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**Capacity building in higher education
in Mozambique and the role played
by co-operating foreign agencies:
The case of the World Bank**

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**Capacity building in higher education in Mozambique
and the role played by co-operating foreign agencies
The case of the World Bank**

by

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Abstract

The major goal of this paper is to throw light on and share the Mozambican experience of designing higher education projects for submission to international partners in the request for funding. Drawing from Mozambique's experience over the last 12 years, it is argued that in order to assure ownership of any national policy governing higher education, it is important to involve ab initio all the stakeholders in the country, namely the Government, civil society, national and international partners and higher education institutions (HEIs). This constitutes the milestone leading to a successful design of projects and, consequently, their implementation. Judging from the Mozambican experience, for a successful conception of projects to be funded by the World Bank it is important to start from a participatory formulation of a national higher education strategic plan, thus involving all the stakeholders concerned.

Therefore, it is recommended to have a:

- Strong commitment of political leadership at the highest level to reforms and expansion of higher education.
- High level of motivation from members of the Commission – who must be in the driving seat – working on both the Strategic Plan and Project Conception,
- Strong support from the World Bank, both financially and intellectually.
- Constant dialogue with national stakeholders and international partners.
- Permanent sharing of critical information with the World Bank throughout the process, and
- Involvement of international consultants, whenever the situation is deemed critical, in the preparation of the following documents: Project Concept Document (PCD), Project Implementation Document (PID), Project Appraisal Document (PAD), Project Preparation Facilities (PPF) and the Development Credit Agreement (DCA).

Introduction

Over the last 12 years, i.e. since the enactment of the first Higher Education Act, 1993, Mozambique has made significant progress in higher education. Suffice it to say that at that time Mozambique had only three all-public higher education institutions (HEIs), but now accounts for 23 licensed higher education institutions, of which 11 public and 12 private.

In the early 1990s at the wake of the economic and political reforms underway, the Government understood that there was a need to enact legal instruments that would regulate higher education institutions in the country, as it had become clear that apart from public more private HEIs could emerge. Thus, the Ministry of Education and Culture issued first, in 1991, a diploma that introduced admission examinations to higher education. Two years later the Government submitted a bill to Parliament, which led in the same year to the approval of the first Law of Higher Education, which established *inter alia* the National Council for Higher Education (NCHE). This Law laid the legal basis for the approval of new higher education institutions to be created.

Whilst the Government was preparing itself for the expansion of a higher education subsystem, it also became obvious that the existing public higher education institutions were devoid of financial resources for consolidation and institutional expansion. To seal this paradox, the Government of Mozambique approached the World Bank to negotiate the first credit for higher education in Mozambique. The Credit was negotiated for the education sector, as a whole, to a total amount of SDR.34,100,000, of which 58 per cent, equivalent to SDR.19,650,000, corresponding approximately to US\$.28,360,800 went to the oldest and major higher institution in Mozambique, the Eduardo Mondlane University (UEM) (DCA, 2002).

The overall objectives of the project were the following: (i) improvement of the quality of the teaching and learning process; (ii) improvement of accommodation conditions for the teaching and administrative staff; (iii) improvement of academic qualifications of personnel; (iv) improvement of accommodation conditions for students; (v) rehabilitation of the partial physical plant of the UEM; (vi) beginning of the strengthening of the financial management system; and (vii) for the access to internet. All these objectives were, by the end of the project, 6 years later, considered satisfactorily attained.

It is worthwhile to stress that the aforementioned loan was granted at a time when the World Bank, involved elsewhere in Africa, was not keen to finance higher education, as the priority of basic education had already been defined. This loan marked the take-off of higher education World Bank funded projects. When this project came to a close in the late 1990s, a new one was negotiated, based on the Higher Education Strategic Plan. The new project, known as Higher Education Project- 1 (HEP-1) was not any longer allocated

to the Eduardo Mondlane University (UEM) alone, but for the subsystem of higher education as a whole.

