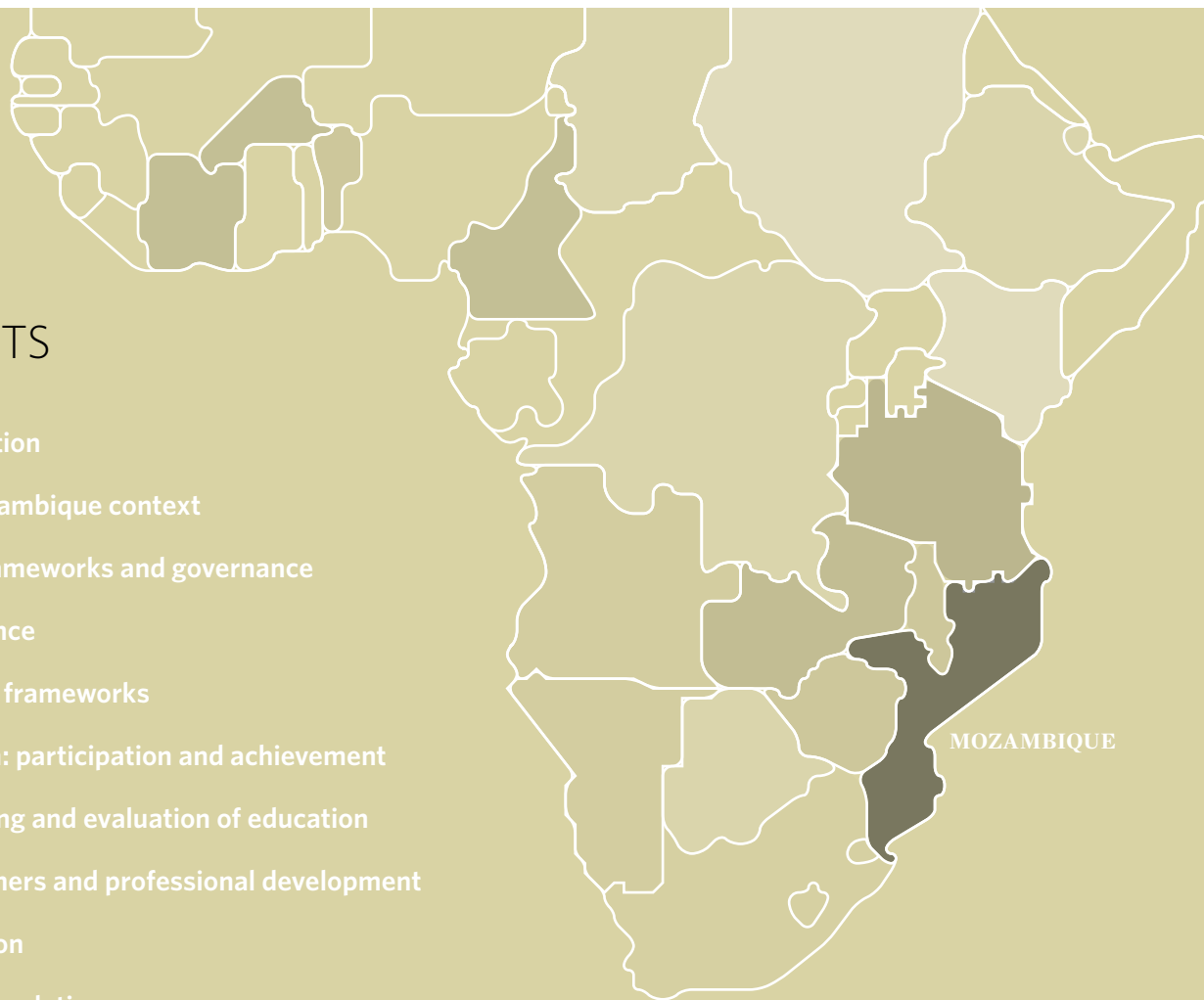
The staff and members of all institutions contacted by either mail or by phone in all provinces and those who held meetings with us responded so willingly. The staff of dvv international devoted a great deal of time and energy to this study, organizing and accompanying our field visits and working through extended discussions of their programme.

The staff of OSISA gave us valuable logistical support, and always made themselves available by phone and email; their advice was especially helpful in the guidance of the study and review of the draft reports.

For me, this evaluation has been stimulating and thought-provoking. I trust that this report provides a useful reflection of the current state of youth and adult education in Mozambique.

CONTENTS

- 03 Introduction
- 05 The Mozambique context
- 09 Policy frameworks and governance
- 13 Governance
- 16 Financial frameworks
- 19 Provision: participation and achievement
- 23 Monitoring and evaluation of education
- 25 Practitioners and professional development
- 28 Conclusion
- 29 Recommendations
- 31 References



MOZAMBIQUE

1.

INTRODUCTION

“It is hoped that this report can assist the Mozambican government to strengthen its youth and adult education policies”

In 2011, the Open Society Initiative for Southern Africa (OSISA) conducted a research study in five of the countries in the region – Angola, Lesotho, Mozambique, Namibia and Swaziland— to draw an up-to-date map of the current state of youth and adult education in these countries. The study involved investigation of the policies, the institutional frameworks, the governance, the funding, the provision and the stakeholders in each of these countries. In addition, the researchers looked at the quality and coherence of the current education base as a foundation for future growth and action that are congruent with the vision of open societies that respect fundamental human rights. A prerequisite of such a society is that every citizen has access to free education as an essential aid to full participation in the political and economic life of the country.

This report on Mozambique is part of that regional study. It is based upon research conducted in the country in 2010 and 2011 by Roberto Luis, with the support of the dvv international office. The purpose of the study was to gain a deeper understanding of the current provision of education and training for out-of-school youth and adults, and to identify the most effective institutions, educational practices, stakeholder collaboration and networking strategies that can be used to improve the quantity and quality of education. It is hoped that this report can assist the Mozambican government to strengthen its youth and adult education policies and make sufficient institutional and financial provision to meet the educational needs of its young and adult citizens.

There is a growing international consensus that basic education that includes life skills for young people and older adults provides an essential tool to encourage participation in democracy and in the economy. Both of these outcomes are of particular relevance to poor and marginalised members of the societies of southern Africa.

Clear policy, realistic funding and good governance are needed to ensure that young people and adults alike receive access to education, as is their right. This research study has sought to understand the extent and the causes of the many challenges that confront the education sector, and to seek solutions to them. It is hoped that the research findings will provide both state and non-state actors with policy and other recommendations that will lead to planned interventions, resulting in better governance and co-ordination of the sector.

What do we mean by youth and adult education?

This report uses a broad definition of adult education as applying to all education and training that is not part of the conventional schooling, business, technical and training college and higher education systems that children normally enter at the age of 6 or 7 and exit at any time from the mid-teens to the early twenties.

This definition of adult education therefore includes teaching programmes not only for

those recognised as fully adult, but also to youth (that is, children and teenagers of school-going age who are not part of the formal education system). This definition accords with the UNESCO usage, which considers a person aged 15 years or older an adult. Youth and adult education includes programmes intended for so-called out-of-school youth as well as many for adults that are classed as non-formal education.

The definitions of adult education, formal education, non-formal and informal education used by Mozambique's Ministry of Education and Culture (MEC) differ from those of UNESCO and international research institutions. In Mozambique the term 'adult education' tends in practice to be applied very narrowly to literacy and basic education for adults, out-of-school children and youth. The term 'literacy and adult education' is also frequently used within this narrow meaning. The Ministry defines adult education as:

A process of acquisition of basic reading, writing and calculation skills that stimulates people's participation in social, political and economic activities and allows an on-going and permanent education.

This definition stresses the functional role that literacy is expected to play in social, political and economic development.

