

Expanding Literacy and Life Skills in Jangamo District Inhambane Province Programme 2010 – 2012

Mid-Term Evaluation



Project No.: MOZ11230-1001

Prepared by Gudrun Haraldsdottir and Alda Saute
for the Icelandic International Development Agency and
The Mozambican Ministry of Education and Culture

June 2012

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LIST OF ACRONYMS

ALE	Adult Literacy and Education
ALEC	Adult Literacy and Education Centres
DINAEA	National Directorate of Literacy and Adult Education (MINED)
DPEC	Provincial Directorate of Education and Culture
DPMAS	Provincial Directorate of Women and Social Action
DVV	The Institute for International Cooperation of the German Adult Education Association
GDP	Gross Domestic Product
GOI	Government of Iceland
GOM	Government of Mozambique
GTZ	German Government Technical Cooperation Organization for Development
ICEIDA	Icelandic International Development Agency
INEA	National Institute for Adult Education
LCC	Low Cost Brick Construction
LFA	Logical Framework Approach
LS	Life-skills
MDG	Millennium Development Goals
MINED	Ministry of Education and Culture
NGO	Non-government Organization
NPB	Basic Pedagogic Nucleus
OECD	Organization for Economic Cooperation and Development
OVG	Organic Vegetable Gardening
PARP	Poverty Reduction Action Plan
PARPA	Poverty Reduction Strategy Paper
PD	Project Document
PIT	Project Implementation Team
PMT	Project Management Team
PSC	Project Supervisory Committee
SDEJT	District Services of Education, Youth and Technology
TOR	Terms of Reference
TRT	Technical Resource Team
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

EXECUTIVE SUMMARY

Introduction

This report is the outcome of an external mid-term evaluation of the development partnership between the Ministry of Education in Mozambique and ICEIDA in the field of adult education. The objective of the evaluation (in accordance with the Terms of Reference) was to collect information about the inputs, activities and outputs of the development intervention, as well as to assess its relevance, efficiency, effectiveness and impact, and to provide input into the continuing cooperation.

The study was carried out in May and June 2012 and is based on literature review; observations and inspections of outputs and impact; and individual interviews and focus group discussions with various stakeholders in Maputo, Inhambane Province, Jangamo District and Reykjavík. The results of the evaluation were presented and discussed in meetings in Iceland and in Mozambique.

History of the Partnership

The collaboration between ICEIDA and the MINED dates back to 2006 and after a preparation process which, among other things, involved identification of Jangamo District as the target area; a “rapid survey” in Inhambane Province; and a need assessment in Jangamo District, a Project Document (PD) was finalized in March 2008. The focus in the PD was on institutional capacity of the SDEJT; training of literacy teachers and technicians in Jangamo District; and the implementation of three life-skills courses. In 2009, two consultancy teams were employed to give guidance and recommendations. Both these consultancies recommended considerable changes to ICEIDA’s support to the ALE Program in Mozambique in terms of the definition of the areas of intervention, the implementation strategy and the management structure. The recommendations were approved by the Project Supervisory Committee (PSC) in December 2009 and a new PD was prepared during the first months of 2010.

The second phase of the ICEIDA/MINED Partnership started formally in July 2010. The objectives in the new PD are based on the three pillars (access, quality and institutional development) of the Strategy of Adult Literacy and Learning in Mozambique 2010-2015 and the geographical focus remains on Jangamo District with some specific support to the provincial and central level. The strategy and activities in the new PD are aligned with the national and local development plans in Mozambique and an increased emphasis is on decentralization and local ownership. ICEIDA’s support is no longer referred to as a “Project” but as a “Partnership” between ICEIDA and MINED.

The approach in the PD of the Partnership is based on a logframe approach. This has caused some difficulties as the provincial and district offices in Mozambique do not use this method in their planning. Perhaps because of this, the logframe matrix in the current PD has some weaknesses (including general lack of specific/clearly defined timeframes and targets) which renders it less effective as a tool for progress monitoring and evaluation.

Relevance

ICEIDA's support to the ALE Program in Mozambique is highly relevant on all levels. It is consistent with the development priorities of the Government of Mozambique; the ALE legal framework and policies; and Iceland's policy emphasis in international development cooperation. With the persisting poverty and the high percentage of illiteracy among the adult population, the ICEIDA financial support and the ICEIDA/MINED Partnership has been an important development intervention in Inhambane Province and Jangamo District.

Effectiveness

Our evaluation shows that the ICEIDA/MINED Partnership has successfully implemented most of its planned activities for the period in question (June 2010-June 2012) and produced many of the planned outputs (results). Yet it has struggled to achieve its Immediate Objective. Even if the outputs and activities have clearly contributed to improving access to and presumably the quality of adult education in Jangamo District, it appears to have had little or no impact at all on increasing the number of learners or improve the retention of them. However, the pass rates appear to have improved which may a result of the improved training and supervision the literacy teachers receive.

Overall the effort to improve the functioning of the Jangamo SDEJT Office and the ALE Department in the Inhambane DPEC has been effective, as has the development of the DPEC's and SDEJT's human resources. This has significantly improved the working environment for the staff and enabled them to both grow as professionals. Improvement of the physical infrastructure in the ALE Program in Jangamo, through construction of shelters at the ALE Centres has also improved the working environment for many literacy teachers and learners but there is still no shelters in many ALE Centres which causes functional vulnerability.

The construction of the Resource Centre in Cumbana Village and the library support to the NPBs, could potentially help to improve access and retention in the ALE Program. However, more work is needed to achieve this and there is a need to come up with a carefully thought-through plan about the future of the Resource Centre and what is expected from its staff.

Overall the supply of teaching and learning tools (blackboards, chalks, etc.) to the ALE Centres seems adequate despite some variations. However, our consultancy confirmed the long-term, chronic lack of teaching and learning material (manual and textbooks) in the ALE Program. Although the implementation of the new Curriculum was supposed to start this academic year, all the literacy teachers in Jangamo District started teaching this year without the new teaching material. Some of the NPB coordinators had received the new Curriculum and some of the literacy teachers had recently received the teacher manual at the time of our consultancy. The acute shortage of teaching and learning material evident at the time of our consultancy in Jangamo District (May/June 2012) will certainly not help with increasing access and retention of students in the ALE Program this year – on the contrary, it is likely to do exactly the opposite

Our analysis and consultations indicate that the training and capacity building among NPB coordinators and literacy teachers in Jangamo District has been effectively implemented over the lifetime of the ICEIDA/MINED Partnership and significantly improved this aspect of the ALE Program in the District. However, there seems to be a cause for DINA EA (and ICEIDA may choose to support them) to look into the on-going training of literacy teachers and provide them with progressive rather than repetitive training. This, along with improvements in the disbursements of honorariums, is likely have positive effect on the retention of teachers.

The implementation and lack of impact of the life-skills courses have caused some concerns from the beginning stages of the Partnership. Many of the problems identified in 2009 have still not been tackled effectively and there is little evidence that the activities have been integrated into the literacy teaching. While the skills of OVG and LCC have been successfully taught, it is unclear exactly how they are to become useful in the lives of the ALE learners. Currently, the life-skills courses that have been offered through the ICEIDA/MINED Partnership seem, in the long-run, unlikely to increase the relevance of the ALE Program for local people or contribute to increased participation and retention of learners.

At the moment, the participation of local leaders in encouraging learners to register and stay in the ALE Program seems to happen on an ad hoc basis, depending on their own initiative. More active and on-going involvement of local leaders in the ALE Program in Jangamo District is likely to contribute to increasing the number of learners and to help retaining them in the Program, thus contribute to the achievement of the Partnership's objective to increase access and retention.

Our overall evaluation of the Partnership's effectiveness is, that although the activities implemented have started to have positive immediate impact on the ALE Programme, especially on institutional capacity (which does contribute to the enhancement of access and quality), it has so far struggled to have much impact on the community level and people's motivation to attend the ALE Programme. This is due to a variety of factors. In our assessment, major contributors to this situation in recent years have been the almost absolute and chronic lack of teaching and learning material, as well as the lack of advocacy for the Programme and the general lack of participation of local leaders. Other contributing factors include the very frequent turnover of the majority of literacy teachers and, in some cases, inadequate planning and/or liaising before implementation (such as in the case of the life-skills courses and the building of the Resource Centre).

Efficiency

Some significant changes were done in terms of the input of human resources in the ICEIDA/MINED Partnership only a year and a half after the cooperation between the partners started. This reflected the increased emphasis on aligning the support of ICEIDA with the plans and programs of the Mozambican Government (to decentralize, and increase local responsibility and ownership) and was based on the philosophy of the 2005 Paris

Declaration of Aid Effectiveness. The changes have put the Partnership on a more appropriate path, consistent with current best practices in international cooperation, but also presented significant challenges which include gaps in government staff capacity and weak operational efficiency, not to mention the very low ALE state budget. The gradual hand-over of the financial management of field activity costs to the Jangamo District administration has increased ownership on the district level and build up capacity in financial management, while delays in submission of financial request and small inaccuracies seems to be a persistent if slowly improving problem. On the whole the financial resources invested in the Partnership seem to produce the desired (if sometimes delayed) outputs. Many positive changes were also done in the management structure of the Partnership which have resulted in an increased sense of ownership in Jangamo, while our consultancy seems to suggest that the monitoring procedures and quality might need some attention.

Impact and Sustainability

When assessing the impact of the ICEIDA/MINED Partnership in Jangamo, and the prospect of the sustainability of its outputs, it is important to keep in mind the changes that were made to the Partnership in 2009/2010 and the considerable time and resources spent on that. It is also important to keep in mind that a development intervention of this nature takes time to make an impact.

While the emphasis on the improvement of the ALE infrastructure and on the institutional capacity building has clearly started to have positive immediate impact on the functioning of the ALE Program in general and in Jangamo in particular, the Partnership's effort is not yet having the desired impact on the number of learners in the Program, the retention of them or the pass rates (although there appear to be some positive signs there). In other words, it is failing to show the performance standards (reach targets in indicators) it initially set in order to verify the achievement of its Immediate Objective. This is so despite the fact that the Partnership team has in most cases successfully implemented the activities planned and produced most of the planned outputs. In our assessment, this lack of impact on community level is due to a combination of factors which we have discuss in some detail in our report, especially in our discussion on the Partnership's effectiveness

Conclusion and Recommendations

The support that ICEIDA is providing for the ALE sector in Mozambique through its partnership with MINED is both needed and highly relevant. Although the long-term impact and sustainability are uncertain at this point, the Partnership has already made significant immediate impact in the areas of infrastructure and institutional capacity. The challenge for the Partnership now seems to be to find ways for the achievements in the area of institutional capacity to start to turn into an impact on the community level – ultimately to start affecting the illiteracy levels and poverty which is the overall objective of the Partnership.

With this conclusion above in mind, we recommend that ICEIDA continues its support to the ALE Program in Mozambique through its collaboration with MINED. In the final chapter of the report, we offer a number of recommendations, both general recommendations about

approach and strategy, and more specific recommendations in selected areas. Our recommendation is that the new geographical areas (districts) should be used as models or pilot areas for intense development intervention based on our recommendations. It will then be possible to compare the performance of the ALE Program in the target districts to the performance in neighboring districts and observe systematically in which way and to what degree such intervention makes a difference in terms of retention of literacy teachers and learners, pass rates, literacy levels and impact on livelihoods.

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1 INTRODUCTION

1.1 Context of the study

This report presents an external mid-term evaluation of the support given by the Icelandic International Development Agency (ICEIDA) to the sub sector of adult literacy within the Ministry of Education (MINED) in Mozambique. Starting as a project in early 2008, the support has focused on adult literacy and education (ALE) in Jangamo district in the Inhambane Province. Following a review process in 2009, some significant revisions were done to the areas of intervention, the implementation strategy and the management structure of the cooperation¹. Currently, ICEIDA's collaboration with MINED focuses on support to the Jangamo District and to some extent to the Inhambane Province as a whole, as well as on support to the National Directorate of Literacy and Adult Education (Direção Nacional de Educação de Adultos or DINAEA). The objectives of the collaboration are based on the pillars of the Strategy of Adult Literacy and Learning in Mozambique 2010-2015. The second phase of the partnership, which started in 2010, is called "Expanding Literacy and Life Skills in Jangamo District, Inhambane Province 2010-2012". While the second phase will come to an end in December 2012, it is hoped that this evaluation will help in the planning of a continuation of the cooperation.

The objective of the present study is to collect information about ICEIDA's support to the adult literacy sector in Mozambique, assess its relevance, efficiency, effectiveness and impact, and to provide input into the continuing cooperation between ICEIDA and MINED.

1.2 Methodology and data collection

This evaluation is an integral part of the management of the development cooperation between ICEIDA and MINED, stipulated in the Plan of Operation. The evaluation team consisted of an Icelandic consultant appointed by ICEIDA, with experience in the planning, implementation and evaluation of development initiatives, and a Mozambican consultant appointed by MINED, with an expertise in education and experience in the evaluation of development cooperation in Mozambique. According to the Terms of Reference (TOR), the evaluation team was to examine the relevance, effectiveness, efficiency and impact of the program's implementation, as well as the prospect of sustainability, with a particular attention to issues of ownership, alignment and accountability. The evaluation was carried out in May and June 2012. It is based on a literature review (both documents specific to the ICEIDA support and documents about Mozambique in general and the ALE Program in particular which were made available to the evaluation team by ICEIDA, see Annex D); a consultations and a fieldwork in Maputo and Inhambane/Jangamo; and phone consultation with an ICEIDA official in Reykjavík.

