EXTENDING ACCESS TO POST-PRIMARY LEARNING OPPORTUNITIES: A CRITICAL ANALYSIS

Carol Coombe
Brigitte Bagnol
18/10/2002

Improving access and equity is concerned with repairing and constructing physical facilities; improving access for the disadvantaged – those who are disabled, learning impaired, HIV-infected or affected; inner urban and deep rural children; unschooled adults wishing to pursue their studies; orphans of AIDS or war. It involves meeting the challenge of increasingly random needs for education by creating a mixed package of in-school and out-of-school opportunities through (1) the formal system, (2) nongovernment private and community providers, and (3) alternative learning modes like distance education, open learning, night classes and the internet.

PART ONE   WHERE DO WE WANT TO GO?

MISSION STATEMENT

The Ministry of Education is considering ways to expand opportunities for post-primary teaching and learning in order to

(1) overcome Mozambique's inequitable educational heritage;
(2) create post-primary opportunities for increasing numbers of boys and girls completing the primary cycle;
(3) meet the needs of those who have been unable to continue their education because of gender discrimination, economic deprivation, poor health or other disability;
(4) provide opportunities for all men and women in Mozambique who wish to continue to learn;
(5) create a source of potential male and female candidates for primary teacher training (shortage of +- 8000), as well as for secondary, tertiary, technical/vocational and other teacher cadres;
(6) meet expanding economic requirements for qualified men and women in the informal, private and public sectors; and
(7) prepare young men and women for post-secondary education and training appropriate to their abilities and aptitudes.

To these ends, it is taking steps to establish a policy and regulatory environment which will make it possible to

(1) use existing public and other resources as efficiently as possible, harness potential resources, and mobilise new resources;
(2) encourage commercial, community and faith-based organisations to join Government in providing more opportunities for post-primary learning and skills development;
(3) identify and use alternative ways of learning, including out-of-school secondary education (OOSSE) distance and open learning, independent study, and peer group learning.

[Legal, normative and institutional framework: logframe, detailed costing and workplan]

PART TWO   WHERE ARE WE NOW?

THE CURRENT SITUATION

There is strong political and public pressure to expand secondary education, particularly as the new expanded cohort of primary school children moves through the system. Communities have indicated their support for expanded provision: the rate of secondary expansion has exceeded that projected by the Directorate of Planning. Use is being made for example of community and DPE funds to create a secondary 'top' to EP2s or EPCs.

Historical provincial disparities in the provision of secondary school facilities, in terms of numbers, facilities, teacher quality, and financial allocations (Table 2: *Summary of enrolments in ESG1 and ESG2, public (day and night) shifts and private institutions, 1998, Mozambique*). Wastage rates in the system (repetition, dropout and 'pushout', low transition and completion) characterise secondary schooling. Repetition rates stand at nearly 45% in ESG1 and 33% in ESG2.[1] In the mid-90s only eight per cent of those joining the first year of primary school made it into secondary; and less than one per cent successfully completed ESG2.[2]

Teacher morale and performance is low: salaries are low, working and living conditions are poor, and they sense that their professionalism is challenged by their exclusion from decision-making about education, and the way the teaching service is managed. Teachers work too few contact hours (on average 24 hours per week vs more than 30 in the region), and rely on out-of-school overtime pay to supplement their meagre incomes. Attrition rates from teacher training and from the teaching service will escalate as the HIV/AIDS pandemic begins to take its toll. There are too few women teachers and officials in the service.

An audit of the classrooms, staff rooms, libraries, labs, and maintenance procedures is required to assess the real quality of school facilities. For the most part, it is clearly degraded and has not been maintained for years. Practical science teaching is clearly impossible: most labs are derelict or without equipment, or without consumables – usually all three. Boarding facilities are best described as inadequate, not just in terms of the numbers they can house, but in terms of their humanity. They are overcrowded, unsafe, and unhealthy places for children. Girls – and boys – are strongly at risk of HIV infection in such environments.

Teachers as ESG1 level may have books, but students often cannot afford them. At ESG2 level, learning materials have not been developed for the revised curriculum, and for at least four years students and teachers have had none. Libraries are not being supplied with – or those responsible for them are not looking for ways to acquire – recent resource materials.

Community, commercial and faith-based schools offer alternative opportunities for many children (Table 2: *Summary of enrolments in ESG1 and ESG2, public (day and night) shifts and private institutions, 1998, Mozambique*).

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[1] UNESCO (1998). *Review of Secondary Education in Mozambique: Perspectives for Sub-sector Strategic Plan*. Report prepared for the African Development Bank. Maputo: UNESCO, p 7.
[2] UNESCO (1998), p 5.

PART THREE   BEGINNING TO PLAN

ASSUMPTIONS UNDERLYING PROPOSALS TO IMPROVE ACCESS

(1) **Mozambique's secondary expansion objectives will not be achieved quickly**. Rather a complex iterative process of expansion, consolidation and quality improvement at many levels is envisioned over a period of 30-40 years.

(2) **Expanding learning opportunities after primary school is not simply a matter of building more schools**. Expansion is about creating more opportunities for all those who want to learn – in school and out of school, by distance or by independent study. It is the responsibility of government to create those opportunities. The current situation selects individuals for a limited range of education and training places. It is time now to reconceptualise, to move in the direction of learner- or demand-driven provision, and to realise the difference between 'ensinar' and 'aprender'.

(3) **Decisions about how and where to expand secondary provision will be increasingly decentralised** to include provincial and district administrators, within a national expansion and funding framework. This has already happened in practice. Responsibility for monitoring and assuring a national standard of performance, and integrating general, technical/vocational, alternative, private and other secondary provision, continues to lie with the central Ministry of Education.