The Ministry's official definition of non-formal education is (Ministry of Education, 2003a, p. 4):

All kinds of educational activities that are centred on the needs of a certain target group, organized and implemented outside of the formal education system, in a flexible way as regards time, place and the adaptation of learning contents in relation to the target group.

Informal education is described by the Ministry as:

Education that happens over people's lives, through their daily experiences and environment influences (family, work, entertainment, libraries, media, etc.). It is associated with permanent, non-intentional and non-systematic education.

In Mozambique, the terms 'non-formal education' and 'informal education' both seem to refer to genuinely non-formal education rather than (as is often confusingly done in some countries) to an adult education system equivalent to formal primary education whose teaching modes, which are classroom-based, are thoroughly formal too!

2.

THE MOZAMBIQUE CONTEXT

“it is still a very poor country that relies on foreign assistance for half of its annual government budget.”

Mozambique is a large territory of about 799,380 square kilometres bordered on the north by Tanzania, and on the west and south by Malawi, Zambia, Zimbabwe, South Africa and Swaziland. To the east is the Indian Ocean. Although it gained independence in 1975, Mozambique endured a prolonged civil war that delayed development until a political settlement was reached in 1992.

The country is divided into 10 provinces (Cabo Delgado, Gaza, Inhambane, Manica, Maputo, Nampula, Niassa, Sofala, Tete, and Zambezia). The capital is Maputo.

The population, which was estimated to be 23,515,934 in 2012, is growing steadily (at about 2.3 percent per annum). About 46 percent of the population is 14 years old or younger. The median age is 16.8 years. The country is also rapidly urbanising at the rate of about 4 percent per annum. Over 40 percent of the population now live in cities and towns.

Strenuous government and private sector efforts have gradually reduced the level of poverty in Mozambique, but it is still a very poor country that relies on foreign assistance for half of its annual government budget. The economy has grown rapidly in recent years, though most of the people living in the rural areas continue to rely on subsistence agriculture (which is vulnerable to drought and floods) for their livelihoods. In September 2010, the announcement of price increases for fuel, water, electricity and bread caused serious riots.

According to the *Report on Millennium Development Goals – Mozambique 2010* (United Nations Development Programme, 2011b), formal sector employment in Mozambique is extremely low, and accounts for approximately 16 percent of the economically active population. Even if the figure of about 7.2 million citizens in self-employment (mostly in rural areas, and as subsistence farmers) is included, the level of unemployment is about 20 percent among those in the population of working age.

Population, poverty and inequality

Population	Population growth rate	Population on less than US\$1.25 per day	Gini index
23,900,000	2.3%	75%	46

Sources: United Nations Population Division, 2008, United Nations Development Programme 2011a, and World Bank, 2011

Note: A value of 0 on the Gini index represents perfect equality, a value of 100 complete inequality.

The education and training situation

Mozambique's current National System of Education (SNE) was introduced in 1983. It comprises five sub-systems: General Education, Adult Education, Technical and Vocational Education, Teacher Training and Higher Education (Mário, 2003). Portuguese is usually the sole language of instruction, although it is the mother tongue of only 1.2 percent of the population.

Some **pre-primary education** is provided by the Ministry of Women and Social Action, the Ministry of Health and private, NGO or religious institutions, but in all cases parents are expected to pay school fees. Only about 1 percent of Mozambican children in the under-6 year age group benefit from formal pre-school education (UNESCO International Bureau of Education, 2010).

Primary education, which is free, is sub-divided into lower primary (Grades 1 to 5) and upper primary (Grades 6 and 7). A new curriculum was introduced in 2004. Usually, primary schools

operate in two shifts (and sometimes three) because of the shortage of school buildings and teachers. The number of children attending primary school has increased dramatically since the ending of the civil war, from 2.3 million in 1999 to 4 million in 2005, and 5 million in 2009. In 2010 about 92 percent of the country's children were enrolled. However, in 2011 alone, 300,000 children did not have access to primary school, and about 29 percent of children who had completed the lower primary grades could not find places in the upper primary classes.

Unfortunately, the quality of the skills imparted in primary education is considered to be poor (Passos et al, 2005). An evaluation of the levels of reading and mathematics of Mozambique's primary school pupils by the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) (2012) found that Mozambique was the only country reviewed to have shown a substantial deterioration in both reading and mathematics between 2007-2011. This decline in standards is probably linked to the

rapid structural changes in the education system during this period, which resulted in a massive rise in enrolment but did not provide corresponding increases in the human and material resources of the schools. (This unintended negative consequence of trying to meet the Education for All challenge without catering for the practical implications highlights the need for education policy to strike a balance between increasing enrolment and maintaining, even improving the quality of education offered to students.)

Some elementary technical and vocational programmes are offered to students at upper primary level.

Post-primary education is available at lower primary (1st level) teacher training colleges, basic technical and vocational education (industrial, commercial or agricultural) schools and through secondary education for adults.

Secondary education is divided into two stages, junior secondary (Grades 8 to 10) and senior secondary (Grades 11 and 12), which is also known as pre-university. However, in 2011 less than 20 percent of those who completed basic primary education succeeded in enrolling in junior secondary education (World Bank, 2012). Students who enter secondary education frequently have to repeat grades (35 percent and 25 percent for junior and senior secondary school respectively), and drop-out rates are high. In 2009 there were 477,451 students in junior secondary and 85,184 in

senior secondary. Of this number, 45.3 percent and 42.4 percent respectively were girls.

Post general secondary education is available at 2nd level teacher training colleges, and middle level technical and vocational education institutions for the training of technicians.

Higher education is available at public and private universities, higher institutions, schools of higher education and academies. Since places at this level are limited, candidates have to write an entrance examination, and competition to gain entry is stiff.

However, many young people have never had access to education, and are neither fit to enter the formal education system nor ready for adult education or technical and vocational training. It has been estimated that approximately 80 percent of the available work force has not had any training.

The National Institute of Statistics recently published an estimate derived from projections based on the 2007 population census combined with the 3rd March 2010 Survey (which is done annually to determine the number of students enrolled in different public and private education institutions from primary to tertiary level). It calculated that 1,140,000 youths were currently out of school. Only 12 percent of them were employed, leaving a million of these youths without any kind of employment or self-employment. Given that over 300,000 young people enter the labour market annually, the

difficulty of responding to the complex needs of this group is likely to be immense, particularly as resources are very scarce.

Youth who have dropped out after some primary or secondary schooling lack both sufficient skills and opportunities to gain access to means of development that can meet their needs. There is little appropriate education such as vocational training or lifelong skills learning to cater for their immediate and future requirements. There are too few successful role models to attract them, and too few skilled educators who are able to help them. Morakinyo (2003) alerts us to the importance of adequate youth education when she says: "If young people are not equipped today with the education, skill and guided exposure necessary for the accomplishment of tomorrow's challenges, a better tomorrow will die prematurely in our untrained hands."

Sabonete Cheira Bem's story below (collected at a group discussion in Quelimane in February 2011), provides a clear illustration of how the aspirations of these young people, who usually live in urban areas or have migrated there from rural areas to seek education and employment, are frustrated. These youth are beginning to represent a thorn in the flesh of the government, and they have twice been involved in mass protests against the rising cost of living (particularly in relation to public transport and food) in Maputo.

Why Sabonete Dropped out of School

Sabonete Cheira Bem is a 19 year-old boy who was born in Namarroi District in the central province of Zambezia. He lived with his parents in an area with a typically scattered population settlement pattern. He started primary school only at the age of 8, as the walk to the nearest primary school was two hours each way and he had to be sufficiently physically developed to manage a four-hour walk every school day. At the age of 13, he completed Grade 5 and his parents sent him to Quelimane to live with his uncle so that he could enrol in Grade 6.

