

No. 4

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THE GENERAL EDUCATION SECTOR IN MOZAMBIQUE

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LIST OF ABBREVIATIONS AND ACRONYMS

ADB	: African Development Bank
CEGRAF	: State Printing Company
CFPP	: Primary Teacher Training Centre
CFR	: Training and Resource Centre
DANIDA	: Danish International Development Agency
DINAME	: School Material National Directorate
ESG	: Secondary General Education
EP1	: Primary Education 1
EP2	: Primary Education 2
EPU	: Pre-University Education
FINNIDA	: Finnish International Development Agency
FRELIMO	: Mozambique Liberation Front (ruling party)
IMP	: Intermediate Pedagogical Institute
INDE	: National Institute for Education Development
ISP	: Higher Pedagogical Institute
ISRI	: Higher Institute for International Relations
MINED	: Ministry of Education
Mt	: Metical (Pl. Meticais) - Mozambique currency
NGO	: Non-Government Organization
PRE	: Structural Adjustment Programme
RENAMO	: Mozambique National Resistance (opposition party)
SIDA	: Swedish International Development Agency
SNE	: National Education System
UNDP	: United Nations Development Fund
UNICEF	: United Nations Children's Fund
WB	: World Bank
WFP	: World Food Programme
ZIP	: Zone of Pedagogical Influence

1. AN HISTORICAL OVERVIEW

1.1. The colonial period

During the colonial period, the educational system in Mozambique was divided into two different types: "basic education for the natives" and "general education" for the Portuguese settlers and the "assimilados"¹. The latter followed the syllabus established in Portugal and imposed to all its colonies, was imparted in State or private schools in the main urban centres and covered a tiny minority of children. The education for the "natives" was aimed to provide Mozambicans with basic knowledge (Portuguese language, Arithmetics, Portuguese History and Geography, Physic and Moral Education) and was mainly imparted by the Catholic Church through the Missions' Schools in the rural areas. Its main objective was "to civilise the natives of the colony, spreading among them the Portuguese language and customs, to gradually lead them from a wild life to a civilised one, making them more useful to the society"². Besides the four years of basic education, few Mozambicans had access to the vocational training (carpentry, building, tailoring etc.) and training for "native teachers" attached to "basic education" schools in rural areas.

In the decade 1951 - 1961 the "basic education" system developed considerably: the number of schools increased from less than 1,000 to nearly 3,000, the school population reached 400,000 pupils and the number of teachers increased from 1,100 to 3,300. This trend continued over the following decade, under the pressure of the first African independences and a new international environment more favorable to recognise equal human rights. However, it can be said that the education system all over the colonial period in Mozambique has been highly discriminatory, heavily influenced by the Catholic Church, with a very limited access due to the fact that there were few schools and the best ones were based in urban areas, out of the reach of the majority of the Mozambican population.

1.2. The Independence

At Independence in 1975, the State took over the major part of the economy and of the social services. Attempts were made to reorganize civil society through mobilization, nation building, elimination of inequality and poverty and economic growth. Immense investments in terms of financial and human resources were made in the creation of a nation-wide network for primary education and primary health.

¹ "Assimilados" were considered those Mozambicans who had an employment, who could speak, read and write Portuguese, who in general were supposed to have assimilated the cultural values of the colonizers.

² M. Gólias *"Sistema de Ensino em Moçambique: Passado e Presente"*, 1993

As far as the education was concerned, the new independent Mozambique inherited a nation where around the 95% of the population was illiterate, the school network was insufficient and imbalanced between rural and urban areas, the small number of teachers was poorly trained, there was no experience and expertise in education management and administration. In 1975, just after independence, the Mozambican Government decided to nationalize the education, with the aim to expand the primary education sector, to deeply reform the curriculum, to organize intensive literacy programmes both for adults and children who had been left out of the general system, to train teachers and administrative staff in order to cope with the new dimension of the educational network. During the first years of independence, the enrollments in primary education increased rapidly: they passed from 672,000 in 1975 to little less than 1.5 millions in 1979, as illiteracy dropped to nearly 75% thanks to extensive literacy campaigns. Schools "mushroomed" country-wide, many of them having only 2 or 3 years of schooling (incomplete schools), or no physical infrastructures at all (under-the-tree schools), or with very few pupils per school (in 1975, the average was of 128 pupils/school). From 1979, the Ministry of Education (MINED) started developing efforts to plan, rule and control the educational system: incomplete schools were aggregated to other schools with a complete primary cycle, the number of pupils per school gradually increased, curriculum reforms were undertaken in order to reduce the drop-out and the repetition rate. Notwithstanding all the efforts developed, at the beginning of the 1980s, Mozambique was still far from having a satisfactory rate of school age group children with access to education.

1.3. The war

Insurgent activities backed up by South Africa started at the end of the 1970s and within few years schools, hospitals and roads had been attacked and destroyed in many places all over the country. As RENAMO³ strengthened its organization and gained popular support in some regions of the country, the civil war started ravaging the rural areas of the entire country: by the middle of the 1980s, the number of refugees in neighbouring countries (Malawi, Zimbabwe, Zambia, Tanzania, South Africa and Swaziland) were more than 1.5 millions and the internally displaced people within Mozambique was estimated between 3 and 4 millions. Moreover, the country also suffered from periods of natural disasters (droughts and floods) during the 1970s and the 1980s.

The economic growth was replaced by a general decline of the productive activities and any development plan was disrupted by the mere preoccupation of survival. It has been estimated that more than 1 million people died because of the direct or indirect effects of the war. As far as the education is concerned, general statistics and reports show that there has been a massive destructive action:

³ RENAMO, Resistência Nacional Moçambicana (Mozambican National Resistance) was created in 1976 by FRELIMO dissidents and Portuguese settlers who had left the country and it was backed by the Rhodesian regime up to 1980. When Rhodesia became independent Zimbabwe, the support was provided by the apartheid regime of South Africa.

- out of the 5,886 primary schools which were in function at the beginning of the 1980s, 3,402 (nearly the 60%) have been either destroyed or abandoned;
- out of the 176 secondary schools which were functioning in 1983, 32 were destroyed or abandoned and 13,300 pupils and 561 teachers affected;
- 44 boarding schools were destroyed, leaving nearly 7,000 pupils with no education facilities;
- out of 17 Primary Teacher Training Centres, 3 have been destroyed and the remaining left in extremely poor conditions;
- 200,000 children aged from 6 to 11 years had been living for many years in refugee camps in neighbouring countries;
- thousands of children have been killed, abducted and displaced far from their families, or have lost their mother and father during war actions, suffering serious and long-lasting trauma;
- in the last years of war, less than 40% of children have had access to education.

Besides the severe consequences of the war, it has to be taken into consideration that, since mid-1980s, Mozambique has adopted a Structural Adjustment Programme (PRE) as a condition to be admitted as a member of the International Monetary Fund. The programme was aimed at the establishment of a market economy through the privatisation of many parastatals, the reduction of the public sector, the stimulation of the export, the deregulation on price control and, more in general, the liberalisation of the economy. Within the measures taken, public investments and current expenses into the social services (health and education) had to be drastically reduced, and therefore this new policy summed its consequences to the consequences of war.

As far as the education sector is concerned, another factor has affected the school network country-wide: as a consequence of the political changes stated during the 5th Congress of the ruling FRELIMO Party in 1989⁴, the physical infrastructures of the schools which were nationalised at the time of Independence, have been gradually given back to the previous owners, the main of which was the Catholic Church.

1. THE NATIONAL EDUCATION SYSTEM (SNE)

Since 1983, the SNE has been organised at four levels - primary, secondary, intermediate and higher - into the following five subsystems:

- **General Education**, covering lower (EP1, Grades 1 - 5) and upper (EP2, Grades 6 - 7) primary education, general secondary education (ESG, Grades 8 - 10), and pre-university education (EPU, Grades 11 - 12);
- **Adult education**, intended to promote the literacy of those over 15 years of age and

⁴The main of which was the abandon of Marxism-Leninism as the grounding ideology of the Party.

permit their entry into technical and vocational education, higher education and teacher training;

- **Technical and Vocational Education**, comprising basic (corresponding to Grades 8 - 10) and intermediate (Grades 11 - 12) education;
- **Teacher Training**, at intermediate and higher (post grade 12) levels;
- **Higher Education**, which currently includes the University, the Higher Pedagogical Institute (ISP) and the Higher Institute of International Relations (ISRI).

The SNE has been gradually introduced, in terms of curriculum, textbooks and other teaching materials, at the pace of one grade per year. At the end of 1989 the EP1 level was concluded, as the EP2 level was established in 1994. The SNE is conceived in such a way that the different levels are integrated to each other, so that it is possible to reach higher education both from the General Education subsystem or from the other ones.

The Law which established the SNE (Lei n. 4/83) was deeply permeated by the socialist ideology: the education shall be governed by the principles, objectives, rules and programmes defined by the ruling FRELIMO Party, by the central organs of the State and by MINED aimed at the creation of the Mozambican socialist personality. According to the law, education is compulsory and free of charge for the first seven years of primary education, and it is aimed to provide pupils with a basic knowledge in the areas of language communication, mathematics, natural and social sciences, as well as in the political-ideological, cultural and physical education areas. As far as the organization of the system is concerned, this is highly centralised and the directives established at the national level have to be followed country-wide: the school year starts on the 16 of February and finishes on the 30 November; it is divided into two periods of 19 and 18 weeks respectively, with an interval of one week; every lesson lasts 45 minutes and is followed by an interval of 5 - 10 minutes; every Grade has different sections with 50 pupils each; all primary schools have to establish two "shifts"⁵; the planning and direction of the educational process are based in the syllabi, programmes, rules and methodological orientations approved at the central level: these have to be compulsorily followed country-wide.

⁵ The first shift normally starts at h.7.30 and finishes between h.11 and h.12. The second shift starts at h.13.30 and finishes 4 hours late. In many cases schools are obliged to established a third shift in order to accommodate all the pupils who want to have access. In this case, the starting time is anticipated and every shift lasts slightly less than stipulated.

3. PRIMARY EDUCATION

Primary education is preceded by pre-school education. This is optional and involves children from 2 up to 6 years of age. It is normally established in urban areas⁶ and it is run by State or private organizations.

The bulk of primary schools are Government schools; notwithstanding private schools are now allowed in Mozambique, their impact in primary education is still very low: in 1994 there were only 62 EP1 and 32 EP2 private schools, with a total number of around 20,000 pupils, the majority of them in cities and urban areas. Within this category also some "Community Schools" are comprised; however, due to their specificity, they will be treated in a separate chapter.

3.1. The first level of Primary Education (EP1)

The first 5 years of school should "equip" pupils with the ability to use basic means of knowledge: to speak, read, write and *think* in Portuguese; to calculate according to the decimal system and be able to use mathematic applications required in the daily life; to observe and understand the main natural phenomena; to know basic elements of the Mozambican History and Geography; to apply basic techniques of agricultural and industrial work.

Portuguese is the official language of Mozambique, and therefore of the Mozambican schooling, despite the fact that only 2% of the population has Portuguese as the mother-tongue and only 25% speaks it as a second language. The vernacular languages (nine main languages⁷ and an uncertain number of sub-languages or dialects) spoken in Mozambique all belong to the Bantu language group. The fact that the medium of instruction is not the mother-tongue of the vast majority of pupils bring some constraints in their school performances. However, this choice has been dictated by practical considerations related to the linguistic diversity of the country: it would have been quite difficult to develop textbooks and other means of instruction in all the vernacular languages; being Portuguese the language used for official internal and international communications, its knowledge can facilitate children progress and access to the qualified labour market. Anyway, the solution to adopt the former colonizer's language has been shared by the majority of the Sub-Saharan countries.

According to the last statistical data collection undertaken in March 1994 and published at the end of the same year (*Estatísticas da Educação, Levantamento Escolar, Dezembro 1994*) there are **3,765 EP1 public schools** with **22,544 teachers** and **1,301,833 pupils** (with an

⁶ Ministry of Social Welfare is developing efforts to establish "Escolinhas da Comunidade" (Community Pre-schools) in the rural areas. These are oriented to provide early childhood education and care also in the field of hygiene and nutrition.

⁷ These are: Makonde, Nyanja, Yao, Makuwa, Chuwabo, Sena, Shona, Xitswa and Shangana (the order reflects their spread North-Centre-South)

overall national ratio 1 teacher: 58 pupils) distributed by Province as follows:

Table No. 1. EP1 Schools, pupils and teachers by Provinces - Mozambique, 1994			
PROVINCE	No. SCHOOLS	No. PUPILS	No. TEACHERS
Cabo Delgado	543	92,162	2,134
Gaza	366	140,052	1,793
Inhambane	362	120,616	1,720
Manica	170	62,901	1,132
Maputo	148	102,843	1,284
Nampula	725	190,691	4,567
Niassa	270	54,769	1,190
Sofala	161	83,452	1,673
Tete	214	76,006	1,410
Zambezia	717	229,331	3,840
City of Maputo	89	149,010	1,801
TOTAL	3,765	1,301,833	22,544

The system is highly inefficient: more detailed statistics show that there a big difference between the number of pupils that are attending school at the beginning of the school year, at the end of the school year and the number of pupils approved to enter the following grade. This situation can be partly be explained by the general social situation during the war, when schools were destroyed and abandoned, making impossible for the pupils to finish the school year. Even at the present date, returning refugees and internally displaced people are not completely settled and this creates a certain instability in school attendance. Nevertheless, drop-outs and repetitions are a general problem for the Mozambican primary schools, especially in rural areas, the causes of which cannot only be attached to the consequence of the war. It has been calculated that **more than 25% of the pupils enrolled in primary education are repeaters**, that **35% fail at the end of the year**, and that **out of 1,000 pupils who enter Grade 1, only 50 complete Grade 5 within 5 years**. The consequences of drop-out and failure rates make the structure of Mozambican education like a pyramid with a very broad basis: numbers decline rapidly from the first year through to the final year, in spite of many efforts having been deployed to counteract the situation. This is particularly serious in a poor country like Mozambique, because the high rate of repetition means that many resources invested in the sector are wasted, as they do not produce the expected results.

Few years ago, INDE^b undertook a research (*O significado da Escola: Repetência e Desistência na Escola Primária Moçambicana*) aimed at understanding the causes of this phenomena. The results appointed a variety of factors:

- teachers are poorly trained, do not receive any in-service further training and are not equipped with appropriate manuals and reading materials;
- curricula and textbooks should be gradually revised in order to make them more adapted to the learning capacity of pupils;
- teaching methodology should be developed in a way that can encourage pupil's participation in the teaching/learning process;
- Portuguese is not an easy vehicle of instruction, as it is not spoken by the majority of pupils. Therefore, it would be necessary, especially in the first years of school, to use also vernacular languages to make explanations more understandable;
- as far as girls are concerned, their drop-outs dramatically increase after the first 3 years of school. This is mainly due to premature marriages and early involvement in family duties.

In general, the education system should be less abstract and more concretely linked to the reality of the daily life. Even though, financial constraints and the need to employ children's labour in agricultural activities or in other survival strategies in peri-urban areas, still represent the major causes of poor school performances and drop-outs.

3.2. The second level of Primary Education (EP2)

Before the reform of 1983 which introduced the SNE, primary school had a duration of 4 years, followed by 5 years of secondary school. The SNE instead, establishes two levels of primary school, for a total duration of 7 years. However, the EP2 level has a structure and methodology of instruction which is more similar to secondary education and in this way is conceived by the common sense of people. According to the law, the EP2 level shall be aimed to broaden pupils' knowledge so that they can fluently communicate and express themselves in Portuguese, use advanced Mathematics and Geometry and develop a scientific vision of the nature and the society. Furthermore, the last 2 years of primary education should develop sufficient knowledge, capacity and habits to enable pupils to enter Secondary Education, Basic Technical Education or the labour market. The subjects themselves do not differ very much from the EP1 level, but the school time has a duration of ten hours/week longer than EP1 and it is organized as follows:

^b Instituto Nacional de Desenvolvimento da Educação (National Institute for the Education Development) is the research branch of MINED. In the past, it had also been developing teaching materials and textbooks.