(4) **Development targets for the secondary sector will inevitably be compromised by the impact of HIV/AIDS**. Fewer children will be born, and more will be ill or die young so the school-age cohort will be smaller than projected without AIDS. More children will be out of school, caring for others or working. Educators – teachers and administrators – will be lost to the system, and the quality of the system and school effectiveness will decline, especially in the face of rising costs associated with morbidity and mortality. The pandemic will cause a real reversal of development gains, further development will be more difficult, and development goals which do not take account of the pandemic will be unattainable. There has as yet been no assessment of the impact of HIV/AIDS on the sector during the ESSP period, but one is now underway. No proper planning is possible in the absence of more information.

The prevalence of HIV/AIDS in Mozambique is about 15%, but the pattern of the spread of the virus is likely to follow its neighbouring countries where prevalence rates in some regions surpass 25% if no actions are taken now. A number of provincial directors indicated that the pandemic is already making its impact on staff. MINED has prepared an action plan to address the HIV/AIDS pandemic…. It is important to differentiate between the role of the education system in the creation of awareness of HIV/AIDS and the impact of the pandemic in the delivery of education (teachers, orphans, new modalities, flexibility in teaching and learning etc). Children and young people out of school also need to be targeted. His Excellency President Chissano, when launching the Strategic Plan for HIV/AIDS in Mozambique declared it as being of highest priority for the country and appealed to everyone to help Mozambique stick to this priority.[3]

The historical, economic and social context

(5) **Historical disadvantage – whether of provinces, or of people – must be rectified by the secondary expansion strategy**. Provision of places at school must be supplemented by programmes of alternative learning which will enable disadvantaged communities to learn (in the case of girls for example, bolsas, better hostel accommodation or more places closer to home,

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[3] Ministry of Education (2000), *Report of the ESSP Second Annual Review Meeting, Maputo, May 2000,* Maputo: MINED (p 6).

more female educators, rigorous discipline in the case of sexual harassment, single sex classes or schools)

(6) Proposals for improving secondary provision in Mozambique **must be uniquely suited to the historical, social and political circumstances of each province.** Inherited values and perceptions – many of them very local – will influence decisions about post-primary learning. It is probable therefore that while rehabilitation of conventional facilities can take begin almost immediately, it will take longer to create a public environment in which reform and transformation – of learning opportunities, curriculum and materials, and teaching practice – can take place.

> *When we talk of reform, we assume that things are going to change on all levels of a system. When we talk about the colonized/decolonized teacher, it is not just what individual teachers have in mind here and now; but what is in this mind as a result of developments in people's minds during hundreds of years. These developments are reflected in the streets, the trees, the houses and the clothes, the landscape and the cattle, the ancestors and the songs. We have to 'read' what was in the teachers' minds before the reform 'came to the village' from the history inscribed in the subjective and objective structures of peoples' lives. This reading of the past as the accumulation of cultural capital needs to be explored in terms of cultural identity within the broader economic, political and social framework.[4]*

Officials and teachers are not going to change overnight. Conceptual and procedural change will come at a pace appropriate to the environmental, socio-economic and cultural context.

(7) Proposals, in order to be appropriate, potentially sustainable, and realizable, **must take account of existing or potential skills and resources in each province**, and the conditions under which educators must work.

Affordability and sustainability

(8) **Ministry of Education alone cannot create and sustain a viable and equitable secondary sub-sector**: it will need to work with national and international partners to improve access to post-primary learning opportunities.

(9) The cost of creating and maintaining a viable secondary sub-sector, however modestly designed, will be, for the next 20-30 years, **neither affordable nor sustainable by the Government of Mozambique alone**. Substantial resources will need to be raised from local and external sources over the long-term.

(10) **Significant resources exist for post-primary expansion**: political will to develop human resources necessary for economic growth, and social development; public ambition and parental willingness to invest in further education; demand-driven bottom-up development at local level (adding a secondary top to a primary school, for example); the readiness of both commercial and not-for-profit providers to fill gaps in provision; the aspirations of learners who have previously been unable to fulfill their learning goals; and the demands of a growing economy and labour market.

(11) Where local public and private expansion initiatives have emerged, **MINED has a particular responsibility to monitor and assure the quality of provision** by institutions and out-of-school programmes.

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[4] Staf Callewaert (1999), *How to Decolonise the Colonialised Mind of the Anticolonial Teacher?,* from Zeichner and Dahlstrom, <u>Democratic Teacher Education Reform in Africa: The Case of Namibia</u>, Windhoek: NIED.

(12)   Design, installation and management of the secondary sub-sector is the responsibility principally of the Ministry of Education on behalf of the education sector. In order to carry out its responsibilities in this regard, **it is essential that basic minimum management structures, facilities and procedures are in place, to create a foundation from which to launch and sustain secondary expansion and improvement.**

> *There is no base for a qualitative leap in the performance of the large majority of organic units of administration in Province X .... It would be preferable to secure the necessary base. This base is in the first place human. It consists in the existence of personnel who understand clearly which are their tasks and why they are structured as they are, possess the technical-professional knowledge necessary for the effective realisation of these tasks, and have adequate motivation – commitment, confidence, professionalism, and responsibility – for the consistent accomplishment of their tasks. The establishment of the base also implies complementing the human factor with an adequate material base .... [This means concentrating] on the improvement of individual capacities and the promotion of a general culture of professionalism within the province's administration, as well as on the provision of the basic work instruments that officials need to execute their tasks [so that ultimately] a more able management with a more competent technical and administrative team, and a minimum of adequate material conditions to produce a certain organisational dynamism [can evolve].[5]*

The characteristics of effective provision

(13)   **Secondary schools must be humane, safe and stimulating places for children and their teachers**. Many schools in Mozambique are degraded because of their age, lack of maintenance, overuse, and poor facilities management. Hostels in particular are for the most part unfit – in terms of security, safety, health, sanitation and nutrition – for students. Young women are particularly at risk in hostel environments and in the day of HIV/AIDS, it is no longer appropriate to ignore the consequences of current hostel provision.