But the difficulties Sabonete faced increased. He was impeded in his attempts to enrol in Grade 6 and for various reasons could not attend day school. Instead, he had to take evening classes. In 2007 he completed Grade 7 and therefore compulsory basic education. The following year, he tried to gain admittance to secondary/vocational school, but with no success. At the age of 16, Sabonete was unable to continue with any form of education, or find employment. Three years have passed. What is the future for Sabonete?

Out-of-school children – ages 6-12 (2008)

Total	Male	Female
1 993 000	43%	57%

Source: UNESCO Institute for Statistics database, 2010

Out-of-school young people – ages 15-19 (2010)

	All	Male	Female
Population	2 000 000	960 000	1 400 000
At school	860 000	500 000	360 000
Out-of-school	1 140 000	460 000	680 000

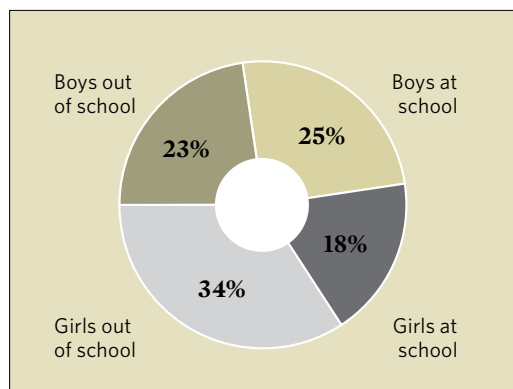
Source: Ministry of Education and Culture 3rd March Survey 2010

Total mean years of formal schooling (primary to tertiary)

1.2

Source: United Nations Development Programme, 2011a

Population aged 15-19 in 2010



This last statistic shows how badly literacy and adult education are needed in Mozambique. And the country has made significant progress in this sector since its independence. In 1978, the illiteracy rate in Mozambique was 97 percent, but by 1982 it had dropped to 72 percent through large-scale literacy campaigns, although these effectively ended with the beginning of the civil war, which also destroyed about 50 percent of the national school infrastructure. According to data published by the National Institute of Statistics (Instituto Nacional de Estatística), the average rate of illiteracy among adults nationwide in 2004 was about 53.6 percent, and it was higher in rural districts (65.7 percent) than in urban districts (30.3 percent), and among women (68 percent) than men (37.7 percent). In a country as large and diverse as Mozambique, regional variations are to be expected. For instance, the rates ranged from 15.1 percent in Maputo Province in the south to 68.4 percent in Cabo Delgado Province in the north. The figures for illiteracy in young people were alarming, with provincial rates of up to 37.9 percent in the 15-19 year age cohort (48 percent among young women) and 50.7 percent in the 20-29 year age group (61 percent for women). Currently (2010) illiteracy amongst women remains high at 60 percent, although this may

“The figures for illiteracy in young people were alarming, with provincial rates of up to 37.9 percent in the 15-19 year age cohort (48 percent among young women) and 50.7 percent in the 20-29 year age group”

be falling given the 60 percent increase in the number of women who have enrolled in adult literacy programmes in recent years. However, the challenge of extending adult education beyond literacy and numeracy remains.

What then is the potential of adult education in Mozambique?

	Illiteracy rate (percent)			Number of illiterates		
	Total	Male	Female	Total	Male	Female
Adults (15 +)	46	30	60	5 759 000	1 785 290	3 973 710
Youth (15-24)	30	22	38	1 316 000	486 920	829 080

Source: UN-ESCO Institute for Statistics database, 2010

3.

POLICY FRAMEWORKS

“The lack of these frameworks weakens the linkages between non-formal and formal education and multi-sectoral collaboration”

The existence of adult education policies in a country indicates that it recognises the importance of the education of adults as a means towards achieving social, cultural and economic development. It is also an expression of explicit political commitment on the part of government to allocating the resources necessary to implement appropriate strategies for adult education (though not necessarily immediately or completely).

The importance of having official policies explains the concern raised in the Nairobi 2008 *African Statement on the Power of Youth and Adult Learning and Education for Africa's Development* (UNESCO, 2009, pp. 3, 5):

Very few countries have comprehensive policies, legislation and strategic plans related specifically to youth and ALE. The lack of these frameworks weakens the linkages between non-formal and formal education and multi-sectoral collaboration and inhibits the incorporation of African perspectives into youth and ALE.

Every country should have a comprehensive national youth and adult learning and education policy and action plans (which also provide a comprehensive language policy and support for the creation of literate environments). This policy should be backed by legislation together with strengthened capacity to give effect to the policy. This policy should take into account strategies for poverty alleviation.

“Education is described in the 1990 Constitution as both a right and the duty of every citizen”

What policies and strategies (at governance level) exist in Mozambique that support education for youth and adults?

Education is described in the 1990 Constitution as both a right and the duty of every citizen (Article 88). It is intended to be equally accessible to all, and the state is instructed to allow communities, co-operatives, businesses and private bodies to participate in fostering education. The National Report to CONFINTEA VI (Ministry of Education and Culture, 2008) states:

It is on the basis of this instrument that the government and the Civil Society is making the effort to provide Mozambicans the access to literacy as a way of providing an opportunity for all young and adult citizens to acquire the skills in literacy, numeracy, empowering in this way the citizens for the challenges that they face on a daily basis.

The new education policy of 1995, adopted in Resolution No 8 in Parliament, aimed to:

- eradicate illiteracy by providing access to the whole population to scientific knowledge and opportunities to fully develop their capacities;
- guarantee basic education to all citizens in step with progress in national development, through progressive introduction of compulsory schooling;
- ensure that all Mozambicans have access to vocational training;
- educate citizens with a solid scientific, technical, cultural and physical preparation and a high level of moral, civic and patriotic education;
- train teachers as educators and conscious professionals with solid scientific and pedagogical preparation, capable of educating the youth and adults;
- train properly qualified scientists and specialists so that they can develop production and scientific research;
- develop artistic sensibility and capacity among children, youth and adults, nurturing in them the love of art and beauty;
- educate children, youth and adults in the spirit of peace, tolerance and democracy; and
- educate children and youth in the prevention of and fight against illness, HIV/AIDS and other sexually transmitted diseases.

Adult education is covered explicitly or implicitly in most of these objectives.

More recent policies for adult education have tended to be embedded in government general development plans, such as the government's

2000–2004 programme, which re-launched support for literacy and aimed to cut illiteracy rates by 10 percent. The 2001–2005 *Action Plan for the Reduction of Absolute Poverty* (PARPA) (Republic of Mozambique, 2001), defined literacy and adult education as primary goals in the education programme. The more specific *Subsector Strategy for Adult Literacy and Education and for Non-Formal Education* (AEA/ENF) (Ministry of Education, 2001) was designed mainly to eradicate illiteracy. A new *Curriculum for Literacy and Adult Education* was then developed. The next government education plan, Second Strategic Plan for the Education Sector 2005–2009 (Ministry of Education, 2005) reiterated the importance of illiteracy reduction as part of poverty alleviation, and encouraged the participation of a greater diversity of education providers. In 2006, recognising that adult education is one of the key factors in addressing unemployment, the government approved a multi-sectoral strategy to boost vocational training and employment.

Mozambique has ratified a number of international instruments that prioritise education and, in some cases, adult education: the Jomtien Declaration, CONFITEA V and VI, the Millennium Development Goals (MDGs), the Dakar Framework for Action (UNESCO, 2000) and the World Declaration on Population and Development. Although some of these, such as the MDGs Action Plan for Mozambique, make no reference to adult

literacy, adopting these instruments has led the government to pay greater attention to adult education.

In 1990, Mozambique became signatory to the *World Declaration of Education for All*. Among the targets Mozambique accepted for Education for All in 1992 was the organisation of out-of-school alternative forms of basic education and training for adolescent boys and girls outside the formal system (World Education Forum, 2000).