SUBJECT	HOURS IN GRADE 6	HOURS IN GRADE 7
Portuguese	6	5
Mathematics	5	5
Biology	3	4
Geography	3	3
History	3	3
Esthetic and Labour Ed.	4	4
Sport	2	2
TOTAL	26	26

According to the latest statistic available (1994), there are **188 EP2 schools**, with a total number of **116,648 pupils** and **3,397 teachers** (overall national ratio of 1 teacher: 34 pupils), divided as follows:

PROVINCE	N. of SCHOOLS	N. of PUPILS	N. of TEACHERS
Cabo Delgado	16	5,474	274
Gaza	20	11,555	355
Inhambane	18	12,911	226
Manica	13	7,067	198
Maputo	10	7,636	274
Nampula	42	11,060	506
Niassa	11	4,286	144
Sofala	10	10,478	294
Tete	8	6,955	191
Zambezia	23	14,808	347
Maputo City	17	24,418	588
TOTAL	188	116,648	3,397

Unlike it has been observed in the EP1 level, the enrollments in the EP2 have been increasing

on a regular basis⁹ until 1986, when the number of pupils reached 113,948. In 1987 there were no enrollments due to the fact that Grade 5 was introduced in EP1, but in the following years the trend has been resumed. However, the rate of enrollments in this level is extremely low, covering only the 16% of the school age group and the level of efficiency even worse than in EP1.

One of the main constraints is represented by the fact that every teacher only teaches one or two subjects, and therefore it is necessary to have at least 5 different teachers for every class and at least 10 classes for every school, in order to optimise the teacher's employment. As a consequence, EP2 schools have to be of such a dimension which prevents their establishment in rural areas of low population density.

4. SECONDARY EDUCATION

The number and quality of secondary education's graduates is seriously insufficient to meet Mozambique's need for high-level manpower. The gross enrollment (7% of the school age group) is only a fraction of the corresponding average enrollment ratios for the rest of Africa. The low output at this level of the education system is also apparent in the education profiles of public and private sector employees. According to a survey on top levels of the Civil Service carried out in 1990, nearly half of the Department Heads in Central Government had completed secondary education. The private sector has a similar situation: Ministry of Labour indicates that about 40% of staff in technical and management positions have less than Grade 9 education.

According to the Law which establishes the SNE, secondary education is aimed at two main objectives: to prepare the students to enter the following level of education (University or Technical Education sub-systems) and/or to the labour market.

As the Primary Education sector, also Secondary Education includes two levels: the General Secondary Education (Grades 8 - 10) and the Pre-University Education (Grades 11 - 12).

4.1. General Secondary Education (ESG)

During the 1980s, the ESG has been established in all the Provinces of the country and the number of enrollments has more than doubled, passing from **11,000** in 1981 to **24,000** in 1987. However, the sub-system has still very limited dimensions, as no new secondary schools have been opened, due to the fact that all the efforts have been concentrated on the Primary Education. The range of subjects taught at this level is quite broad and allows students to consolidate a "general culture" which constitutes the ground for further

⁹This is probably due to the fact that all the EP2 schools are based in cities and urban areas which have not been directly affected by the war.

specialisations:

SUBJECT	HRS/WEEK GR. 8	HRS/WEEK GR. 9	HR/WEEK GR. 10
Portuguese	5	5	5
English	3	3	3
Mathematics	5	5	5
Biology	3	3	3
Physics	3	3	3
History	2	2	2
Geography	2	2	2
Chemistry	3	3	3
Drawing	2	2	2
Sport	2	2	2
TOTAL	30	30	30

It has to be said that, in spite of the inadequate qualifications to enter the labour market which are provided by the ESG, an increasing number of students prefer to follow this sub-system instead of the Technical one, because of its poor level of training and its abstract approach. Therefore, the majority of ESG graduates who do not enter Higher Education, attends short-term training courses such as secretariat, languages, computer etc. provided by private institutions, before entering the labour market.

According to the last statistics (1994), there are only **44 ESG Government schools** in the country, with a total number of **30,381 students**, of which **39% are girls** and **1,420 teachers**, with an overall national ratio of 1 teacher: 21 pupils. The number of secondary schools and their distribution is far below the actual needs of the country. The majority of the enrollments (47%) and schools (36%) are concentrated in the Southern part of the country¹⁰ and the few existing in the North and in the Centre have a catchment area which goes for a ray of 200 - 300 Km.

PROVINCE	N. OF SCHOOLS	N. OF PUPILS	N. TEACHERS
Cabo Delgado	5	2,061	160
Gaza	5	2,257	110

¹⁰ Provinces of Gaza, Inhambane, Maputo and City of Maputo.

Province	Schools	Pupils	Teachers
Inhambane	4	2,710	75
Manica	4	1,959	113
Maputo	4	1,097	66
Nampula	6	3,697	212
Niassa	2	1,548	48
Sofala	4	2,653	131
Tete	4	2,033	99
Zambezia	3	2,184	131
City of Maputo	3	8,182	275
TOTAL	44	30,381	1,420

Besides the Government Schools, in the last few years, private schools¹¹ have also started operating. According to the 1994 statistics, private ESG schools were **13** all over the country, with a student population of **1,592**. However, according to a very recent (still unofficial) survey carried out in February 1995 by the Directorate of Secondary Education within MINED, ESG private schools have dramatically increased in the last year up to the number of **50**, distributed as follows:

Cabo Delgado	2
Gaza	1
Inhambane	2
Manica	2
Maputo	7
Nampula	5
Niassa	-
Sofala	5
Tete	2
Zambezia	3
City of Maputo	21

They are mainly "elite schools" for reach urban Mozambicans or expatriates living in the largest cities of the country. Except for the recently opened Anglican School of S. Cipriano in Maputo, which has 38 classrooms, private schools are normally of small size, ranging from 3 to maximum 12 classrooms, whereas Government schools have an average of 30

¹¹ The term "Private Schools" includes different categories of schools: those run by Churches, the night schools established within a private company in order to offer an opportunity to the employees, the "community schools" where premises are provided, and teacher salaries are paid by the community and finally the private schools as profit making institutions owned by private individuals or societies.

classrooms each. Out of 50, 31 are concentrated in the Southern part of the country, which represents an even higher rate in comparison with Government schools.

An increasing number of adults have been attending the higher levels of the Adult Education Sub-system, so that they presently represent a substantial part of the secondary education sector in the country: it has been calculated, in fact, that about 40% of all students at the secondary and pre-university levels are studying within the Sub-system of Adult Education. They normally attend evening classes in the same schools as the general education and by the same teachers.

4.2. Pre-University Education (EPU)

At the beginning of the 1980s, as a result of the massive enrollment of the first years of Independence, enrollments in EPU nearly doubled, passing from 872 students in 1981 to 1,580 in 1983. From then onwards, the increment has been much slower: 2,200 enrollments in 1985, 2,500 in 1988, about 3,500 in 1992.

Within the EPU level there are two areas of teaching: Arts and Sciences. The majority of students (56%) are attending the Sciences area which gives entry to Faculties of high preference, such as Medicine, Economy, Sciences etc.

According to the latest statistics (1994), in Mozambique there are 7 schools where the pre-university education is imparted, with a total number of 3,654 students and 153 teachers (overall national ratio 1 teacher: 24 students):

PROVINCE	SCHOOL	N. STUDENTS	N. TEACHERS
Gaza	EPU Xai-Xai	292	10
Manica	E.S. J. Marra	141	8
Nampula	E.S. 1 ^a de Maio	483	25
Sofala	Samora Machel	467	10
Tete	E.S. de Tete	187	11
Zambezia	25 de Setembro	218	15
City of Maputo	F. Manyanga	1,866	74
TOTAL		3,654	153

There are also 3 private EPU schools, two of them of a very small size (in Cabo Delgado with 8 students and in the City of Maputo with 29 students), and one of medium size in Inhambane with 133 students, for a total of 170 students. According to the information collected at the Directorate for Secondary Education in MINED, the Catholic Church intends

to establish an EPU school in the Northern Province of Niassa.

5. TEACHER TRAINING

The education of qualified teachers in Mozambique is of the competence of one of the Education Sub-systems established within the SNE. However, due to the importance of the teaching staff in the General Education sub-system, it is useful to briefly describe the situation.

During the colonial period, the bulk of the qualified teachers were Portuguese, being the Mozambican teachers poorly trained and mainly affected to some of the "basic schools for the natives" in rural areas (see page 1). When the Portuguese teachers, as well as the 90% of the other Portuguese skilled manpower, left the country at Independence, the new Mozambican Government devoted a major effort to create a local teacher capacity in order to cope with the educational boom¹². During the first years, a particular attention was paid to the primary education, where the bulk of the school population was concentrated: the Primary Teachers Training Centres (CFPPs - *Centros de Formação de Professores Primários*) and the Intermediate Pedagogic Institutes (IMPs - *Institutos Médios Pedagógicos*) were created in that period.

A) Until 1983, for the EP1 level, the CFPPs had been providing a one year training to candidates with Grade 6; with the introduction of the SNE, the teachers' training started having a duration of 3 years. Enrollments in teacher training passed from 3,500 in 1981 to 5,000 in 1986. As the CFPPs became a target during the civil war and suffered a major destruction, the number rapidly decreased and in 1992 the students enrolled were only 4,000. However, **the rate of girls** attending teacher training passed from 14% in 1981 to 36% in 1992, up to 42% in 1994, the majority of them being concentrated at the primary level.

At present, there are **14 CFPPs**, at least one every Province of the country, with a total number of **4,024 students** and **205 instructors**, with an overall national ratio of 1 instructor: 20 students:

PROVINCE	CENTRE	No. of STUDENTS	No. of TEACHERS
Cabo Delgado	Balana	38	11
	Montepuez	86	16
Gaza	Inhamissa	293	20
Inhambane	Homoine	246	12

¹² In 1979 the number of pupils per teacher reached the ratio of 89:1

	Chicouque	270	15
Manica	Chimoio	172	15
Maputo	Namaacha	-	-
Nampula	Murrupula	162	15
Niassa	Unango	149	12
Sofala	Inhamizua	554	22
Tete	Zóbie	282	13
Zambezia	Nicoadala	396	18
	Milevane	253	13
City of Maputo	Munhuana	1,123	23
TOTAL		4,024	205

The CFPPs network is heavily debilitated, as a consequence of the war: some of the centres had to move to provisional premises, other had just to close for security reasons and the rehabilitation has slowly started after the war.

It is common opinion that the graduates from the CFPPs are not adequately equipped to be good primary teachers, due to different reasons: their instructors themselves are poorly qualified, mainly from the methodological point of view; the training programme does not sufficiently match with the needs of the SNE; the material conditions of the majority of the centres are extremely poor and precarious.

B) As far as EP2 teachers are concerned, they have initially been trained in IMPs through two-year courses imparted to candidates with at least Grade 8 education; at present the training period has been extended at 3 years and the entry qualification has now to be Grade 9. There are only **3 IMPs** country-wide, one in Nampula for the Northern region, one in Sofala, for the Central region and one in the City of Maputo for the South. The total number of **students** is of **997** and the **instructors** are **57**, with an overall national ratio of 1 instructor: 17 students.

C) Secondary Education teachers are trained at Higher Pedagogic Institute¹³ in Maputo, during a five-year course which makes part of the Higher Education Sub-system within the SNE. Efficiency at the ISP is quite low: the average period for a student to obtain the diploma

¹³ ISP (*Instituto Superior Pedagógico*) was created in 1986 and has substituted the former Teacher Training Faculty at the University of Maputo.

is of 7.2 years. This situation is unfortunately shared by many Faculties at the University of Maputo.

Notwithstanding there is a strong criticism about the quality of training imparted to the teachers and the outdated character of the teacher training curricula, in the last 10 years there has been a quantitative improvement. In fact, the proportion of teachers at Primary Education level having some kind of training has dramatically increased during the last decade, as the following figures show:

	1983	1988	1994
Teachers EP1	20,769	21,410	22,544
% with training	53.5	66.9	75.6
Teachers EP2	1,751	2,452	3,397
% with training	37.7	84.9	93.6

It has to be noted that, still in 1994, the bulk of EP1 trained teachers (70%) have Grade 6 school qualification and have only gone through the one-year course at CFPPs.

As far as ESG and EPU levels are concerned, nearly the totality of teachers have some kind of qualifications which range from the CFPPs 3 year courses, to the IMPs three- year courses, up to degrees at ISP and at University.

Mozambican teachers share a common situation with the rest of civil servants in Mozambique: inadequate pay, lack of other incentives, rigid barriers to promotions, lack of a defined carrier progress. As a result, there is a significant staff demoralization, absenteeism and an increasing level of corruption and bribery. The most qualified of them are living public service for the private sector in the field of education or elsewhere. According to the oral information collected at MINED, after the 35% increment of February 1995 for the civil servants, teacher monthly salaries are as follows:

QUALIFICATIONS	MONTH. SALARY MT.	MONTH. SALARY US \$
Grade 6 + 1 year CFPP	235,800	29.4
Grade 6 + 3 years CFPP	346,000	43.2
IMP	523,200	65.4
BA Degree at University	982,800	122.8
Full Degree at ISP/Univ.	1,331,400	166.4

It has been calculated that an average family in Maputo with an income of 600,000 Mt is at the edge of poverty; therefore, with the present level of salaries, Mozambican teachers cannot live in a decent way and, unless the situation does not change, corruption is likely to grow amongst teachers as well.

6. TEXTBOOKS

Prior to the implementation of the SNE and up to its first phase, textbooks were developed very rapidly, even though they have been criticised for being (as well as the curricula) too academic and urban biased. An extensive research on the impact and effectiveness of the textbooks in Mozambique has only started very recently at the initiative of INDE¹⁴.

Up to 1988, there were no textbooks for the EP2 level, as INDE had not started their production yet. In the same year, it has been calculated that the total number of textbooks produced only met 27% of the country needs. Despite the fact that this has been a sector highly subsidised by the Government through the International Aid, textbooks does not reach the majority of children for a variety of reasons: they are in insufficient number, transport is difficult and expensive, as a result of the conditions of the roads damaged by the war; the state-owned company in charge of distribution has no capacity to cover the whole country and tradesmen are not willing to distribute and sell books if the profit is too low; last, but not least, it has been estimated that about 85% of the parents cannot afford to buy books for their children, even at subsidised prices. In fact about 70% of books presently in schools have been purchased and distributed by aid agencies.

After INDE has been transformed from a teaching material production institution into the research centre of Ministry of Education, the development of textbooks has been entrusted to *Editora Escolar* (School Publishing Company), the printing to CEGRAF and the distribution to DINAME. Both are state-owned companies which have been receiving major support by International Aid. At present, they are in the process to be privatised (with a share still held by the State) and therefore they will be operating as profitable enterprise and sell the books at market prices. However, in order to meet the demand of books of the school population, subsidies will be transferred from the producers to the consumers through the *Caixa Escolar* (School Fund).