At the MINED headquarters in Maputo; the office of the Inhambane Provincial Directorate of Education and Culture (DPEC); and the office of the Jangamo District Services of Education, Youth and Technology (SDEJT), the evaluation team carried out semi-structured interviews and focus group discussions with key MINED personnel involved in the planning,

¹ For details of the focus of the Project before the revision in 2009, see ICEIDA 2008a; Farinha 2009b; Kolbeinsdóttir 2009.

implementing, and monitoring/managing of the program's activities. The fieldwork in Jangamo included focus group discussions with NPB coordinators, literacy teachers and a selected number of ALE user groups (learners and communities). The fieldwork furthermore included inspection of the program's outputs and impact in Jangamo, including activities of community based adult literacy and life-skills groups. The Mozambican team member led all interviews and focus group discussions in MINED and the communities in Jangamo while the Icelandic team member gave support through an interpreter. At the ICEIDA office in Maputo, the evaluation team conducted semi-structured interviews with the ICEIDA personnel involved in the program. In Maputo, the evaluation team also consulted representatives of UNESCO and the Institute for International Cooperation of the German Adult Education Association (DVV), who, beside ICEIDA, are Mozambique's main development partners in adult literacy and education. At the end of the work in Mozambique the evaluation team briefed the ICEIDA Maputo Office of the preliminary findings. MINED was not available at the time of that briefing. As a result, the Mozambican team member conducted a briefing in the MINED shortly after the Icelandic team member had left Mozambique. The Icelandic team member conducted a phone interview with the Desk Officer for Social Projects who is based in ICEIDA's Headquarters in Iceland (see Annex B for detailed itinerary and Annex C for a list of people consulted). Both team members will present the final report of this mid-term evaluation. The Icelandic team member will present the report at ICEIDA's HQ in Reykjavík in August 2012 and the Mozambican team member will present the report in Maputo and Jangamo.

1.3 Structure of the Report

Following the introduction which covers the context and the methodology of the evaluation, chapter two briefly reviews the history of ALE in Mozambique, outlines the history of ICEIDA's support to the MINED, and describes the intervention logic of the Partnership in some detail. The overall relevance of the Partnership is assessed in the third chapter, with reference to Mozambique's development priorities and ALE policy framework; Iceland's development partnership priorities, and the local conditions in Jangamo District. The fourth chapter is concerned with evaluating the effectiveness of the various project activities, while efficiency of the use of inputs and the management structure is the subject of the fifth chapter. In chapter six the impact and the prospect of sustainability is evaluated, and the final chapter contains the overall conclusions and recommendations of the evaluation team. Several annexes provide further information about the evaluation exercise.

Following the consultation and fieldwork in Mozambique, the team members worked on their recommendations and the outline of the report in Maputo, and then continued their collaboration through emailing. While the Icelandic team member was responsible for the writing and the final editing of this report, the Mozambican team member made a vital contribution through reviewing and commenting on draft versions of it. Based on the close collaboration of the team, both are responsible for the final report and the recommendations offered.

2 HISTORY AND DESCRIPTION OF THE PARTNERSHIP

2.1 Brief history of literacy and adult education in Mozambique

When Mozambique became independent from Portuguese rule in 1975, it had the highest illiteracy rate in the world, 93%. The National Directorate of Literacy and Adult Education (DINAEA) was established in 1976 and adult education became one of the primary goals of the new government. A number of nationwide adult literacy and education campaigns were conducted, and a series of adult education and training schemes were launched. This resulted in 25% drop in adult illiteracy rates within five years, from 97% in 1974 to about 72% in 1982 (39.9% in urban areas and 78.2% in rural areas).

The period between the mid-1980s until 1995 was marked by a substantial reduction in adult literacy and education activities in Mozambique. This was largely due to the escalation in the destabilization war waged by the South African Apartheid regime which resulted in destruction of infrastructure, loss of human life and the displacement of millions of Mozambicans. Another contributing factor were the structural adjustment policies implemented from 1987, where primary schooling became the main concern of the Mozambican government. DINAEA was closed down and adult literacy and education efforts were mostly confined to large cities while some non-government agencies or private individuals continued in rural areas on a small scale and in some cases offered literacy classes in local languages.

In 1995 a period of “rediscovery and rescue” (Mário and Nandja 2005) of adult literacy and education began in Mozambique. DINAEA was re-established in 2000 and has since organized and supervised the national ALE Program. By 2007, the overall illiteracy rate in the country was at 50.4%, with 65.5% illiteracy in rural areas while in urban areas the illiterate adult population represented 26.3% (GOM 2011). Great discrepancy remains in illiteracy rates between women and men, with 81.2% illiteracy among rural women in 2007 (64.2% overall) compared to 46.1% illiteracy among rural men (34.6% overall). Furthermore, the level of illiteracy in the Northern provinces of Cabo Delgado, Nampula, Zambézia and Tete remains significantly higher than in the southern regions and well above the national average (GOM 2011).

2.2 History of ICEIDA’a support to MINED/DINAEA

In 2006, ICEIDA began discussions with DINAEA about supporting adult literacy and education (ALE) activities in Mozambique. At that time, ICEIDA had been supporting adult literacy activities in Malawi and Uganda with some positive results for several years and it was decided to use similar approach in Mozambique. This involved identifying a district and supporting the educational authorities there to implement adult education program with a specific focus on life-skills. ICEIDA was at that time already supporting a small community development project in Jangamo District in Inhambane Province, through the Provincial Directorate of Women and Social Action (DPMAS), and was keen to continue its support to Jangamo.

After the Provincial Directorate of Education and Culture in Inhambane (DPEC) accepted the choice of Jangamo District, ICEIDA funded a “rapid survey” carried out in Inhambane and a needs assessment in Jangamo which looked at the gaps in the provision of ALE in the District and sought to identify preferences for life-skill courses and learning priorities of potential learners. Based on the recommendations from this study and consultations with various stakeholders, including the DPEC, DPMEC, the Jangamo District Services for Education, Youth and Technology (SDEJT) and other Jangamo district offices, ICEIDA finalized the Project Document (PD) in collaboration with DINAEA in March 2008 and a Plan of Operation was signed by MINED and ICEIDA (MINED/ICEIDA 2008). The focus in the PD was on institutional capacity of the SDEJT; training of literacy teachers and technicians in Jangamo District; and the implementation of three life-skills courses (for further details see ICEIDA/MINED 2008).



Figure 1: Map of Jangamo District in Inhambane Province
 Source: Mapa da Zona Sul, Dinageca, 1999

The preparation process of this first PD was a lengthy process. In 2009, two consultancy teams were employed to give guidance and recommendations on how to continue the support to the Project. One of the consultancies prepared and conducted a Baseline Study of the project area, Jangamo District, during the period of May-October 2009. The main objective of the Baseline Study was to provide data which the project performance (indicators) and impact could be measured against in the future. The same consultant also prepared a Progress Report which outlined the progress made during the first year of implementation and highlighted the challenges facing the Project (see Farinha 2009a and b). The goal of the second consultancy, also carried out in October 2009, was to review ICEIDA’s overall strategy in its support to the adult literacy sectors in Mozambique, Malawi and Uganda (Kolbeinsdóttir 2009). Both these consultancies recommended considerable changes to

ICEIDA's support to the ALE Program in Mozambique in terms of the definition of the areas of intervention, the implementation strategy and the management structure. The recommendations were approved by the Project Supervisory Committee (PSC) in December 2009 and a new PD was prepared during the first months of 2010.

The second phase of the ICEIDA/MINED Partnership started formally in July 2010. In the new PD (ICEIDA/MINED 2010), the ICEIDA's development intervention is defined as a support to the Inhambane Province, Jangamo District and the Ministry of Education, and its objectives are based on the three pillars² of the Strategy of Adult Literacy and Learning in Mozambique 2010-2015 (see ICEIDA 2010a). The PD shows increased alignment with national and local development plans in Mozambique, based on the principles of the Paris Declaration on the effectiveness of international aid (OECD 2005), and an increased emphasis on decentralization and local ownership. ICEIDA's support is no longer referred to as a "Project" but as a "Partnership" between ICEIDA and MINED and a support to the ALE Program in Jangamo District/Inhambane Province³.

2.3 The intervention logic

The logframe approach (Logical Framework Approach – LFA) was used in the development of the PDs for both phase 1 and phase 2. In this report, we will only comment on the logframe in the current PD (see Appendix E).

The LFA is a common tool used in the planning and managing of development projects and partnerships. It aims to present information about the key components of a project in a clear, concise and systematic way. It summarises what the intervention is going to achieve; what activities will be carried out to achieve its outputs (and outcomes); what resources (inputs) are required; what the potential problems which could affect the success of the project are; and how progress will be measured and verified.

The ALE activities funded by ICEIDA are an integrated part of the annual district plans (the SDEJT's Plan of Activities) in Jangamo (as well the DPEC and DINAEA plans). Because the LFA is not used by the SDEJT in their annual planning, the challenge for the Partnership team which produced the PD (and subsequently the Partnership Implementation Team – PIT) was to 'translate' or match the approach and tools used in the district planning in Jangamo with the LFA used by ICEIDA. It is perhaps because of this that there are some weaknesses in the logframe matrix in the PD, which renders it less clear and therefore potentially less effective as a management tool, and also makes it less useful for measuring progress. Below are some suggestions on how the logframe matrix could be improved.

For the sake of clarity and because of the fact that different development partners use different approaches and terminology when planning projects and programs, it would have been useful to include in the PD a list of definition of terminology used in the logframe

² The pillars of the new Strategy are listed as "access, quality, and institutional development" in the PD (ICEIDA 2010a, p: 11).

³ In June 2010, the ICEIDA staff (a Project Coordinator and a Driver based in Jangamo) left the Partnership's Implementation Team (PIT). ICEIDA now has representatives in the Partnership's Management Team (PMT) and the Supervisory Committee (PSC). For further discussion on this see chapter 5.

matrix. This would ensure a common understanding of terminology between partners, as well as those evaluating the progress, and facilitate the effectiveness of the matrix as a management tool.

While the development objective and the immediate objective are stated in the matrix, the specific objectives of the Partnership are only stated briefly in the main text of the PD (p. 11) and not integrated into the logframe matrix. These specific objectives are largely based on the pillars of the new Strategy for Adult Literacy and Learning in Mozambique 2010-2014 and are: To enhance access and retention in the ALE Program; to improve quality and relevance of ALE; and to strengthen the institutional capacity of the ALE services (training and capacity building) in order to enhance sustainability. In addition, the Partnership aims at improving the lives of adult learners through the integration of life-skills in the regular ALE Program. Because these specific objectives are not built into the logframe matrix it is much more difficult to relate objectives to outputs and activities and leaves a gap in the matrix's 'result chain' (see e.g. Dfid 2009).

The components of the matrix have not always been clearly separated nor clearly defined. The "output" component (the specific, direct results of the intervention/program which provide the condition necessary to achieve objectives/outcome), which commonly is an important part of the LFA (Danida 1999; Norad 1999; Dfid 2009), has been omitted from the matrix and appears to have been merged with "indicators" in some cases. For example: "The Jangamo SDEJT has the necessary basic equipment and management tools, in particular for the ALE sector" is listed as an "indicator" for the first "outcome" (PD page 30) when it is technically an output, not an indicator (an indicator would define *what* basic equipment would be provided, how much and by what timeline). Listing the outputs specifically in the matrix would have made the matrix more logical and specific, which in turn could also have helped with a more precise and realistic definition of indicators.

Finally, many of the indicators in the matrix seem a little too ambitious and not realistic. The indicators are the performance measures or standards that are to be reached in order to achieve the objectives. They need to include target group, quantity, quality, time frame and location. In most cases the indicators in the current PD logframe matrix have no time frame and in many cases fail to specify what exactly is to be measured.

3 RELEVANCE OF THE PARTNERSHIP

3.1 Adult literacy and poverty reduction in Mozambique

In assessing the relevance of the ICEIDA funded ALE activities, the policies of both parties, as well as local priorities and needs have to be taken into account. In this chapter we first briefly discuss the development priorities in Mozambique before outline the ALE legal framework and policies, and discussing the new ALE curriculum. A brief discussion of ICEIDA's policies and priorities follows and the chapter ends with an assessment of the local situation and needs in Jangamo District.

3.1.1 Mozambique's development priorities

Mozambique has been the fastest-growing, non-oil economy in sub-Saharan Africa in the last 15 years. Over the period 2005-2009, annual growth averaged 7.6 percent of GDP and income per capita rose on average by 5 percent a year (GOM 2011). Yet this growth has led to proportionately little poverty reduction and Mozambique remains one of the poorest countries in the world, with 75 percent of Mozambique's population of 21 million in poverty (on less than US\$1.25/day) and the country ranking only 184 out of 187 countries on the UNDP's 2011 Human Development Index (UNDP 2011).

The Poverty Reduction Action Plan (PARP) 2011-2014 (GOM 2011) is the current strategy of the Government of Mozambique for putting into operation the Five-Year Government Program 2010-2014 (Programa Quinquenal) which focuses on the objective of combating poverty and vulnerability in the country. The PARP 2011-2014 represents the continuation of the PARPA II (Plano de Acção de Redução da Pobreza Absoluta), implemented 2006-2010, and is a part of the National Planning System (SNP) and is aligned with the vision of Agenda 2025, designed to help achieve the Millennium Development Goals (MDG). The PARP 2011-2014 together with the Five-Year Program form the core of the Government's policy framework, which is implemented through annual socio-economic plans (Plano Social e Económico – PES). Each ministry elaborates a strategic plan in order to implement the PARP 2011-2014. The overall objective of Mozambique's PARP 2011-2014 is to improve the quality of public services provided to the citizens. Among the strategic objectives supporting the overall objective is a commitment to expand access for youth and adults to literacy and life skills programs (GOM 2011).

3.1.2 Legal framework and ALE policies

In Article 88 of the 2004 Mozambique's Constitution (Right to Education) a universal right to education is endorsed:

(1) In the Republic of Mozambique, education shall be a right and a duty of all citizens. (2) The State shall promote the extension of education to professional and continuing vocational training, as well as equal access to the enjoyment of this by all citizens.

And in Article 113 (Education), the Constitution affirms this about literacy education:

(1)The Republic of Mozambique shall promote an educational strategy that aims towards national unity, wiping out illiteracy, mastering science and technology, and providing citizens with moral and civic values.⁴

In addition to this constitutional commitment to increase opportunities to access to education for youths and adults, Mozambique is a signatory of international agreements and legal instruments that advocate for general education and basic education for all. These include the UN Universal Declaration of Human Rights⁵ and the global commitment on Education for all (Dakar 2000)⁶. These put Mozambique under legal and moral obligation to promote universal right to education for all citizens and to enable access to basic literacy and education for illiterate children, youths and adults.