However, Mozambique still finds it extremely difficult to develop a sound policy framework that encompasses not only adult literacy and education, but also youth education and non-formal education. The government remains unable to link adult education to community participation in local development. Generally, such policy as exists is restricted to a narrow, limited view of basic literacy and numeracy that regards writing, reading and numeracy as ends in themselves.

On the other hand, Mozambique's adult literacy and education policies (Ministry of Education and Culture, 2008) make reference to the need for the expansion of opportunities for women and girls. The reasoning is that 'often, women are responsible for providing the means of subsistence for their families and the benefits of their education is passed on to their children', and that in many households 'the woman is often the main, or the only,

person in charge of the household.' However, the inclusion of women in these policies should not be taken as excluding men.

Mozambique's engagement with the Global Partnership for Education's Fast Track initiative has led to the unintended exclusion of youth and adult education. Thus, ironically, adult education has suffered from government policies that prioritise universal access to primary schooling, on grounds that are more often used to advocate giving support to adult education!

The reasons given for foregrounding primary education are given in the *Education Sector Strategic Plan* (World Education Forum, 2000):

Providing universal primary education is a central element in the government's strategy for poverty reduction, as the acquisition of basic academic skills including literacy will expand the access of Mozambican citizens to employment opportunities and sustainable livelihoods.

The development of Mozambique's human resources is essential if the country's economic growth is to be sustained. Success in an increasingly integrated and technology demanding global economy requires continuous improvement in the education system.

Universal access to primary school is the surest strategy for increasing equity in the educational system. Ensuring that all children are able to enrol

in school opens up new opportunities for previously disadvantaged children, including girls, children with special needs and children from provinces and districts where access is now limited.

Education is necessary for the effective exercise of citizenship, and an informed and critical population is essential for the protection and reinforcement of democratic participation institutions.

Because there is no clearly-articulated policy framework on adult education, youth education, and technical and vocational training and skills-training that is aimed at helping people to find jobs and generate income, there is no obvious forum in which to raise questions regarding youth and adult education needs. Questions addressed to the MEC are responded to in a scattered and uncoordinated way and other ministries appear to be involved as well. Stated intentions are not matched with a proportionate investment in funding and qualified and motivated teachers. So the extent of the government's commitment to adult literacy and education, out-of-school youth education and non-formal education remains unclear.

However, two policy review processes are currently under way. These focus on Literacy and Adult Education and Non-formal Education as discrete issues. While it is worrying that they are being treated as separate, there are encouraging signs from the MEC that the two are now beginning to be viewed as integral to one another.

There have been various attempts to establish a new platform that will give impetus to fresh policies and initiatives. One of these was the National Colloquium on Literacy and Adult Education, held in Beira in September 2008. This was well attended by a broad range of stakeholders, including representatives of the MEC and other ministries, provincial officials, educators, members of NGOs and international donors. This colloquium was organized by the MEC in partnership with UNESCO and Eduardo Mondlane University, and was funded by dvv international, OSISA and the Icelandic International Development Agency (ICEIDA).

Legislation and regulations

In Mozambique, there are a number of laws and decrees relating to the general system of education. These were originally overseen by the national Ministry of Education (MINED). Since 2005, the name of this ministry has been changed to Education and Culture (MEC), and some of its functions and powers have been transferred to the provincial governments.

Law No. 6 of 1992 modernised the National Education System (SNE) to bring it into line with the economic and political models enshrined in the 1990 Constitution, and an Organic Statute of the National Directorate of Literacy and Adult Education has been approved.

Regulations for the payment of subsidies to literacy teachers have been promulgated, though both regulations and norms are often difficult to understand and even contradictory when different documents are compared. An example is the Ministry's norms on the number of learners required to form a literacy class and contract a facilitator.

Because the legal status of many existing literacy and adult education training centres is unclear, they suffer from lack of financial support for even the most basic running costs.

The School's Guide and Compulsory Duties places the responsibility on school directors to organise literacy instruction for adults in their areas of jurisdiction.

4.

GOVERNANCE

“during the last decade there has been a national renewal of adult education, in both formal and non-formal settings.”

The MEC is responsible for the planning, management and monitoring of the education system. The system is a highly centralised, unitary one that sets the staffing norms and standards, curricula and programmes that are applied on the national scale. Curriculum matters are usually dealt with by the National Institute for Educational Development (*Instituto Nacional para o Desenvolvimento da Educação* – INDE), although the Ministry may approve regional adaptations. Some MEC functions (particularly in relation to education, staffing and financial needs) are devolved to provinces, districts and schools. The planning process at the district level is conducted in collaboration with the Ministry of Planning and Finance.

Largely owing to the reduction in adult education activities during the civil war, by 1995 the National Directorate of Literacy and Adult Education (DNAEA) had all but disbanded. A small adult education component remained within the Directorate of Formal Basic Education and the National Institute for Adult Education (INEA), but in a severely weakened state. However, during the last decade there has been a national renewal of adult education, in both formal and non-formal settings. This revival should lead to greater investment in adult literacy and, *inter alia*, should raise both the sector’s profile and awareness of the need to rationalise governance issues concerning education. Indeed, the DNAEA was re-established in 2000, and a *Strategy for Literacy and Adult Education* approved in 2001.

The Ministry of Labour's National Institute for Employment and Vocational Training (*Instituto Nacional de Emprego e Formação Profissional* — INEFP) manages a network of vocational training (*Centros de Formação Profissional*) and employment centres.

Donor agencies and both national and international NGOs with solid technical expertise and/or funding have exerted significant influence in shaping the government's policy and strategy development, implementation, monitoring and evaluation. Large donors take part in the MEC's Consultative Council, which advises the Ministry when serious decisions are to be taken. Pressure from the international donors tends to lead to more immediate action on the part of the Ministry. The role of NGOs, faith-based organisations (FBOs) and the private sector, on the other hand, tends to take the form of involvement in the Adult Education Working Group, which deals with programme implementation issues. Therefore, it can be argued that the donors and multilateral institutions have a powerful influence over the MEC's policy and strategy development, while NGOs, FBOs and the private sector are mainly active in putting policy into practice.

Administrative frameworks: institutions, organisation and implementation

The MEC contains a National Directorate for Literacy and Adult Education (DNEAE). However,

it does not yet have the capability to determine the number, location, coverage and capacity of the institutions and personnel involved in adult literacy, adult education and non-formal education programmes, nor the number of people who benefit from them.

Literacy and Adult Education is represented at all organisational levels (central, provincial and district), and an annual vote is allocated to DNEAEA in the state budget for the literacy and adult education facilitators it employs. International donors provide a partial subvention through a common education sector support fund.

Different departments within the MEC and other ministries also provide non-formal education, but each tends to work in isolation, with minimum co-ordination of effort. Much of the actual administration of the education system is carried out at the Provincial Educational Directorate level. The planning process at district level is carried out in association with the Ministry of Planning and Finance.

The Ministry of Labour's Institute for Employment and Training manages a network of company-owned vocational training (*Centros de Formação Profissional*) and employment centres. The former offer short (one to six month) practically-orientated vocational courses for unemployed or out-of school youth. The Institute also develops curricula and materials.

The funding and provision of youth and adult education is assisted by strong partnerships between the government and international donors, NGOs and churches, which are seen as key government allies in programme implementation

The Adult Education Working Group is convened by the MEC to discuss and reflect on strategy and programme implementation. The Ministry seems to be open to innovations that civil society organisations suggest on the basis of experience in the field, particularly if they promise results that can be replicated. NGOs that have a strong technical orientation are the most influential.

In recent years, small regional networks that lobby for youth and adult education have been emerging. The Southern Region's is known as RAEJA; the North's as RAJANO; and the Central Region has recently formed RAEJAC. These are as yet informal networks of like-minded professionals, interested individuals and organisations, who come together to carry out activities related to youth and adult education. dvv international was the main supporter of these networks in their nascent stages, but whether these mini-networks will be able to function under the national umbrella of the Movement for Education for All (MEPT, the national EFA coalition) or strike out for independent status remains to be seen.