The "Caixa Escolar" existed in the colonial times, as a charitable initiative to provide assistance to the poorest children and survived few years after Independence. In 1989, the fund was reactivated through Ministries of Finance and Education, but in such a bureaucratic and centralised way that it has been difficult to identify beneficiaries and to provide them with the service. In some occasions it has been also an easy target for financial mismanagement. At present, plans are under way to deeply transform the "Caixa Escolar" into a decentralised

¹⁴ See: M. Palme "Final Report and Recommendations from the Evaluation of Teaching Materials for Lower Primary Education in Mozambique"; K. Hyltenstam & C. Stroud "Language Issues"; W. Kilborn "Mathematics", all published in 1993.

and effective instrument.

Quite recently, efforts have been deployed to create a local book production capacity, encouraging teachers to develop teaching materials and simple textbooks in order to temporarily fill the gap between the demand and the offer. Few successful examples have been experienced and some teachers at the secondary schools have already received money awards for their works which have also been reproduced in limited editions. Also at the EP1 level, teachers have been encouraged to produce basic school material (blackboards, mathematics teaching aids, basic reading materials, etc.) in order to fill the lack of industrially produced or imported material. These are the first steps towards a more general aim: to avoid importation of textbooks printed outside Mozambique, as it undermines self-reliance, does not promote local talent and develop local skills, diverts investments from the local market.

7. COMMUNITY SCHOOL

In many Third World countries, Governments are not able to respond to an increasing demand of education. Therefore, local communities at the village or neighbourhood level are encouraged to take the initiative and to organize education facilities where Government schools do not exist.

In Mozambique, the idea of Community School has been initially developed over several years in Gaza Province, where a "School-community Linkage Project" (*Ligação Escola-Comunidade - LEC*) has been implemented. The project was aimed to promote integration, mutual support and interaction amongst all the different instances within a given community. The results of the project are quite satisfactory and the experience is worth to be repeated in a larger scale.

With the support of UNICEF¹⁵, Community Schools have been created in 6 Provinces of the country: Gaza, Inhambane, Manica, Nampula, Tete and Zambezia. Some of them were spontaneously created at the initiative of the parents concerned, others have been promoted by the Provincial or District school authorities in areas where Government has no the financial capacity to establish its schools.

A clear concept of "Community School" in Mozambique has not been defined yet. According to the UNICEF officer in charge of the programme in Maputo, there is need to leave the experience grow and gain more impact, before establishing any definition or set of rules which Community Schools shall fit in. At present, there is a variety of experiences, different from each other, but all of them under the label of "Community School":

- the community builds the classrooms, is in charge of their maintenance, pays the teacher salary, provides the educational material;

¹⁵ UNICEF is supporting "Community Schools" projects in other Third World countries. Some of these experiences are quite successful, like in India and in Egypt.

- the community contributes to the construction of the school, but other entities (Government, NGO, Church) pay the teacher salary and provide school material;
- within the premises of a Government school, parents take the initiative to build an additional classroom to fit their children and pay the teacher salary;
- within a Government school, parents pay the salary of teachers in charge of one or more night classes;
- in urban areas, a group of unemployed teachers start teaching children who could not enter overcrowded Government schools, parents pay them an allowance and build very basic infrastructures. Later on, this school may turn into a private school run by the teachers with profit-making criteria.

In principle, a Community School should be small in size, easily manageable and supportable: there should be a School Committee made of members of the community and teachers in charge of its management; there should be a linkage with a CFPP which should provide technical support and in-service training to the community teachers; the school should follow the national core curriculum with local adaptations; some agricultural activities¹⁶ should be organised with the support of the community. However, these are simply "recommendations" coming from UNICEF and MINED, with no binding effects.

The Provincial Directorates for Education have the responsibility to provide building materials to the community, to cover travel expenses and subsistence allowances of educational supervisors for the in-service training of the community teachers.

8. GOVERNMENT DEVELOPMENT PLAN

In 1992 the Ministry of Education (MINED) started preparing the ground for a process of reform within the education system, being aware that substantial and radical changes are required in the sector. However, these have to be gradually introduced to avoid disruption into a fragile system, with few human and material resources. After in-depth discussions and broad consultations country-wide, MINED came out with basic guidelines for a reform strategy:

- General awareness should be raised and public opinion, especially amongst parents, should be sensitised on the importance of basic education.
- The education system should be expanded, increasing its capacity both in terms of physical infrastructures and human resources.
- The education structure should be decentralised, optimizing the available resources, and more support should be given at the District level.
- Privatization and creation of community schools should be encouraged, while

¹⁶ Many rural schools in Mozambique have their own *machamba* (a plot of arable land) where children learn agricultural basic techniques and benefit from the harvest produced.

Government should strengthen its role of supervision and support.

- Teacher training should be re-organized, curricula and teaching methods profoundly revised, in order to respond to the actual needs of the country.

In 1994 a Master Plan for Basic Education has been produced by MINED, where reforms in the different sectors are outlined. However a more comprehensive and detailed Master Plan for the whole system is underway, where priorities will be established and phased. At present, every Directorate within MINED is working on its own Master Plan, so that, at the end of the year 1995, a coherent final document will be produced and will define MINED policy for the next 5 years.

8.1. Decentralization

Bureaucratic centralism has characterised education in Mozambique since the colonial times and onwards during the socialist phase, when the SNE prescribed conformity and uniformity: as a consequence, initiative and independent thinking were discouraged and the decision-making was retained in the hands of few. During the last decade, which has been marked by war, natural disasters and economic depression, MINED has been turning less and less a professional guide, a source of inspiration and support, and more and more an administrative and bureaucratic body enforcing outdated statutes.

The first step towards decentralization is **to transfer some State authority to provincial and district levels**, so that budget management, staff recruitment and organization, adaptation of certain areas of curriculum and teaching methods will be undertaken at those levels.

Decentralization may be pursued also through the strategy of **privatization**. Government has neither the human nor the financial resources to provide basic education for all, and must find partners with capitals to invest, with commitment and capacity to implement educational principles. Therefore, local communities, NGOs, Churches and private institutions should be encouraged to embark in education activities and to establish a relation of partnership with the Government, with acceptance and pursuit of common goals: while MINED is charged with ultimate responsibility for policy and planning, yet practices may vary and enrich the overall achievement.

8.2. Improving quality

a) Curriculum

Within MINED, a team of curriculum designers is designing a curriculum for basic education, using outside expertise as necessary, and prepare syllabi and outlines for teacher's guides and textbooks. **The national curriculum** for basic education will be divided into four areas: Language, Mathematics, Integrated Science and Technology, and a Fourth "Open" Curriculum

Area. Portuguese will be maintained as the teaching language, as it has been considered indispensable to enter the labour market. In each of the areas there will be a core of knowledge, understanding and skills to be acquired in the same way, country-wide, and there will be a certain amount of flexibility to introduce local variations in content. As far as the Fourth Area is concerned, the whole content (notions of History, Geography, Arts etc.) will be decided at the local levels, according to the specific cultures, traditions and knowledge. Development of the psychological and affective attributes of a basic education (attitudes and values) will pervade the curriculum in all four areas.

b) Teacher Training

MINED has already designed a comprehensive programme of intensive training and orientation which will support change and qualitative reform throughout the basic education system. This includes: Managers and Planners, Trainers, Supervisors, teaching Materials Developers, Headmasters, Trained Teachers, Community School Teachers. This programme will be implemented in cooperation with the University of Maputo, INDE, ISP, the College of St. Mark & St. John in Plymouth (U.K.), the University of Setubal (Portugal) and the University of Zimbabwe.

As far as Primary School teachers are concerned, the new candidates to CFPPs shall have at least Grade 10 graduation, followed by a two-year course. The others already employed will be in-service training under the guidance of CFPP tutors and senior teachers.

c) Teachers' career

Teachers' career shall be redefined. At present, procedures for appointment and placement are complicated and slow; formal qualifications are over-valued in comparison with experience; good work and performance receive no recognition. For the future, a new career structure will be introduced, specifically for the teaching profession, where qualification, experience and good performance will be considered altogether to define the salary level and the professional status. As a consequence of decentralization, Provinces should play an important role in advertising vacant posts, evaluate the applications and decide the final appointments.

d) The Training and Resource Centres (CFR)

While the Provincial and District Directorates for Education will assume responsibilities for administration, finance, staff management and general supervision, CFR will be the agency in charge of training and pedagogy. There will be 3 Regional CFRs, located in Nampula (Northern Region), Beira (Central Region) and Maputo (South); others will be built up from the existing CFPPs in the Provinces. They will be responsible for the teacher training and supervision; besides imparting the stipulated two-year courses, they will be in charge of periodic in-service training, including the production of relevant teaching materials and aids,

organisation of seminars and workshops, short refresher courses.

d) Zonas de Influência Pedagógica (ZIPs)

The ZIPs (Zones of Pedagogical Influence) are not new institutions. They were in existence during the first years of Independence, not as a formalised institution, but as a decentralised function. However, the combined effects of the war and the centralised Government structure, contributed to dismantle this network. According to the priorities established by MINED, within a strategy of decentralisation, ZIPs have to be revitalised and play a major role in support and supervision of educational activities in a certain zone of the country. A ZIP will consist of a "complete" (Grade 1 to 7) primary school which will act as a "focal point" and 4 or more community schools as "satellites", with a catchment area of around 4,000 pupils. The Headmaster of the main school will ensure linkages with the nearest CFR or CFPP which will deploy itinerant tutors and inspectors to the remaining schools. ZIP is conceived not as a further institution of MINED, but as a way to optimize already existing human and material resources at the peripheral level.

8.3. Expanding access

Mainstreaming all children through Primary Education is the major goal of Mozambique. Therefore, for the next five years, MINED has chosen to make the rehabilitation and renewal of the EP1 system its first priority, in order to reach an enrollment ratio in Grade 1 of the 86% in the year 2,000. To achieve this objective, there is need to increase the number of infrastructures and teachers, as well as to improve the quality of the teaching/learning process, as described above.

a) Number of additional schools required

The 1,300,000 children already enrolled in 3,800 EP1 schools are taught in 26,000 shifts, some of them taking place under the trees. Some 14,000 classrooms exist, half of them being made of traditional materials (wood and clay) in need of repair and maintenance. In order to accommodate a reasonable rate of children left out of school, **3,800 primary schools** with nearly **16,000 classrooms** should be either constructed or rehabilitated. MINED has developed a selection of architectural drawings and specifications for low-cost classrooms to be built from a variety of materials, ranging from the traditional to the conventional ones. It has been calculated that, when communities contribute with labour to the construction, the average **cost of a classroom** is around **US \$ 2,000**.

b) Number of additional teachers required

At present, 22,500 teachers teach 1,3 million pupils, at a overall national ratio of pupils per teachers of 1:58, with the 40% of teachers taking double sessions. Even maintaining this

ratios, an additional number of **20,000 teachers** should be recruited and trained in order to accommodate the immediate/medium term demand of education. This will cost an additional amount of approximately **US \$ 6,000,000 per annum** only to cover their salaries and social benefits.

8.4. Consolidation of EP2 and Secondary Education

Although a master Plan for EP2 and Secondary Education has not yet been produced, the priorities established by MINED so far indicate that a very limited amount of resources will be allocated to these sectors. For the next 5 years **25 new Secondary Schools** (two of them with Pre-University levels) have to be built and **675 new teachers recruited and trained**. This would involve a consistent amount of financial resources, as secondary schools should be equipped with Chemistry and Physics Laboratories, and school Libraries with basic sets of instrument and reading materials.

Some curriculum developers are considering the possibility of establishing **distance education**¹⁷ in Mozambique, but plans are still at a very initial stage. In a country with poor communications network and decentralised monitor system still to be implanted, it appears that this alternative means of education is far to be feasible. However, the feasibility of a **distance education programme for teacher training** is underway, which intends to use radio broadcasting in "pilot project".

8.5. Teaching materials

One of the most complex problems associated with basic education is the provision of textbooks, teaching aids and other materials which support literacy, numeracy and teacher guidance. This is a task that is beyond the capacity of the Mozambican Government at this time, as proved by the fact that about 70% of the school material has been provided by aid agencies.

The printing and publishing companies are to be privatised in 1995, but the sector is still too weak to completely avoid subsidies from Government. Moreover, the purchasing power of the general population is very low, and nearly no existing in rural areas. Besides the creation of the "Caixa Escolar" (see below), other measures have been planned by MINED:

- textbooks for Grade 1 - 5 will be revised so that they will not contain exercises which cause the books to be replaced after use by one student; changes in presentation and printing will be made in order to reduce the cost and to allow a wider distribution;
- writing tablets made of slate, plastic or wood will be provided to avoid consumable

¹⁷ A number of Mozambican students in the refugee Camps in Malawi have experienced distance education, through a programme called MOLU, established by the "Jesuit Refugee Service".

- exercise books as much as possible;
- an integral part of teacher education will consist of the manufacturing, from low-cost local materials, of teaching aids for use in the classroom (particularly for mathematics);
- community teachers will be taught to prepare background written materials (stories, scientific facts, health messages etc.);

Other unconventional and innovative methods for the wider provision of basic education materials will be promoted and supported.

8.6. Caixa Escolar (School Fund)

It has been estimated that only 15% of the school population has the purchasing power to buy its own textbooks. The great majority of families, living at subsistence level in rural or peri-urban areas, have no means available to purchase the minimal materials for the learning of reading, writing and arithmetic: textbooks, something to write on and to write with. In order to assist them, the "Caixa Escolar" has been recently revitalised; however, its way of functioning is still centralised and bureaucratic: funds are allocated from the State Budget and from international donors and are channeled to Provinces and Districts through Ministry of Finance and MINED at the central level, which are in charge of the scrutiny and acceptance of the single requests .

If more decentralised and effective, the "Caixa Escolar" can protect the interests and rights of the poorest school population that can only be identified at the local level. Every school which asks for it should have a "Caixa", literally a chest of books and writing materials which are the property of the school and which can be distributed to the pupils who need them: the books will not be taken away from school, but returned at the end of each lesson. The "Caixa" does not interfere with the commercial network or the printing and publishing industry, but provides the necessary "rescue" for the most disadvantaged.

At present, even with the strong support of Government, the World Bank and some few donors, the "Caixa Escolar" can only meet less than the 50% of the national demand for teaching materials. Unless it will be strengthened, the access to education and its internal efficiency will be jeopardise.

9. INTERNATIONAL AID IN THE EDUCATION SECTOR

The majority of external funds and projects to support the Education sector are channeled to Primary Education. This corresponds to the priorities established by the Mozambican Government in the post-war period. Their main characteristics are as follows:

- The external funds are mainly allocated to material support, such as school infrastructures, textbooks and other teaching aids and stationery, and less oriented to the improvement of the quality of the system.

- The rehabilitation and construction of schools, mainly in rural areas, is carried out through a myriad of small-scale projects run by NGOs.
- Little assistance has been given to the improvement of the teacher training.
- Nearly no assistance has been given to the secondary education, particularly to the ESG level (Grade 8 - 10).
- Donors have been prioritizing the Central Provinces, due to the fact bulk of the 1,5 million refugees were coming back to that region, and also to counter-balance the previous trend which has always privileged the South.

9.1. Expenses in 1993

As far as the **rehabilitation/construction** in the Primary School sector is concerned, in **1993** there were **23 aid agencies involved** (including UN agencies, NGOs, Government agencies and Banks) for a total expense of **US \$ 2,940,000**, of which 1,7 million given as soft loans and more than 1 million small-scale grant projects.

For the same year, assistance to the provision of **teaching aids and school materials**, as well as school **feeding schemes** was provided by **5 projects**, funded by **3 agencies**, the most important being SIDA, for a total amount of **US \$ 368,000**.

Training, technical assistance and institutional support to the Primary Education sector in 1993 involved **11 projects**, run by **5 agencies**, the most important being SIDA and UNICEF, for a total amount of **US \$ 1,788,000**.