In this study the author discusses the paths that led to the conception of HEP-1 and other projects and their impact on the Mozambican higher education subsystem. This paper comprises the following sections:

- Section I. Background: Mozambique.
- Section II. Process leading to the Higher Education Project-1 (HEP-1).
- Section III. Implementation of HEP-1 and its components.
- Section IV. Impact of the Implementation of HEP-1 and other higher education projects; and
- Section V. Conclusions.

I. Background: Mozambique

Mozambique is located along the south-eastern coast of Africa, with an area of 799,330 km², stretching between parallels 10°s and 27°s and meridians 31°e and 41°e. It is bordered to the north by Tanzania, to the northwest by Malawi and Zambia, to the west by Zimbabwe, South Africa and Swaziland and to the south again by South Africa. To the east, the country is bordered by the Indian Ocean, with a coast of almost 3,000 km. (See *Map 1*).



Map 1. Mozambique

Politically, Mozambique gained its Independence in 1975. Administratively, it is divided into 11 Provinces: Cabo Delgado, Niassa, and Nampula in the north, Zambézia, Tete, Manica and Sofala in the center, Inhambane, Gaza, Maputo Province and Maputo City, in the south, with a considerable geographical diversity amongst the provinces. The capital city, Maputo, has a dominant position in terms of economic and educational conditions, and for that it has the statute of Province. (Chilundo, 2003).

From the eighties onwards, Mozambique faced a long period of economic crisis, political and military instability and a war that ended only in 1992, when the Peace Agreement between the Government and the Mozambican National Resistance (RENAMO) was signed in Rome, followed by the country's first multi-party elections in 1994. (Mário, *et al.* (2003).

During the war many of the country's infrastructures were destroyed. The destruction included schools, hospitals and rural clinics, and provoked massive waves of population displacement, resettlement and migration. Following the Peace Agreement in 1992, the country embarked on a major reconstruction of economic social infrastructures.

The total population is 19,889 million, with a predominance of women, who constitute 52 per cent of the total population, most of them living in the rural areas. The average size of family is 4.1 persons, and life expectancy at birth is only 44.4. The dretwChij05 year

produced the Strategic Plan was appointed by the Minister of Education and Culture and funded by a grant provided by the World Bank. It was also the World Bank which provided a long list of international consultants, whose curricula vitæ were objects of great scrutiny. From this exercise only three were selected, whose expertise could not be found amongst the members of the Commission and which was vital for the success of our mission. It is worthwhile to stress that Mozambicans were in the driving seat, as it was them who determined the agenda and elaborated the terms of reference for each of the international consultants.

The Commission produced a thorough SWOT Analysis, where the strengths, weaknesses or threats were identified. A concept paper was subsequently produced, which included the basic findings and the analysis of the state of the higher education in Mozambique at that time. This concept paper was then discussed with a wider audience with the primary intention of submitting it under strict scrutiny and assessment on whether it reflected the reality on the ground and met the expectations of the various stakeholders.

Later, the Commission worked out the mission and vision, as well as the strategic objectives and a set of activities to be undertaken in order to help achieve the identified goals. All these components constituted the preliminary draft of the Strategic Plan, which was then submitted for debate at regional/provincial and national levels. Various meetings were held in the provinces with the local stakeholders (the civil society, entrepreneurs, religious representatives, and the government officials at that level). At the national level the seminar was also attended by the President of the Republic, who lent to the process high visibility and demonstrated a clear commitment of the Government in supporting reforms and development of higher education in Mozambique. Thanks to this strategy a month later that is in August of 2000, the Government Cabinet approved the Strategic Plan. (Brito, 2003).