Provision and administration of youth and adult education

Type of provision	Administrative agency	Provider category
Literacy	Directorate of Literacy and Adult Education	State (with donor, NGO and church support)
Adult Education (Adult Basic Education or Post-literacy)		
Teenagers and children's literacy		
Functional literacy	NGOs such as ALFALIT and REFLECT	NGOs
Non-formal education	NGOs	NGOs
Technical and vocational education and training	Training centres (about 100)	Government
Private sector		
Continuing education and professional development	Eduardo Mondlane University Pedagogical University	Government, parastatal, private sector, professional bodies, etc.
Information, communication technology (ICT)	Various	Various
Higher Education	23 institutions of higher education	Public and private universities and other higher education institutions
Special needs		NGOs, Government
Religious, Cultural, Political	Churches, Political parties	Faith based organisations, political organisations

5.

FINANCIAL FRAMEWORKS

As in many countries, the researchers found it extremely difficult to obtain detailed information on the sources and scale of funding for adult education.

Public funding

The government of Mozambique has repeatedly expressed its commitment to illiteracy eradication through a combination of increased investment in both literacy and adult (basic) education. This has been translated into different national policies that in part fulfil obligations undertaken in terms of international conventions on education to which the country is a signatory. However, the proportion of the government's budget allocated to literacy and youth and adult education has been disproportionately low. Between 2006–2011, literacy and adult education accounted for less than 3 percent of the approximately US\$200 million total education budget —

a percentage clearly insufficient to fulfil the ambitious target of offering literacy programmes to 1 million adult learners a year. (The MEC planned to fund 30 percent of the costs, while the remainder was to be provided by civil society organisations but even just under a third of the total expense of teaching literacy to so many participants would far exceed what the MEC could afford.)

The 2008 National Report to CONFITEA VI (Ministry of Education and Culture, 2008) confirmed that between 2006–2007 the percentage of the education budget for non-formal education was '3 percent of the global amount for education', although it also acknowledged that:

the amounts allocated to Literacy and Adult Education are far less than the existing demand, hampering the expansion of access, which depends on the training of educators and literacy agents, the production of materials, and especially the improvement of the quality of education offered.

“the government has limited space within which to make its own choices on Mozambique’s development, and the means it will use to address the country’s most urgent needs.”

There appears to be an enormous gap between the government’s undertakings and its ability to implement them – just as there is between the number of people who require literacy training and other forms of adult education and the restricted financial resources available to the DNAEA. Most of its budget is spent on the payment of adult educators’ subsidies, the training of professionals, including adult educators, and the development and production of teaching materials.

The Department of National Planning and Cooperation (DPCO) within the MEC allocates the funding the DNAEA receives. The amount is determined according to the ministry’s priorities and the quality of plans prepared and presented by different education departments. Once the allocation is complete, the overall budget is

submitted to the Ministry of Finance for inclusion in the annual State Budget, which is in turn sent on for approval by Parliament. Usually, internal revenue covers all the DNAEA salary costs, while investment from the donor community comes through the Direct Budget Support/Joint Funding Mechanism or through sector funding.

Mozambique’s annual budget is still highly dependent on the contributions of external donors. In 2011, Mozambique could cover only 55.4 percent of its annual budget, and therefore had to rely on external aid to find the remaining 44.6 percent. This renders the country acutely vulnerable to external influence and the imposition of conditions from donor countries. Therefore, the government has limited space within which to make its own choices on Mozambique’s development, and the means it

will use to address the country’s most urgent needs. However, there are donors who might be interested in supporting an increase in funding for youth and adult education if Mozambique is able to draw up a sound youth and adult education strategy, based upon a rigorous needs analysis and resulting in well-planned, timely and relevant interventions. The failure of the government to include youth and adult education in the priority areas it selected for financial support by the Fast Track Initiative is an example of a missed opportunity in this regard. In the event, it identified only basic primary education, with school infrastructure construction claiming the largest share (above 40 percent).

A change in the current funding situation within the MEC would require more effective lobbying by the DNAEA to mobilise support from the

Department of National Planning and Co-operation, other financing institutions, and members of Parliament.

Donor funding

There is no up-to-date list of donor institutions that contribute financially to youth and adult education, though it is known that substantial contributions have come from ICEIDA, dvv international, the Canadian International Development Agency (CIDA), the German Agency for International Cooperation (GIZ) and UNESCO.

Generally, the number of donor partners either supporting or providing literacy and adult education programmes has increased and broadened in scope. As previously noted, the state budget for literacy and adult education facilitators is partly financed by international donors through a common education sector support fund. The MEC is attempting to streamline its budgeting by signing Memoranda of Understanding with partners and funders, and inviting the former to participate in the annual planning processes so that they are aware from the beginning of the location of the funding gaps. Because the budget allocation is so small, the gaps are many.

Partners have been encouraging the MEC to apply for Fast Track Initiative support for the adult education sector, but so far this has not happened, perhaps because primary education

is considered a higher priority. Non-formal education for income-generation activities does not have sustainable funding because it is reliant on ad hoc donor grants.

The payment of educators' subsidies

Literacy facilitators working for any programme, governmental or non-governmental, are given annual contracts. They are paid a volunteer subsidy (equivalent to US\$20 per month) by the state, which is largely provided by international donors. No review of literacy facilitator subsidies has taken place for over a decade, despite the increasing cost of living and the minimum wage review carried out annually by employers, trade unions and the government. The irregular payment of educators' subsidies makes the situation even worse. This is the reason for the frequency with which qualified teachers of adults seek employment in other sectors, leaving their classes to educators who are untrained.

Some international NGOs have played a role in funding training programmes for educators and paying literacy teachers' salaries, while the government takes responsibility for the remainder of the adult education budget. However, when the specific donor-initiated project ends, the educators are left with no financial backing, and tend to close down the adult literacy programmes concerned. With a view to addressing this problem, the MEC has passed a regulation to cover the subsidies due to literacy educators.

“when the specific donor-initiated project ends, the educators are left with no financial backing, and tend to close down the adult literacy programmes concerned”

6.

PROVISION: PARTICIPATION AND ACHIEVEMENT

“many commentators argue that the curriculum used in most conventional literacy programmes has little relevance to the immediate and future needs of adults and youth.”

The following summary is based on data (of varying degrees of validity and comprehensiveness) collected from government ministries and other stakeholders on the provision of, and attendance at, youth and adult education programmes.

Literacy and adult (basic) education

The Ministry of Education and Culture (2008) states that:

The Literacy and Adult Education Programmes are orientated basically towards youth and adults who for some reason did not have access to formal education. However, it does not exclude the possibility that it can be adopted for children at school age who did not have access to primary school.

The new curriculum is supposed to follow varying models that accommodate different needs. These include instruction in practical skills, which are intended help the students to improve their living conditions. However, many commentators argue that the curriculum used in most conventional literacy programmes has little relevance to the immediate and future needs of adults and youth.

The formal programme of literacy and adult education, which is the largest adult education programme in the country, lasts three years and ends with an examination at Grade 5 level. It is normally run in schools. Unfortunately, learning materials – books and basic teaching aids such as blackboards, chalk and exercise books – are frequently unevenly distributed or even lacking in these classes. In such cases, students have to use school books designed for

children. There is also a need to evaluate the literacy teaching methods in current use, to ensure that they succeed in fulfilling their objectives and are cost-effective.

In some areas of Mozambique, instruction is now given not only in Portuguese but also in local languages (Mouzinho and Nandja, 2006). Some English classes are available at certain centres, because proficiency in speaking the language is valuable to people who work in the tourism and crafts industries (for example Inhambane City Market).