Global support to the Primary Education sector was provided by **12 projects** funded by **5 agencies**, the most important being UNICEF and World Bank, for a total amount of **US \$ 6,537,000**.

Therefore, the total budget provided by International Aid to the Primary Education sector for the year 1993 was of **US \$ 11,633,000**. If compared to the support given to other educational sectors, Primary Education ranks at the third place:

SECTOR	BUDGET SPENT IN US \$
Higher Education	22,776,000
Projects not divided by level of education	13,396,000
Primary Education	11,633,000
Technical and Vocational Education	3,009,000
Secondary education	1,629,000
Teacher Training	650,000
TOTAL	53,093,000

It has to be noted that:

- the most important component of the budget for Higher Education (around US \$ 19 millions) is made of scholarships for overseas institutions;
- a certain amount of funds not divided by levels of education have also benefited Primary Education (school feeding schemes);
- the support received by the Secondary Education was mainly (nearly 2/3) mainstreamed to the Pre-University level.

For the year 1994, data are not yet available, but it appears that support to the Primary Education has been higher than in 1993 and the increment is likely to last for the next five years, according to the Master Plan developed by MINED.

9.2. The donors

It would be impossible to include all the donors who have been intervening in the Education sector in Mozambique, many of them being occasional or small donors. Therefore only the main donors, intervening both with loans or grants, will be taken into consideration.

The World Bank (loans)

Their interventions (WB 1 and 2) have been aimed at the strengthening of EP1 system, through the construction and rehabilitation of schools in the City of Maputo and in the Provinces of Sofala, Nampula, Manica and Tete, including the provision of teaching aids. A limited support has been given to the Secondary Education, mainly at EPU level and to the Technical and Vocational Training. At present, the World Bank is involved in primary teacher training, including in-service training, a large contribution (US \$ 6 millions) to the Caixa Escolar and institutional support to MINED: capacity building in planning, financial management and project implementation, teacher training, evaluation.

SIDA (Swedish International Development Agency)

SIDA is one of the main and "oldest" donors of the Education sector in Mozambique, providing only grants. It has been involved in a variety of projects: Primary school rehabilitation and local manufacture of school furniture, support to the Technical and Vocational Training (industrial, commercial and agrarian Institutes). One of the main fields of SIDA assistance has been, and still is, the development, production and distribution of textbooks and other teaching aids and the support to the "Caixa Escolar". SIDA is also providing institutional support to MINED: evaluation of textbooks (INDE), planning and statistics at the central level and equipment and materials to the provincial and district Directorates of Education.

UNICEF

UNICEF has been involved in Primary school construction, furnishing and provision of textbooks and stationery; in the rehabilitation of 6 CFPPs; in the institutional support to MINED at the central and peripheral level; in adult literacy imparted in mother tongues for women. Since 1994, UNICEF is involved in a major programme called PRONES - *A nossa escola* (Our school) implemented in 6 Provinces of the country, in support to the Community Schools and ZIPs, including construction, water, health and sanitation facilities, having the provincial Directorate of Education as local counterpart.

African Development Bank (loans)

ADB is supporting the construction/rehabilitation of primary schools and teacher houses in the areas of resettlement of returnees, as well as a feasibility study for the rehabilitation of secondary schools in 4 Districts. In order to improve the quality of the teacher training, ADB will fund the construction and furnishing of two CFPPs and two IMPs, as well as production of teaching aids for the sector.

DANIDA (Danish International Development Agency)

DANIDA is involved in the rehabilitation and furnishing of a EPU school and a CFPP in Tete Province, as well as in the Technical and Vocational Training system, both in rehabilitation and equipment of industrial and commercial schools in Quelimane, Chimoio, Beira and Xai-Xai, and in institutional support to the sector..

FINNIDA (Finnish International Development Agency)

The Finnish cooperation has been supporting the Technical and Vocational Training sector since 1989: equipment, teacher training and running costs for the Agrarian Institutes in Maputo and Manica Provinces. Moreover, support has been given to the local production capacity of exercise books.

European Union

Within the framework of the cooperation with the five Portuguese speaking African countries (Mozambique, Angola, Guinea-Bissau, Cape Verde and São Tomé), US \$ 5 millions have been allocated to Mozambique in support of textbook development, teacher training and exchange of experience in the field of education amongst the five countries.

Ford Foundation

The Ford Foundation is one of the few supporters of the Secondary education in Mozambique. However, their assistance has been limited to the EPU system, in terms of school libraries, librarian training, audio-visual aids and small school funds for the running costs.

NGOs

Many NGOs, both international and local, have been implementing integrated, area-based project, where education represents an important component. Due to the number and the small scale of their intervention, it would be impossible to mention all of them; however, it has been generally recognised that they play a very important role in rural Mozambique, reaching remote areas that are often left behind by major donors, establishing good partnership with the local governments and being more flexible than the major donor agencies

Amongst numerous Mozambican NGOs, few of them have concentrated their efforts in the field of education: "Progresso", in the Northern Provinces of Cabo Delgado and Niassa, "Kulima" in Inhambane, "Caritas" and "Christian Council of Mozambique" in Tete and Zambezia, "Karibu" in Nampula.

The following table tries to summarise the International Aid to Education (excluding Higher Education), and to include some of the other donors not listed above:

SECTOR	LEVEL OF EDUCATION	DONORS
Infrastructures	Primary	UNICEF, WB, SIDA, ADB, UNDP, NGOs, Holland, France
	Secondary	WB
	Adult Education	SIDA
	Technical & Vocational	DANIDA, FINNIDA, SIDA
Provision of Textbooks	Primary	SIDA, NGOs
Other Teaching Aids	Primary	UNICEF, SIDA, WB, NGOs, FINNIDA, Holland
	Secondary	WB, Ford Foundation
Teacher Training	All	ADB, WB, UNESCO
Community Schools	Primary	UNICEF, NGOs
Evaluation System	All	SIDA
Decentralisation	All	WB, SIDA
Planning	All	SIDA, WB, UNICEF, WFP, UNDP

The whole Education Sector	Primary Technical & Vocational	UNICEF, UNDP, WB, SIDA FINNIDA
Development of Textbooks	Primary	SIDA, UNICEF
Curriculum Development	Primary Secondary (EPU) Technical & Vocational	UNICEF WB DANIDA, SIDA, FINNIDA
Development of Teaching Methodology	Primary Adult Education Secondary Technical & Vocational	UNICEF, SIDA SIDA, NGOs WB DANIDA, FINNIDA, SIDA, UNDP

10. CONCLUSIONS AND RECOMMENDATIONS

10.1. General considerations

The Education System is a highly priority area in Mozambique, with immense needs to be met. However it is also a quite complex sector with its own history, phases and internal development, where different political views have been confronted to each other and produced profound changes in perspectives and strategies. It is a sector where a plurality of donors have been intervening, some of them imposing their views, others just providing material assistance with no participation to the internal debate, others trying to fit into a different cultural set and contribute to the development of a coherent educational policy.

Some of the main and "oldest" donors have started their assistance since the time of the struggle for Independence or immediately after, and have been gradually gaining such a great experience in the Mozambican educational sector to allow them to participate in the most sensitive and complex sectors, such as: institutional support to planning, administration and management; curriculum development; research and evaluation; designing of textbooks and other teaching aids.

Sometimes, donors have been acting with scarce coordination, duplicating activities and interventions, competing in a particular area, leaving other areas with few or no assistance at all. Unfortunately, not all the donor assistance is dictated by the concern of meeting the most urgent needs, but in some cases by the urgency to produce quick and visible results.

Face to the general restriction of the budgets allocated to the International Cooperation from the industrialised countries to the developing countries, donors are more and more requesting that the recipient countries produce clear and coherent plans in order to optimise the

resources allocated, the efficiency of the systems and the sustainability of the projects in a long-term perspective.

Ministry of Education in Mozambique is nearly to produce a General Master Plan for the sector which should suit to the donor community's requests: priorities identified and ranked, intervention phased in a coherent order, assumptions and constraints taken into consideration.

10.2. Areas in need of further assistance

- a)** As it has been exposed in the previous chapters, high priority has been given to the Basic Education (Grade 1 - 5) and this is the sector, together with Higher Education, where the greatest number of donors, projects and funds are concentrated. However, this situation is likely to produce an unbalanced development whose effects will be seen in the next few years. Between Basic Education and Higher Education, there is a gap in terms of preparation of the physical infrastructures and human and material resources able to accommodate that portion of the school population that will leave primary school and will demand further education in the next future. Secondary education has been receiving little assistance, and this has been mostly directed to the Pre-University level (World Bank and The Ford Foundation). General secondary education (Grade 8 - 10) has been left behind by donors and no funds have been so far allocated to expand the sector and to improve its quality. The Directorate for Secondary Education in MINED is preparing its Master Plan, with the conviction that its requests will be left unattended.
- b)** Nearly the totality of the Government budget for recurrent costs is allocated to pay teacher salaries and for the next few years it is unlikely that the Government finds further resources to pay for the new teachers entering the Education system. Therefore, every plan aimed at the expansion of any level of education should take into serious consideration the allocation of sufficient funds to pay salaries and social benefits to the teachers. While the primary school teachers are in their majority located in rural areas and are integral part of that society, secondary school teachers are instead more highly educated, based in urban areas and more and more attracted by the private sector where they can earn a better living. At present, their salaries are extremely low, and their living conditions very poor: no decent housing, no means of transport are available for them.
- c)** Another area which lacks further assistance is the provision of textbooks and other teaching aids. SIDA, the World Bank and the Government of Holland have been pooling their resource into the programme of the Caixa Escolar, but these are far below from the immense needs of the country. It would be useless to build thousands of schools, to train thousands of teachers, to improve the quality of curricula and teaching aids, if the textbooks will remain out of the reach of the large majority of the school population.

10.3. Recommendations

As JICA approaches the General Education sector in Mozambique for the first time, it should carefully consider as possible areas of cooperation those which fill the following requisites:

- areas with well documented needs of assistance
- not inflated by other donors
- with clear ways of implementation
- easy to monitor and evaluate

For all that has been argued above, the following ones appear to be the most sensible areas of cooperation JICA should take into consideration:

- a) **Support to the construction, rehabilitation and furnishing of some of the 25 ESG schools needed.** As soon as the Directorate for Secondary Education will have its Master Plan ready, information will be available on priority Provinces and Districts where the ESG schools are needed, and the phasing of the programme. These schools require not only the normal school equipment provided to primary schools, but also well furnished libraries, Chemistry and Physics laboratories, as well as a small fund for running costs attached at every single school.
- b) **Subsidy to the ESG teacher salaries and other benefits.** In order to avoid the increasing desistance of secondary teachers, it will be necessary, first of all, to subsidize their salaries, through MINED and Provincial Directorates for Education. Furthermore, their living conditions should be improved through the construction or rehabilitation of decent housing and the provision of simple means of transportation, such as motorbike or scooters.
- c) **Contribution to the programme "Caixa Escolar"**, in order to decrease the gap between the funds already available and the actual needs of the country, which, at present, are covered for less than the 50%. As the "Caixa Escolar" has been revitalised only in 1994, an assessment of the good functioning of the programme will be possible during the present year, through a feasibility mission.

It appears that the impact of some projects of assistance in these three areas could be great, and their out-comes can produce long-term results. Being "hard money" investments (with a possible small component of technical assistance in the fields of constructions and procurement of means of transport) their management will not present major difficulties. Due to the complexity of the Mozambican situation, this aspect is of particular importance for a first, well succeed JICA experience in the Mozambican educational sector.


Francesca Dagnino

March 1995

PEOPLE MET

(Maputo, 21 - 28 March 1996)

1. Mr. Mitsuro Hagino JICA - UK
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7. Ms. Terezinha da Silva Ministry of Social Welfare
8. Ms. Edna Pereira Documentation Centre - MINED
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15. Ms. S. Martins Department of Primary Education - MINED

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(April 1994)

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DIPLOMAS: 1966 - High School for Classical Studies, Genova, Italy
1972 - Law Degree, University of Genova, Italy
Top marks with full-honours

CERTIFICATES: 1977 - Admitted at the Bar Association after examination
1993 - International Summer School, Refugees Studies
Programme, University of Oxford, U.K.

LANGUAGES: English, Portuguese and French, spoken and written
Italian, mother tongue

PROFESSIONAL EXPERIENCE:

1990, March - to date
(Zimbabwe)

1. Appointed by CIES (an Italian NGO) as coordinator of the project "Assistance to Mozambican Refugees in Zimbabwe", funded by the Ministry of Foreign Affairs and the EEC. The project is aimed to improve the living conditions of Mozambican refugees in two Camps (67.000 people) through the construction of school, pre-school and workshop facilities, the organization of vocational training and adult literacy courses, the supply of emergency goods, the environmental protection.

The position includes:

- administration, finance and personnel management
- planning and supervision of activities
- relations with Zimbabwean Government Departments in charge of the refugees, as well as the relevant international agencies (UNHCR, EEC, WFP, WHO and UNIFEM)
- frequent missions to Mozambique in order to co-ordinate the activities in the Camps with

training and development strategies adopted by the Mozambican authorities

2. Promotion and coordination of new CIES projects in Zimbabwe:

- * Support to an Adult Literacy Programme for women in Mutoko District (funded by COCIS, Italy)
- * Research "Preparing for Repatriation" among Mozambican refugees to find out their expectations on repatriation (funded by the Ford Foundation)
- * Assistance to Mozambican students at the Chindunduma School run by ZIMFEP, a Zimbabwean NGO (funded by the EEC)
- * Early Child Education and Care in the Refugee Camps and in the rural surrounding Zimbabwean communities (funded by the Bernard van Leer Foundation)
- * Gender sensitization, training and support to the Income Generating activities in the Tongogara Refugee camp (funded by UNIFEM)
- * Support to the computerization of the local NGO ZIMFEP administration department (block grant from the EEC).

3. Feasibility study and drawing up of a CIES project in Mossurize District (Manica Province, Mozambique) aimed to support the repatriation and resettlement of Mozambican refugees. The project was approved and co-funded by the EEC, UNOHAC and the Italian Embassy in Mozambique.

1989
(Zimbabwe)

Commissioned by MOLISV (an Italian NGO working in Zimbabwe) to act as a consultant on the legal aspects of "Rural Periodical Markets" project. It involved a study on Company and Voluntary Association regulations, according to the Zimbabwean legal system and the production of a final report.

1988 - 89
(Zimbabwe)

Appointed by the University of Trieste (Italy) as a consultant for the project "Regional Cooperation in Shipping", Phase 2 on behalf of the SADCC and funded by the Italian Ministry of Foreign Affairs.

Duties included:

- collecting data and information on the structure of overseas transport in the SADCC Region and drawing up of a report
- participating at the meeting of the 9 SADCC Countries in Dar-es-Salaam (June 1989) on the problems of maritime transport in Southern Africa.

1987 - 88
(Zaire)

Appointed by the "Istituto Italo-Africano" (Rome) to carry out a study on the Health Reform in Zaire and its implementation in the Kivu Region. This research involved one year residence in

Goma (Zaire) and the production of a comprehensive report, with final recommendations for the Italian Cooperation.

1986- 87
(Zaire)

Within the framework of the Italian Cooperation in Zaire, appointed by the "Istituto Italo-Africano" (Rome) to carry out an Area Study of the Kivu Region. This involved to collect and analyse original data and documents, to carry out interviews to the Local Government, NGOs, Churches and Associations officers in Kivu, and to draw up a final report.