(14)   **Out-of-school learning opportunities are needed to meet the needs of young people and adults who are out-of-school but wish to learn**. They may have been forced out by economic or social circumstances, discrimination or disadvantage, disability or ill-health. They may have been pushed out of the system because there was no place for them. To this end effective post-primary provision must be characterised by increasingly diverse choices for would-be learners, and greater flexibility with regard to delivery of courses. It must be able to respond to the increased 'randomisation' of learning as the HIV/AIDS pandemic begins to bite.

SOME STRATEGIC PLANNING PRINCIPLES

Six principles, elicited from experience and policy papers, might inform decisions about secondary development. Each proposal or recommendation should be

- **simple**: to meet the public perception that ESSP is not being implemented fast enough, and that goodwill is not enough;
- **based on trust** in the knowledge, experience and instincts of local educators, traditional, faith-based, business and other leaders, and provincial and district directors of education;
- **equitable**: to eliminate disparities of provision among provinces, between men and women, and for those who are socially, economically, physically or learning disadvantaged;
- **efficient**: cost efficient in terms of using existing and human, financial and other potential resources, including political and community ambition;
- **capable of being managed** effectively and systematically sustained;

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[5] Louis Helling (March 1998), *Assessment of the Institutional Capacity Building Programme in Niassa Province*, Maputo: Embassy of Ireland, p 9ff.

- **viable** (vs sustainable): taking account of existing resources, constraints, capacities and ambitions.

STRATEGIC CONSIDERATIONS

(1) **HIV/AIDS will determine the extent and quality of education for generations.**[6] The potential influence of this pandemic is not well understood. It is clear nevertheless that education stands at the heart of the nation's ability to protect the lives and rights of its citizens. It is certain too that the strength and quality of the education sector are threatened by the consequences of the disease for educators and for children. Soon, to put it simply, there will be too few teachers, and too many orphans. Several features of the pandemic are particularly relevant for planning secondary expansion.

Education's role in limiting the spread of HIV/AIDS. Schools and hostels must be safe for children. At school, teachers and students begin to understand the pandemic by learning about life skills and safe sex. Effective schools will provide counselling and support for those affected by HIV/AIDS, and ensure that their rights are protected. Educators have a moral responsibility to behave in ways that set an example for children: sexual harassment, violence and abuse cannot be tolerated in the day of AIDS.

Impact on education. Development targets for the secondary sector will inevitably be compromised by the impact of HIV/AIDS. Fewer children will be born, and more will be ill or die young so the school-age cohort will be smaller than projected without AIDS. More children will be out of school, caring for others or working. Educators – teachers and administrators – will be lost to the system, and the quality of the system and school effectiveness will decline, especially in the face of rising costs associated with morbidity and mortality. The pandemic will cause a real reversal of development gains, further development will be more difficult, and development goals which do not take account of the pandemic will be unattainable. A formal study of the impact of HIV/AIDS on education is now underway but it is possible to act on what is now known from experience and observation in Mozambique and the SADC region.

(2) Many factors will determine the **optimum size of the sector**, including recurrrent and investment costs, the requirements of economic growth, and the availability of teachers. For a variety of reasons, it is not possible in predict what the size of cohorts completing EP2, ESG1 and ESG2. There are probably significant three practical determinants of optimum sector size:

- *Market forces/demand for secondary education.* Enrolments in private sector schools, community schools, night classes and distance courses will indicate the demand for post-primary education and training, as well as the specific courses which are perceived to be particularly useful for employment or other purposes. (See Table 2: *Summary of enrolments in ESG1 and ESG2, public (day and night) shifts* which show that 30% of total ESG1 students and 36% of ESG2 students study at night.) Information from employers will confirm or refine such indicators. High demand will drive community and private-sector initiatives.
- *Cost and available resources.* The sector might be limited to what government can afford to set aside for secondary provision, and what parents, the community and employers are willing to contribute in addition. HIV/AIDS costs will limit families' disposable income as more is spent on health. AIDS orphans, who might constitute 10% of the population by 2012, will have virtually nothing to spend on education.

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[6] See also Appendix *** [HIV/AIDS].

- *Development requirements.* It has been argued elsewhere that a country with Mozambique's development profile should expect to have 30% of the secondary school-age cohort engaged in some form of education or training.

(3) Persistent and widespread discrimination abrogates the right of many Mozambicans to education. Tables 1 and 3 show the extent to which the existing formal system has failed girls and women.[7] Other people similarly lose out under current circumstances: the disabled, those who have learning difficulties; children – many of them orphans – and adults who have been affected by the trauma of war or disease; those who are infected or affected by HIV/AIDS; children in rural communities; individuals who wish to enrich their lives by pursuing their studies.

(4) Gross geographic disparities in formal secondary provision characterise secondary provision and these must be rectified by appropriate reallocation of resources, improving the spread of secondary classrooms and services (Table 2: *Summary of enrolments in ESG1 and ESG2, public (day and night shifts) and private institutions, 1998, Mozambique*). A school mapping exercise is underway, but lacks staff and needs to be speeded up. In the interim it should be possible to use information in the hands of District Directors and Provincial Directors of Planning to begin planning to shift human and financial resources to disadvantaged provinces, from urban to more rural areas, and into communities where girls are particularly at risk.