The demand for, and supply of, these literacy and adult education classes has increased rapidly since 2002, when the implementation of the new national Literacy and Adult Education strategy began.

First and second year literacy and adult education participants						
Year	Enrolled	percent women	Attended	percent women	Passed	percent women
2003	406 309	58	321 701	56	223 028	56
2004	479 466	55	385 489	59	296 213	59
2005	535 811	59	376 939	58	293 612	59

Source: Department of Adult Education, 2007

Third year literacy and adult education participants						
Year	Enrolled	percent women	Attended	percent women	Passed	percent women
2003	71 721	48	42 755	50	29 032	47
2004	112 576	51	68 448	47	48 389	46
2005	126 605	51	67 382	47	47 341	47

Source: Department of Adult Education, 2007

The retention rate averaged 77 percent for the first and second years, and 58 percent for the third. This is a relatively satisfactory result, although it is difficult to ensure high retention rates among the adults enrolled in literacy programmes. Apart from other claims upon their time, most adults find it frustrating to spend from one to three years learning merely the ability to read and write. The majority of adults attending literacy classes live in the northern provinces, where the illiteracy rate is highest.

In 2007 more than 600,000 adults were enrolled (almost two-thirds of them women). Over half of them (51 percent) completed the programmes with satisfactory learning results. Very few adult literacy programmes in Africa can claim equally impressive results.

Literacy programmes that were broadcast by Alfa-Radio in all Mozambique’s provinces, garnered 245,771 participants, of whom 78 percent were women. Another literacy initiative, based on the Spanish *Yo, sí puedo* (Yes, I can) model and redesigned in Cuba has been broadcast as the *Radio and Television Literacy Programme*. This is supported by a combination of classroom primers, textbooks, booklets and videos.

Literacy classes aimed at children and teenagers (students aged 14 or more), who have had no formal education, are also held in some schools and churches. The funding for these classes comes from either the state or the churches themselves.

Although the official MEC definition of adult education identifies adult education as being essential for social, political and economic development, the evidence suggests that the current system is unable to link adult education to community participation in local development, and that its main focus remains reading, writing and numeracy as ends in themselves.

Functional literacy, non-formal education and basic skills training

Functional literacy, which includes in its syllabus community development, income generation and skills development activities, is taught in either Portuguese or local languages. The funding for these programmes comes from NGOs and churches. Some NGO literacy initiatives have been expanded to include such activities as forming local community associations (REFLECT), the distribution of reading glasses (ALFALIT), and the production of energy-saving and solar-heated stoves. The official statistics system of the MEC does not include data from these providers.

Non-formal education, which has already been defined in terms of the MEC's description in an earlier section, is funded solely by NGOs. Although the instruction offered includes literacy and basic education, other 'life skills' training is provided in such areas as community health, family planning, nutrition,

environmental education, agriculture, animal husbandry, tailoring, arts and crafts and small business development.

The MEC has noted (2008) the high percentage of women involved in literacy and adult education and non-formal education, despite the many obstacles that hamper their participation. These include resistance from husbands, family responsibilities and the distances they have to travel between their homes and the adult literacy centres.

There are certain basic skills training components to some adult education classes. These offer instruction in such areas as cutting and sewing, carpentry, cookery, small business skills, vegetable gardening, construction, pottery, medicinal herb use and community health.

A recent study on the *Situation of programmes and organisations using REFLECT in Mozambique* (Luis and Cambula, 2010, p. 17) identifies three main purposes of the non-formal education work done by some listed NGO, FBO and the private sector agencies.

Community mobilisation for community work	Concern Universal/Christian Council of Mozambique (CCM), Fundação Malonda
Functional literacy and economic empowerment	ActionAid, Concern Universal/Christian Council of Mozambique (CCM), Helvetas/UATAF, Fundação Malonda, Progresso
Community mobilisation and organisation for behavioural and social change	Progresso, ActionAid, Concern Universal

Evening classes

Classes given for adult workers after the end of the working day existed before the country gained independence, but expanded in the years that followed. In the 1990s they changed their character and became more like an extension of the formal school system, following its curriculum and using its materials. Increasingly these classes are attended by youth who cannot gain entrance to the conventional schools or who have dropped out of school. Attendees of the evening classes are charged small fees.

Learners who have completed the literacy and adult education programme can gain entrance to the more advanced upper primary evening classes. In 2007, there were about 80,000 students enrolled at this level. Some provision is also made for adult secondary education and vocational education evening classes.

Continuing education and professional development

Between 2005–2009, 171,288 people – 119,350 of them men and 51,938 women – were enrolled in various professional training courses at national level.

Publicly and privately funded technical and vocational education and training

The researcher was able to obtain very little information on this crucial area.

The National Institute for Employment and Vocational Training is part of the Ministry of Labour. Its mandate is to address the issues of employment and vocational training for people who have not benefited from the national education system. There are over 100 training centres for vocational skills development in the country, although many of these are not sufficiently responsive to current labour market needs because both their training methods and equipment are out of date.

One of the key strands of the 2010 Economic and Social Plan is to promote both initial and on-going training for approximately 95,000 candidates for employment and to the 156,312 people already in jobs. To meet this target the government is working with both public and private sector institutions. However, if one takes into account the fact that employment and vocational training is usually offered only to candidates aged 18 years or more, it is evident that the target set by the government falls far short of meeting the actual need. There are still over a million young people aged 15–19 who are unemployed.

Certification for out-of-school learners

Articles 31 and 35 of Law 6 of 1992, which modernised the National Education System (SNE) to bring it into line with the economic and political models enshrined in the 1990 Constitution, refer to two modalities of adult education:

- adult education that leads to formal certification, as in formal school education; and
- out-of-school non-formal education, which is independent of the regular education system.

This formulation tends to suggest that there should be some form of articulation between formal school qualifications and those related to adult education.

The new curriculum for literacy and adult education in 2003 (Ministry of Education, 2003) proposed that the current three-year model of instruction, equivalent to Grade 5 of the formal system, be extended to a four-year period of instruction that would provide the equivalent of Grade 7 in the formal system.

The external examinations that are written by Grade 5 and 7 primary schoolchildren and those in secondary school in Grades 10 and 12 can also be written by youth and adults who have received out-of-school education. These national school examinations are run by the National Council for Examinations, Certification and Assessment (*Conselho Nacional de Exames, Certificação e Equivalência*).

Certificates are only awarded to out-of-school learners who have participated in official literacy programmes that use a formal government curriculum, and who have passed the examinations set at the Grade 5 and 7 primary education levels.

7.

MONITORING AND EVALUATION OF EDUCATION

“Monitoring and evaluation on a national scale have been persistently weak.”

Monitoring and evaluation on a national scale have been persistently weak. This has been attributed to a lack of funding and transport, although the responsibility must lie with the provinces and districts as the government has decentralised supervision and monitoring activities and provided funding.

The DNAEA monitors adult education programmes at district, provincial and national level. Its responsibilities include site visits and help in the use of teaching methods. In theory the full monitoring, assessment and evaluation process comprises (Ministry of Education and Culture, 2008):

- statistical surveys of the number of registrations (quarterly, half-yearly and annually);
- visits to the local centres where the programmes are implemented;

- meetings with the participants and providers of the programmes;
- meetings with the leaders of the communities that benefit from these programmes;
- assessments of the learners through written tests;
- participative meetings, where the target group expresses its feelings about the programmes that they have used or they are using, and local leaders are invited to help identify the progress, weaknesses and opportunities of the programmes; and
- meetings with teachers/ facilitators.

Although formal evaluations of the adult education sector have been conducted in the past, it appears that systematic evaluations of the effectiveness of existing programmes and curricula in addressing learner, educator and practitioner needs are not being made. There is a general reluctance on

the part of the authorities to carry out a cost-impact study of the different programmes, which may be linked to a certain degree of politicisation of the sub-sector.