1984 - 85
(Italy)

Participation in the Programme on maritime transports in Southern Africa "Regional Cooperation in Shipping", Phase 1 on behalf of SADCC, carried out by the University of Trieste (Italy) and funded by the Italian Ministry of Foreign Affairs. The position included:

- missions to Mozambique, Angola, Tanzania and Zimbabwe to carry out interviews, data collection and information
- drawing up of "Country Reports" concerning the above countries
- participation in the drawing up of the Interim Report for the SADCC.

1982 - 84
(Mozambique)

Legal expert of the Italian Ministry of Foreign Affairs, in charge of the project "Training of District Magistrates" in Mozambique. Such position included:

- evaluation of the feasibility
- training of the Italian personnel involved in the project
- organization and execution of the project as Project Manager.

1979 - 82
(Mozambique)

1. Legal consultant at the Ministry of Justice of Mozambique. The position included:
 - organization of five six-month training courses for District Magistrates within the reform of the national Judicial System;
 - teaching of Family, Criminal and Constitutional Law and other legal subjects in those courses;
 - periodic visits to Village Courts and participation in the Ministry's missions in rural areas;
 - participation in the preliminary work for the Reform of the Family Law: research concerning Customary Law, collection of sentences from the Village and District Courts, research in Comparative Law, drawing up of the Bill;
 - participation in the preliminary work and in the drawing up of the Bill on the activity of the Mozambican Legal Practitioners.

2. Lecturer of Family Law at the University of Maputo. Publication of teaching materials for the

students.

3. Participation in the Editing Committee of the Review "Justica Popular", published by the Ministry of Justice of Mozambique.

1975 -79
(Italy)

Legal practitioner in a Solicitor's Office in Genova. Forensic experience in the field of the Family, Maritime and Labour Law .

1973 - 75
(Italy)

Legal adviser at the Legal Department of an Insurance Company in Genova.

PUBLICATIONS

1. Sobre a constitucionalidade (About the Constitutional Question), in "Justica Popular", 1980
2. Problemas e perspectivas da Faculdade de Direito (Problems and Perspectives of the Faculty of Law), in "Justica Popular", 1981
3. A familia e o direito tradicional (The Family and the Traditional Law), coauthor with Gita Honwana and Albie Sachs, in "Justica Popular", 1982
4. Popular Justice and Law in Mozambique, coauthor with Marco Guadagni, "Symposium international de l'Accademie Royale des Sciences d'outre-mer", Acts, Bruxelles, 1983
5. Le regime des eaux agricoles au Mozambique, coauthor with Marco Guadagni, "Actes du Colloque de la Sorbonne", 1984
6. Transforming the Foundation of Family Law in the Course of the Mozambican Revolution, coauthor with Gita Honwana and Albie Sachs, in "Journal of Southern African Studies", 1985
7. Profughi di guerra: il ritorno (War Refugees: the Return), in "Africa e Mediterraneo", 1993
8. Landmines: a war that does not end, "Seminar on the Protection of African Refugees and Internally Displaced Persons" African Commission on Human and People's Rights - OUA, Harare, 1994

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REPUBLIC OF MOZAMBIQUE

PART ONE - GENERAL ASPECTS

1. *Geography and Environment*

Mozambique lies on the eastern coast of southern Africa between 10° 27' and 26° 53' South and 40° 12' and 40° 52' East. It is bordered on the north by Tanzania and on the west by Malawi, Zambia, Zimbabwe and South African province of Transvaal. To the south it borders on Swaziland and South African province of Natal. Its area is approximately 800,000 square kilometres being near 787,000 square kilometres of dry land and 13,000 square kilometres of inland lakes and rivers. Its Indian Ocean seaboard stretches over a length of 2,470 kilometres occupying an important strategic position in southern Africa, its ports and railways giving sea-access to the landlocked countries in the region.

Mozambique has a predominantly tropical climate, with a cool season from May to August. There are three climatic zones: a rainy zone in the north and centre, a drier zone in the southern half of the country, and a relatively cool and rainy zone in the plateaux and mountainous regions of Namaacha, Mania, Marávia-Angónia, Gurué and Lichingá. The north and centre of the country are influenced by an equatorial low-pressure zone. The weather is determined by an intertropical front which moves alternately north and south, producing a hot rainy season from November to April and moderate rains or drought and lower temperatures from May to October. In the south, weather conditions normally depend on the position of the Indian Ocean anticyclone and sometimes, in the rainy season, southern winds come, bringing thunderstorms, hurricanes and lower temperatures.

Mozambique's vegetation is of four main types: dense and open forest; plains, particularly around lakes, lagoons and rivers; savannah with low-growing trees and bushes, covering about 70% of the country's area; and mangrove swamps, beach and dune vegetation on the coast.

Coastal plains cover about 44% of the country, mainly in the south. To the

north, these give way to uplands and high plateaux which cover 17% and 26% of the country's area respectively. The remaining 13% are mountainous regions over 1,000 metres high, notable among these being the mountains of Manica (including Mount Binga, the highest peak in the country at 2,436 metres). Owing to the country's topography, most of the rivers flow from west to east. The most important are: the Rovuma, in the far north; the Zambezi; the Buzi; the Save; the Limpopo; the Incomáti; and Lake Nyasa, the largest in the country, shared with Tanzania and Malawi.

2. *Administrative Division, Population and Culture*

Mozambique has 11 administrative provinces, which are, from north to south, Cabo Delgado, Niassa, Nampula, Zambézia, Tete, Manica, Sofala, Inhambane, Gaza, Maputo and the City of Maputo. The main urban centres are the provincial capitals, which are, respectively: Pemba, Lichinga, Nampula, Quelimane, Tete, Chimoio, Beira, Inhambane, Xai-Xai, Matola and the country's capital, Maputo; Nacala, Dondo and Chókwé. Each province is divided into districts (128), which are further subdivided into administrative posts (398) and localities.

2.1. *Population and Culture*

In addition to the African majority of Bantu descent, which in turn comprises a number of different ethnic groups, there are minorities of Asia and European descent. The 1980 census recorded a total population of 12.1 million inhabitants, which is estimated to have grown around 16 million inhabitants in 1991, and according to the projections of the National Directorate of Statistics (DNE), population is expected to reach 17.4 million inhabitants in 1995. The rate of growth is 2.6 per cent per annum, so that the country expects to have some 20.1 million inhabitants by the year 2000. The World Bank, however, estimated population at the end of 1989 at just over 16 million, with an annual growth rate of 2.7%. Rapid population growth is a result of the gradual reduction in mortality, particularly infant mortality, in a situation where birth rates remain high. Around 52% of the population are in the economically active 15-59 age-group. While on average population density is low (16.6 inhabitants per square kilometre in 1981), it varies considerably from region to region. Zambézia and Nampula provinces and the city

of Maputo are the most densely populated areas, the latter having around 2 million inhabitants. Life expectancy in the period 1975-80 was 50.4 years for women and 47 years for men in urban areas, and 39.9 years for women and 38.6 years for men in rural areas. The UN Development Programme (UNDP) estimated average life expectancy in 1992 at 46.5 years. The rate of infant mortality was, in average, 159 per 1,000 over 1975-80, but the war prevented a faster improvement. The UNDP estimates that in 1992 the IMR was 148 per 1,000 live births and that 47% of children under five were underweight.

The Mozambican people includes a variety of distinct Bantu ethnic groups, each with their own rich languages and culture. The local languages most spoken in each province are the following:

In Cabo Delgado: makhuwa, makonde kimwani, swahili; in Niassa: makhuwa, nyanja; in Nampula: makhuwa; in Zambézia: chuabo, sena, marenje, makhuwa; in Tete: nyanja, yungwe, sena, senga, shona; in Sofala: sena, ndau; in Manica: manyika, ndau, tewe, sena, barwe; in Inhambane: tswa, bitonga, chopi, ndau; in Gaza: changana, chopi; in Maputo: ronga, changana.

For historico-political reasons, linked to the great diversity and heterogeneity of local Mozambican languages, the official language adopted is Portuguese, with English being widely spoken. Most of the population follow traditional animist beliefs, while there are Christian communities mainly in the urban centres, and the north of country is predominantly Moslem.

3. *Political System and Administration*

Mozambique achieved its independence from Portugal in 1975 after 10 years of war for national liberation led by Mozambique Liberation Front (FRELIMO). As a result of Socialist orientation policy adopted in 1977, Mozambique became target to be destroyed by neighbour apartheid regime of South Africa and Ian Smith's illegal regime of Rhodesia. Thus, both countries with some Portuguese who lost their properties under the nationalisation policy and abandoned Mozambique organised, trained and supplied a military force based on Mozambican dissidents to destabilise the country. In 1992, the country entered a period of political transition with the signing of General Peace Agreement. This

transition lasted two years, but it enabled the government to achieve its overriding objectives of peace and national reconciliation in 1994.

3.1. Political parties

Meanwhile, profound political and economic changes have been underway in Mozambique since 1987. Alongside of these changes, a new Constitution came into force on 30th November 1990. The Constitution defines Mozambique as an independent, sovereign and unitarian state of democracy and social justice. With the adoption of the multiparty system as the expression of political pluralism, various parties have been formed with different ideas and political orientations. To encourage people's participation in their nation's political life, the Constitution establishes the principle of freedom of formation of social organisations. These should have an important role in promoting democracy and participation in public life, helping citizens to realise their rights and raising individual and collective awareness of civil duties. The political parties formed in Mozambique which took part in the first general elections in 1994 are:

FRELIMO - Mozambique Liberation Front, the ruling party.

RENAMO - Mozambican National Resistance, the main opposition party.

UNAMO - Mozambique National Union

PCN - National Convention Party

PPPM - Mozambique People's Progress Party

MONAMO - Mozambican National Movement

FUMO - Mozambique United Front

PALMO - Mozambique Liberal & Democratic Party

PADEMO - Mozambique Democratic Party

PANADE - National Democratic Party

SOL - Social-Liberal Democratic Party

The Constitution establishes the following State bodies for administration:

A. President of the Republic, the head of the State

Joaquim Alberto Chissano

B. Assembly of Republic, the country's highest legislative body, headed

by its elected President:

Eduardo Mulembwe

C. Council of Ministers, the Government of the Republic of Mozambique
appointed by the President of the Republic:

OFFICE OF THE PRESIDENT

Ministers in the Presidency:

for Parliamentary Affairs	<i>Francisco José Caetano Madeira</i>
for Economic and Social Affairs	<i>Eneas da Conceição Comiche</i>
for Defence and Security	to be appointed
General Secretary	<i>Murade Isac Murargy</i>

CABINET

Prime Minister	<i>Pascoal Manuel Mocumbi</i>
Minister of Foreign Affairs and Cooperation	<i>Leonardo Santos Simão</i>
Minister of Defence	<i>Aguiar Real Mazula</i>
Minister of Interior	<i>Manuel António</i>
Minister of Planning and Finance	<i>Tomaz Augusto Salomão</i>
Minister of Industry, Trade and Tourism	<i>Oldemiro Balói</i>
Minister of Mineral Resources and Energy	<i>John William Kachamila</i>
Minister of Health	<i>Aurélio Zilhão</i>
Minister of Education	<i>Arnaldo Valente Nhavoto</i>
Minister of Culture, Youth and Sports	<i>Mateus Katupha</i>
Minister of Labour	<i>Guilherme Luís Mavila</i>
Minister of Justice	<i>José Ibrahimo Abudo</i>
Minister of Environmental Coordination	<i>Bernardo Ferraz</i>
Minister of Transport and Communication	<i>Paulo Muxanga</i>
Minister of Public Works and Housing	<i>Roberto Costley White</i>
Minister of State Administration	<i>Alfredo Gamito</i>
Minister of Agriculture and Fisheries	<i>Carlos Agostinho do Rosário</i>
Minister of Social Welfare	<i>Alcinda Abreu</i>
Deputy Foreign Minister (Cooperation)	<i>Frances Rodrigues</i>

Deputy Foreign Minister (Foreign Affairs)	<i>Daniel António</i>
Deputy Minister of Defence	<i>António Hama Thai</i>
Deputy Minister of Interior	<i>Edmundo Carlos Alberto</i>
Deputy Minister (Finances)	<i>Luísa Diogo</i>
Deputy Minister of Labour	<i>Adelaide Amurane</i>
Deputy Minister of Justice	<i>Açucena Xavier Duarte</i>
Deputy Minister of Public W. & Housing	<i>Agostinho Salvador Monjane</i>
Deputy Minister of Mineral Res. & Energy	<i>Castigo José Correia Langa</i>
Deputy Minister of Social Welfare	<i>Filipe Ricardo Samuel Manjate</i>
Deputy Minister (Industry & Trade)	<i>Abílio Bichinho Altino</i>
Deputy Minister (Tourism)	<i>Mahomed Rafique Mahomed</i>
Deputy Minister (Culture)	<i>Salomão Júlio Manhiça</i>
Deputy Minister (Sports)	<i>Joel Matias Libombo</i>
Deputy Minister of Health	<i>Abdul Razak Noormahomed</i>
Deputy Minister of Transport & Communic.	<i>António Fernandes</i>

3.2. Local government system

The new Constitution effective since November 30, 1990, provides basic guidelines to be further developed by municipal legislation, and to be drafted and enacted at a later stage. The main guidelines regulating local governments are as follows:

- a) Institutional and organisational aspects of, and division of responsibilities among the different tiers of subnational governments to be defined and regulated by law. Then, the legal framework for municipal districts was approved by the Assembly of Republic on September 1994 (Law 3/94);
- b) Democratically-elected assemblies will carry out legislative functions at the local governmental level. The first local elections will held on October 1996;
- c) The executive power at the local governmental level will be attributed to the provincial government and the municipal council. The Law 3/94 only defines the appointment procedures, as well as the functions and

responsibilities of the municipal council;

d) The statutory framework and operational guidelines for subnational government authorities still to be approved and monitored by the Council of Ministers.

The basic administrative structure for local (provincial and district) management needs to be clarified and given sufficient autonomy to function, which will in turn enable the Municipal Councils and the Municipal Assemblies to function effectively. The functional, hierarchic, and coordinating roles of local agencies of the state and of the local governments need to be clearly defined, and local autonomy in decision-making needs to be developed. Attempts to increase local autonomy and effectiveness need to address the organisation and functioning of key ministries. Also, local officials must develop their skills in assessing and discussing local priorities and solutions.

PART TWO - ECONOMIC ASPECTS

1. Structure of the economy

The economic structure inherited when independence was proclaimed was based mainly in agriculture. Vast estates, small and medium-scale private farms and the traditional peasant farming sector (which also produced surpluses for domestic and export markets) existed side by side. There was compulsory cultivation of certain crops, such as cotton, the aim being to feed the needs of textile and other industries, mainly in Portugal. The main sources of foreign earnings were:

- Exports, largely of agricultural products;
- Rail and port services for neighbouring South Africa (RSA), Northern Rhodesia (now Zambia), Southern Rhodesia (now Zimbabwe), Nyassaland (now Malawi) and Swaziland;
- The provision of cheap labour for the mines and plantations of RSA and Southern Rhodesia; and
- Tourism, especially from RSA and Southern Rhodesia.

With independence there emerged a new economic system and new forms of ownership in Mozambique, with the family, private and mixed sectors alongside the State and cooperative sector. Today, the role of each of the sectors in the economy is better understood and an awareness that the private sector can and must play a more important and decisive part in rebuilding the economy. The Economic Recovery Programme adopted in 1987, emphasises the development of the private sector, and it is within this framework that the direct foreign investment is welcomed in Mozambique.