The Strategic Plan is divided into three main chapters: (1) putting the focus on vision; (2) on strategy and (3) strategic issues and actions. Essential background statistics and projections are appended to the plan. The vision stresses the following objectives and principles:

- (i) Equitable access (by region and gender).
- (ii) Response to the needs of the Mozambican society.
- (iii) Quality and relevance of teaching and research.
- (iv) Partnership between public and private sectors.
- (v) Institutional autonomy combined with accountability.
- (vi) Efficient use of resources.
- (vii) Diversity and flexibility in response to changing demands.
- (viii) Cost-sharing between all stakeholders.
- (ix) Financial support to needy students.
- (x) Democracy, intellectual independence and academic freedom.

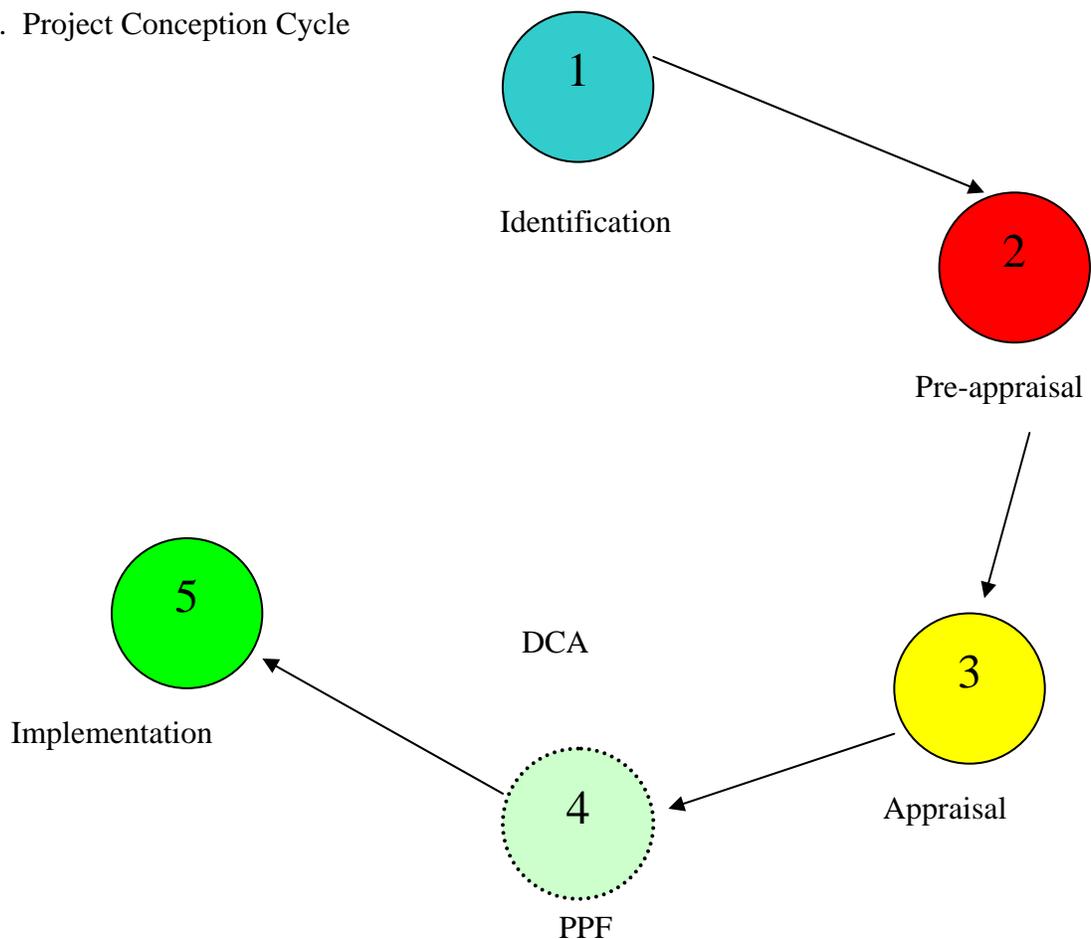
(xi) Co-operation with other parts of the National Education System.