Research

There is a serious lack of accurate and coherent data on youth and adult education in Mozambique. This is a considerable impediment to attempts to respond to the magnitude of the situational problems, as their extent can only be guessed at. In 2000 the Education for All report (World Education Forum, 2000) noted that: 'the lack of an adequate statistic data collection system of the sector contributes to the lack of qualitative information regarding on Adult Education and Literacy.'

The data on adult literacy and adult education and non-formal education collected by the MEC comes from adult literacy centres and practitioners via districts and provincial education departments. It is consolidated by the Ministry and sent to the Department of National Planning and Cooperation. One of the fault lines in the process is that the templates used to record this information are not uniform. MEC templates used by the districts and provincial departments of education often differ from those of practitioners at the local level, organisations and institutions. Some of the 'informal' templates lack key categories, which make it difficult, for example, to disaggregate data according to the gender of the participants.

*“the government cannot
know what reaching
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Furthermore, even where data are collected and compiled by the ministry, poor use is made of it. The ministry also has very scant research capacity to verify and evaluate the data collected. In fact, there is good reason to doubt the veracity of data produced for two main reasons. The first is that the Directorate of Literacy and Adult Education does not yet have a clear idea of the number, location, coverage and capacity of the institutions and people involved in adult literacy and education and non-formal education. Lacking reliable evidence, the Directorate cannot realistically set targets (such as the 1 million people per year objective set by it). This also means that the government cannot know what reaching the target will cost, let alone where it will find the resources.

Secondly, data on the number of participants in classes may be misleading, since there is no consistently-applied formula for counting people who stay on for more than three or five years. In every site visited during the course of this study, the researcher heard reports of adult learners who had been attending literacy classes for many years, yet were constantly being counted as new learners in the statistical surveys. Literacy facilitators, whose incentives are dependent on the number of literacy learners in their class, are also said to inflate their student numbers in their reports.

This situation has caused GIZ and dvv international in Mozambique to commission a mapping exercise and develop a database that will allow all youth and adult education practitioners to capture, process, analyse and disseminate data on this field. This is seen as a process that will mitigate the general fragmentation in the sub-sector. However, these agencies recognise that the data collected will have to be maintained and updated constantly.

The researcher was unable to investigate any evidence-based advocacy based on research carried out in the youth and adult education field.

What adult education research is done in Mozambique is having little impact on the education sector, as very little of the information garnered is communicated to the educators working in the field.

8.

PRACTITIONERS AND PROFESSIONAL DEVELOPMENT

Reliable data on the number of facilitators, trainers and administrators in the country were unobtainable. This can be partly explained as a result of poor co-ordination and communication between practitioners across the country.

Teacher qualifications

Many educators of adults have formal school teaching qualifications, but it must be noted that there are a number of different types of training (some now obsolete) for school teachers. The summary of the academic requirements for teachers set out below is representative but not comprehensive.

Primary school

- Grade 4, plus four years of training in the pre-independence qualifying schools
- Grade 9, plus two years in a teacher training college
- Grade 6 or 7, plus three and half years or three years in a primary teacher training centre

Upper primary school (individual subjects)

- Grade 10, plus two years in a teacher training institute (now the dominant model for all primary school teachers)
- Grade 9, plus two years of training at Eduardo Mondlane University

“The vast majority of facilitators involved in literacy and adult education are volunteers, usually with a five to seven year level of school education, who attend a very short training course lasting between 30-45 days.”

Secondary school

- Grade 9, plus two years of training in two disciplines at Eduardo Mondlane University
- Grade 11, plus two years of training in two disciplines at Eduardo Mondlane University
- Grade 12, plus one year of training (now the dominant model for lower secondary teachers)

The Universidade Pedagogica offers degrees in education.

Many teachers in Mozambique lack teacher qualifications. In 2005, some 42 percent of lower primary and 31 percent of upper primary school staff belonged to this group (UNESCO International Bureau of Education, 2010).

Literacy and adult education facilitators

The vast majority of facilitators involved in literacy and adult education are volunteers, usually with a five to seven year level of school education, who attend a very short training course lasting between 30-45 days. The government offers these courses to facilitators at training centres (in places such as Matola in Maputo Province, Mutauanha in Nampula Province and Quelimane in Zambézia Province).

However, in 2008, analysts estimated that more than half of these facilitators do not have any initial pedagogical training as facilitators. Also, the legal status of many existing literacy and

adult education training centres is unclear, so that they do not have recourse to district or provincial budgets, and have great difficulty meeting even the most basic running costs. NGO trainers, on the other hand, have usually had at least 10 years of schooling supplemented with one or more training courses at the National Institute for Adult Education (INEA) or a university.

Literacy facilitators working for any programme, governmental or non-governmental, are employed under contract for a year. They receive a volunteer subsidy (equivalent to US\$20 a month) from the state, although about 60 percent of this sum comes from international donors. There is a high turnover of educators over a programme cycle, partly because of the low amount and irregular payment of educators' subsidies. The turnover also inhibits the growth of sustainable institutional capacity.

Although, some international NGOs have produced funding for training programmes for educators and paying literacy teachers' subsidies, these projects eventually come to an end, leaving the adult literacy programmes and the teachers who work for them without the capacity to continue.

With a view to improving the situation, the MEC has attempted to regulate the payment of subsidies to literacy educators. Although

there has been some improvement in providing legal and administrative motivations for such payments, the budget assigned for this purpose is very limited. There are no arrangements for annual adjustments of the subsidies, as there are in the case of public servants' salaries. In sum, adult literacy teachers follow an uncertain and poorly rewarded occupation.

Other adult educators

Primary school teachers and graduates of Grades 10 and 12 are frequently employed to teach adult education programmes. The MEC originally intended to prepare these educators for adult education by providing a 30-45 day training course, but financial constraints may reduce the course to a three, five or seven-day duration.

About 10 percent of the adult educators trained by INEA are contracted by provincial educational authorities to work as 'professional educators'. They receive the same salary as that earned by the lowest category of primary school teachers.

School directors in all primary and secondary schools have the duty to monitor and support adult literacy classes in the communities surrounding the school. They are also required to play an active role in the organisation and facilitation of literacy initiatives within their areas of jurisdiction, as spelt out in the School's Guide and Compulsory Duties.

Two universities (Eduardo Mondlane and Universidade Pedagógica) and the National Institute for Adult Education (INEA) offer training to candidates for the positions of literacy and non-formal education administrators and trainers. The entrance requirement for the administrator/manager training programmes is 12 years of schooling or an undergraduate degree.

The MEC aims to offer literacy and adult education to 1 million people per year. The ministry has identified (Ministry of Education and Culture, 2008) the most urgently-needed improvements in the provision of the expanding literacy and adult education sector as better management, monitoring, supervision, and training of the trainers themselves.

Training of adult educators

Although two universities offer some training in adult education, and certain of the staff and students in the relevant departments are engaged in research on this topic, Mozambique is still far from being able to meet the MEC's target of offering literacy and adult education to 1 million people per year. Not only is the supply of properly trained educators inadequate to meet the demand, but there is poor coordination of their efforts. The ministry acknowledges the necessity of making adult educators more professional, and treating them accordingly (Ministry of Education and Culture, 2008).

The MEC is also making moves to bring the statutes governing literacy and adult educator training up to date and to revise the training curricula. A government working group for literacy and adult education, on which one national NGO has a representative, has already been established.

The Movement for Education for All (MEPT), a national network of CSOs working in education in Mozambique, has been making efforts to support practitioner training (Movimento de Educacao para Todos de Moçambique, 2003). The network was an offshoot of the engagement of CSOs in the Education for All processes within the country, the southern Africa region, the African continent and throughout the world.