Although the national budget for the ALE sub-sector is very low, the PARP 2011-2014 and the Five-Year program 2010-2014 confirm that adult literacy and education is considered a strategic priority in the Mozambican Government's poverty reduction efforts (GOM 2011: 22). In 2001 the first National Strategy for Adult Literacy and Education, and for Non-Formal Education was endorsed by the Ministers' Cabinet. The implementation of the first Strategy and various initiatives by civil society reduced the illiteracy rate from 60.5% in 2001 to 48.1% in 2008 (MINED/UNESCO 2011).

Table 1: Illiteracy rates in Mozambique in 2007

Region	Women	Men	Total
Country	64,2	34,6	50,4
Urban	37,8	13,9	26,3
Rural	81,2	46,1	65,5

Source: MINED/UNESCO 2011.

The *Strategy of Adult Literacy and Learning in Mozambique 2010-2015* was finalized in February 2011 (with support from ICEIDA) and replaced the previous strategy. The Strategy is aligned with the *Strategic Plan for Education 2012 – 2016* which was approved by the Government of Mozambique in June 2012. It aims to tackle the challenges identified in the 2008 Situation Analysis Report of Literacy in Mozambique (Lind et al. 2009) and the National Colloquium on Adult Literacy and Learning held in 2008. The Strategy embodies the Government's commitment to eradicate poverty and to achieve the MDGs and Fast Track Initiative Education for All. It sets out the main strategic actions to be implemented during 2010-2015 period based on three main pillars, namely the (1) improvement of access and retention; (2) improvement of quality and relevance; and (3) strengthening of institutional capacity. These are the pillars on which the development partnership between ICEIDA and MINED in the ALE sub-sector is based on (ICEIDA/MINED 2010).

⁴ [http://confinder.richmond.edu/admin/docs/Constitution_\(in_force_21_01_05\)\(English\)-Mozlegal.pdf](http://confinder.richmond.edu/admin/docs/Constitution_(in_force_21_01_05)(English)-Mozlegal.pdf) (accessed 12/06/2012)

⁵ <http://www.un.org/en/documents/udhr/index.shtml#atop> (accessed 12/06/2012)

⁶ <http://unesdoc.unesco.org/images/0012/001211/121147e.pdf> (accessed 12/06/2012)

3.1.3 The new Curriculum

Preparation for the development of a new Curriculum for the national ALE program began in 2001 after an evaluation of the ALE and NFE sub-sectors was carried out (ICEIDA/MINED 2008). The new Curriculum reflects a change in the ALE program which now enables the adult learners to complete primary school education through the ALE program by going through 3 levels. Thus, in the first level the learners should acquire basic skills in reading, writing and arithmetic, in the second level they should complete the equivalent of 5th grade of primary school, while the final level is the equivalent of 7th grade in primary school. The aim of the new Curriculum is to make it more relevant to the adult learners by putting more emphasis on teaching various life-skills courses depending on local needs. New teaching and learning material has therefore had to be developed and produced, to incorporate this new emphasis. Furthermore, the new Curriculum has been adapted to the various implementation methods and programs run by different NGOs (see Kolbeinsdóttir 2009 for further details).

Insufficient funding has characterized and delayed the development and the implementation of the new Curriculum. A pilot implementation phase started in February 2009 in 5 ALE classes in one district in all of the 11 provinces in the country. Based on the experience from the pilot phase, the Curriculum as well as the teaching and learning material have now been revised. ICEIDA supported the pilot implementation of the Curriculum, both on the national level through technical support to MINED and in Jangamo District through training, monitoring and documentation of the pilot experience. The use of the revised new Curriculum and its supplementary teaching and learning material was intended to start in the beginning of the current academic year. However, our consultation in Jangamo District showed that this has not happened and the absence of the Curriculum, as well as a general and chronic lack of teaching and learning material remains one of the most significant threats to the success of the ALE activities in Jangamo. This will be discussed further in a subsequent chapter.

3.2 ICEIDA's policies and priorities

ICEIDA is a government body which operates according to an Icelandic Act of Parliament (see GOI 2008) and the *Strategy for Iceland's Development Cooperation 2011-2014*, adopted by the Icelandic Parliament on June 10, 2011 (GOI 2011). It follows the policy of the Icelandic government and the common criteria in international development cooperation, which is anchored in the Charter of the United Nations (UN 1945) and other international conventions on development cooperation that the Icelandic Government has undertaken to comply with. The key international conventions currently include the Millennium Development Goals adopted at the United Nations 55th General Assembly in 2000 (United Nations 2000); the Paris Declaration on Aid Effectiveness 2005 (OECD 2005); and the Accra Agenda for Action 2008 (OECD 2008).

The main objectives of Iceland's international development cooperation are to "support the efforts made by Governments in developing countries to eradicate poverty and hunger and to promote economic and social development including human rights, education, improved

health, gender equality, sustainable development and the sustainable use of resources...” (GOI 2008). ICEIDA is responsible for Iceland’s bilateral development cooperation and has the responsibility of following best practice procedures, rules and guidelines of the international community, as well as the requirements set by the Icelandic National Audit Office regarding the treatment and custody of funds. According to the current Strategy for Iceland’s Development Cooperation, Iceland’s priority areas are fisheries and renewable energy; education and health; and good governance and reconstruction, with the cross-cutting emphasis on gender equality and environmental considerations. The Strategy also confirms Malawi, Mozambique and Uganda as Iceland’s bilateral partner countries.

In its policy documents (ICEIDA 2004a, b and c), ICEIDA puts emphasis on the promotion of democracy, human rights, equality and environmental protection. Because of the smallness of the Agency and its limitations in terms of funds, ICEIDA uses so-called “program-wide approach” rather than the more common “sector-wide approach.” According to its policy, although ICEIDA works in a small number of program areas, it is committed to work within the development strategies and policies of each partner country (including the Poverty Reduction Strategies). ICEIDA’s policy is, furthermore, to continue and increase over the next few years its cooperation with other development agencies and international donor organisations, both in the partner countries and on an institutional level. ICEIDA is thus committed to keep up with changes in the procedure and implementation of development assistance.

3.3 Relevance of the support in Jangamo District⁷

Jangamo is one of Inhambane Province’s 13 districts, with a total population of 93, 402 in 2007. The district has a high population density (72 inhab/km²) and is mainly agricultural. Jangamo has a long tradition of male migration and in the age group between 30 and 59 there are only 6 men for every 10 women. Almost half of the households in the district are headed by women. The overall illiteracy rate in Jangamo in 2001 was 52.3% – 35% among men and 63.3% among women. In 2008/2009 there were 49 primary schools and 1 secondary school in Jangamo District. The Jangamo SDEJT is responsible for planning and managing education in the District, including the ALE/NFE Program and operates its offices in the District’s ‘capital (Jangamo Town). Apart from the honorariums for the adult literacy teachers and the salaries of the NPB coordinators which are included in the MINED budget, the Jangamo SDEJT has no specific budget for the ALE Program and it is up to the primary schools to which the ALECs are linked to provide them with material support.

The baseline study which was commissioned by ICEIDA in 2009, indicates that 36 ALECs were operating in the public sector in Jangamo District (Farinha 2009a: 42) and women were the vast majority of learners. In 2012, there were 38 ALECs in Jangamo District. Some of the major constrains of the ALE Program in Jangamo over the years has been the lack of experience and instability among the literacy teachers; lack of training for literacy teachers; chronic lack of teaching and learning material and tools; and lack of capacity and resources at the SDEJT. The baseline study concludes that the funding and activities supported by

⁷ Unless otherwise stated, the statistical information in this section is based on INE 2010 and Farinha 2009a.

ICEIDA in Jangamo's ALE Program made a "relevant contribution" during the first year of implementation (2008-2009) especially in terms of training literacy teachers, while appearing to have had little impact in terms of access and retention (no increase in the number of ALEC and a slight reduction in the number of learners). It goes on to suggest that more effort needs to be put into examining the impact and sustainability of the activities.

Subsequent chapters of this report will examine how the ICEIDA/MINED Partnership has over the last few years sought to address the many challenges that face the ALE Program in Jangamo.

3.4 Summary

This chapter has discussed the general relevance of the ICEIDA funded ALE activities in Jangamo District from three perspectives – the development priorities in Mozambique with a particular focus on the ALE legal framework and policies; the ICEIDA's legal framework and development policies; and the local situation of adult literacy in Jangamo. The Mozambique's PARP 2011-2014 acknowledges the close link between poverty and illiteracy and the Partnership between ICEIDA and MINED addresses directly the objectives of the PARP by seeking to improve the access to and the quality of the ALE Program. The commitment of the Mozambican Government to increase opportunities to access to education for youths and adults is further confirmed in the National Constitution, as well as Mozambique's endorsement of various international agreements on the promotion of universal right to education. While the budget for the ALE sector remains low, the production of the 2011 Strategy of Adult Literacy and the new Curriculum reinforce this commitment.

The ICEIDA/MINED Partnership also reflects Iceland's objective to support through its international development cooperation the eradication of poverty through economic and social development. This is further confirmed by Iceland's emphasis on education as one of its priority areas in international cooperation, and by the confirmed commitment to continuing cooperation with Mozambique in the new Strategy for Iceland's Development Cooperation (GOI 2011).

With no specific budget for the ALE Program in Jangamo District, the persisting poverty and the high percentage of illiteracy among its adult population (albeit not among the highest in the country), the ICEIDA financial support and the ICEIDA/MINED Partnership seems an important development intervention in the District.

The overall conclusion is, therefore, that ICEIDA's support to the ALE Program in Jangamo District is highly relevant, in terms of the development goals and adult education policies of the Mozambican Government; Iceland's policy emphasis in international development cooperation; and the local situation in Jangamo District.

4 EFFECTIVENESS: OBJECTIVES, ACTIVITIES AND OUTPUTS

In the evaluation of a project's or program's intervention logic (based on LFA and a logframe matrix), the concept of effectiveness relates to the extent to which specified objectives have been achieved through the particular outputs produced (Danida 1999). The aim in this chapter is, therefore, to do a systematic evaluation of the objectives, activities and outputs of the ICEIDA/MINED Partnership in Jangamo District. What we present here and discuss, are both positive accomplishments and issues of concern, which we became aware of during the consultation process. We will start by briefly discussing the development and the immediate objectives which frame the ICEIDA funded ALE activities, and then move on to discuss in more details the specific activities and outputs produced.

As pointed out in section 2.3, no specific objectives are included in the logframe matrix of the current PD. However, it is stated in the main text that “the objectives are set based on the pillars of the strategy for the development of education in Mozambique, namely, access, quality and institutional development” (p. 11). Furthermore, a careful examination of the PD logframe matrix does indeed indicate that the logframe is based on those three pillars although it is not made explicit. In the discussion below, we use these pillars to structure our assessment of the effectiveness of the ICEIDA/MINED Partnership.

4.1 Development objective and immediate objective

A *development objective*⁸ describes the anticipated long-term contribution of a project or a program. Although a progress towards the development objective will inevitably depend on a number of factors beyond the control of a single development intervention, together with the *immediate objective* it should be defined in a close connection with the justification of the intervention and the intended target group. The immediate objective defines the situation that is expected to prevail as a consequence of the intervention. It is the anticipated achievement which is still outside the direct control of a single development intervention (Norad 1999).

The stated development objective of the ALE program in Jangamo District, Inhambane Province is to “Increase opportunities for youths and adults to have access to a quality basic education to eradicate illiteracy in Mozambique, through the implementation of Adult Literacy and Education programs which enable their participation in the process of political, social, and cultural development of the country.” The immediate objective is to “Enhance access and quality of the ALE program in Inhambane province, particularly the Jangamo district, focusing on gender equity.” (ICEIDA 2010a: 11). Combined, the objectives give a broad idea of what the development intervention hopes to achieve overall. The objectives are presented in the PD in the context of an appropriate justification of the intervention, based on a local situation analysis and the policies context of ALE in Mozambique. However, while the immediate objective and PD do specify the geographical location of the development intervention, the definition of the primary target group is much less clear. In the initial statement of the immediate objective on page 11 in the PD, the objective specifies a focus

⁸ The “development objective” is also referred to as the “development goal” in LFA, while the “immediate objective is also referred to as the “development purpose”.

“on gender equity”, while in the logframe matrix a part of the immediate objective has changed and states an emphasis on “the participation of women...” Virtually no discussion on contribution to gender equality or the participation of women is offered in the PD and in the logframe matrix (annex 2 in the PD) it is referred to in only two indicators. This makes it rather unclear how exactly the Partnership intends to contribute to gender equality with its intervention. That is not to say that it doesn’t, but as a contribution to gender equality (or participation of women?) is stated as a part of the immediate objective, a more systematic approach and a clearer strategy on that should have been spelled out in the PD. Furthermore, the apparent fusion of “women” and “gender” is highly problematic and gives an impression that this aspect of the Partnership was not fully thought through.

Ideally, a gender analysis should have been done alongside a baseline study during the preparation stage. Following this, a decision would be made on what strategy and approach could be most useful and compatible to the priorities and policies of the development partners (for example, the integration of the promotion of gender equality in the intervention in general or the targeting of specific groups or issues through the interventions, etc.) Most importantly, if a development intervention is serious about an emphasis on gender equality (or the participation of women) this needs to be clearly integrated in the planned targets of the interventions (in indicators and outputs)⁹. In our recommendations at the end of this report, we, we offer some suggestions on how to make the gender perspective more visible in the Intervention.

Below, we will discuss to what extent the Partnership has achieved its immediate objective by systematically discussing its activities and outputs. Although the Partnership has implemented activities and produced outputs that should be expected to contribute to enhancing access and quality of the ALE Program in Jangamo District (the PD’s immediate objective), this has not yet resulted in an increase in the number of students or the retention of them in the Program, and there is also no evidence of an increase in literacy rate in the District (the PD’s stated indicators). This situation will be discussed further in the conclusion at the end of the chapter.