This Strategic Plan focuses on the expansion, regional and gender equity, on the need to decrease unit costs per student as well as to improve internal efficiency of the whole subsystem. The Government, civil society and the HEIs are expected to join efforts

What was the key to this success? The reasons for this quick and positive response from the World Bank can be summarized as follows:

- Strong political leadership; completely committed to reforms and expansion of higher education.
- Constant dialogue with national stakeholders and international partners, who were to a high degree familiar with the administration and governance of the higher education subsystem. The World Bank had been involved right from the beginning of the Strategic Plan conception process, which helped the Bank to be acquainted with the strategic issues in higher education in Mozambique.
- Availability of financial resources provided by the Government of Mozambique, the World Bank and other partners, which enabled payment of salaries to the members of the National Commission and the international consultants who helped with some aspects of the Strategic Plan and also in the conception of HEP.
- The involvement of international consultants was critical in the preparation of the following documents: Project Concept Document (PCD), Project Implementation Document (PID), Project Appraisal Document (PAD), Project Preparation Facilities (PPF) and the Development Credit Agreement (DCA) (DCA, 2002). Below *Figure 1* depicts the whole cycle of HEP conception.

Figure 1. Project Conception Cycle



The negotiations of Higher Education in Mozambique (HEP-1) were held in Washington, DC, from 12 to 14 November, 2001. The Mozambican Delegation was comprised of the Minister of Higher Education, Science and Technology and his senior officials; and the Rectors of public higher education institutions, which had ear-marked money in the project. A total amount of US\$.60 millions (equivalent to SDR.47.1 million) was negotiated with the International Development Association (IDA).

III. Implementation of HEP-1 and its components

The HEP-1, which became effective in June 2002 with its closing date set for 31 May 2007, is of a social nature, where the Borrower i.e. the Republic of Mozambique will have to repay, according to *Section 2.07* of the Development Credit Agreement (DCA) (DCA, 2002) the principal amount of the Credit in semi-annual instalments payable on each first day of September and March – commencing 1 September, 2012 and ending 1 March, 2042. The DCA further specifies that “each instalment to and including the instalment payable on 1 March, 2022 shall be one per cent (1 per cent) of such principal amount, and each instalment thereafter shall be two per cent (2 per cent) of such principal amount”.

According to *Schedule 2* of the aforementioned DCA the objectives of the Project are to assist the Borrower’s higher education sector in: (i) enhancing internal efficiency and expand the output of graduates; (ii) improving equitable access (gender, location and socio-economic), and (iii) improving the quality of the teaching-learning process and the relevance of the curriculum.

- *The HEP-1 consists of the following Parts A-C:*

Part A: System-Wide Reform and Development: aimed, *inter alia*, at supporting the Mozambican higher education policy and system reform, through the provision of technical advisory services, training, studies and workshops. Here it is expected that Mozambique will develop (i) a new regulatory, fiscal and accountability framework; (ii) new pedagogical teaching methods and programmes; (iii) the use of ICT in the delivery and teaching of higher education; (iv) an accreditation system; (v) new or alternative sources of funding; and (vi) a HIV/AIDS prevention and support programme for students, through the provision of technical advisory services.

Part B: Higher Education Institutions’ Institutional Development and Investments: where three public HEIs are singled out, namely the Eduardo Mondlane University (UEM), the Pedagogic University (UP) and the Institute for International Relations (ISRI).

UEM is expected to improve university graduation rate and efficiency in resource utilization while streamlining the quality of programmes, learning environment and pedagogical methods through the: (i) carrying out of curriculum and academic reform and

external quality reviews in selected disciplines; (ii) strengthening of academic and administrative staff capacity; (iii) reform of financial management, university management and administration, and efficiency improvements, including the establishment of efficient computer-based financial and academic management and information systems, based on the analysis and recommendations of the study by external management consultants; (iv) establishment of a central library with advanced ICT capability; and (v) rehabilitation and construction of new facilities for the university.