(5) Gender disparities persist in the system.[8] Girls constitute on average 40% of ESG1 students, but in some provinces, the proportion is as low as 20% (Niassa and Cabo Delgado). In ESG2, they take 39% of places nationally, but only about 20% Cabo Delgado, Niassa, and Manica. Girls' drop out twice as often as boys at both levels. On average, 34% of ESG1 graduates and 38% of ESG2 graduates are girls, but in Niassa these rates are 15% and 20%. About 70% of girls completing EP2 successfully continue to ESG1, compared with the national average for all students of 64%; in Inhambane and Niassa the rate is less than 63%. Just over 90% of girls make the transition from ESG1 to ESG2 (national average for all students 74%). Only 14% of teachers in ESG1 schools are female; in ESG2, 20%. Forty per cent of both ESG1 and ESG2 night shift students are girls (63% in Maputo City; 20% in Niassa Province).[9]

Improving the participation of women in teaching and management. The lack of women teachers and other role models is one of the main factors related to girls' low school attendance. Statistics show that

- *By the third year of EP1, girls may constitute less than 16% of enrolment.*
- *Beyond the fifth primary year, there is a rapid decrease in girls' attendance.*
- *Women teachers are few in Nampula (11.9%), Zambezia (11.5%), and Sofala (15.5%) (1996 figures).*
- *Some districts do not have a single female teacher.*
- *Among teacher trainers, the proportion of women falls to 5.2% (Nampula) and 10% (Sofala).*
- *About 29% of UP graduates in 1996 were women.*
- *Only 6% of staff in the eleven provincial education ministries are women; at national level, the proportion is 34.5%, while among managers the proportion is 23%.*

Attention to enrolment and performance of girls at school must be complemented by equal attention to the selection, promotion and training of women for management cadres in education.[10]

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[7] Table 1: *Indicators of quality, ESG1 and ESG2, Mozambique*; Table 3: *Selected indicators, ESG1 public schools, 1998, Mozambique.*
[8] See also Tables 1 and 3.
[9] Source: [9] UNESCO (1998). *Review of Secondary Education in Mozambique: Perspectives for Sub-sector Strategic Plan.* Report prepared for the African Development Bank. Maputo: UNESCO. See Tables 1 and 3.
[10] UNESCO (1998). *Review of Secondary Education in Mozambique: Perspectives for Sub-sector Strategic Plan.* Report prepared for the African Development Bank. Maputo: UNESCO, p 21.

Too many schools are not safe places for girls. Hostels are not safe, walking to school each day is not safe. Teachers are not always guardians of children. Teachers are responsible for harassment of both children and other teachers. There is little incentive for parents to send children to school, especially if the opportunity cost is high, as it is in rural areas where children are needed to draw water, weed crops and herd livestock.

MINED is responsible for the safety of children in school, and for the protection of their human rights. Better hostels and latrines will create safe learning environments for girls, and MINED might consider establishment of single sex classes or schools to encourage girls to enrol, remain in, and complete secondary school. Increasing numbers of women teachers and officials will not only provide role models for young girls, but will also give the interests of girls and women in education a voice in decision-making. The discipline of teachers responsible for abuse of women or children must be rigorous and predictable. Levels of poverty and orphaning in Mozambique require that bolsas be extended to more and more girls each year.

It is time for MINED to implement its gender policy, and extend it to secondary schools.

(6) **Correcting inequities wherever they exist in the system** will have significant positive benefits for economic, social and individual advancement. Historical disadvantage – whether of provinces, or of people – must be rectified by means of the secondary development strategy. Provision of places at school must be supplemented by programmes of alternative learning so that disadvantaged children and adults have a chance to learn.

(7) **Building new schools in an unreformed system will not produce sufficient secondary graduates.** The World Bank estimates that if the current rates of dropout and repetition continue, (and without HIV factored in), there will be 2,713 graduates, and 205 new teachers with ESG1, and 2,021 graduates and 20 new teachers with ESG2; with a 50% reduction in wastage, corresponding figures (before HIV) will be 13,421 and 760 with ESG1, and 2,586 and 88 with ESG2[11]. The World Bank's appraisal mission (June-July 1998) concluded that 'an action plan for increasing the internal efficiency of the education system will be a condition of [further] negotiations' for sector support.[12] Negotiations are under way with The World Bank for construction or refurbishment of five secondary schools and four others are to be built with AfDB support.

(8) **Improving internal efficiency** in existing facilities should have a dramatic influence on the number of quality of secondary graduates. High dropout, pushout, repetition and failure rates in secondary schools are an indictment of the system, not of the children or their teachers. These disparities are evident in Table 3: *Selected indicators, ESG1 public schools, 1998, Mozambique*. The most effective way of expanding post-primary provision is to reduce this wastage within the context of curriculum reform, examination and assessment review, the selection of students and siting of schools. At least 40% more places could be made available in the present system if there were no repetition[13].

Enhancing the internal efficiency of the system is likely to be the only way MINED will achieve its secondary sector objectives, because of shortages of qualified candidates for teaching and teacher training, and high teacher attrition rates anticipated as a result of HIV/AIDS deaths on one

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[11] The World Bank (January 1999), p 13 of Annex 4.
[12] UNESCO (1998). *Review of Secondary Education in Mozambique: Perspectives for Sub-sector Strategic Plan*. Report prepared for the African Development Bank. Maputo: UNESCO, p 8.
[13] See also The World Bank (January 1999), *Project Appraisal Document on a Proposed Credit…for an Education Sector Strategic Program* (sic) *(ESSP),* p 4 of Annex 14. Ten per cent reduction in dropouts and repetition would lead to an increase in graduates of 28% at ESG1 and 14.4& at ESG2; a 50% reduction would produce increases of 100.2% and 28.4% at each level.

hand, and transfers to better employment in other sectors which will open up as the economy grows.