4.2 Institutional capacity

Strengthening of institutional capacity has been one of the Partnership’s objectives from its initiation in 2008 (ICEIDA 2008) and continues to be a priority (ICEIDA 2010a). This is one of the three pillars of Mozambique’s new Strategy of Adult Literacy and Learning (GOM 2011) and the emphasis on this in the Partnership shows a commitment to the alignment of the ICEIDA funded activities with the policies and priorities of the Mozambican Government.

⁹ A vast amount of information, guidelines and tools on how to integrate a gender perspective into a development intervention are available on the internet. See for example SIDA’s “Gender Equality in Practice”: <http://www.sida.se/Documents/Import/pdf/Gender-Equality-in-Practice7.pdf>

4.2.1 Functioning of the ALE Departments of the DPEC and SDEJT

A great emphasis has been put on strengthening the capacity of the Jangamo SDEJT during the lifetime of the ICEIDA/MINED Partnership (SDEJT 2008; ICEIDA/MINED 2009; ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012). A new SDEJT office building was built in Jangamo Town in 2009 which accommodates the entire staff of Jangamo's SDEJT. The office facility was duly equipped with office furniture, computers, photocopier and provided with office supplies.



Photo 1: The new SDEJT office building in Jangamo inaugurated in April 2010

The means of transportation for the team involved in the implementation of the ALE Program in Jangamo District has also been significantly improved through the ICEIDA/MINED Partnership, with total of 2 motorcycles and 24 bicycles provided for the LS facilitators and the NPB coordinators, and a vehicle and a motorbike provided for the Jangamo SDEJT office in 2010 to improve monitoring and supervision. The Inhambane DPEC office (ALE sector in particular) has also benefited in an important way from the institutional support during the ICEIDA/MINED Partnership, through the provision of office equipment and material (computers, photocopier, camera, etc.). The Jangamo SDEJT office in particular has throughout the Partnership received support with communication cost, the maintenance of office equipment as well as the maintenance of vehicle and motorcycles, and been supplied with office material.

Overall the effort to improve the functioning of the Jangamo SDEJT office and the ALE Department in Inhambane DPEC has been effective and clearly improved the working condition for the staff significantly, particularly the SDEJT staff. There have been some challenges on the way, which include the delay in the completion of the SDEJT office building, mainly due to factors beyond the control of the PIT (ICEIDA/MINED 2009). Consultation with the Jangamo SDEJT and the Inhambane DPEC staff shows a high degree of satisfaction and appreciation for this aspect of the Partnership.

4.2.2 Development of the DPEC's and the SDEJT's human resources

Considerable resources and effort has been put into the development of human resources from the beginning of the Project. Both the Inhambane DPEC staff and the Jangamo SDEJT staff have received timely training in the use of the office equipment provided through the Partnership, as well as receiving driving instructions for motorcycles. Throughout the period of the Partnership, the DPEC and the SDEJT staff have received training in monitoring and evaluation; in the support/training in the management and function of the NPB (as supervisors); and other short courses relevant for their work. In addition, the staff has received capacity building and help through on-going technical support, for example with financial management. Last but not least, the partnership between ICEIDA and MINED has offered scholarships to ALE practitioners in Inhambane Province/Jangamo District. Since 2009, 4 candidates have received scholarships to study at at the Sagrada Familia University and 5 candidates have been supported to go on an adult education course at the IFEA Institute. Throughout, at least 50% of them have been women. The scholarship recipients that were consulted during the present consultation were keen to point out how the opportunity to further their education had enabled them to understand much better than before the dynamics of adult education and how it differs from children's education. Although they feel that the allowances they receive do not quite cover the expenses, they expressed a clear overall contentment. However, it is important to note that the 3 scholarship recipients who graduated from the IFEA Institute in 2011 had not yet been integrated back into the ALE teaching due to lack of financial resources in the sector.

Annual progress reports produced by the Partnership indicated that the implementation of this component has been carried out essentially as planned (SDEJT 2008; ICEIDA/MINED 2009; ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012) and our consultation in Inhambane and Jangamo indicates that the planning of the capacity building is done in close cooperation with the DPEC and the SDEJT offices and has responded to the presenting need. During the consultation with the DPEC and the SDEJT staff in general and the scholarship recipients in particular, they emphasized that this output (along with better functioning offices) had significantly improved their working environment and enabled them to both grow as professionals and improve their productivity.

One issue in relation to the scholarship program of the Partnership, which may be worth looking into, is the retention of the scholarship recipients after they have finished their study. Although the common practice is to contract scholarship recipients to stay with their current jobs for at least 2 years after their study, this is apparently not reinforced. As a result, people tend to move on to 'greener pastures' after finishing and this often means human resource drainage from rural areas such as Jangamo.

4.2.3 Functioning of NPBs and ALE Centres

In addition to the institutional capacity building outlined above, the ICEIDA/MINED Partnership has put considerable effort into improving the functioning of the NPBs and the ALE Centres in Jangamo District particularly but more recently also more generally in

Inhambane Province. As this has mainly involved training and the provision of teaching and learning material, it will be addressed in the sections below.

4.3 Access and retention

Improved access to adult education and retention of students is an explicit part of the overall development objective and the immediate objective of the ICEIDA/MINED Partnership (ICEIDA/MINED 2010). It is also one of the three pillars of Mozambique's new Strategy for Adult Literacy and Learning. The Strategy asserts that in order to improve access and retain students, efforts need to be put into creating conditions in which youths and adult learners are "sufficiently motivated to attend the courses offered" (MINED/UNESCO 2011: 25). The extent to which the ICEIDA/MINED Partnership has achieved this is the focus in the following 4 sub-sections.

4.3.1 New ALE streams and ALE shelters

Part of the effort to improve access and promote better retention of students is to improve the physical infrastructure. In 2010, 20 new ALE Centres were established in different villages/primary schools across Jangamo District and in the same year the program exceeded its plan of building 10 ALE shelters (due to the delay in the construction of the Resource Centre, see below) and instead built 23 literacy shelters/class rooms at different ALE Centres (ICEIDA/MINED 2010b; ICEIDA/MINED 2011a). However, in 2011 the construction of 10 more ALE shelters was postponed due to concerns about quality of the buildings. Repairs of some of these shelters have been carried out in 2011 and 2012, and some new ALE shelters have been built. The problem with the quality of the shelters that came up in 2011 could have been avoided with more careful monitoring as pointed out in one of the 2011 Progress Report (ICEIDA/MINED 2011b) and can be fairly easily avoided in the future. In our consultations with NPB coordinators and ALE teachers, they expressed appreciation for the new shelters which have improved the working condition for many literacy teachers. However, they also pointed out that more are needed and those literacy teachers who still have to teach "under a tree" feel discouraged. Our focus group discussion with literacy teachers in Jangamo revealed that 6 out of the 11 literacy teachers present are still teaching under a tree and one NPB coordinator informed us that of the 10 ALE Centres he coordinates, only one has a shelter. This seems to indicate that a significant number of ALECs in Jangamo District still lack teaching shelter/class room. The situation obviously affects the motivation of both teachers and learners, and makes the functioning of the ALE Program vulnerable to external factors such as weather. In our consultation with literacy teachers, one of them pointed out that an ALE Centre which was built at the primary school in her village was not used because the school is located far away from the village. The ALE teaching is conducted in the local church instead. However, this seemed to have been a one-off mistake and the Partnership's management is aware of it and recognizes the need to consult with the community about the location of the ALE shelters.



Photo 2: Newly built ALE shelter in Madonga Village, Jangamo District

Our assessment is that, the need to improve the physical infrastructure of the ALE Program in the communities in Jangamo District has certainly been addressed by the Partnership and, as pointed out above, in some cases exceeded annual plans. It seems, however, short of achieving stated target of “at least 80% of ALEC in Jangamo operating under a shed by the end of 2010” (ICEIDA/MINED 2010a: 30), which perhaps is a sign of too ambitious/unrealistic targets rather insufficient effort.

Furthermore, we would like to propose that the PIT and PMT include in their annual progress reports references to how close the partnership is in reaching the originally stated targets (indicators/outcomes) in the PD. This would facilitate more systematic on-going monitoring and make it easier to measure achievements against the stated targets/indicators. This may also facilitate increased awareness of what is realistically achievable with the limited funding available.

4.3.2 Resource Centre and NPB libraries

The emphasis on creating more library facilities and a Resource Centre as a way of improving access and retention in the ALE Program was introduced in the second phase of the ICEIDA/MINED Partnership (2010a). In the current PD, it is noted that the central aim of the Resource Centre would be to increase access to ALE both by the illiterate and those wanting to further their basic literacy skills. In the long run, it is hoped that this will contribute to the well-being of households and communities and enhance income and social participation. In the PD logframe matrix the stated target (indicator) is to establish a small library in each of the 13 NPB in Jangamo District and to establish a functioning Resource Centre in Cumbana Village.

The implementation of this component of the Partnership started in early 2010 (ICEIDA/MINED 2010b; ICEIDA/MINED 2011a). In the first half of the year the renovation of the

Nhancoja Library started, as well as the preparation of the proposal for the Resource Centre. Despite some delay due to poor planning at the local level, the Nhancoja Library was fully renovated and equipped by the end of 2010. The NPBs were also provided with books on various topics in 2011. The preparation and start of the construction of the Resource Centre also seems to have been significantly delayed because of late submissions of proposals and payment requests to ICEIDA, which seems to be an on-going although slowly improving weakness in the Partnership. The construction started in the second half of 2011 and by the time of our consultation in May 2012 the construction of the Resource Centre was more or less completed but it still lacked most equipment and infrastructure.

To conclude, while efforts towards the creation of more library facilities in Jangamo District has started (many of the planned inputs provided and outputs in place) and some challenges overcome, there is still a very long way to go for the outputs to contribute to improving access and retention in the ALE Program. Our consultation gave a strong indication of a significant lack of vision about the future function (role, activities, etc.) of the Resource Centre and how it will support itself. In order to realize the potential of the Resource Centre (or even prevent it from becoming a “white elephant”) it seems absolutely vital for the Partnership to come up with a carefully thought-through plan about the future of the Centre and what is expected from its staff, as soon as possible. We give some suggestions about this in our recommendations at the end of the report (Chapter 7).

4.3.3 Teaching and learning tools

Providing adult literacy teachers with teaching tools such as blackboards and chalk is obviously an essential part of providing quality adult literacy education. According to the Progress Reports of the Partnership (SDEJT 2008; ICEIDA/MINED 2009; ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012) teaching tools and other material to support the function of ALECs and NPBs in Jangamo have been provided throughout the lifetime of the Partnership. This included blackboards, chalk, dusters, paper reams, archive folders, notebooks, pens and other stationery. Typing machines have been provided to the NPBs along with calculators, as well as a computer, a UPS and a printer to the Cumbana NPB. In addition, ALEC in other districts in Inhambane Province have been provided with some teaching tools such as blackboards since 2011.

Our consultation with literacy teachers in Jangamo District (focus group of 11 literacy teachers) revealed some variation in the supplies of teaching and learning material the teachers seem to have access to. While most seemed to have received at least a blackboard and chalk, some have not and one teacher said that she has had to use a door instead of a blackboard in her teaching. Many expressed wish for furniture for their learners who generally have to sit on the floor or the ground at the ALE Centres. The teachers furthermore said that many of the learners want to be provided with exercise books and pen but whether the teacher is able to provide that seems ad hoc. In some cases the head of the primary school seems to have provided the ALE Centres with exercise books and pens and the SDEJT technicians seemed to have provided it to some Centres. Often learners buy it themselves. Although some variations exist, overall the supply of teaching material seems adequate

enough in Jangamo District. Continuous need for teaching and learning material is inevitable in the ALE Program and it seems sensible for the Partnership to start considering how that need is going to be met in Jangamo District after the partnership between ICEIDA and MINED comes to an end.

4.3.4 Advocacy and motivation

Even if the outputs and activities that have been discussed in this chapter so far have clearly contributed to improving access to adult education in Jangamo District, it appears to have had little or no impact at all on increasing the number of learners or improve the retention of them. In 2008, 2,778 literacy students were enrolled in the ALE Program in Jangamo District (Farinha 2009a: 27-28). In 2009, the number of learners was 2,642 and in 2010 the Program registered 2,280 learners (2,134 completed the year and 1,993 passed the exams). In 2011, the retention of learners appears to have declined somewhat again, with 2,490 learners registering in the Jangamo ALE Program and 2,128 completing the year while 1,871 passed the exams¹⁰. These numbers show that although the number of students registering in the ALE Program in Jangamo improved slightly last year (compared to the previous year), the registration and retention of literacy learners has been on the decline over the last few years. However, the pass rate seems to have increased from 65.4% in 2008 (Farinha 2009a: 28) to almost 88% pass rate in 2009, 93% in 2010 and back to almost 88% in 2011 (ICEIDA/MINED 2011a).



Photo 3: Adult literacy learners in Madonga Village welcome visitors

The need to initiate efforts to “create conditions” where youth and adult learners feel “sufficiently motivated” to register and stay in the ALE Program are highlighted in the new Strategy of Adult Literacy and Learning (MINED/UNESCO 2011: 25). As part of creating such conditions, the Strategy suggests the need for advocacy among local leaders and communities, to raise the “awareness of men and women to participate in literacy activities

¹⁰ The statistical data on the number of students registering and passing in Jangamo is from the SDJET Office in Jangamo and was passed on to us by the ICEIDA Office in Maputo.

and remain until its completion...” (p. 35). So far the ICEIDA/MINED Partnership seems to have put limited effort into advocacy of the ALE in the local communities. With the exception of the celebration of the annual International Literacy Day and an annual District meeting with local leaders, the emphasis in the provision of information have been on increasing knowledge and awareness on HIV/AIDS and “gender” either directly through special lecture in the ALE Centres already established or through the training of the literacy teachers and the NPB facilitators in these areas.