2. Economic performance 1980-1993

Mozambique's performance must be assessed against a background on immense challenges when the government's rehabilitation programme was launched. By that time, the advantages it inherited at independence in 1975 - a

good basic infrastructure and export base - were all gone, as a result of long years of rigid central planning, a one-party state, and a vicious ongoing civil war. The consequences were a sharp fall in Mozambique's GDP, extreme aid dependency and extensive poverty with 60 to 70 percent of the population being absolutely poor.

Despite the war, Mozambique has been implementing since 1987 an ambitious adjustment programme, the Economic and Social Rehabilitation Programme (ESRP), with strong support from the donor community in the form of financial and technical assistance. At the same time, this process of economic reform has contributed in turning a state-directed socialist into a more market-oriented one. The government itself has been implementing a political reform process which transformed the country from a one party state to a multi-party system. While significant progress has been made in eliminating distortions in order to restore economic growth, output levels are still well below those of the pre-independence period.

It was clear, when the government decided to implement the ESRP that the task of structural adjustment would be long and arduous. Therefore, the government decided wisely to pursue a phased process of reforms aimed at establishing a sustainable path of growth and poverty reduction. The key achievements have been the restoration of economic growth, the avoidance of widespread famine and the maintenance of per capita consumption, albeit at low levels. Over 1987-89, economic growth averaged nearly 10 percent. During 1990-92, economic growth slowed to 1.7 percent a year as a consequence of the 1992 drought, worsening security, and lower level of external finance. These achievements must be assessed against the background of a long-running war as well as some sort of poor management. The economic consequences of the conflict were reflected in slow supply response to the reforms. In addition, adverse climatic conditions and the regional political instability reduced incentives for switching resources to the tradeables sector exploiting Mozambique's untapped resources.

With improved security, better weather, partially restored infrastructure, and continued structural reform, economic growth accelerated to 19 percent in 1993 and to 5.3 percent in 1994. Agriculture experienced its fastest growth since 1988

during these two years, while increased agricultural marketing and improved security led to more commercial activities in rural areas. Furthermore, as a result of the reconstruction of road and rail links throughout the country as well as private home construction, the construction sector expanded at a real rate of 7.5 percent in 1994. In contrast, however, the industrial sector continued to decline for the fifth straight year in a row. The on-going restructuring of the state sector, the sharp increase in illegal imports of consumer goods, and difficult access to credit are some of the reasons for the continuing crisis in industry.

GDP: Production

	1980	1985	1991	1992	1993
<i>(% of GDP)</i>					
Industry	30.9	10.8	15.6	14.2	12.0
Agriculture	36.9	49.1	38.0	32.3	33.1
Services	32.3	40.1	46.4	53.5	54.9

GDP: Expenditure

<i>(% of GDP)</i>					
Private consumption	78.4	83.1	90.8	94.2	94.1
General government consumption	21.0	21.0	18.4	19.1	16.9
Gross domestic invest.	22.5	9.1	39.0	38.4	41.5
Exports of goods & non-factor services	19.7	5.6	21.6	23.6	21.3
Imports of goods & non-factor services	41.6	18.8	69.8	75.5	73.8

Government finance (% of GDP)

Current budget finance	..	-12.5	-0.5	-3.1	-1.4
Overall surplus/deficit	..	-18.5	-24.9	-28.6	-22.2

GDP production 1980-85 (average annual growth)	1985-93	1991	1992	1993	
Industry	-23.9	7.4	10.2	-10.6	-0.1
Agriculture	-4.3	0.6	-1.4	-16.2	20.7
Services	0.1	9.8	8.6	14.1	22.9
GDP	-6.6	5.8	4.9	-0.8	19.1

GDP expenditure (average annual growth)					
Private consumption	-2.5	5.4	4.5	-1.0	22.4
Gen. govt consumption	-2.0	2.2	-4.2	-0.7	8.4
Gross national product	-7.6	5.1	5.7	-4.3	22.3
Gross national income	-6.8	4.8	6.1	-5.4	22.4

Source: National Planning Commission, Anuário Estatístico

Progress in reducing domestic and external imbalances has been limited. This is a long-term objective given the nature of the imbalances and the already low level of per capita income (US\$80 in 1993), which effectively precludes drastic cuts in aggregate consumption. Nevertheless, substantial fiscal adjustment has been achieved. The revenue base has been strengthened through tax reforms and improvements in tax administration with the result that budgetary revenues rose from 18 percent of GDP in 1987 to 20 percent in 1993. Recurrent expenditure have been contained, including subsidies to state enterprises, while public investment has been largely financed by donor grants.

3. Industrial Sector Performance 1990-1993

There was a marked decline in industrial production between 1990 and 1993, particularly in the heavy industry sector. The most dramatic falls have been in textiles and clothing, pharmaceutical products and electrical equipment. The main problems are lack of raw materials, low effective demand in the internal market due the inability of national products to compete with imported products on price and/or quality, and the drought that has weakened agro-industry. Further aspects affecting

the poor performance of the industrial sector are related with the unreasonable government policy to promote expansion of small and medium-sized enterprises which, in the case of Mozambique, should be seen as a safer basis for industrial growth than the big heavy industries favoured in the early post-independence period. At the same time, government policies should be approved to accelerate private investments and to support the existing dynamic microenterprises with some encouragement in the way of credit lines and easier access to licences. This strategy could generate considerable employment and industrial output.

Production of main products

(in tons unless otherwise indicated)

	1990	1991	1992	1993
Copra oil, crude & refined	3,812	3,360	2,991	2,776
Wheat flour	46,368	60,171	50,293	30,048
Raw sugar	33,141	10,408	13,953	11,455
Beer ('000 litres)	35,290	22,660	21,059	19,828
Cotton thread	4,676	3,843	7,279	5,894
Poplin ('000 sq metres)	3,664	2,777	1,339	946
Soap in bars	8,843	9,417	6,544	7,920
Lubricating oil	7,297	6,670	4,511	4,433
Filter cigarettes (million)	414	50	288	352
Cement	79,767	62,705	72,914	59,730
Batteries ('000)	21,831		2,843	2,283
Bicycles (units)	4,393		3,222	4,596

Source: National Planning Commission, Anuário Estatístico

Value added in manufacturing (in US\$ million)

	1990	1991	1992	1993
Value added in manufacturing, constant 1987 prices	222	244	219	218

Source: UNDP & The World Bank, African development indicators

4. External Trade 1990-1993

4.1. Exports

Merchandise exports indicate a modest growth between 1990 and 1993. However, the trade deficit has continued to increase as a result of the rapid growth of imports under the ESRP, and during the period 1990-1993, on average, exports covered only 15.5% of imports.

Mozambique's traditional export products of cashew nuts, sugar and cotton have performed poorly since independence, although the export of shrimps has stood better. During the period 1990 and 1993, the better export earnings reached US\$162.4 in 1991, a 28% increase over the year earlier, largely due to a rise in sales of shrimps, cashew nuts and non-traditional goods, but earnings fell back in 1992 and 1993.

Exports by commodity group (in US\$ million)

	1990	1991	1992	1993
Shrimps	43.4	60.8	64.6	68.8
Cashew nuts	14.3	16.0	17.6	8.2
Cotton	8.7	8.8	10.8	11.1
Sugar	7.9	9.8	6.7	n/a
Lobster	3.8	2.8	4.9	3.2
Copra	2.6	4.7	4.2	2.5
Citrus	2.0	1.9	1.1	0.9
Coal	0.4	0.2	0.0	0.0
Tea	0.5	0.8	0.2	0.0
Total incl. others	126.4	162.4	139.3	131.9

Source: National Planning Commission, Anuário Estatístico

Under peaceful conditions, exports could increase fairly but they will continue to lag behind imports for some years to come.

Exports by country of destination (in US\$ million)

	1990	1991	1992	1993
Spain	22.6	31.3	41.0	38.8
USA	14.6	21.4	18.6	17.6
Japan	13.1	19.6	9.5	9.6
Portugal	7.1	9.8	18.2	17.2
UK	5.1	0.7	0.7	0.7
Germany	2.6	1.7	1.0	1.6
Soviet Union/Russia	2.6	4.6	0.3	4.4
RSA	8.9	14.2	23.0	22.0
Zimbabwe	0.3	5.3	8.3	7.9
Total incl. others	126.4	162.4	139.3	131.9

Source: National Planning Commission, Anuário Estatístico

Spain was the leading market during the period 1990-1993, taking on average 22% of exports. Between them, the OECD economies accounted for almost 70% of Mozambique's exports in the same period. Japanese shrimp purchases have raised the country to third among Mozambique's export markets.

4.2. Imports

The value of imports stood at US\$877 million in 1990, and they have rise since, reaching US\$955 million in 1993.

The OECD countries remain Mozambique's most important trading partners. With the country's membership of regional organisations such as SADC and the PTA, imports from other African countries have increased markedly.

Imports by commodity group (in US\$ million; cif)

	1990	1991	1992	1993
Consumer goods	337.8	367.7	349.4	242.5
of which:				
food	253.9	238.9	227.0	160.8
non-food products	83.9	128.8	122.4	81.7
Raw materials	255.3	257.1	244.3	279.5
of which:				
chemicals	32.0	32.3	30.8	34.4
metal products	29.8	30.6	29.1	32.5
crude oil & by-products	95.9	99.0	94.1	105.1
electricity	9.3	9.0	8.6	9.5
Parts & spare parts	83.6	85.5	81.2	90.7
Equipment	200.7	207.0	196.7	219.6
Total incl. others	877.5	899.7	855.0	954.7

Source: National Planning Commission, Anuário Estatístico

Imports by country of origin (in US\$ million)

	1990	1991	1992	1993
Industrialised Countries	526.5	508.1	544.9	591.9
of which:				
USA	131.6	111.1	164.7	179.5
France	77.2	46.7	90.8	105.0
Portugal	49.1	41.4	36.0	47.7
UK	30.7	36.7	33.0	36.3
Germany	28.1	35.6	29.5	33.4
Japan	47.3	42.8	37.9	56.8
Africa	105.3	106.6	146.9	219.4
of which:				
RSA	79.1	28.7	38.9	190.1
Zimbabwe	61.4	64.2	44.4	57.3
Malawi	16.8	17.4	19.1	23.9

Total incl. others	877.5	898.7	855.0	954.7
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Source: IMF, Direction of Trade Statistics

5. *External payment and debt*

The growth of exports after the start of the ESRP was outstripped in absolute terms by the growth in imports, and this trend was only reversed in 1991. The forced return in 1990 of Mozambicans working in former East Germany led to a further decline of US\$ 16 million per year in net private transfers, but transport earnings started to grow promisingly from 1992. Grant aid is the principal item under net official transfers, and this inflow (from US\$448.4 million in 1990 to US\$503.3 million in 1993) dwarfs all other positive entries on the current account.

Balance of payments (in US\$ million)

	1990	1991	1992	1993
Merchandise exports (fob)	126.4	162.3	139.3	131.8
Merchandise imports (cif)	-877.5	-898.7	-855.0	-954.7
Trade balance	-751.1	-736.4	-715.7	-822.9
Exports of services	173.4	202.8	222.6	239.8
Imports of services	-286.0	-312.4	-355.5	-361.4
Net private transfers	97.5	107.6	110.0	125.0
Net official transfers	448.4	501.7	499.4	503.3
Current account balance	-317.8	-236.7	-239.2	-316.2
Direct foreign investment	9.2	22.5	25.3	32.0
Loans	-344.1	-354.1	-350.2	-324.5
Other capital net	251.4	144.1	169.8	185.5
Capital account balance	-83.5	-187.5	-155.1	-107.0
Net errors & omissions	3.1	33.7	-12.3	-7.8
Debt relief	353.3	384.9	668.6	882.2
Change in arrears	50.8	85.7	-222.2	-497.3
Change in reserves				
(- indicates increase)	-5.9	-12.7	-39.8	46.2
Global balance	-398.2	-457.9	-406.6	-431.0

Source: National Planning Commission, Anuário Estatístico

According to National Planning Commission, after soft-loan disbursements which have kept the basic capital account to modest net outflows, the payments deficit has in effect been made up by exceptional financing in the form of debt relief alternating with the amassing of debt arrears. Private capital inflows have been low, although a significant increase in foreign direct investment has been registered since 1991. During the period 1990-1993, the principal investor in Mozambique (largely because of the Lonrho investments) is the UK, followed by RSA and Portugal.

5.1. Foreign debt

Despite the concessional terms Mozambique has received in debt rescheduling agreements, debt servicing remains a heavy burden on the economy in its current state. In the context of generally declining export earnings, external indebtedness has continued to grow achieving an equivalent to 495% of the country's GNP by 1992.

Following the adoption of the ESRP and the signing of an agreement with the IMF and World Bank in April 1987, further negotiations were entered into with creditors. A series of rescheduling agreements has since been reached with the London and Paris Clubs. During the 1990 annual consultative conference with donors in Paris, the World Bank endorsed the view that Mozambique cannot hope to achieve a viable balance of payments position unless a substantial portion of its debt is cancelled. The Bank suggested creditors to apply the Trinidad terms to Mozambique's debt (i.e. two-thirds of the debt stock cut, and the remainder rescheduled over a 25-year period) to turn the balance of payments financially viable through the 1990s and through the next decade.

In June 1990 western countries agreed to a three-year debt rescheduling covering US\$700 million. Some progress has also been made with debt reduction: by 1990, France, Finland, Sweden, West Germany and the Netherlands had written off US\$340 million worth of debt between them. Bilateral rescheduling agreements were signed during 1991 with eight countries, including Japan, the UK, the USA and France. The result, according to the World Bank, is that the required donor financial assistance from 1993 to 2010 would be about US\$3.3 billion less than if

the Toronto terms continued to be applied.

In March 1993 Paris Club creditors were persuaded into a major deal to reduce Mozambique's debt by a range of means broadly in line with the Trinidad terms. Some US\$180 million of debt was forgiven. The government and the World Bank continued to lobby in 1994 for further reductions of the debt.

6. Exchange Rates

The official exchange rate of the metical (MT. plural meticaïs), formerly fixed in relation to the US dollar, was before the Economic and Social Rehabilitation Programme (ESRP) in January 1987 maintained at an artificially high level. One of the objectives of the ESRP was to bring the official exchange rate to more realistic levels and to eliminate the *de facto* dual exchange. Between 1987 and mid-1994 the official exchange rate dropped from MT40:\$1 to around MT5,600:\$1; this represents a depreciation of some 14,000%. In October 1990, the government introduced a secondary market for foreign exchange, such that foreign currency can now be traded at market-determined rates at legal exchange bureau. The aim was to unify the official and secondary rate and to eliminate the parallel market. The market rate was effectively devaluated in June 1993 when it rose from around MT3,000:\$1 to around MT3,400:\$1.

Annual average exchange rate (MT:\$)

1990	1991	1992	1993
1,053.1	1,764	2,550.4	3,874.2

Source: IMF, International Financial Statistics.

7. Government Finance

1987 is the basic year to analyse the trend in government finance due the introduction of the Economic and Social Rehabilitation Programme (ESRP). The most obvious impact of the ESRP was the increase of the central government finances in nominal values, reflecting the surge in inflation which followed currency

devaluation and the decontrol of prices. Since then there has steady progress with the reduction of the deficit both in real terms and as a proportion of GDP: by 1993 the overall deficit, after grants, represented 5.2% of GDP.