Reduce wastage. High dropout, pushout, repetition and failure rates (Table 1: *Indicators of quality, ESG1 and ESG2, Mozambique*) are an indictment of the system, not of the children or their teachers. UNESCO's 1998 review of the sector proposed that steps be taken, within the context of curriculum reform, examination and assessment review, the selection of students and siting of schools, to improve system efficiency and create more places for children. It suggested that up to 40% more place could be made available with greater efficiency, and recommended that possibilities for automatic promotion and continuous assessment be considered within the context of a comprehensive plan to tackle wastage rates[14].

MINED needs a survey of current regulations on repetition and the application of those regulations, guidelines on their application, rigorous application of regulations; complementary review of the causes of repetition (lack of alternative opportunities to complete, poor quality of teaching and learning environment, high pass requirements; current (arbitrary?) policy on what constitutes a pass, and must take appropriate action where possible.

If nothing is done now to rationalise the progress of children through the secondary system, the situation can only become worse when the very much larger cohort of children who are benefiting from expanded primary schooling enter secondary school. (Roy) ***XXXX children are expected to be ready for ESG1 entrance by ***YYYY. Their numbers are not only greater, but they will present a far greater challenge to teachers and schools in terms of the complexity of their educational needs (see below).

Improve pass, progression and transition rates. Mozambique's secondary school curriculum is overloaded and needs to be streamlined. Trying to teach so many subjects means teachers are used inefficiently (especially with regard to contact hours in smaller schools), resources cannot be mobilised for high-priority practical subjects and science, books and materials are unavailable for many secondary school courses, and education support systems are stretched beyond the limit as far as course content is concerned.

Curriculum reform will provide an opportunity to strengthen preservice, initial and inservice teacher development and support programmes, improve teaching books, materials and equipment, and thus teacher performance and morale. Improving the classroom environment should have a positive influence on pass, progression and transition rates. Curriculum reform will need to be accompanied by examination and assessment reform, teacher upgrading, and improved classroom pedagogy. MINED needs to confirm its commitment to complete secondary curriculum reform within the next two years, including development and distribution of learning and teaching materials to all schools, and appropriate pedagogical support for teachers working with new syllabi.

(9) **Rehabilitating current school facilities** will underpin faster progression of larger secondary cohorts. Secondary schools must be humane, safe and stimulating places for children and their teachers. Many secondary schools in Mozambique are degraded because of their age, lack of maintenance, overuse, and poor facilities management. Hostels in particular are for the most part

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[14] One country in the Commonwealth/SADC region has recently set a new admission policy which, inter alia, 'permits a learner to repeat a grade for educational or other sound reasons. But any learner will be permitted to repeat a year only once in each phase of the school cycle'. This decision was taken to curb the problem of serial repeaters on the grounds that little of educational value if gained by such practices; that they result in large numbers of young adults in schools who ought not to be learning any longer in a school environment; that they result in a significant lowering of the matriculation pass rate, since few repeaters succeed; and that repetition is a huge waste of funds which the country cannot afford, and which must be put to more productive use.

unfit – in terms of security, safety, health, sanitation and nutrition – for students. Young women are particularly at risk in hostel environments in the day of HIV/AIDS. Repairing schools and ensuring each has (1) basic minimum teaching, administrative, sanitation and sports facilities, (2) clean water, (3) safe and secure hostels where appropriate, (4) a sustainable maintenance plan, and (5) consumables and equipment, will ensure a foundation for increasing internal efficiency and the number of students who complete successfully.

(10)   Creating **larger secondary school complexes** with hostels has many advantages: they can be located in areas of higher population density which are more attractive to graduate teachers; they can gather together a critical mass of teaching and learning resources; they are more viable and cost-effective. But they are difficult to manage, they take children away from their communities, and they put young girls and boys into hostels which are dangerous and unhealthy places. There are strong arguments keeping younger children in **smaller secondary schools closer to home:** they are safer, easier to manage, and more closely integrated with local conditions and needs. There are disadvantages with this option too: small schools are less cost-effective in terms of the use of resources and teachers, create problems for recruiting teachers, particularly for maths, science and practical subject teaching, present local construction difficulties, and aggravate the problem of teachers' housing.

(11)   Consultation with provincial officials suggest they have a preference that **ESG1 schools should be small and local, and that ESG2 schools should be larger centres of excellence in urban areas** which can, under the right circumstances, guarantee science, maths and technical programmes, and where older students are better able to make choices about how to sustain themselves in hostels. The World Bank's appraisal 1999 report sets out provisional costing for smaller secondary schools at ESG1 and 2 levels (600 students) and boarding facilities.[15] Construction specifications and costs are now being revised by GEPE.

(12)   The issue of **providing safe and secure hostels** for secondary school students is perhaps the single most difficult issue related to expanding access to school. Children – especially girls – are at high risk in hostels, as current HIV prevalence rates suggest from other parts of the region. This is particularly true where over-age boys continue to repeat in very large numbers (Table 4: *Age of students enrolled in ESG1 and ESG2, 2000, Mozambique*). ***Table on disk with Roy (See also footnote *** [one Commonwealth country in the SADC region etc]).

MINED's HIV impact assessment will provide information on which to base further studies of cultural practice related to the spread of HIV particularly among children in and out-of-school. MINED requires a careful analysis of the financial, social, health and management issues related to boarding provision. This will need to take account of the outcomes of the school mapping exercise in order to determine where hostels are required. In many areas, population density may be high enough for day secondary schools to be built only. It should also make recommendations about possibilities for contracting out boarding provision: to private entrepreneurs, NGOs and faith-based organisations.[16]

(13)   Government anticipates that **nongovernment private and community schools will provide conventional instruction for a greater proportion of post-primary learners** – perhaps as high as 25% of all places. There are three kinds of nongovernment providers:

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[15] The World Bank (January 1999), Annex 13, Attachment 1, p 2.
[16] The World Food Programme is a potential partner in this exercise. See also Ministry of Basic Education and Culture [1998], *Government Policy and the Importance of Hostels in the Basic Education System*, Windhoek: MBEC.