Our consultations in the local communities seems to indicated that the participation of local leaders in encouraging learners to register and stay in the ALE Program happens on an ad hoc basis (depending on their own initiative) rather than systematically. ICEIDA experience in supporting adult literacy education in other countries such as Malawi and Uganda seems to attest to the importance of the active participation of local leaders both in initial advocacy to encourage people to register and in maintaining people’s motivation and resilience. More active and on-going involvement of local leaders in the ALE Program in Jangamo District is likely to contribute to increasing the number of learners and to help retaining them in the Program, thus contribute to the achievement of the Partnership’s objective to increase access and retention. Other factors that may well contribute to increased participation and retention in the Jangamo ALE Program will be discussed in the section on life-skills and information provision below.

4.4 Quality and relevance

The emphasis on improving the quality of teaching in the Jangamo ALE Program has been present in the ICEIDA/MINED Partnership from the start in 2008 (ICEIDA/MINED 2008) and that emphasis corresponds with one of the pillars in the new Strategy for Adult Literacy and Learning (MINED/UNESCO 2011). The emphasis in the Strategy is on combining efforts to improve public policy and implementation strategies with improved training programs and capacity-building of human-resources.

4.4.1 Training of literacy teachers and NPB coordinators

Before ICEIDA started to fund the Jangamo ALE Program, it seems to have been common for literacy teachers (mainly volunteers) to start teaching in the Program without any specific training in the area of adult education and other relevant subjects. However, towards the end of 2009 at least 70% of the literacy teachers had already received some training through the ICEIDA/MINED Partnership and the number of ALE teachers in Jangamo seemed also to have increased significantly between 2007-2009¹¹ (Farinha 2009a: 30). The annual Progress Reports show (SDEJT 2008; ICEIDA/MINED 2009; ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012) that literacy teachers have continued to benefit from short training courses designed and offered by DINAEA each year. In 2011 the Partnership has also supported the training of teachers’ trainers from 5 districts in Inhambane Province, including Jangamo District. The NPB

¹¹ As Farinha points out (2009: 31), the increase in the number of literacy teachers during this period is probably due to not only the impact of the ICEIDA/MINED partnership but also other factors.

coordinators, who are important part of the day-to-day management of the ALE Program, have also received considerable capacity building in the area of management and monitoring throughout the lifetime of the Partnership. In 2011, the Partnership expanded its scope and offered training to 60 NPB coordinators from 7 districts in Inhambane Province and in 2012 it covered all districts in the Province. Finally, as mentioned above, the NPB coordinators in Jangamo District have also been given motorcycles and bicycles to facilitate monitoring of the ALE Centres, and been offered to attend courses for acquiring driving licenses.

The baseline study commissioned by the ICEIDA/MINED Partnership in 2009 noted that while the majority of the literacy teachers had received training in 2008/2009, the training period had only been 10 days instead of the 21 day training period stipulated by DINAEA for the initial training of adult literacy teachers¹². The New Curriculum reduces the period required for the initial training of adult literacy teachers to 15 days. When we consulted (focus group discussion) with literacy teachers in Jangamo in May 2012, they had received 10 days training so far in 2012 but further 5 days training was planned in June. The literacy teachers who have been with the Program during the lifetime of the ICEIDA/MINED Partnership were appreciative of the fact that they had received annual training over the last few years due to ICEIDA's funding. They indicated that it has had positive impact on their work and motivation but felt that the courses are too repetitive and would like to see different issues covered in each course.

Overall, our analysis and consultations indicate that the training and capacity building component of the ICEIDA/MINED Partnership has been effectively implemented over the years and contributed towards achieving the objective of increasing the quality of adult literacy education on offer in Jangamo District. However, there seems to be a cause for DINAEA (and ICEIDA may choose to support them there) to looking into the on-going training of the literacy teachers, to provide them with progressive rather than repetitive training, which might in turn have positive effect on the retention of them. As previous reports (e.g. Farinha 2009a) have pointed out and the Partnership management is clearly well aware of, the instability of the literacy teachers is a significant problem for the ALE Programs not just in Jangamo but other districts and provinces as well. This is largely due to the fact that the vast majority of the teachers are volunteers who receive only small allowances for their works which arrive inconsistently and routinely very late. During our consultations with literacy teachers in Jangamo it became apparent that many of them regard it as a temporary occupation, a stepping-stone to something else. Seven out of the 11 teachers consulted during the focus group discussion had started to teach in the ALE Program only this year, which indicates that a frequent turnover of ALE teachers is a continuing issue. Most of the teachers consulted were young people who most had completed grade 10-12 while 4 were mature people who had taught in the ALE Program for some years and are permanent residents in the area. The situation of instability and frequent turn-over of adult literacy teachers is obviously mostly beyond the particular development intervention of the ICEIDA/MINED Partnership to tackle. It is important to keep in mind that this is likely to impact negatively on the

¹² This is acknowledged in the 2009 Progress Report (ICEIDA/MINED 2009: 19) and a reason given for this.

probability of the full achievement of targets (such as the improved retention of students) as well as the sustainability of the intervention. This will be discussed further in Chapters 6.

4.4.2 Life-skills and information provision

Life-skills (LS) courses were introduced in the ALE Program in Jangamo District through the ICEIDA/MINED Partnership in 2008 and they were a main focus during the first two years (ICEIDA/MINED 2008). The courses introduced were organic vegetable gardening (OVG); small business management (the acquisition of knowledge and skill on how to identify and develop business opportunities in rural areas); and low-cost brick making/construction (LCC). Initially, 12 people (including SDEJT staff) were trained to become LS trainers and they in turn trained selected literacy teachers and members of already established rural associations in the facilitation of LS courses. While the initial project seemed to have followed its plans in terms of training of trainers and organization of the LS courses, implementation and impact of the courses has caused some concerns from the beginning. These include dissatisfaction and a lack of motivation among the literacy teachers trained who did not always consider the area of training appropriate; drop-outs of the trained literacy teachers; and significant variation in productivity and interest on the community level. One thing that seemed to have caused considerable difficulties is that many literacy teachers were not helped to integrate the LS component in the literacy teaching and many struggled with that (for more details see Farinha 2009a/b; ICEIDA/MINED 2010a).



Photo 4: Organic vegetable gardening in Mabelane Village, Jangamo

In the second phase of the ICEIDA/MINED Partnership which started in July 2010, the particular emphasis on LS is much decreased and instead the LS activities are meant to become fully integrated into the ALE Program in order to align the intervention with the new ALE Curriculum (which was in a trial phase in 2010). In the long run, it is hoped that the integration of LS activities in the ALE Program will increase the relevance of it to potential learners and increase participation in the Program. In 2010 and 2011, the ICEIDA/MINED Partnership continued to support LS activities in 3 ALE Centres and 3-5 associations, mainly,

it seems, through further skills-training; the donation of tools and material for OVG and LCC; and monitoring. In addition, courses on the subjects of HIV/AIDS and gender have been offered in selected communities in both 2010 and 2011.



Photo 5: Organic vegetable gardening demonstrated

During our evaluation of the ICEIDA/MINED Partnership, we had the opportunity to consult with and observe the activities of one OVG group and one LCC group. The consultation with these two groups, along with our consultation with MINED staff and ICEIDA, revealed that many of the problems identified in 2009 (Farinha 2009a and 2009b) and some of the Progress Reports have still not been tackled effectively. There still seems to be a considerable resistance to organic vegetable gardening due to the amount of labor it requires and the relatively low yields. In addition, logistical problems such as a long distance to sufficient water supply caused challenges as do the labor and time constraints from the extra work in a communal garden (alongside people's own gardens). There were also complaints about a lack of a market for organic products. Although the OVG groups were supposed to receive training in small business management as well, the group we consulted showed no sign of having been able to make use of that (did not know whether they made profit from what they sold of the last harvest). Although all the members in the OVG group are also adult learners at the local ALE Centre, there seemed to be little evidence that the OVG activities have been integrated into the literacy teaching.

The LCC group we consulted seemed to have fared a bit better. The group had mastered the skills involved in the making of low-cost bricks and had managed to sell some of the bricks in addition to using them to construct their own ALE classroom and storage room. There seemed to be a considerable level of enthusiasm in the group and some level of support from local leaders. Yet, it is clear that even this group will need a considerable amount of support if their LCC enterprise is to become a viable business that will generate income for its individual members (this includes solving problems of transport cost, finding a market, advocate the new types of bricks locally, etc.) One of the reasons why the course on small business management does not seem to have been useful to the LS groups, might be that

the course is too standard and is not adjusted to the local situation. This is something that ICEIDA and MINED may want to look into.



Photo 6: Low cost brick construction group consulted in Revene Village, Jangamo

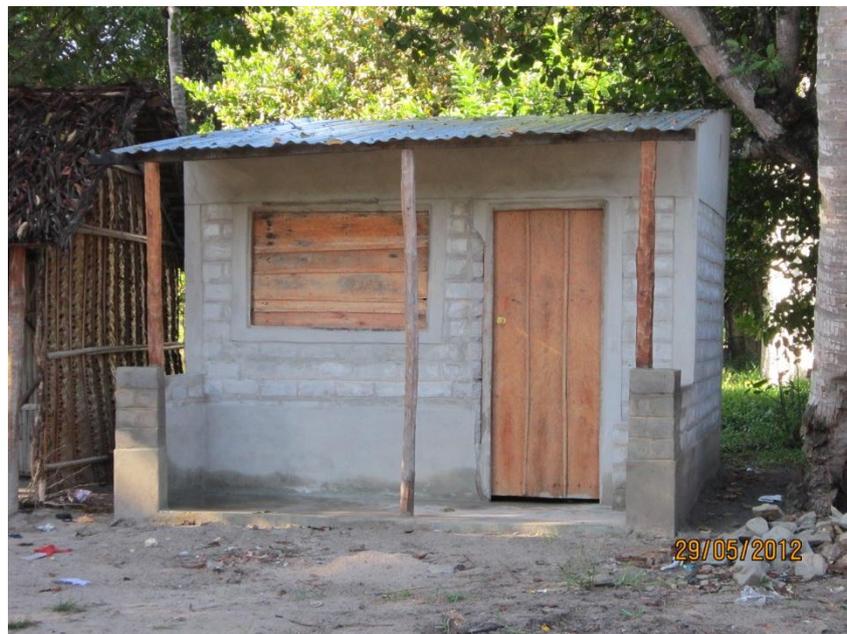


Photo 7: A local shop made from LCC bricks

As the discussion above shows the implementation of the LS component of the ICEIDA/MINED Partnership has faced considerable difficulties throughout the lifetime of the Partnership. The life skills of organic vegetable gardening and low-cost brick construction have been taught successfully but how exactly they are to become useful in the lives of the ALE learners and/or have empowering effect on their lives remains unclear. Currently, the LS courses that have been offered through the ICEIDA/MINED Partnership seem, in the

long-run, unlikely to increase the relevance of the ALE Program for local people or contribute to increased participation and retention of learners. The sustainability of the initiative will be discussed further in Chapter 6. What is relevant here is to point out that the integration of life-skills into ALE teaching is an important part of the new Curriculum. In that context, it seems important for the ICEIDA/MINED Partnership to find a solution to the problems faced by the LS groups outlined above. It is important to find solutions which work in the local context and to adjust the LS activities to peoples' own life situations rather than introduce something new.

Finally, as the 2009 consultancy pointed out (Farinha 2009a: 41) there seems to have been a tendency to emphasize economic areas when LS training/courses are identified. In addition to the courses offered on HIV/AIDS and gender already, the ICEIDA/MINED Partnership may want to consider including more courses on non-economic issues relevant to the local context. While being simpler in terms of implementation they could increase the relevance of the ALE Program considerably and contribute to the objective of increasing access and retention.

4.4.3 Teaching and learning material (Teaching manuals and students' textbooks)

In the new Strategy for Adult Literacy and Learning (MINED/UNESCO 2011), the "development of adequate material" is identified as a one of the priorities in terms of improving the quality and relevance of the ALE Program. In the current PD of the ICEIDA/MINED Partnership the ambition is to provide "100% of the literacy teachers trained" with the ALE teaching manuals (ICEIDA/MINED 2010a: 31) and to provide "100% of literacy students and teachers" in the 3rd year with necessary teaching and learning material (ibid: 32). The baseline study report from 2009 (Farinha 2009a) identified a shortage of teaching and learning material in the ALE Program in Jangamo District already then. At that time, the Program was still based on the 'old' curriculum which had been used since 2003 but the printing of the teaching and learning material had stopped after a decision was made to produce the new ALE curriculum. This seems to have caused a general shortage of teaching and learning material in the Program already in 2009 (the year when the pilot phase of the new Curriculum started). The Progress Reports from 2011 (ICEIDA/MINED 2011b; 2012) bring up the problem of "general lack of books" in the ALE Program and in July that year ICEIDA commits to "work[ing] with DINAEA to complete the printing of teaching booklets" for the year 3 level and "acquire" books for the 1st year under the new curriculum (2011b: 2). In the Progress Report at the end of 2011 the problem of book shortage is noted again as "one of the greatest threats to the literacy program" but also notes that some books based on the revised new Curriculum had been printed for 2012 (2012: 2).

Our consultancy in Jangamo District confirms the chronic lack of teaching and learning books in the ALE Program. The literacy teachers and the NPB coordinators we consulted expressed great concerns about the situation and predicted that it would significantly affect the pass rate for learners this year. Only 3 out of 5 NPB coordinators consulted had received the new Curriculum and none of the literacy teachers had seen it. Among the NPB coordinators, one had received teaching and learning material to give to year 1 and 2 at the

ALE Centres he coordinates, but had not received anything for year 3. Some of the coordinators had received the new teaching manual to give to the literacy teachers only the week before our consultation but had not received books for learners yet. In a similar vein, some of the literacy teachers had recently received the teaching manual for the new Curriculum while others have not yet received anything. All of them had had to start teaching this year without the new teaching manual.



Photo 8: ALE learners making good use of their text- and exercise books

Given the almost total lack of teaching and learning material and the general unavailability of the new Curriculum, the NPB coordinators and the literacy teachers have had to improvise in their preparations for lessons this academic year. Some teachers have relied on help from the NPB coordinators who have used the monthly meetings with the teachers to help them prepare their lessons. Some literacy teachers have sought help from the local primary teachers or used primary school textbooks to get ideas from. The more experienced teachers have continued to prepare their lessons as in previous years (based on the old Curriculum) while waiting for the new books.