Other CSOs, UNESCO, and donor agencies share information and training models for specific educational approaches and methods, such as REFLECT. However, the national inability to meet the need for developing practitioner competence is most unsatisfactory. At the National Colloquium on Literacy and Adult Education held in Beira in September 2008, the participants strongly recommended that the government develop a curriculum and an institutionally sustainable system for a (continuous or modular) training system for literacy and adult education staff and educators.

9.

CONCLUSIONS

“The inadequacy of the current dispensation does not bode well for youth and adults who are neither employed nor enrolled in any education or training programme.”

From the findings of this research study, it is evident that the various programmes for youth and adult education offered in Mozambique lack the resources required in terms of funding and trained educators to achieve the country's Education for All goals by 2015. The inadequacy of the current dispensation does not bode well for youth and adults who are neither employed nor enrolled in any education or training programme. The sheer number of young people and adults excluded from both education programmes and employment is colossal. The complexity of their needs is also on a scale that dwarfs the relatively scant resources and investment allocated to meet them.

The government's commitment to adult literacy, youth and adult education and non-formal education remains unclear. Generally, its stated intentions are not matched by its practice. If the promises are to be fulfilled, a much greater effort has to be made to ensure that these programmes work, and on a much larger scale.

Youth and adult education is at present seen within a very narrow framework: that is, as mostly concerning literacy and primary school equivalency. (This is the preserve of the MEC.) The broader field of adult education and training, which should be a concern across all ministries and throughout civil society, is neglected, particularly in the ministries of Agriculture and Public Works. Both within the MEC and between the various ministries that support programmes for youth and adult education there is a lack of communication that makes co-ordination impossible.

The current curriculum used in conventional literacy programmes should be evaluated in terms of its effectiveness and its relevance to adults and youths, especially as regards their immediate and future needs. The lack of accessible and verified data on out-of-school youth and adult education remains a serious hindrance to any attempt to provide adequate educational services to these disadvantaged groups. Although two universities offer a number of training programmes for practitioners, to date their effectiveness appears to have been very limited.

10.

RECOMMENDATIONS

Policy, legislation and governance

1. The Mozambican government needs to draw up a comprehensive youth and adult education policy that clarifies what the concept of this type of education entails. This will make it possible to develop appropriate educational strategies and to choose between competing priorities.

Literacy and language

2. The issue of the language of literacy and adult (basic) education instruction needs to be re-examined. Although there are compelling reasons for teaching Portuguese as a key means of communication in the workplace and when dealing with officials, there is a huge body of international evidence that the mother-tongue rather than the country's official language should be the main medium of instruction in primary and basic education. Even when the learner is obliged to learn the official language subsequently, basic education in a familiar language has proved more effective than the alternative.

Curriculum

3. The MEC should customise curricula so that they respond directly to the needs of learners. This is particularly important for young people who have had no or very little formal education, and those who have some education but few vocational skills.

Data, information and research

4. There is a need for standardisation of the data required from youth and adult education providers (whether they are employed by the state or CSOs). All of these education providers should also be encouraged to develop their own capacities to supply and verify information.
5. Mozambique needs a comprehensive, systematic and verified web-based database on adult education provision and practice in the country. Such a database would contain comprehensive holdings of reports, research findings, evaluations and other documentation that are accessible on the Internet.
6. The mapping exercise on youth and adult education and the database that is being developed under the

auspices of GIZ and dvv international should be used as the foundation for a national database that the government should support financially.

Qualifications and their articulation

7. The government should develop a framework that offers certification for graduates of youth and adult education that is equivalent to that of the formal education system, ensuring fairness and equity between formal and non-formal learning.

Quality assurance, monitoring and evaluation

8. The government should support the development of quality assessment, monitoring and evaluation mechanisms. It should also promote research and ensure that data collection is carried out correctly and accurately. This will contribute to the ability of the MEC to formulate and regulate policies and programmes, and to evaluate the state of youth and adult education.

Funding

9. The government should make a realistic assessment of the sums needed to support youth and adult education, and develop strategies for sourcing and allocating the

necessary funds (including contributions from international donors).

10. The government should strive to assign 10 percent of the total education budget to youth and adult education by 2015.
11. All sectors should attempt to ensure sustainable funding of youth and adult education, and the use of this financial support in an accountable and transparent manner.

Capacity building

12. The conditions of service of all adult education personnel (particularly in literacy, adult basic and non-formal education) should be addressed as a matter of urgency.
13. Adult education qualifications should be accorded a status comparable to that of conventional educators and trainers.
14. Universities and research institutions should work with practitioners to provide conceptual and practical support to youth and adult education. This can be done through research; the devising of programmes, curricula, materials and educational approaches and methods that are relevant and responsive to learners' needs, as well as being effective in practice; the arrangement of work experience attachments for students; and, the refinement of the current methods of monitoring and evaluation.

Out-of-school youth

15. The advantages of separate programmes for out-of-school youth should be explored.
16. NGOs should include youth (both out-of-school and employed) in their education programmes.

Co-operation and networking

17. Youth and adult education providers working in different fields should be made more aware of the advantages of networking and exchanges of information. A national institution that is responsible for creating and promoting coherent policies and strategies for non-formal educators is required to provide a co-ordination mechanism.

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The Open Society Initiative for Southern Africa (OSISA) is a growing African institution committed to deepening democracy, protecting human rights and enhancing good governance in southern Africa. OSISA's vision is to promote and sustain the ideals, values, institutions and practice of open society, with the aim of establishing a vibrant southern African society, in which in which people, free from material and other deprivation, understand their rights and responsibilities and participate democratically in all spheres of life.

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dvv international is the Institute for International Cooperation of the German Adult Education Association (Deutscher Volkshochschul-Verband e.V., DVV). Its main objective is the promotion of development through cooperation in youth and adult education. The domestic and international work of *dvv international* is guided by a commitment to human rights and the Institute's principles on the promotion of women and gender equality.

dvv international supports non-formal and out-of-school education programmes that provide young people and adults with life-skills training that serve functions that complement formal education and training and compensate for their deficiencies. *dvv international* operates on a worldwide basis, with more than 200 partners in over 40 countries.



Youth and Adult Learning and Education in Mozambique:

Many countries in southern Africa are facing a critical and growing challenge – how to provide an education that meets the socio-economic needs of their bulging youth populations. Primary school drop-out rates remain high across the region so many children and youth end up outside the education system. Unable to return to school or to access technical and vocational education, they end up without the necessary skills to prosper in a world that is increasingly dependent on knowledge.

And there are very limited ‘second chances’ for these children and youth to learn in adulthood since the adult education sector also faces serious difficulties. Funding remains low, while gaps in policy formulation and implementation mean that the sector cannot adequately meet the current needs of the region’s adults – let alone the needs of the burgeoning population of out-of-school youth.

The right to education for every child, youth and adult is fundamental. Great strides have been made towards universal primary education along with increased participation in secondary and tertiary education, reduced gender disparities, and some steps towards addressing the needs of marginalised groups, children with special needs and indigenous people.

But despite these gains, a lot still needs to be done in the youth and adult education sectors if southern African countries are ever to meet the demands of all the uneducated and unskilled youth and adults in the region.

It is within this context that this research study was commissioned by OSISA in collaboration with dvv international to create an up-to-date map of the current state of youth and adult education in five southern African countries – Angola, Lesotho, Mozambique, Namibia and Swaziland – and to highlight critical gaps and provide recommendations to address them.

This report on Mozambique is part of that regional study. The purpose of the study was to gain a deeper understanding of the current provision of education and training for out-of-school youth and adults, and to identify the most effective institutions, educational practices, stakeholder collaboration and networking strategies that can be used to improve the quantity and quality of education. It is hoped that this report can assist the Mozambican government to strengthen its youth and adult education policies and make sufficient institutional and financial provision to meet the educational needs of its young and adult citizens.