Government budget

(out turns; MT bn)

	1987	1988	1989	1990	1991	1992	1993
Total revenues	68.6	130.7	226.5	298.0	447.1	661.0	1,092.6
Fiscal receipts	58.1	110.1	199.8	226.4	379.8	574.1	995.0
of which:							
income tax	15.1	29.4	43.2	52.9	79.0	102.9	156.6
indirect taxes	29.7	59.0	105.1	136.8	177.3	281.5	534.6
trade taxes	9.9	18.5	44.1	65.3	108.9	168.8	278.7
Non-fiscal taxes	10.5	20.6	26.7	31.6	67.3	86.9	97.6
Total expenditure	161.0	288.5	473.0	693.2	958.3	1,496.1	2,307.8
Current spending	93.0	148.8	246.0	342.5	457.4	764.7	1,170.8
of which:							
wages & salaries	15.2	24.8	43.0	65.0	101.0	142.5	238.8
defence & security	41.7	58.2	102.4	136.0	178.0	259.3	416.8
parastatal transfers	9.1	11.1	12.0	14.0	12.2	23.8	22.0
Capital spending	68.0	139.7	227.0	350.7	500.9	731.4	1,137.0
Deficit before grants	-92.4	-157.8	-246.5	-395.2	-511.2	-835.2	-1,215.2
Grants	37.7	91.8	159.8	226.3	382.5	690.0	932.2
Overall deficit	-54.7	-66.0	-86.7	-168.9	-128.7	-145.2	-283.0
Financing							
Foreign	33.2	52.9	81.7	168.5	127.7	115.9	204.1
Domestic	19.2	13.1	5.0	0.4	0.9	67.3	78.9

Source: National Planning Commission, Anuário Estatístico

Revenue collection has improved over the period, but the lower real deficits have only been achieved by increasing grant aid. Trade taxes have seen the most rapid increases as economic activity has begun to recover and tax management has been overhauled, but the defence budget has swollen spending - defence accounted for 36% of current spending in 1993. The 1993 budget was intended to maintain a restrictive emphasis, as part of the overall effort to restore

macroeconomic balance. However, a tightly discipline in budget execution as well as in reducing the fiscal erosion is needed in order to improve taxation revenues.

The government agreed a three-year public investment plan, the Plano Trienal de Investimento Público (PTIP), covering 1992-94, with the IMF in 1992. The plan was aimed to cut public investment by 30% by end-1993, with the main cuts in agriculture, industry and mining. The plan coincided with the privatisation programme.

8. Financial Institutions

A series of reform to the sector was begun in the early 1990s, with a view to opening up a greater degree of competition and stimulating the provision of more effective services. One of the main goal of financial reform under the ESRP has been to attempt to move towards positive real interest rates, both to mobilise savings and to regulate credit provision. In fact, loan rates vary and some are offered at a technically negative rate, partly because of intense competition among the commercial banks, and partly because banks are forced to offer low rates to keep the custom of enterprises that otherwise can get cheap credit from the donor.

In the context of financial reforms, the commercial and central banking functions of the *Banco de Moçambique (BM)* separated with the official opening of a new commercial bank, the *Banco Comercial de Moçambique (BCM)*, and a number of private banks was established: the *Banco de Fomento Exterior (BFE)*, the *Banco Português do Atlântico (BPA)* and the *Banco Internacional de Moçambique (BIM)* The *Banco Popular de Desenvolvimento (BPD)*s also a state-owned bank like the BM and the BCM. The BPD has specialised in short-term agricultural finance, has equity holdings in a number of enterprises, and offers some savings bank services. Before mid-1992, the *Banco Standard Totta de Moçambique (BSTM)* as the only privately owned financial institution in the country.

9. Official Development Assistance

Mozambique is the most aid-dependent country in the world. According to

World Bank data, net disbursements of official development assistance in 1991 were equivalent to 69% of GNP. Over 1990-1993, the international donor community put in more than US\$5.5 billion-worth of support to the economy in grants, credit and debt relief.

Gross official development assistance (in US\$ million)

	1990	1991	1992	1993
Bilateral	798.4	925.6	1,108.1	808.7a)
of which:				
Italy	107.4	58.9	321.3	
Portugal	44.6	101.8	164.3	
Sweden	136.1	135.0	97.2	
France	79.0	91.3	91.9	
Norway	52.3	68.9	73.1	
Netherlands	64.9	37.1	63.4	
Multilateral	261.1	303.7	466.7	606.2a)
of which:				
IDA	69.0	56.0	105.9	
WFP	33.9	35.7	100.6	
EU	81.4	103.0	89.8	
IMF	12.5	41.7	64.5	
Total	1,059.5	1,229.3	1,574.8	1,414.7
of which:				
grants	847.2	1,004.5	928.8	

Source: OECD, Geographical Distribution of Financial Flows to Developing Countries

a) provisional

10. Official development assistance by NGOs
(US\$ million)

	1990	1991	1992	1993
Total	7.7	10.0	45.0	126.4

Source: National Planning Commission

11. Manpower Development

There are very few vocational training centres, and their curricula are not adapted to the needs of the labour market.

The Ministry of Labour has a professional training department that is currently organising some training courses for unemployed secondary school graduates.

National and foreign NGOs have made attempts to reorganise the centres that were destroyed during the war and organise others. Projects for training centres for boys and girls from the rural areas are beginning to appear, giving training on food conservation and such skills as carpentry.

The National Employment and Professional Training Institute (INEFP) was set up in 1992, with the task of applying, monitoring and assessing National Employment Policy. This takes the form of promoting job opportunities, and in undertaking training activities. Some unemployed people, including demobilised soldiers, have benefited from the Institute's professional training activities. However the Institute's ability to intervene is still well below the level of demand, mainly due to the formal sector's inability to offer many jobs. According to the 1994 report from the Ministry of Labour, only 34% of the unemployed people who have registered with the Ministry have found jobs. It is important to note that this figure do not include unemployed people who do not register, or those who become disheartened, stop using the services of the INEFP, and instead contact companies directly.

11.1 The Labour Market

The labour situation cannot be analysed without taking in account both the displacement of population that followed the deterioration in the internal security situation and the various market imperfections that prevail in some specific areas of the labour market.

As data for years other than 1980 are essentially projections based upon the 1980 Population Census, 1980 is used as the best guide to the structure of the population. Basically the Census data indicate that the crude labour force participation rate (labour force/population) in Mozambique was about 48 percent - a relatively high figure for sub-Saharan Africa. As one would expect in a country at a relatively early stage of its development, the formal wage sector is a minor source of labour force absorption. In 1980, the formal sector only accounted for about 19 percent of the total labour force; non-wage employment in agriculture - much of it on collective farms - accounted for 79 percent; and unemployment - typically low in a low-income country - made up the remaining 2 percent. The Census indicated an almost total absence of an urban informal sector in services, trading and small-scale manufacturing.

Structure of the labour force

	1980	1985	1990	1993
Labour force (thousands)	6903.5	7670.8	8437.4	8790.7
Formal employment (%)	22%	21%	17%	20%
Agricultural	8%	5%	4%	5%
Industry	7%	7%	6%	5%
Services	7%	7%	6%	8%
Informal employment				
(thousands)	5384.7	6060.0	7003.3	7032.6
Rural (%)	79%	79%	69%	65%

Source: National Planning Commission, Anuário Estatístico

Rate of Unemployment and sub-employment, 1992 (%)

Sex	Total		Urban		Rural	
	Unempl.	Sub-employ.	Unempl.	Sub-empl.	Unempl.	Sub-empl.
TOTAL	7.2	52.2	15.0	26.6	4.9	59.4
Men	7.6	44.6	15.6	17.3	5.6	52.1
Women	4.3	59.4	14.1	39.2	3.9	62.6

Source: National Planning Commission

There are no reliable estimates of unemployment or underemployment in Mozambique. The vast majority of the labour force is engaged, to some degree, in agricultural work, although the reach of wage labour is unclear. Of the recorded wage labour in 1993, 47% were employed in the shrinking industrial sector.

The government's wage policy since 1986 has risked political discontent by restraining wage increases to rates far below inflation and by encouraging a greater differentiation of salary scales. Real wages fell by some 12.5% over 1990-91, although this was mitigated slightly by a rise in payments in kind. Salary differentials have also been widening. At the start of 1987 a national director's monthly salary was 66% higher than that of the highest level director's secretary; by the end of 1989 this gap had widened to 237%. Within the technical employee level, at the beginning of the same period, a specialist earned MT44,550 (US\$60) a month more than the lowest technical assistant; by the start of 1990 this amount was increased to (US\$160). In December 1990 the principle of collective bargaining between companies and workers was raised to MT40,000 (US\$27) per month in the urban sector and MT30,000 (US\$20) per month for agricultural workers. This minimum fell dismally short of the amount needed to cover even the most basic survival requirements for an average-sized family. In 1993 minimum wages rose by enough to offset inflation as measured by the Maputo price index. The minimum wage for urban workers was increased to MT117,200 (US\$21) and for farm workers to MT88,000 (US\$16) in the end of 1993. There are no reliable data on private-sector wage trends.

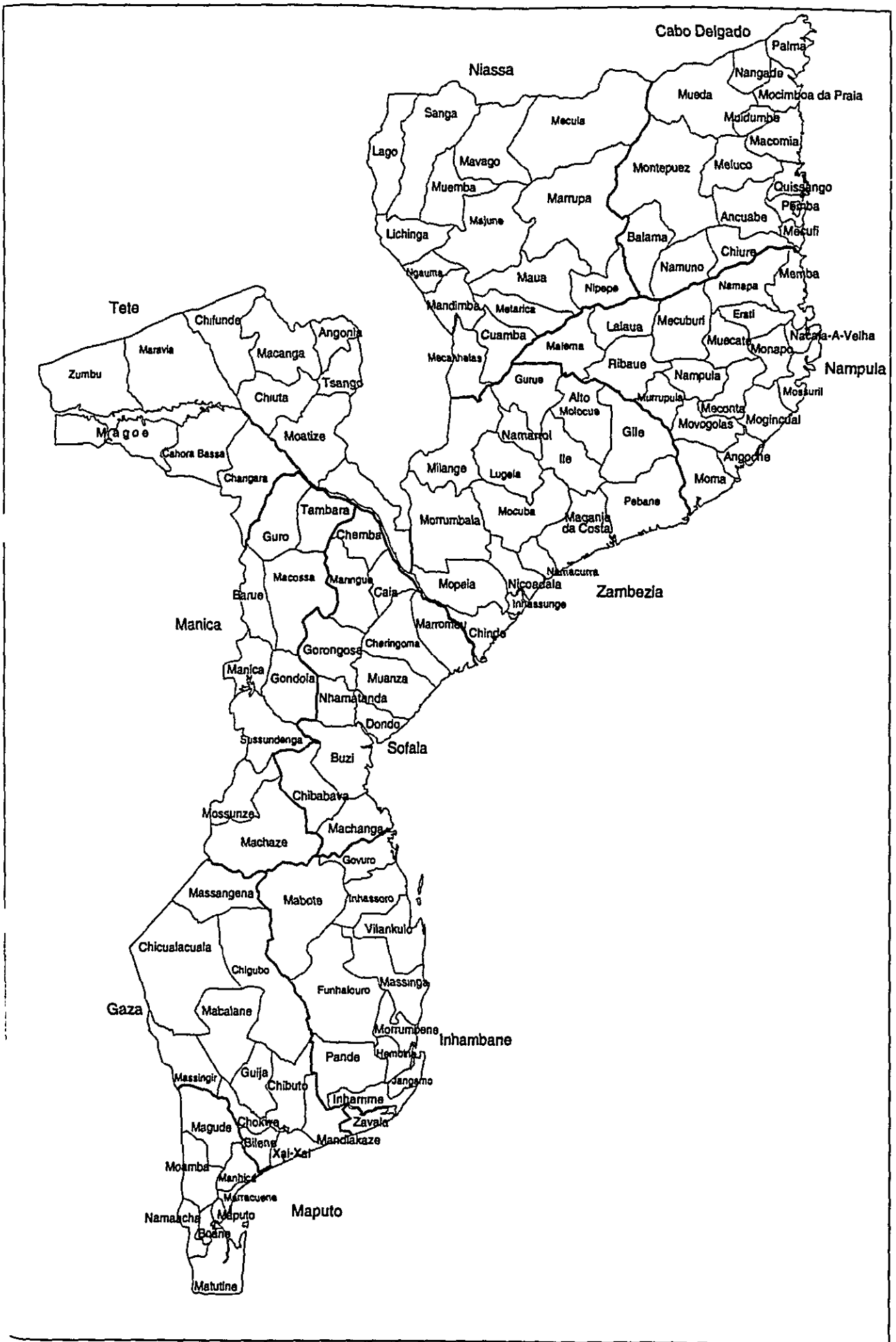


TABLE 1: TOTAL POPULATION BY SEX AND PROVINCE

		1980	1985	1990	1993
COUNTRY		12,130.0	13,809.7	15,730.9	17,042.4
PROVINCES					
Niassa	T	514.1	585.3	585.6	634.4
	M	246.3	280.4	319.4	346.0
	F	267.8	304.9	347.3	376.3
Cabo Delgado	T	940.0	1,070.2	1,219.0	1,320.7
	M	445.3	507.0	577.5	625.6
	F	494.7	563.2	641.6	695.0
Nampula	T	2,402.7	2,735.4	3,116.0	3,375.7
	M	1,189.2	1,353.9	1,542.2	1,670.8
	F	1,213.5	1,381.5	1,573.7	1,704.9
Zambezia	T	2,500.2	2,846.4	3,242.4	3,512.7
	M	1,224.6	1,394.2	1,588.1	1,720.5
	F	1,275.6	1,452.2	1,654.3	1,792.2
Tete	T	831.0	946.1	1,077.7	1,167.5
	M	393.6	448.1	510.4	553.0
	F	101.1	115.1	131.1	142.0
Manica	T	641.2	730.0	831.5	900.9
	M	307.2	349.7	398.4	431.6
	F	334.0	380.3	433.2	469.3
Sofala	T	1,065.2	1,212.7	1,381.4	1,496.6
	M	535.2	609.3	694.1	751.9
	F	530.0	603.4	687.3	
Inhambane	T	997.6	1,135.7	1,293.7	1,401.6
	M	458.1	521.5	594.1	643.6
	F	539.5	614.2	699.7	758.0
Gaza	T	990.9	1,128.1	1,285.1	1,392.2
	M	469.3	534.3	608.6	659.4
	F	521.6	593.8	676.4	732.8
Maputo	T	491.8	559.9	637.8	691.0
	M	235.7	268.3	305.7	331.2
	F	256.1	291.6	332.1	359.8
Cidade/Maputo	T	755.3	859.9	979.5	1,061.2
	M	404.0	459.9	523.9	567.6
	F	351.3	399.9	455.6	493.6

Source: DNE

Table 2: TOTAL POPULATION STRUCTURE BY SEX AND AGE IN 1990 & 1993
(in thousands)

AGE	1990				1993			
	BOTH SEXES		Male	Female	BOTH SEXES		Male	Female
	15,730.9	7,675.6	8,055.3	17,042.4	8,315.5	8,726.9		
TOTAL	2,697.6	1,330.8	1,366.8	2,922.5	1,441.7	1,480.8		
0-4	2,275.1	1,120.1	1,155.0	2,464.8	1,213.5	1,251.3		
5-9	1,969.7	970.0	999.7	2,133.9	1,050.9	1,083.0		
10-14	1,660.2	817.1	843.1	1,798.6	885.2	913.4		
15-19	1,403.4	689.8	713.6	1,520.4	747.3	773.1		
20-24	1,182.0	579.6	602.4	1,280.5	627.9	652.6		
25-29	991.0	484.8	506.2	1,073.6	525.2	548.4		
30-34	825.5	402.4	423.1	894.3	435.9	458.4		
35-39	683.6	331.6	352.0	740.6	359.2	381.3		
40-44	563.6	270.9	292.2	610.6	293.5	316.6		
45-49	455.8	217.5	238.3	493.8	235.6	258.2		
50-54	356.6	167.1	189.5	386.3	181.0	205.3		
55-59	265.8	121.5	144.3	288.0	131.6	156.3		
60-64	185.7	82.2	103.5	201.2	89.1	112.1		
65-69	118.0	50.6	67.4	127.8	54.8	73.0		
70-74	64.3	26.6	37.7	69.7	28.8	40.8		
75-79	33.5	13.0	20.5	36.3	14.1	22.2		
80+								