Ultimately it will be the learners who will suffer from the situation described above, as they will be expected to write exams this year (in June and December) while there is still confusion (among the NPB coordinators, for example) on which Curriculum the exams will be based. While some setbacks and challenges are to be expected in a transition period such as the one the ALE Program is going through now (with the introduction of the new Curriculum and the new Strategy for Adult Literacy) the long-term chronic shortage of such basic things as teaching and learning material seems unwarranted and surely could have been made less serious problem with better planning. The acute shortage of teaching and learning material evident at the time of our consultancy in Jangamo District (May/June 2012) will certainly not help with increasing access and retention of students in the ALE Program this year – on the contrary, it is likely to do exactly the opposite. It is urgent for the MINED to

work with its partners to rectify the situation as soon as possible and provide the literacy teachers and learners with the basic material they need¹³.

4.4.4 ALE strategy and curriculum

The new Curriculum and the new ALE strategy have been frequently referred to in our assessment of the effectiveness of the ICEIDA/MINED Partnership. During the first phase of the Partnership ICEIDA provided only marginal support to the pilot implementation of the new Curriculum, through some logistical support to supervision. The consultancy commissioned by ICEIDA in 2009 (Farinha 2009b; also Kolbeinsdóttir 2009), however, criticised this on the basis of the importance of the new Curriculum for the performance of the ALE Program as a whole and recommended that ICEIDA would increase its financial support to the pilot implementation of the Curriculum. The consultancy recommended that a particular attention be paid to the training of the literacy teachers participating in the pilot phase; to the monitoring and supervision of the ALE Centres involved; and also recommended that the experience from the pilot phase be carefully documented to pass on lessons learnt and best practices.

In response to the criticism and recommendations from the 2009 consultancy, ICEIDA increased its support to the review and the implementation of the new Curriculum considerably during the second phase of the Partnership (ICEIDA/MINED 2010a). During the second phase it has also supported the development and production of the new Strategy of Adult Literacy and Learning 2010-2015, alongside other MINED partners. The Progress Reports for 2010 and 2011 (ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012) show that although there seem to have been some initial delays, the support to the pilot implementation phase of the new Curriculum as well as the technical and the financial support to the development and production of the Curriculum and the Strategy started already in 2010. The Strategy was published in February 2011 and the revised Curriculum (revisions based on experiences from the pilot phase) has now also been printed as well as the corresponding teaching and learning material. It can therefore be said that the ICEIDA/MINED Partnership have achieved their goals of updating and producing these essential tools for the ALE Program and with that taken a large step towards improving the relevance and quality of adult literacy and education in Mozambique.

What remains to be accomplished is to finish the distribution of the Curriculum on the local level and, even more urgently, to offer appropriate training and support to the NPB coordinators and the literacy teachers when they start to use the Curriculum and/or the material based on it in their teaching. When we consulted with the group of literacy teachers in Jangamo District at the end of May 2012, they had not received any guidance yet in how to make the best use of the new material some of them had just received. Those of the NPB coordinators who had received a copy of the new Curriculum expressed worries that some of

¹³ The process of distributing the new teaching and learning material in Jangamo District (and Inhambane Province in general) had started at the time of our consultancy and by August all ALECs were said to have received what they needed. Nevertheless, the long-term shortage of teaching and learning material in the ALE Program has clearly already had a significant negative impact.

the teachers may struggle with the new teaching manual and urgently need extra support (training) to be able to use it appropriately. However, the NPB coordinators did praise the new Curriculum and its relevance to the literacy learners.

4.5 Collaboration with other partners in the ALE Program

The main emphasis in the current PD of the ICEIDA/MINED Partnership (2010a) is on “increased alignment of Iceland’s cooperation with the development plans of the Government of Mozambique, within the principles of the Paris Declaration on the efficiency of international aid” (p. 11). More specifically the emphasis is on integrating the activities more fully into the development plans and strategy for adult literacy and education in Mozambique in general and the Jangamo District in particular (as the geographical focus is to remain on Jangamo), as well as decentralize the management and implementation of the activities planned. In practice, this change to the approach has meant a fundamental change in how the activities of the Partnership have been implemented and supervised, and required significant adjustment and work for both partners (ICEIDA and MINED). While some challenges (including significant ones) remain to be ironed out in this respect, the Partnership management and implementation team is due praise for what it has already accomplished over a relatively short time.

A somewhat hidden part of this change in the nature of the ICEIDA/MINED Partnership, which is not discussed particularly in the current PD, is ICEIDA’s increased technical support on the ministerial level and collaboration with other donors who are MINED’s partners. In addition to ICEIDA’s donation of 3 computers and 3 air conditioners to the Ministry, received as a special support before the formal Partnership started in 2008, the collaboration has been mainly (although not exclusively) through the active participation of ICEIDA’s Project Manager for Social Projects in the MINED’s technical working group for adult education and through ICEIDA’s commitment to supporting MINED in its production of the new adult literacy Strategy, as well as in the production of the new Curriculum and teaching manuals and textbooks. Our consultation with ICEIDA, with MINED (ministerial level) and with MINED’s other partners in ALE indicated that overall this partnership is going well and ICEIDA is looked at as a major player and appreciated partner in the ALE sector of MINED.

4.6 Summary and Conclusion

Overall the effort to improve the functioning of the Jangamo SDEJT Office and the ALE Department in the Inhambane DPEC has been effective, as has the development of the DPEC’s and SDEJT’s human resources which has been done in close cooperation with the respective Offices and responded to presenting needs. This has significantly improved the working environment for the staff and enabled them to both grow as professionals and improve their productivity. Improvement of the physical infrastructure in the ALE Program in Jangamo, through construction of shelters at the ALE Centres has (despite construction challenges) also improved the working environment for many literacy teachers and learners but the lack of shelters in many ALE Centres still affects the motivation of both teachers and learners and increases the functional vulnerability of the ALE Program.

The construction of the Resource Centre in Cumbana Village and the library support to the NPBs during the second phase of the Partnership, could potentially help to improve access and retention in the ALE Program. However, much more work is needed for this to be achieved. The Partnership needs to come up with a carefully thought-through plan about the future of the Resource Centre and what is expected from its staff.

Our consultancy revealed some variation in the supplies of teaching and learning tools (blackboards, chalks, etc.) to ALE Centres. However, overall this seems adequate but it is sensible for the Partnership to start considering how the continuous need for teaching and learning tools is going to be met in Jangamo District after the Partnership between ICEIDA and MINED comes to an end. The consultancy furthermore confirmed the long-term, chronic lack of teaching and learning material/books in the ALE Program. Although the implementation of the new Curriculum was supposed to start this academic year, all the literacy teachers in Jangamo District started teaching this year without the new teaching material. Some of the NPB coordinators had received the new Curriculum and some of the literacy teachers had recently received the teacher manual at the time of our consultancy. The acute shortage of teaching and learning material evident at the time of our consultancy in Jangamo District (May/June 2012) will certainly not help with increasing access and retention of students in the ALE Program this year – on the contrary, it is likely to do exactly the opposite

Our analysis and consultations indicate that the training and capacity building among NPB coordinators and literacy teachers in Jangamo District has been effectively implemented over the lifetime of the ICEIDA/MINED Partnership and significantly improved this aspect of the ALE Program in the District. However, there seems to be a cause for DINAEA (and ICEIDA may choose to support them) to look into the on-going training of literacy teachers and provide them with progressive rather than repetitive training. This, along with improvements in the disbursements of allowances, may have positive effect on the retention of teachers.

The implementation and lack of impact of the life-skills courses have caused some concerns from the beginning stages of the Partnership. Many of the problems identified in 2009 have still not been tackled effectively and there is little evidence that the activities have been integrated into the literacy teaching. While the skills of OVG and LCC have been successfully taught, it is unclear exactly how they are to become useful in the lives of the ALE learners. Currently, the life-skills courses that have been offered through the ICEIDA/MINED Partnership seem, in the long-run, unlikely to increase the relevance of the ALE Program for local people or contribute to increased participation and retention of learners.

At the moment, the participation of local leaders in encouraging learners to register and stay in the ALE Program seems to happen on an ad hoc basis, depending on their own initiative. More active and on-going involvement of local leaders in the ALE Program in Jangamo District is likely to contribute to increasing the number of learners and to help retaining them in the Program, thus contribute to the achievement of the Partnership's objective to increase access and retention.

The discussion above shows that the ICEIDA/MINED Partnership has successfully implemented most of its planned activities for the period in question (June 2010-June 2012) and produced many of the planned outputs (results). The improvement of the working environment of the ALE staff; the development of its human resources; the improvement of the physical infrastructure of the ALE Program; and significant improvement in the training of the ALE teachers should all be expected to contribute to the achievement of the Partnership's Immediate Objective of enhancing access and quality of the ALE Program in Jangamo District. Yet, if the indicators listed in the PD are to be used to define the performance standard to be reached in order to achieve the Immediate Objective, the ICEIDA/MINED Partnership is nowhere near to achieving its Immediate Objective. According to the indicators, 20% increase in the number of enrolments in the ALE Program in Jangamo and 30% increase in literacy rate in Jangamo District by 2012 should show the successful achievement of the Immediate Objective. As the number of students in the ALE Program in Jangamo has decreased over the life time of the Partnership, this has clearly not been achieved.

Although the PD's indicators seem to show that the Partnership has struggled to achieve its Immediate Objective, our assessment is that this picture is partly due to poorly developed indicators. Clearly, the significantly improved infrastructure and human capacity in the ALE Program has enhanced the access and quality of the Program. Yet the fact remains that this has not resulted in increased number of students and presumably had little if any impact on literacy rate in the area (although pass rates seem to be improving). This situation should seriously concern the stakeholders involved. Our overall evaluation is that although the Partnership's activities have started to have positive immediate impact on the ALE Program in Jangamo, especially on institutional capacity (which does contribute to the enhancement of access and quality), it has so far struggled to have much impact on the community level and people's motivation to attend the ALE Program. This is due to a variety of factors. In our assessment, major contributors to this situation in recent years have been the almost absolute and chronic lack of teaching and learning material, as well as the lack of advocacy for the Program and the general lack of participation of local leaders. Other contributing factors include the very frequent turnover of the majority of literacy teachers and, in some cases, inadequate planning and/or liaising before implementation (such as in the case of the life-skills courses and the building of the Resource Centre).

5 EFFICIENCY: INPUTS AND MANAGEMENT

In a LFA evaluation of a project's or partnership's efficiency the basic questions to be asked concern the inputs and whether they have provided the outputs planned (Danida 1999). In this chapter the focus will be on two broad input areas of the ICEIDA/MINED Partnership – the efficiency of the resources used, both human and financial resources, and the efficiency of the management structure and style.

5.1 Use of resources

The Agreement (Plan of Operation) between MINED and ICEIDA signed in early 2008 and the Addendum to the Agreement signed in September 2010 are the documents on which the Partnership rests. In those documents it is outlined what inputs and main duties each partner will be responsible for. The Addendum to the Agreement shows the change in the nature of the ICEIDA/MINED Partnership that has been referred to above, with MINED taking on more responsibility in terms of human resources and management.

5.1.1 Human resources

In the original Agreement, ICEIDA assigned two experts to the then Project, as ICEIDA employees. A Project Manager was based in Maputo and had the “overall responsibility” for the implementation of the Project, including project cycle management, accounting, as well as annual planning and reporting. The PM worked mainly with DINAEA and was a member of the PMT. The other ICEIDA staff member was a Project Coordinator who was a member of the PIT. She was heavily involved in the actual implementation of the Project, including coordination of activities, technical assistance with monitoring and evaluation, preparation of detailed activity plans, supervision of field implementation funds, and preparation of reports (ICEIDA/MINED 2008). MINED originally committed to providing a “focal point/counter partner” to “work closely” with the ICEIDA Project Coordinator, in addition to providing literacy teachers and a “sufficient number of committed staff” to carry out the implementation. This original arrangement reflected ICEIDA's ownership of the Project at the time.

Based on the recommendations of the consultancy commissioned by ICEIDA in 2009 (Farinha 2009), which were approved in a PSC meeting held in December 2009, some significant changes were made to the human resource input of each partner and the Addendum to the original Agreement was made to reflect that. ICEIDA appointed a Project Manager based in the ICEIDA office in Maputo and the agency's commitment now included the financial maintenance of the Project Manager, in addition to funding approved annual plans of the Partnership, to fund short-term technical assistance, and to fund regular technical support as needed. MINED then took on a significantly bigger responsibility in terms of providing human resources actively responsible for the implementation. Now MINED committed to appoint and maintain focal points on central, provincial and district level who would liaison with ICEIDA as needed. The emphasis was put on the focal point in the ALE sector at the SDEJT in Jangamo which reflected the move towards increased decentralization. The SDEJT personnel was to work with the ICEIDA Project Coordinator in the planning,

supervision, monitoring and financial management of the Project. In addition, the Addendum lists a much more detailed list of commitments assigned to MINED, compared with the original Agreement, which reflects the full integration (rather than adding-on) of the planned activities in the Partnership into the annual central, provincial and district plans, as well as the decentralization and increased responsibility of MINED for the financial management. In addition, MINED commits to providing a sufficient number of staff at various levels.

The account above shows that some very significant changes were done in terms of the input of human resources in the ICEIDA/MINED Partnership only a year and a half after the cooperation between the partners started. This reflected the increased emphasis on aligning the support of ICEIDA with the plans and programs of the Mozambican Government (to decentralize, and increase local responsibility and ownership). This was based on the philosophy of the 2005 Paris Declaration of Aid Effectiveness which ICEIDA had started to adjust to with the Icelandic International Development Act in 2008 (and the subsequent Strategy for Iceland's Development Cooperation 2011-2014). Although these changes have caused some challenges there is no doubt that they have put the Partnership on a more appropriate path, consistent with current best practices in international cooperation, and increased the likelihood of a more sustained impact (discussed in a subsequent chapter). While there is full awareness in the local communities in Jangamo of where the funds are coming from, the SDEJT is clearly seen as the implementing agent and the sense of ownership and responsibility within Jangamo SDEJT and the Inhambane DPEC appears to be growing. However, as pointed out to us again and again during our consultations in Jangamo and Inhambane (as well as in the Partnership's Progress Reports) these changes have presented some significant challenges which largely relate to weaknesses in the ministerial/government system as a whole and are therefore difficult to address through an individual development intervention. These include gaps in staff capacity and weak operational efficiency, not to mention the very low ALE state budget and the consequent chronic lack of funds in the ALE sector.