- *community not-for-profit schools*, to which government may make a contribution by paying some of the teachers; initiatives at provincial or district level; apply to DPE and inspectorate for registration and payment of teachers salaries; decisions made by Coordinating Council/Minister/senior officials
- *private not-for-profit schools*, which may be established by NGOs or faith-based organisations, and which may serve special interest groups (government ministries for example, or koranic schools); some may apply for community not-for-profit status
- *commercial for-profit schools*, to which government provides no subsidy apply for registration through inspectorate

IFC intends to expand support for private education in Mozambique. Provincial administrations, community and NGO groups, and faith-based organisations have already demonstrated their intention to create substantial numbers of additional school places: the growth of the sector is already higher than was anticipated at the start of the ESSP period.

There is no authoritative data about the pattern of current nongovernment provision, although the establishment of a new department of community involvement in education by MINED should improve information collection, and help formulate policy and guidelines for practice on
- the complementary roles of public and private sector providers;
- the balance and interaction between them;
- whether or not physical rehabilitation can attract subsidies in the case of selected schools which are central to provincial provision (as for schools run by the Catholic education secretariat in Niassa); and
- quality assurance and monitoring, validation of courses and qualifications.

Monitoring quality will be a difficult task. Further, it is possible that private, fee-paying, commercial schools will draw well-qualified teachers away from the public system because they offer better salaries and conditions of service. Government will have to accept the cost of training teachers who will work for commercial private schools, as well as the cost of losing its best graduates.

(14)   Formal school provision will need to be complemented by **out-of-school opportunities** – at night school, by distance and open learning, or peer group work (Table 2: *Summary of enrolments in ESG1 and ESG2*). Such alternative provision might be initiated by the Ministry of Education, but is more likely to be offered by alternative commercial, NGO or community-based providers. MINED's new department responsible for distance learning will provide information (quality and costs, coverage and type of programmes, actual and potential client groups) on which to base further strategic thinking about how to integrate distance learning into the formal secondary syllabus, and how to create parallel out-of-school learning opportunities.

(15)   **The complexity of new secondary cohorts** will increase as more children enter secondary school, and provide teachers with new challenges. The new cohort will include children who have learning, emotional and physical difficulties, have been traumatised by HIV or war, or are underprepared for the secondary curriculum. More will be girls, and they will have new requirements and expectations to be met. Many others will want to learn out-of-school, at night, on weekends, and their learning needs may not be predictable. The system will need to develop greater flexibility to meet those needs.

(16)   There is no easy answer to **finding more and better qualified teachers**. Current training programmes are insufficient to generate enough qualified teachers for existing schools. Increasing

the number of qualified teachers could require abandoning the present five-year preservice training programme and introducing a shortened preservice/initial course which focuses on teaching skills for the classroom supplemented by inservice support.

Salaries, the decrepit nature of much teachers' housing, the conditions under which teachers and their families live and work, and educators' perception that they are too often excluded from decision-making diminishes their sense of professionalism. Many teachers, and teachers-in-training, quit. Many will be tempted to find jobs outside education as employment opportunities open elsewhere, in Mozambique or in the region, which offer better conditions of service.

Several possibilities exist for stabilising the situation including localising recruitment, appointment and professional upgrading; strengthening local pedagogical support services for schools; creating opportunities and incentives for teachers to be responsible for their own professional upgrading; increasing the number of female teachers and officials in the education service. ODL might provide support for maths, science and practical subject teachers.

HIV/AIDS will decimate the teaching service: many teachers will be ill or dying, or caring for family members who are infected. Many will suffer from the trauma caused by HIV among students and colleagues, and will lack funds, time or inclination to improve their qualifications and performance. While it will be difficult simply to keep numbers up, it will often be the most experienced teachers who leave or die. The loss of science and maths specialists will be particularly hard. Localisation of appointments and in-service on-site modular qualification programmes, along with improved district/provincial pedagogical support systems, will limit teacher travel, keep families together, and provide flexible ways of increasing teacher supply.

(17)   **Teacher management and support** is significantly inhibits secondary development. Morale is low, and performance suffers. Teachers, as professionals, work in intolerable conditions, and are poorly paid. They are excluded from making choices about their profession, about their careers, and about their environment. There are too few women in the teaching service, and in management and administrative positions. At the same time, it is clear that teachers are being used inefficiently, and could be more productive if conditions were improved. They are required to teach too few hours per week, individually offer too few subjects, and are too often absent from the classroom. Improving conditions, productivity, the management of the service, and local pedagogical support is essential now in order to achieve secondary targets, and to offset the losses incurred as a result of AIDS-related morbidity and mortality.

(18)   **Improving management capacity and leadership in schools** is a high priority among educators. Initial workshops to train school heads have been held, but they need to have regular, systematic access to management skills training, preferably within the district. The current training-of-trainers strategy is not likely to work. Work is underway, led by COL and MINED to develop strategies for improving the management capacity of school heads who will be responsible for more decentralised decision-making and financial management, adequate maintenance of buildings and equipment, leadership of education personnel, consultation with community and business leaders, and monitoring the quality of school development and performance.

SUMMARY

The impact of HIV/AIDS on education is anticipated but it is not yet clear how it must be factored into planning in the sector, what regional and other disparities will emerge, and what can be done to mitigate its consequences for the sector, for teachers and children. What is certain is that

it will constrain expansion in the sector which depends on training and appointing more teachers at secondary level.