Source: DNE-CNP

モザンビークにおける教育制度とその改革
(在外専門調整員報告書の和文要約)

1995年3月
JICA英国事務所

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1. 歴史的概観

1. 1 植民地時代

植民地時代のモザンビークの教育システムは以下の二つに分割されていた。即ち'ポルトガル人及びこれに準じる人々のための普通教育'と'現地人のための基礎教育'である。

前者は、都市部で少数のポルトガル人子弟を対象に行われ、後者は、カトリック教会の支配のもと、モザンビーク人に基礎知識（ポルトガル語、算数、ポルトガルの歴史と地理、物理、倫理）を教える目的で行われていた。

一般的にいて、モザンビークにおける植民地時代の教育は、非常に差別的で、カトリック教会の影響を色濃く受けたものであり、大多数のモザンビーク人にとっては、教育へのアクセスはかぎられたものであった。

1. 2 独立

1975年の独立と共に、政府が経済および、社会サービスにおける主要な役割を引き継いだ。

新独立国家モザンビークは、人口の約95%にのぼる非識字者や、学校設備の都市と農村に於ける大きな格差を抱え、少数の教員らも十分なトレーニングを受けていない状態であった。

独立直後モザンビーク政府は、基礎教育の拡張、カリキュラムの改良、集中的識字プログラムの実施を目的として、全教育を国家の管理下におくことを決定した。

1979年より、文部省(MINED)が教育制度の管理に携わっている。

1. 3 内戦

70年代の終わりに始まった内戦は、数年のうちに国中の学校、病院、道路を破壊した。うち、教育に関する被害は以下のとおりである。

* 初等教育校5、886校のうち60%にあたる、3、402校が破壊された。

* 中等教育校176校のうち、32校が破壊された。

* 44校の寄宿学校が破壊され、7、000近い生徒が現在も教育設備を持たないままにいる。

* 17校の教員養成校のうち、3校が破壊された。

* 6歳から11歳までの約200、000人の子供達が、近隣諸国の難民キャンプでの生活を強いられている。

80年代半ば、モザンビークは、IMF加入の条件を満たすため、構造調整プログラムを採択した。

これにより、公共投資や、社会サービス部門（保健衛生と教育）への出費が大幅に削減され、教育設備は大きな打撃を受けている。このことは内戦による打撃とともに留意する必要がある。

2. 教育制度 (SNE)

1983年以来、モザンビークの教育制度は、普通教育 (General Education)、成人教育 (Adult Education)、職業訓練 (Technical and Vocational Education)、教員養成 (Teacher Training)、高等教育 (Higher Education) の5つのサブシステムから構成されている。

(1) 普通教育

第1次初等教育、第2次初等教育、中等教育、大学予備教育の4レベルから構成されている。

1) 第1次初等教育 (EP1, Grades 1-5)

児童に基本的なポルトガル語での読み書きと、日常生活に必要な算数を教えることを目的としている。モザンビークには約9種類のバンツー語に属する土着の言語が存在するが、ポルトガル語を母国語とする人口は、全体の約2%、第二外国語としても25%にすぎない。学校教育におけるポルトガル語の使用は、大多数の児童に困難を与えているが、教科書に使用される共通語の必要性や、子供の将来における労働市場へのアクセスを考慮した場合、妥当な方策であると考えられる。

現在大きな問題となっているのは、生徒の留年やドロップアウトである。25%以上の生徒が留年し、Grade-1に属する1,000人の学生のうち、5年以内にGrade-5を終了するのは、わずか50人となっている。近年の調査によると、これは以下に起因している。

- * 教員の教育不足
- * 児童の能力に合わない教材の使用
- * 教員による不適切な指導
- * 児童のポルトガル語修得における困難
- * 早婚や、家事手伝いに起因する女兒のGrade-3以降の出席率の激減

2) 第二次初等教育 (EP2, Grades 6-7)

児童に中級のポルトガル語と地理、数学を教えることを目的としている。同時に、中等教育への準備と、基本的な職業訓練がおこなわれる。このレベルでの就学率は、全学習人口の16%にすぎない。また、教員の絶対的な不足のため、とくに人口密度の高い、農村地域での設置が困難となっている。

3) 中等教育 (ESG, Grades 8-10)

ここでは、児童に広く社会生活に適応するための、ジェネラルな知識（ポルトガル語、英語、数学、物理、歴史、地理、化学、芸術、スポーツ）の供給を行っている。

モザンビークにおける、質の高い人的資源の必要性を考慮した場合、このレベルにおける教育の質の劣悪さと、低い就学率（7%）は、国家に致命的な影響を与えている。

高等教育に進学しない学生も、職業専門学校の質の低さのため、あえて、普通教育を選び、卒業後、短期間の職業訓練ののち、労働市場へと参入していく。国内の公立学校のESGの数は、44校、生徒数30,381人（内女子は39%）、教員数は、1,420人である（1994）。

4) 大学準備教育 (EPU, Grades 11-12)

ここで行われる教育は、芸術と科学分野にわかれる。約56%の生徒は、後者を選択し、医学、経済等の学部へと進学している。

(2) 成人教育

15歳以上を対象にした、識字能力の促進と職業訓練教育、高等教育、教員養成へのステップ踏して行われる。

(3) 職業訓練教育

基礎教育(Grades8-10)と中級教育(Grades11-12)から構成される。

(4) 教員教育

中等および高等レベルから構成される。

(5) 高等教育

大学教育、高等教員機関 (ISP)、高等国際関係機関 (ISRI) が含まれる。

3. 初等教育 (本要約では省略)

4. 中等教育 (本要約では省略)

5. 教員養成

植民地時代、良質の教員教育を受けたのはポルトガル人教員のみであり、モザンビーク人教員はそのかぎりではなかった。国家の独立と同時に、良質のトレーニングを受けた教員の約90%が、国外に流出した。

現在教員の養成がおこなわれているのは、以下の機関である。

The Primary Teachers Training Centre(CFPPs-14校)

一学生数4,024人、インストラクター57人

The Intermediate Pedagogic Institutes(IMP-3校)

一学生数997人、インストラクター57人

政府は現在、特に初等教育教員の育成に力を入れている。

しかしながら、これらの機関は、内戦のため、かなりの被害を受けており、その内のいくつかは、現在閉鎖されている。

また、そこで行われるトレーニングの質も低く、教材も不適切であるというのが、一般的な意見である。他の公務員と同様に、モザンビークの教員は、低い給与体系、昇進に於ける困難、職業観の欠如を有しており、それが結果として、深刻なモラルの低下、欠勤、ワイロの横行を招いている。

現在の給与では、教員らが生計を営むのは難しく、これが改善されないかぎり、教員の荒廃は、ますます進むものと思われる。

6. 教科書

教科書の使用が開始されたのは、1988年である。当時の部数は、国家のニーズの27%を満たすにすぎなかった。

教科書は、政府の補助金分配にさいし、高い優先性を与えられているにもかかわらず、未だ、大多数の生徒の手には届いていない。それは、内戦による輸送システムの荒廃にも起因しているが、約85%の保護者が購入力を欠如していると見積られており、実際、学校図書の70%は、援助機関によって購入されたものである。

現在、教科書作成の民営化が進められており、市場価格での教科書販売が考慮されている。その際、学校ファンドを通じて、価格補助がされる予定である。

また、現状に即した教材を作るべく、教員自身による教科書作成が奨励されており、いくつかの成功例がすでに見られる。これは、時給自足と国民の能力発掘を追求するという目的に基づいている。

7. 地域に於ける学校教育—コミュニティースクールの設置

公立学校の存在しない農村地域での教育ニーズを満たすため、コミュニティ（地域）レベルでの学校の設置が、進められている。最初のプロジェクトは、数年前、ガザ地区において、“学校—コミュニティ連結プロジェクト”として発足しており、現在その規模を拡張している。また、同様のプロジェクトが、ユニセフの支援のもと、他の地区においても展開されつつある。

そのシステムには、おおむね以下のものがみられる。

- *コミュニティが、教室の設置、教員の給与、教材の配付に責任をもつ。
- *コミュニティが、学校を設置、その他の団体（政府、NGO、教会等）が教員の給与、教材費を負担する。
- *失業中の教員が、公立学校に入れなかった子供の教育行い、その保護者らは、可能な範囲で教員らの給与や、設備費を負担する。

ここで、ユニセフによる、コミュニティースクールの基本的提言をあげておく。

1. 原則として、管理、援助のしやすい小規模のものでなければならない。
2. その運営には、地域の住民と、教員から構成される委員会があたる。
3. CFPFが、教員のトレーニングをサポートする。
4. カリキュラムは、国内のそれを適用する。
5. 地域活動の一環として、農業活動を組み入れる。

8. 政府の開発プラン

1992年、文部省(MINED)は教育制度の改革に着手した。しかしながら、希少な人的資源の繊細なシステムの崩壊を避けるため、大がかりで急進的な改革は段階を経て進められる必要がある。

慎重な審議の結果、文部省は、以下の改革戦略のガイドラインを設けた。

- * 全体的な意識の向上と、世論、とくに保護者の意見が教育に反映されねばならない。
- * インフラや人的資源両方の分野から教育制度の拡張が行われなければならない。
- * 教育組織は、資源を最大限に活用しながら、地方分権化される必要がある。その際、より多くの援助が地域レベルで分配される必要がある。
- * コミュニティスクールの民営化と設立を進める一方で、政府はそれに対する監督と援助を強化していく必要がある。
- * 国家の実際的なニーズにこたえるべく、教員訓練は再編成される必要があり、カリキュラムや教授法もかなり改訂される必要がある。

文部省は、1995年末に教育改革に向けて、今後5年間の政策の最終的なマスタープランを一貫した書類として発行する予定である。

8.1. 地方分権

官僚的中央集権が植民地時代以降のモザンビークの教育を特徴づけてきた。過去10年間の内戦や自然災害、経済破綻はこの傾向にますます拍車をかけている。これに抗して現在地方分権が図られているが、その第一歩となるのが一部政府機関の地方への移転と民営化である。いまや政府はすべての人に基礎教育を供給するための、人的及び経済的資源をもたないため、教育投資面におけるパートナーを必要としている。そこで、地域やNGO、教会、民間機関の教育活動への積極的な参加と政府との協力関係の構築が奨励される。

8.2. 質改善

(1) カリキュラム

基礎教育のカリキュラムは以下の4つから構成されている：

語学、数学、科学技術、オープンカリキュラム

これらの分野で、基礎知識やスキルの習得を目指す一方、特に、オープンカリキュラムにおいては土着の文化、伝統、知識が考慮され、柔軟性を持たせることになる。

(2) 教員養成

文部省はすでに基礎教育制度を通じて、改革をサポートすべく、徹底した教員集中トレーニングプログラムをデザインしている。

(3) 教員の実務歴

現行では実務歴に比べ、正規の資格が過剰評価される傾向にあるが、新制度導入後は、給与や昇進面において経験や勤務状態が考慮され、決定されることになろう。

(4) 訓練及び資源センター (CFR)

現在国内には3ヶ所のCFRがあり教員の養成と監督にあっている。

8.3. 教育機会の拡大

すべての子どもに基礎教育を与えることが、モザンビークのゴールである。

文部省は今後5年間のうちに第1次初等教育の回復に最優先度をおいており、2000年までにGrade1の就学率86%達成を目標としている。

1) 必要な学校数

教室数16,000、小学校数3,800の修復及び建設が必要とされている。

文部省は様々な築材を利用した低コストの教室建設を考慮しているが、地域からの労働力供給が可能な場合、一教室にかかる費用は約2,000ドルである。

2) 必要な教員数

現在の教育ニーズを考慮した場合、さらに20,000人の教員が必要であり、それにかかるコストは年間60,000ドルとなっている。

8.4. 第二次初等教育

25の学校建設と675人の教員採用が見込まれている。遠隔地教育の可能性も模索されているが現在もっとも見通しがたっているのが教員養成のための遠隔地教育プログラムである。

8.5. 教材

基礎教育充実の中でもっとも深刻な問題の一つが教科書である。これは、モザンビークが現在教材の70%の供給を援助機関に頼っている事実からもこれが政府の容量を越えた問題であることをあきらかにしている。

印刷部門が1995年に民営化される予定であるが国民側の購入力欠如を考慮すると

“Caixa Escolar”の充実が不可欠と考えられる。

8.6. 学校ファンド (Caixa Escolar)

教科書や筆記用具が購入できない大多数の家族をサポートするための上記ファンドの活用が図られているが、いまだそれは、官僚的、中央主権的な性格を有している。今後の地方分権により、貧しい学習人口の権利の保護が進められなければならない。

“Caixa”は文字どおり、本と筆記用具の供給を目的としている。現在政府や世界銀行の援助をもってしても国家レベルの教材のニーズの50%も満たされていない。

9. 国際援助

現在援助の大部分は初等教育に集中している。以下にみられるのがその特徴である。

- * 援助は主に、小学校のインフラや教科書、筆記用具といった物質面のサポートに集中しており、制度そのものの改善にはつながっていない。
- * 農村における学校の修理や建設は、主にNGOの小規模なプロジェクトによっておこなわれている。
- * 教員養成の改良に対してはほとんど援助は行われていない。
- * 中等教育の改良にはほとんど援助は行われていない。
- * 150万人に上る難民の帰国を意識して、援助の優先度は中央州におかれている。

主な国際援助機関

世界銀行、スイス国際開発事業団、アフリカ開発銀行、デンマーク国際開発事業団、フィンランド国際開発事業団、欧州共同体、フォード基金など。（なお、1993年度の教育における出費は別添に示した。）

10. 今後の援助の課題と提言

10.1. 一般的留意

モザンビークにおいて教育制度は、高い優先度を与えられており、かつ緊急の取組を要する分野である。同時にそれは、モザンビークの歴史、開発、様々な政治的見解とかかわる複雑な分野である。そこには多数の援助機関が介入し、あるものは自分達の見解を強制し、またあるものは議論に参加することもなく、物質的援助に終始しているものもあるが、またその一方で、異文化に適応しモザンビークの一貫した教育政策に貢献しているものもある。

先進国からの援助がいずれ限界に来ることを考慮するとき、資源の効果的活用、システムの効率性、さらに長期的な見地からのプロジェクトの持続性の追求が不可欠であり、そのためには、援助受け入れ国側の明確かつ一貫したプランの構築がますます必要とされている。

10.2. 今後の援助の課題

- * 現行の援助はその大部分が初等教育に集中しており、中等教育においてはそのかぎりではない。したがって、今後双方の間に深刻なギャップをうみだすおそれがある。
- * 教員数の増加に伴い、給与コストの上昇が予想される。同時に、現行の教員の給与体系の見直しが必要である。
- * 深刻な教科書不足の解消とCaixa Escolarの充実が急がれる。

10.3. JICAのモザンビーク教育セクターへの援助に関する着眼点と提言

- * 援助の必要性が書面上に明白に記載されていること
- * 他の援助機関によって誇張されていないこと
- * 実施方法が明らかなこと
- * 監督及び評価が容易なこと

以上を考慮すると、今後JICAの援助分野は以下となろう。

- * 25の中等教育校の建設、修理、設備への援助
- * 中等教育校の教員の給与とその他福利厚生への補助
- * Caixa Escolarへの支援