In addition to what has been said above, it is important to highlight here that the changes that were made in the ICEIDA/MINED Partnership in 2010, not only in the input of human resources and management structure but also in the areas of intervention and focus, inevitably impacted the progress of implementation and caused delays. A good part of the first 6 months of 2010 was used to adjust the Partnership to these changes, which required a considerable effort and time. This should be kept in mind when the overall outcome of the Partnership is assessed and evaluated. The overall conclusion of our assessment of the efficiency of the human resources invested in the ICEIDA/MINED Partnership is positive. After some initial missteps the changes made to the human resources input in 2010 has had the effect that ICEIDA's support is no longer looked at as an independent ICEIDA Project which is being implemented parallel to the local plans and programs. Instead it has become a part of the local system and the capacity of the MINED personnel (the SDEJT, Jangamo) to implement the activities independently has been improving steadily over the last two years.

The change in the structure of the inputs of human resources in the ICEIDA/MINED Partnership also required change in the management structure of the Partnership. This will be

discussed in section 5.2 below after our assessment of the efficiency of the use of financial resources.

5.1.2 Financial resources

All financial management of the Partnership must fulfill the requirements stipulated by the Icelandic Auditor General, as well as the Mozambican Public Finances and the Mozambican Local Government's Financial and Accounting Regulations. The Government of Mozambique and ICEIDA audit the accounts separately and internally but each partner is able to request an external auditor. In the formal Agreement ICEIDA reserves the right to withhold the disbursement of funds at any time.

The estimated budget for the second phase of the ICEIDA/MINED Partnership June 2010 – June 2012 is US\$772.333 and in the current PD a budget forecast is presented. The Progress Reports show that while there is generally a match between planned budget and actual expenditures, the tendency over the last two years has been for the Partnership to have surplus balance at the end of a financial period. This is usually due to delays in the implementation of planned activities. In the first part of 2011, for example, a considerable balance of US\$70.050 resulted from a delay in the implementation of construction projects as well as teacher training. Some of these delays seem to have been unavoidable while other delays seemingly could have been avoided with a more efficient planning (time management) and submission of more accurate funding requests to ICEIDA (see further below).

From the beginning, the aim has been to partial handing-over the financial management to the Jangamo District administration (for the field activity costs). However, due to slow administrative processes within the government system, the ICEIDA Project Coordinator took care of direct payments in the field during the first phase of the Partnership. However, towards the end of that period a bank account was open to facilitate direct payments from ICEIDA to the Inhambane and Jangamo offices. This was done to facilitate decentralization of financial management. In the current system, monthly financial disbursements from ICEIDA depend on the submission of detailed activity plans with accompanying budgets. Both the Inhambane DPEC and the Jangamo SDJET have their own financial managers who are responsible for monitoring of all financial transactions and project expenditure control (including the monitoring of procurement procedures). In addition, the financial managers work with the Inhambane and the Jangamo teams in making of the quarterly and half-yearly budgets to be approved by the PMT. As it is now, the system seems transparent and there is an appropriate separation between financial management and administration/implementation responsibilities.

The decentralization of the financial management has not been without its challenges. In the beginning, there was considerable lack of capacity on the district level to prepare budgets and activities plans/requests (Kolbeinsdóttir 2009; ICEIDA/MINED 2010b; ICEIDA/MINED 2011a). The worst of this has now been ironed out but the monthly accounting reports are still routinely later and ICEIDA frequently needs to request explanation or correction of errors in the monthly requests from the Jangamo Office. This causes unnecessary delays of the

disbursement of funds, which can delay and/or necessitates adjustment to planned activities. After this long adjustment time, it would seem reasonable to expect the Inhambane/Jangamo financial management team to be able to submit requests that are up to the required standard.

Our consultation with MINED staff in Inhambane and Jangamo showed a general contentment with the current financial management arrangement while they recognizing that there is still room for them to improve. The personnel involved expressed appreciation for the capacity building in financial management they have received through the Partnership, which appears to have had some ripple effect as lessons learned and best practices are applied to work of other departments as well. Better communication, increased sense of independence and improved problem solving skills were also identified as some of the positive outcomes from the capacity building and support received in the area of financial management in the Inhambane and Jangamo offices.

The overall assessment of the management of financial resources used in the ICEIDA/MINED Partnership, is that while it is thorough and transparent, and an appropriate separation between financial management and implementation is there, the ironing out of the problems outlined above (delays, mistakes made, etc.) will facilitate more efficient implementation of activities. These problems may also suggest a need for financial procedures agreement (document) which would further regulate the ICEIDA/MINED Partnership financially. On the whole, however the financial resources invested in the Partnership seem to produce the desired (if sometimes delayed) outputs.

5.2 Management structure, planning and monitoring procedures

Effective management depends on a well-defined management structure and process. At the start of the ICEIDA/MINED Partnership in 2008, three management groups/levels were set up, namely the Project Supervisory Committee (PSC); the Project Management Team (PMT); and the Project Implementation Team(PIT). After the review of the Partnership in 2009 some adjustments were made to the membership in those management groups while the management structure remained roughly the same.

5.2.1 The management structure

The main critique of the management structure in the 2009 reviews was that the PMT in particular was too heavy and bureaucratic and, as a result, too much responsibility tended to fall upon the PIT. While keeping the management structure intact, the reviews recommended changes on all levels (groups) to facilitate more efficient management and increase integration into local programs in Jangamo District (Farinha 2009a and b; Kolbeinsdóttir 2009). The Partnership management took those recommendations seriously and in line with the overall changes of increasing local responsibility and sense of ownership, also changed the name of the 'Project' to 'Partnership'. Small changes in membership were made to the PSC and the PMT and some bigger changes to the PIT. In addition, a new Technical Resource Team (TRT) was added to the management structure to address quality issues and promote the 'roll-out' of activities.

The changes to the PSC in 2010 saw the Inhambane Provincial Director of Education and Culture move from the PMT to the PSC and from that time the PSC has included the membership of:

- The Permanent Secretary of the MINED, Chair;
- he National Director of Adult Literacy and Education (DINAEA)
- The Inhambane Provincial Director of Education and Culture; and
- The ICEIDA Country Director.

As before, the main role of the PSC is to lead the partnership; to ensure that the Partnership's activities are in line with local policies and objectives; and to approve annual plans and budgets, as well as any major changes to the Partnership. The Committee convenes once a year and extraordinarily if needed. A representative(s) from PMT attends the meetings.

The changes to the PMT in 2010 included increased representation from the Inhambane DPEC with the addition of the Head of the ALE Department there. In addition, the Deputy Director of Education and Culture on the provincial level now chaired PMT, instead of the Provincial Director. The membership in the PMT has from this time included:

- The Inhambane Deputy Provincial Director of Education and Culture, Chair;
- The Head of the ALE Department in MINED;
- The Head of the ALE Department at the Inhambane DPEC; and
- The ICEIDA's Director of Social Services.

The PMT is essentially a technical working group which exists to give support to PIT. Its primary role is to ensure an effective and efficient management of the Partnership; to ensure alignment with ALE strategies and programs; to facilitate the 'roll-out' of good experiences and lessons learned from the Partnership to the ALE Program as a whole; and to draw in external knowledge and expertise when needed or when useful. Detailed descriptions are given in the current PD of the roles and responsibilities of each member of the PMT (not included in the earlier PD) and it is clear that it is the PMT which is considered to be the driving force of the Partnership. The PMT meets approximately three times per year and a representative(s) from PIT attends those meetings.

Some considerable changes were made to the PIT during the review period in 2010. While technicians from different services/sectors in Jangamo (agriculture, health, education, etc.) were represented on the old PIT, they no longer have a formal representation in the new PIT. In addition, ICEIDA has had no representation on PIT since the review. From 2010 the membership in PIT has included:

- The Head of the Department of General Education in Jangamo SDEJT, Chair;
- All Technicians of the ALE sub-sector in Jangamo District + support staff as needed (admin, finance, etc.);
- The Head of the ALE Department at the Inhambane DPEC;
- The Inhambane PDD and Technicians of the ALE sector in Inhambane DPEC.

- Relevant Technicians on the ministerial level as needed.

The core members of the PIT are the members from the Jangamo SDEJT and the activities funded through the ICEID/MINED Partnership are now integrated into the Jangamo SDEJT's Plan of Activities. This core membership is supposed to meet at least once a month for planning and monitoring purposes, while the representatives from DPEC and MINED/DINEA attend those meetings only as needed. In addition, various other stakeholders such as the NPB coordinators, life-skills trainers etc. are called to meetings when appropriate. The work of PIT mostly follows normal work procedures of the Jangamo SDEJT (and Inhambane DPEC) and the role and responsibility of each member of PIT is determined by the SDEJT.

The new Technical Resource Team (TRT) was added to the management structure after the review in 2009 to ensure that the technical resources needed for the implementation of the Partnership's activities are available when required. This is a group of mainly DINAEA and DPEC Technicians, as well as other experts (including external consultants) who engage with the Partnership's activities only when their expertise is needed. The idea is to make the best use of the technical human resources available in the Government system to both increase the quality of the implementation and facilitate the 'rolling-out' of experience.

Our analysis and consultation about the management structure of the Partnership, does indicate a marked improvement in the management procedures (and thus to some extent implementation) after the changes in 2009/2010. Combined with the change in human resources input (especially ICEIDA's) the change in the management structure has facilitated further decentralization and an increased sense of ownership in Jangamo. In the Jangamo SDJET there seems to be a general consent that the changes that were made to the PIT (smaller core membership, fewer but more productive field supervisions, etc.) have made it more efficient as an implementation group, and the staff appears to have a sense of growing capacity, independence and ownership. On the provincial and national level (DPEC/DINAEA) it was noted that the changes were necessary to facilitate more devotion (local ownership) to the implementation of the ICEIDA funded activities in Jangamo and there is a sense that this has already started to manifest. On both the central and the provincial level it was also noted that the change of membership in the management groups has facilitated more efficient communication and problem solving at appropriate levels.

While many positive changes seem to have been facilitated with the change in the management structure/memberships of the ICEIDA/MINED Partnership, the change has presented some challenges as well. At the Jangamo SDEJT it was felt that some of the changes in the annual plans that still need to get approval from the PSC, should be the responsibility of the PMT to promote flexibility and avoid delay in implementation. Also, while many of the people we consulted felt that the sense of ownership of the ICEIDA funded activities had been strengthened considerable on the District level, the opinion was expressed at the Provincial level that the direct communication and collaboration that still exists between ICEIDA and the Jangamo SDJET is somewhat slowing down the decentralization process and ownership on the Provincial level. However, it is clear from the Project

documents that ICEIDA has increased its collaboration with Inhambane DPEC considerably over the last two years. With the exception of the minority opinion referred to above, our consultation at the DPEC shows a general approval of the current collaboration between ICEIDA, the DPEC and the SDJET while the DPEC is keen to see ICEIDA expand its support to other districts in the Province. While this is a matter of negotiation between ICEIDA and DPEC/MINED, our opinion is that the Partners should move cautiously into the direction of thinning out the limited financial resources and support which ICEIDA has to offer.

5.2.2 Planning, monitoring and reporting

Clear planning, monitoring and reporting procedures were established at the beginning of the Partnership in 2008 (ICEIDA/MINED 2008) and have only changed slightly since. The PIT is expected to hold monthly planning meetings in the last week of each month, where they plan the next month's activities and budget. The monthly activities plans do not have to be approved of by the PMT or the PSC as they are based on approved annual plans. However, as referred to in a previous section, ICEIDA's approval of the monthly budget request often gets unnecessarily delayed because of what appears to be poor time management and perhaps the working ethic could be improved. Initially the PIT prepared monthly as well as quarterly progress reports to submit to the PMT. This has changed now to quarterly reports only. These quarterly reports are based on 'mini-reports' which the SDJET technicians write up after their monthly field supervisions. Also included in the PIT reports are assessments of other monitoring activities and supervisions such as meetings with the NPB coordinators which are conducted every 6 months or so. Decreasing the frequency of the PIT reports from monthly to quarterly has lessened the pressure on the SDJET technicians who feel it reflects a more sensible expectation. The PMT prepares the bi-annual Progress Reports, based on the Team's own supervision activities as well as the PIT activities and financial reports. These bi-annual reports are submitted to the PSC for approval, which then submit them to the MINED and ICEIDA.

The review of the Partnership in 2009 identified some significant weaknesses in the planning, monitoring and reporting on the district level. Some problems associated with the move towards decentralization of responsibilities after 2010 made these weaknesses even more evident as the Jangamo SDJET increasingly took on these tasks. The Partnership's Progress Reports from 2010 especially (ICEIDA/MINED 2010b; ICEIDA/MINED 2011a) express worries about this, and emphasize the importance of producing good implementation plans and reports, and establish proper monitoring procedures. Part of the problem was the very significant challenge of integrating the planning of the Partnership's activities into the overall planning of the District (adopting the Mozambican government system of planning), a problem which has been discussed to some extent above. Other problems included insufficient monitoring, as well as the still persisting problem of not meeting deadlines and producing less than satisfactory financial reports (as discussed above). The general problem of insufficient monitoring manifested in the poor quality of the shelters build at some of the ALE Centres in Jangamo in 2010. That experience has hopefully made the Jangamo SDJET

staff more aware of importance of good monitoring of activities (not only construction projects but any activity) and will hopefully make it less likely to happen again.