Whilst UP is expected to improve the quality of the university's programmes through: (i) the rehabilitation and construction of new facilities, including students accommodation; (ii) the revision and the strengthening of the university's curriculum; (iii) capacity building of academic and administrative staff; (iv) the development and start-up of new programme courses; and (v) the strengthening of the university's financial and managerial capacity.

And finally ISRI is expected to improve the institute's learning programmes through: (i) the rehabilitation or provision of new teaching staff, library, student and administrative facilities; (ii) the academic and administrative staff capacity building; (iii) the development, implementation and supervision of the institute's educational programmes; and (iv) the development of ICT, including the strengthening of the institute's financial and information management capacity.

It should be noted, also, that *Part B* includes the Distance-Learning Network (DLN) and the Quality Enhancement and Innovation Facility (QIF).

The Distance-Learning Network (DLN) is expected to help develop the Mozambican distance-learning network through: (i) the provision of training and institutional capacity building in design, development, delivery, management and evaluation of distance-learning; (ii) provision of a network infrastructure including minor civil works, equipment, consultancy services staff and operating costs for establishing the central unit and the regional learning centres and the communication network; and (iii) the provision of materials and programme implementation costs developed partly from the QIF (DLN).

innovations and improvements in curriculum and delivery of courses and academic support of students; (iii) the Research Programme to support basic or applied research to develop linkages or other forms of collaboration with the Borrower's industry and productive sector or with other national or international research and higher education institutions; and (iv) provision of equipment and small rehabilitation of educational facilities.

Part C: Provincial Scholarships Pilot Programme: provides scholarships to cover the costs of tuition, travel, subsistence and accommodation for eligible students in HEIs.

IV. Impact of the implementation of HEP-1 and other higher education projects

Constant dialogue with partners has been the strategy pursued that enabled the implementation of the Strategic Plan since the end of 2001. The results of the implementation are extremely visible and have created new challenges to the higher education sector.

Apart from the HEP-1, financed by IDA, Mozambique, based on its Strategic Plan, sought for additional financial resources to cover the costs of the implementation of the Higher Education Strategic Plan. It was in this context, that Mozambique became eligible for the Netherlands Programme for the Institutional Strengthening of Post-secondary Education and Training Capacity (NPT) initiative that channelled to the Mozambican higher education subsystem an additional €7million (seventeen million Euros). Other partners like the Swedish Government have channelled more resources for higher education, this is the case for example of the support for the Scholarship Fund in the amount superior to US\$.4.5 million. The Ford Foundation and other American Foundations have been supportive to higher education in Mozambique.

- **The HEP-1 and the additional harnessed resources helped to attain the following results:**