If rapid expansion of quality secondary education is to take place, rehabilitating existing secondary schools must be given highest priority. There are approximately 105 ESG1 and 2 schools, and almost 100 nongovernment schools, many of which are dilapidated, inadequate and often dangerous places for children and teachers.

Rehabilitation accompanied by improved system efficiency should make possible an expansion of secondary provision by at least 40%. The elements of internal efficiency that must be addressed are well known:

- cutting wastage of human and financial resources by reducing repetition, dropout, pushout and non-completion rates, and improving progression, transition and completion rates
- reforming the curriculum which is overloaded, outdated, irrelevant and impossible to teach
- reforming the examination and assessment system which pushes far too many children out of the system on the basis of an arbitrary 'pass-fail' mechanism
- providing adequate teaching and learning materials, including equipment for science and practical subjects
- upgrading teacher qualifications, competencies with regard to both subject content and teaching methods, using systematic local or distance learning strategies
- improving teacher morale and performance by improving the conditions in which they work in return for commitment on their part to higher contact hours, and improved efficiency
- improving management of both teachers and the system, at both schools and system levels.

Expansion of private and community provision is already underway, in advance of MINED's projections. Bottom-up development in the centre may or may not be welcome, but it is clearly a response to public demand and impatience. MINED will need to harness and promote local initiatives, and avoid regulating and controlling them out of existence.

Formal school provision needs to be complemented by alternative provision – in night schools, through distance and open learning, peer-group, tutoring and self-study – which will make it possible for individuals to improve their knowledge and qualifications when and where they wish, in a demand-driven secondary sub-sector.

While rehabilitation and reform is taking place, and the impact of HIV/AIDS is being assessed, planning for new capital facilities can proceed. New facilities should address existing inequities – geographical, social and economic, gender and religious – and provide appropriate opportunities for those who have special learning, emotional or physical needs.

PART FOUR   PRACTICAL GOALS

SPECIFIC ACCESS TARGETS (2001-2005)
(refer to 2000 Report and 12 performance indicators in Report of the Annual Review)

The Education Sector Strategic Plan (1998) proposes that

- secondary education provision be doubled within five years;
- access for the disadvantaged, especially girls, be improved;
- twenty-five new ESG1 schools be built in districts where there are none;

- private and community initiatives be encouraged;
- internal efficiency of existing schools be improved (reduced repetition rates and increased completion and progression rates, streamlined curriculum, improved materials, labs and other facilities, better qualified teachers, more local inservice upgrading of educators, and re-form of the assessment and examinations system, combined with ODL techniques).

Government's 'Programa quinquenal do governo para 2000-2004' of April 2000, proposed an increase of enrolments in ESG1 to 100,000 from about 70,000 in 2000, building 250 classrooms, mobilising 900 secondary school teachers, doubling the number of graduates to 10,000, reducing geographic disparities, guaranteeing teaching and learning materials for ESG1 schools, and in-creasing the use of distance learning modalities.

> What is the optimum progression rate from primary to secondary: what proportion of all children who complete the primary school cycle (with either 'pass' or 'fail' certificates) should find places in ESG1, what criteria will be applied for determining the optimum feasible progression rates now, and in future, what consideration is being given to reviewing and amending current examination and current selection procedures to ESG1 and ESG2? Who decides?

Potential indicators of the quality of secondary sector provision

- eliminating existing enrolment and progression disparities between provinces by …
- increasing the percentage of those who complete EP2 successfully from …% to …% by 2???
- increasing the percentage of those who are admitted to ESG1 from … to … by …
- increasing the percentage of those who complete ESG1 successfully from … to … by …
- increasing the percentage of those who are admitted to ESG2 from … to … by …
- decreasing the repetition rate in all provinces by 50% by …
- [other wastage factors]
- teacher:pupil ratios and other factors related to teaching service efficiency
- providing local and national opportunities for those who are out-of-school to continue their studies at post-primary level so that ***
- increasing the number of female teachers, particularly in the central and northern provinces to an initial minimum of …% of the teaching force/ or by 50% of current levels in each province by …
- increasing the number of female officials, to an initial minimum of …% of the education support service in each province/ or by 50% of current levels in each province by …
- increasing the percentage of girls in the 14-19 age group who are in school from … to … by …
- increasing the percentage of total places in ESG1 allocated to girls from … to … by …
- increasing the percentage of girls enrolled in ESG1 who complete successfully from … to … by …
- increasing the percentage of total places in ESG2 allocated to girls from … to … by …
- increasing the percentage of girls enrolled in ESG2 who complete successfully from … to … by …
- increasing opportunities for disabled and otherwise disadvantaged learners so that ***

Who will determine what these targets should be? How will these targets be influenced by the impact of HIV on the education service?

IMMEDIATE, SHORT-, MEDIUM- AND LONG-TERM OBJECTIVES

Phase 1 Immediate: Foundation (2001-2005)

Strategic Objective 1: consolidate the policy, management and resource base from which to launch secondary expansion.

Strategic Targets/Operational Outcomes
- MINED's structures, staff and systems at national and provincial levels operating more effectively in a decentralised environment;
- a preliminary policy and regulatory framework which guides and regulates post-primary expansion drafted and applied;
- consultative linkages in place between MINED and cooperating partners: UP and UEM; international development agencies; the private sector and faith-based and other NGO organisations; teacher organisations;
- initial resource commitments by international development cooperation partners identified, along with mechanisms for equitable allocation and rigorous financial control;
- a research and planning agenda agreed and funded;
- development and support programmes to improve the management proficiency in the system and in schools designed, funded and operational.