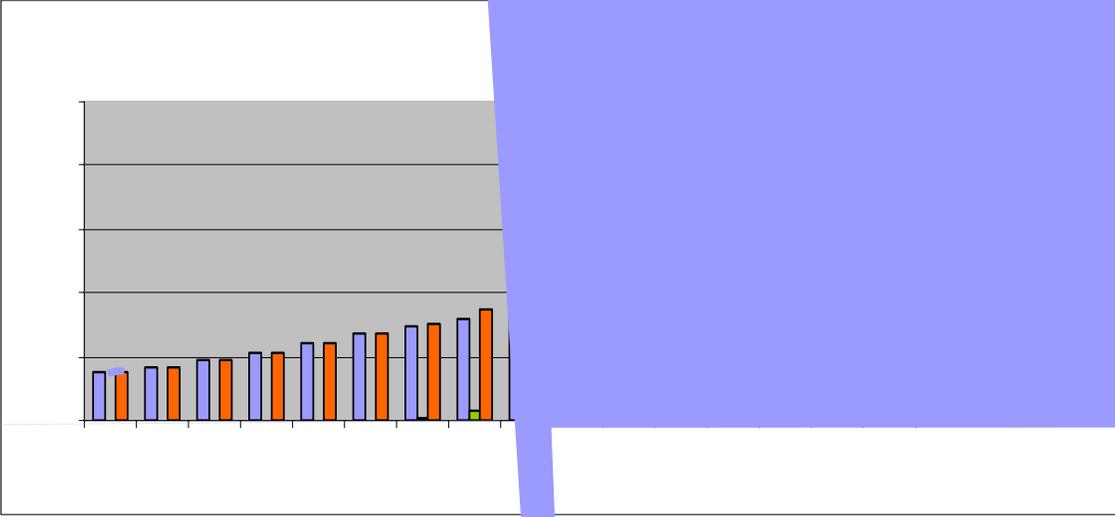
(a) Reforms at institutional level

Curricula Reform: a priority in PEES. This activity has been carried out with success in several of the HEIs, both public and private. The curriculum reform has been a very participatory process which involved consultation to the employers and productive sector. The curricula reform was carried out in all institutions by commissions that included internal staff and external experts, usually from other HEIs.

New Degrees: many institutions introduced new degrees and universities are now introducing new programmes and opening up post-graduate programmes that will significantly contribute to the promotion of research relevant to the issues and challenges that the country is now facing. Five-year first degrees were also reformed and their length reduced to only four years. (Brito, 2003).

Physical Expansion: Since the beginning of the implementation of the PEES 13 new higher education institutions have been approved/created, bringing the total number of institutions to 23. This growth is also spreading over the country and fed by substantial private sector involvement. Now all provinces have got a higher education facility, which enhanced both regional and social equity in access to higher education. Since the beginning of the implementation of the PEES the following public HEIs have been established, the: Higher Institute for Health Sciences (ISCISA), in Maputo [2003]; Military Academy, in Nampula [2003]; Higher Institute for Public Administration (ISAP), in Maputo [2004], Higher School for Nautical Sciences (ENM), in Maputo [2004]; Higher Polytechnic Institute of Gaza (ISPG), in Gaza Province [2005]; Higher Polytechnic Institute of Manica (ISPM), in Manica Province [2005]; Higher Polytechnic Institute of Tete (ISPT), in Tete Province [2005]. During the same period there was a boom of private higher education providers, such are the case of Technical University of Mozambique (UDM), in Maputo city [2002]; University of St. Tomas of Mozambique (USTM), in Maputo City [2004]; University Jean Piaget of Mozambique (UNUPIAGET), in Beira [2004]; Higher Christian Institute (ISC), in Angónia, Tete Province [2004];

Figure 3. Growing student numbers



(b) Reforms at the system level

To preserve what is valuable and to address what needs to be improved requires transformation. The subsystem of HE must be re-shaped to serve new social realities, to meet pressing national needs and to take advantages of new opportunities. It is envisaged a subsystem of HE characterized by increasing participation of all sectors of society, by greater institutional responsiveness to policy imperatives like equitable access, and by a new set of co-operation and partnerships between HE and the broader society. This requires reorientation, relearning and innovation. Therefore, several reforms are approached at the subsystem level.

Design of the Higher Education (HE) System: This activity started in December 2000 and was carried out until July 2001. The 1999 study indicated that Mozambique had several HEI but not a viable system since the articulation mechanisms were not in place. Student mobility, recognition of degrees and other key policies did not exist. The Government, through the former Ministry of Higher Education Science and Technology (MHEST), initiated a debate about the system in a participatory manner. The result was the recommendation of a subsystem composed of diversified institutions (universities, academies and polytechnic institutes) that offered different degrees – a system that shared a common credit system and supported by a national quality assurance system. As mentioned above thanks to this new legislation last year three new polytechnics were established in three provinces. These polytechnics will be based on a whole new set of curricula, which will lead to producing graduates with the expected skills of the labour market. The programmes are expected to be short (3-years BSc and 4-year BSc Honour Degrees), but very effective as most of the training is expected to be of a practical and theoretical combination. These institutions will combine education (degree offers and professional training (non-degree), they will have an extension (outreach activities) component, a research component (link to business and research institutes) and a business incubator for the younger graduates and the local small- and medium-enterprises, linked to micro-finance schemes. The basic idea is also to transform these polytechnics into business incubators, where students learn not only skills, but also how to become entrepreneurs and how to run their own small businesses. It is expected that graduates become job-creators and not job-seekers.