**Performance Indicators
**Priorities for Action

Phase 2 Immediate and Short-term: Rehabilitation of Existing Facilities and Identification of Possibilities for Expanding Provision (2001-2005)

Strategic Objective 1: establish criteria for defining the optimum size of the secondary sector in terms of formal places, student enrolments and teacher numbers.

Strategic Targets/Operational Outcomes
- optimum size of the secondary sector agreed;
- enrolment projections agreed;
- analysis of HIV/AIDS impact assessment complete and priorities for action established;
- teacher requirements agreed, taking account of curricular reform, the impact of HIV/AIDS, etc.
- appropriate size of private formal schooling provision agreed, as a proportion of total formal schooling provision.

**Performance Indicators
**Priorities for Action

Strategic Objective 2: begin to improve the efficiency of existing public teaching/learning programmes (double shifts; night classes; better use of teacher skills; reduction of student wastage – failure, dropout, 'pushout', and repetition).

Strategic Targets/Operational Outcomes
- existing regulations and guidelines on educator performance and conduct, teacher:student ratios, enrolment and repetition rates, and use of facilities, identified, amended as required, and consistently applied;
- MINED's gender policy being implemented at secondary level;

- a management committee established at each secondary school;
- management functions, including financial management, substantially and systematically devolved to secondary schools (heads, staff and management committee) ;
- regular/systematic training for school managers designed and established (preservice, prese-lection, induction and inservice);
- regular/systematic training for system managers (national and provincial) designed and established.

**Performance Indicators
**Priorities for Action

Strategic Objective 3: begin to upgrade physical facilities and the teaching/learning environment at existing public secondary schools to a basic acceptable minimum (including hostel provision, and facilities for the disabled).

Strategic Targets/Operational Outcomes
- school mapping exercise completed (primary and secondary)
- maintenance plan for secondary schools devised and agreed
- minimum physical components and standards for ESG1, ESG2 and ETP secondary schools agreed
- mechanism for ensuring compliance by public and other providers in place
- procurement and construction procedures agreed: (1) goods and materials; (2) water and sanitation; (3) physical facilities
- upgrading existing school institutions to an agreed operational minimum begun, at the rate of …% of schools beginning in 2???

**Performance Indicators
**Priorities for Action

Strategic Objective 4: begin to harness the potential of non-government providers for expansion of school places.

Strategic Targets/Operational Outcomes
- incentives to encourage private investment identified and in place;
- community cost-sharing regulations drawn up and in place;
- regulations and guidelines for registering, operating and monitoring public and private (commercial, not-for-profit, and community) secondary programmes drafted and agreed.

**Performance Indicators
**Priorities for Action

Strategic Objective 5: begin to elaborate possibilities for creating alternative out-of-school learning opportunities.

Strategic Targets/Operational Outcomes
- analysis of IAP programme and costs complete;
- review of MINED/agency proposals and costs complete;
- audit of needs, resources, costs and potential providers complete;
- proposals for providing integrated and parallel ODL courses designed and costed.

Strategic Objective 6: identify the principal features of the national secondary expansion programme.

Strategic Targets/Operational Outcomes
- a policy and regulatory framework and a programme for expanding post-primary learning opportunities fully elaborated and operational;
- responsibility for implementing the post-primary expansion programme delegated to appropriate authorities.

**Performance Indicators
**Priorities for Action

Strategic Objective 7: draft a financing/investment plan for secondary expansion.

Strategic Targets/Operational Outcomes
- national and international funding sources identified;
- funding mechanisms agreed and in place;
- community cost-sharing policy drawn up and in place including full fees for boarding accommodation, cost-recovery for textbooks and instructional materials;
- financial allocations to correct existing disparities among provinces reflected in annual budgets;
- annual audited accounts submitted by all secondary schools to each school management committee and DPE.

**Performance Indicators
**Priorities for Action

Phase 3 Medium-term: Improvement and Expansion of Facilities and Provision (2005-2010)

Strategic Objective 1: expand provision within the agreed policy framework in order to achieve an equitable distribution among provinces and potential clients, using a combination of formal and out-of-school modes.

Strategic Targets/Operational Outcomes
- internal efficiency of schools efficiently monitored and regulated;
- upgrading and expansion of classroom facilities to agreed levels continuing;
- nongovernment provision operating to agreed standards for ….% of total school places;
- ODL and other alternative forms of learning fully integrated into the sector.

**Performance Indicators
**Priorities for Action

Phase 4 Long-term: Reform and Transformation 2010-20??

Strategic Objective 1: sustain public and nongovernmental secondary provision of quality, and to continue its expansion concomitant with demographic and economic growth.

Strategic Objective 2: maintain public secondary school physical facilities at (at least) the agreed basic minimum level.

Strategic Objective 3: provide a wide range of out-of-school post-primary learning opportunities.

PART FIVE	RESOURCE IMPLICATIONS

IMPLICATIONS FOR HUMAN RESOURCE DEVELOPMENT/CAPACITY BUILDING

[Capacity building programme: logframe, costings and workplans]

RESOURCE IMPLICATIONS, MOBILISATION AND ALLOCATION

- improved educator qualifications means more money on salaries and less on other service, maintenance and development costs
- expanded infrastructure means expanded recurrent costs for maintenance, servicing, furbishing

- resources: (1) the international community will have to commit resources long-term; (2) the state's tax base will decline, as will family contributions to education, as HIV takes hold; (3) choices may need to be made as between primary, secondary and tertiary provision which will compete for resources

- salary subsidies

- analysis of existing resources
- analysis of potential resources
- mobilisation and control of resources
- financial planning
- international community commitments
- strategies for financing improved access:

[Investment Programme: logframes and overall budget]

Draft
18 October, 2002

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