Approval of the new Higher Education Law (Law 5/03): the design of the system and the growth of the higher education sector required revision of the Law approved in 1993. This was a complex process because it involved shifting some power relationships and some of the accepted concepts – such as autonomy. The previous process of designing the HE system created an opportunity for open debate that involved, in the last stages, the National Assembly. Many questions were raised and a strong resistance to changes related to a quality assurance system, duration of the Vice-Chancellor's

mandates, autonomy, and composition of the National Council were raised. The participatory process again gave an opportunity for positive debates and the new law was approved by November 2002 and promulgated by the President in January 2003. The approval of the new law strengthens the reform process and consolidates some of the priorities of the PEES. Although the new Government that won the elections in 2004, decided to move higher education back into the education sector, is currently busy trying to regulate the new HE law, a critical stage to consolidate the reforms in the subsystem. (Brito, 2003).

The reform process both at the institutional and system levels needs to be supported by capacity building and human resources development. Therefore, at system-wide interventions the Government is implementing several activities with resort to Higher Education Project-1, funded by the World Bank, and by other partners' financial resources.

The following are some of the examples:

Human Resources Development: special f

funding towards policy-driven, performance-based and competitive funding of higher education institutions (institutional funding).

V. Conclusions

It is very difficult at this stage to evaluate the impact of all reforms and changes underway in the Mozambican higher education subsystem, as the Strategic Plan (2000-2010) is still in the process of implementation. One can, however, safely state that the results attained during the first phase of the implementation of the Strategic Plan are tangible. Partners, domestic and international, played a pivotal role in this process. But the World Bank Project (HEP-1) was decisive, which apart from ensuring capacity building, human resources development, it was critical in the expansion of physical infrastructures in the form of capital investment – an area where many partners are not willing to channel money.

Thanks to HEP-1 it has been possible to build new educational infrastructures for higher education in Mozambique. The most important reforms, however, have been in the new higher education legislation, in the:

- (i) *Promotion of quality* assurance and accreditation mechanisms;
- (ii) *Introduction* of credit accumulation and transfer (underway);
- (iii) *Expansion* of equity in access to higher education – through geographical expansion of higher education to all provinces;
- (iv) *Introduction* of a pilot provincial scholarship programme that has led to a wider National Scholarship Programme in the making.

The Quality Enhancement and Innovative Facility (QIF) has had a revolutionary effect on the Mozambican higher education subsystem, as it heralded a competitive way of financing both public and private institutions, which has lead to quality enhancement in the subsystem.

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Biography Professor Arlindo G. Chilundo

Arlindo Gonçalo Chilundo, (Ph.D, University of Minnesota 1995) is currently an Associate Professor at the Eduardo Mondlane University, in Maputo, Mozambique. He has served as a Visiting Professor at Colgate University, (NY-USA).

Professor Chilundo has been involved in the management of higher education since 1997 and served as the Planning Director at Eduardo Mondlane University between 1997 and 2001. He lead the team that produced the first "Higher Education Strategic Plan" in the country and has worked since 2001 as the Higher Education Programme Co-ordinator in the former Ministry of Higher Education, Science and Technology (MHEST) and currently as the Co-ordinator of Higher Education in the Ministry of Education and Culture (MEC).

Since 1997 to date Professor Chilundo has cumulatively worked as the Co-ordinator of the Nucleus of Land Studies at the Eduardo Mondlane University. He has various publications which include a number of books and articles on Mozambican social and economic history, higher education, land use and natural resources management.