The Progress Reports (ICEIDA/MINED 2010b; ICEIDA/MINED 2011a; ICEIDA/MINED 2011b; ICEIDA/MINED 2012) show that there has been a gradual but significant improvement in the planning and reporting in the last two years. Our consultation with people on all levels in the MINED and with ICEIDA as well, confirms this. On the provincial and central level (DPEC/DINAEA) this improvement is noticed through a progressively higher quality of reports, including minutes from meetings. And while the monthly financial reports/requests still need to improve, it was made clear to us by the ICEIDA personnel that the quality and time-management has been improving steadily if a bit slowly. Within MINED, there seems to be a consent that this improvement is due to the considerable effort that has been put into capacity building of the MINED staff through the ICEIDA/MINED Partnership over the last two years especially, as well as the less formal day-to-day support to staff that the Partnership had provided. While the financial management and reporting does seem to need to improve further, the recent problem with the ALE shelters in Jangamo seems to suggest that the monitoring procedures and quality might need a special attention. Our consultation with the SDJET staff in Jangamo indicates a shortage of human resources at the District level, especially in the ALE sector, which makes it difficult for the staff responsible for the implementation of the ALE activities to effectively accomplish their duties and negatively contributes to the challenge of producing quality results. Ironically, the staff shortage has been made rather worse by the ICEIDA scholarships program, as the SDJET staff scholarship recipient has to divide her time between her studies and her job.

5.3 Summary

Some significant changes were done in terms of the input of human resources in the ICEIDA/MINED Partnership only a year and a half after the cooperation between the partners started. This reflected the increased emphasis on aligning the support of ICEIDA with the plans and programs of the Mozambican Government (to decentralize, and increase local responsibility and ownership) and was based on the philosophy of the 2005 Paris Declaration of Aid Effectiveness. The changes have put the Partnership on a more appropriate path, consistent with current best practices in international cooperation, but also presented significant challenges which include gaps in government staff capacity and weak operational efficiency, not to mention the very low ALE state budget. The gradual hand-over of the financial management of field activity costs to the Jangamo District administration has increased ownership on the district level and build up capacity in financial management, while delays in submission of financial request and small inaccuracies seems to be a persistent if slowly improving problem. On the whole the financial resources invested in the Partnership seem to produce the desired (if sometimes delayed) outputs.

Many positive changes were also done in the management structure of the Partnership which have resulted in an increased sense of ownership in Jangamo, while our consultancy seems to suggest that the monitoring procedures and quality might need some attention.

6 IMPACT AND SUSTAINABILITY

The concept of impact in a project/program evaluation refers to a broad range of consequences of activities implemented – positive and negative, planned and unplanned. Many issues related to impact have already been covered in this report but in this chapter the impact of the ICEIDA/MINED Partnership will be considered more broadly and from two main points of reference: the impact on the institutional level and the impact on the users of the ALE services and their communities. Given the time-limit of the evaluation fieldwork and the fact that a rigorous measurement of impact was beyond the scope of this evaluation, this assessment of the impact is inevitably going to be tentative. It is also important to keep in mind that an impact of a development intervention, in the social sector in particular, takes time to manifest. This is especially important to keep in mind about the ICEIDA/MINED Partnership, which, given the significant change that was made to the focus and the implementation strategy in 2010, has actually been implemented over a relatively short period of time.

When considering sustainability of a development intervention, the central question is: will the activities initiated continue and will the outputs be prolonged after the donor funding and support discontinues. In regard to the ICEIDA/MINED Partnership, two issues that are important in terms of sustainability will be considered: the sustainability of the institutional capacity built up through the Partnership and the sustainability of the impact it has had on literacy levels and poverty in the communities.

6.1 Institutional capacity, ownership and decentralization

There is no doubt that ICEIDA's support to the Mozambique ALE Program in general and the Jangamo SDEJT in particular has already made a positive immediate impact on institutional capacity through the Partnership between ICEIDA and MINED. The inputs (funds, personnel, material, service, etc.) that have been invested in this part of the intervention have generally been used efficiently and had effective results (outputs), moving the Partnership closer to achieving its objectives.

In both the Inhambane DPEC and the Jangamo SDEJT the significant improvements that have been made to the working environment through the building of the new SDEJT Office building and the upgrading of office equipment and transport, has enabled the staff to be more productive and able to do their work. The considerable training that the staff at the Jangamo SDEJT in particular has received through the ICEIDA/MINED Partnership has also improved the quality of their work and clearly increased their sense of professionalism and independence. Similarly, the considerable effort that has been put into the training of other key players in the ALE Program in Jangamo District (and more recently in Inhambane Province as a whole) – the NPB coordinators and the literacy teachers – has improved their productivity (for example more frequent/regular supervision) and the quality of their work which, in the long run, can be expected to result in the improvement of retention and pass rates among adult learners in the ALE Program. The shelters/classrooms that have been built at some ALE Centres and the support to NPB libraries should also contribute to this.

This kind of output, in addition to the inputs and the technical support which the Partnership has given to the production of the new ALE Strategy and the new Curriculum, are fundamental to achieving the objectives of the Partnership. Without strengthening the foundation of the ALE Program in this way, little would be achieved on the community level in terms of increasing literacy levels or in producing positive impact on poverty reduction and livelihood.

The positive immediate impact that has been made by the inputs and outputs outlined above, are keenly recognized by staff on all levels of MINED and, generally speaking, the only complain we heard is that more of this kind of support is needed in other districts and provinces in the country. Our consultation gives a strong sense that the Partnership has made *a good start* in its efforts to build up institutional capacity in the ALE Program and, after 2010, to promote decentralization and ownership of the activities among the SDEJT/ALE staff in Jangamo.

However, whether the positive impact the ICEIDA/MINED Partnership has so clearly had on institutional capacity in the ALE Program will become sustainable is much less clear. While the maintenance cost of the office equipment and vehicles provided through the Partnership has apparently been integrated into the District budget in Jangamo, there is clearly a considerable doubt among staff about the sustainability of the training and whether it will continue when ICEIDA's support ends. Given that very limited training was on offer before ICEIDA started its support (including none, apparently, to support staff such as the NPB coordinators), these do seem reasonable concerns. However, it is very important to keep in mind in this context that this is a national problem in the ALE Program and not a problem specific to Jangamo District or Inhambane Province. The problem relates to the very limited national budget for the ALE Program and while it is so, it is difficult to see how a single development intervention such as the ICEIDA/MINED Partnership could move from making an impact to sustainability. That is not to say that the successful efforts to build up institutional capacity in Inhambane and Jangamo are in vain but given the general financial situation in the ALE Program, expectations of sustainability need to be realistic. Already, the Partnership has started to promote sustainability by its support to the production of the new Strategy, the new Curriculum (although there is much more work to be done there) and the comprehensive training on different levels. However, while continuing the on-going training, it seems now important for the Partnership management to start looking into ways in which the institutional capacity it has already built up through the improvement of infrastructure and extensive training could best be used to promote on-going training and maintenance of human capacity after the Partnership between ICEIDA and MINED comes to an end.

6.2 Literacy skills and livelihood

While the immediate impact that the ICEIDA/MINED Partnership has had on the institutional capacity in the ALE Program is fairly evident, the same cannot be said about the impact on literacy skills and livelihood on the community level. Although a considerable amount of effort was put into supporting life-skills courses during the first phase of the Partnership, it seems to have made a very limited impact on the communities and, at this point, it is difficult

to see how the skills taught will benefit the people involved in the long-run and result in something sustainable. The best way forward seems to be to accept the mistakes that seem to have been made in the preparation stage and the implementation (such as insufficient or misguided initial consultations in the communities and perhaps not suitable type of supervision) and move on from there. Our consultation among the life-skills groups and the SDEJT in Jangamo revealed clearly just how complicated it is to implement such a program, let alone promote its sustainability. Teaching people skills is only a beginning and even that will be of no use to the beneficiaries if it is not carefully designed to fit into their lives and their physical and cultural environment. Courses on how to run a small business and how to market products are unlikely to become useful if they are not carefully adjusted to the particular physical and cultural environment in which they are taught. A very intense supervision seems to be needed as well, until the inputs start to result in outputs and impact the lives of the beneficiaries. The Partnership's failure to attend to these wider issues and carefully contextualize the teaching of the skills seems to have resulted in very little impact and a rather limited hope of sustainability.

While this gives a rather bleak picture, there is an opportunity here for the ICEIDA/MINED Partnership to assess the lessons learnt from this and develop a way forward. Given that the new Curriculum makes it a requirement to integrate life-skills and practical knowledge in the ALE Program, it is important for the Partnership to find a way to continue its support to life-skills in a way that is both realistic and likely to result in some sustainable impact. What seems important is to keep targets modest and perhaps look into the possibility of introducing subjects or skills that are not directly economic in nature but could nevertheless have positive impact on the lives of the learners.

As indicated in previous chapters, ICEIDA's support to the ALE Program in Jangamo through the ICEIDA/MINED Partnership seems to also have done little to increase numbers of adult literacy learners and improve their retention in the Program. It is our assessment (as indicated earlier) that this may, to a large degree, be due to the chronic, long-term shortages of teaching and learning material in the ALE Circles. While this may seem like a very discouraging situation in the context of the overall objective of the Partnership, there are also some signs indicating that the pass rates are improving – and that may be the result of the emphasis the Partnership has put on improving the training at all levels. It is important to keep in mind that the second phase of the Partnership has only lasted for about two years and it is perhaps not surprising that it has not yet manifested in increased number of learners or improved retention. After the revision of the Partnership in 2009, the activities during the second phase have concentrated on infrastructure and institutional capacity building. This has been and continues to be vital groundwork, needed to underpin the ALE Program in Jangamo and in Inhambane – without the necessary infrastructure and institutional capacity the ALE Program would not be able to achieve much. The impact of a development intervention such as the ICEIDA/MINED Partnership in the ALE Program takes time to manifest and it may be that a considerable more support is needed before it starts to manifest in a noticeable impact on the service users and their communities.

In addition to what has been said above, it is also important to realize that there are always going to be factors negatively influencing the access and retention in the ALE Program that are beyond the ICEIDA/MINED Partnership to tackle individually. Some of these are no doubt cultural and economic factors (socio-economic role of women, farming calendar, etc.), which are often highlighted in the Partnership's Progress Reports as possible reasons for the high drop-out rates. However, our assessment is that the chronic lack of government funding and weaknesses in the government system contributes, in no less significant way, to this problem, and this is likely to make it rather difficult for a single development intervention to increase access and retention in the ALE Program in a sustainable way. One of the issues highlighted in this report (and previous consultancies) is the high turn-over of literacy teachers, which is no doubt one of the most significant factors contributing to the poor retention of students and less than satisfactory pass rates. The ICEIDA/MINED Partnership has made a substantial contribution to improving the capacity of literacy teachers and their working conditions. Yet, while the teachers remain volunteers and receive their small allowances as irregularly as they appear to currently, the high turn-over is likely to continue and to continue working against the Government's objective of increasing access, quality and retention in the ALE Program. The ICEIDA/MINED Partnership may be able to decrease the impact of this problem somewhat by working with the MINED on improving the disbursement of the teachers' honorariums and perhaps by reviewing the selection process of the literacy teachers.

Although the ICEIDA/MINED Partnership has not succeeded in increasing the number of learners and the retention of them in the ALE Program, this does not mean that it has not had some positive impact on the learners who stay in the Program. We were only able to consult a limited numbers of adult literacy learners but those we did consult felt that their participation in the ALE Program had impacted their lives positively if in small ways. This included benefits related to learning Portuguese (one said that it had enabled her to communicate with her grandchildren who live in Maputo and only speak Portuguese), being able to sign ones name, feel more competent when visiting Government Offices, and to be less likely to be cheated at the market. A precise assessment of the different immediate impact the ALE Program has on the lives of the individuals involved was beyond the scope of this consultancy. Even if the impacts listed above seem small and are not going to contribute to the sustainability of the ALE Program, they may nevertheless be significant to the individual involved.

6.3 Summary and conclusion

In conclusion, when assessing the impact of the ICEIDA/MINED Partnership in Jangamo, and the prospect of the sustainability of its outputs, it is important to keep in mind the changes that were made to the Partnership in 2009/2010 and the considerable time and resources spent on that. It is also important to keep in mind that a development intervention of this nature takes time to make an impact. While the emphasis on the improvement of the ALE infrastructure and on the institutional capacity building has clearly started to have positive immediate impact on the functioning of the ALE Program in general and in Jangamo in particular, the Partnership's effort is not yet having the desired impact on the number of

learners in the Program or the retention of them while there are some signs of the pass rates improving. In other words, it is failing to show the performance standards (reach the indicator targets) it initially set in order to verify the achievement of its Immediate Objective. This is so despite the fact that the Partnership team has in most cases successfully implemented the activities planned and produced most of the planned outputs. In our assessment, this lack of impact on community level is due to a combination of factors, both within and beyond the Partnership's ability to control. Major contributors to this situation in recent years have been the almost absolute and chronic lack of teaching and learning material, as well as the lack of advocacy for the Program and the general lack of participation of local leaders. Other contributing factors include the very frequent turnover of the majority of literacy teachers and, in some cases, inadequate planning and/or liaising before implementation.

7 CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion

The support that ICEIDA is providing for the ALE sector in Mozambique through its partnership with MINED is both needed and highly relevant. Although the long-term impact and sustainability are uncertain at this point, the Partnership has already made significant immediate impact in the areas of infrastructure and institutional capacity in the ALE Program in Jangamo District (and to some extent in the ALE Program in general). The challenge for the Partnership now seems to be to find ways for the achievements in the area of institutional capacity to start to turn into an impact on the community level – ultimately to start affecting the illiteracy levels and poverty which is the overall objective of the Partnership. It is the conclusion of this assessment that the collaboration between ICEIDA and MINED, as well as other partners in the ALE sector, has generally been going well, especially after the changes made to the nature of the Partnership in 2009/2010 which facilitated increased sense of ownership and responsibility of the intervention within MINED in general and the Jangamo SDEJT in particular.

7.2 Recommendations

With the conclusions above in mind, we recommend that ICEIDA continues its support to the ALE Program in Mozambique through its collaboration with MINED.

General recommendations:

- 1) ICEIDA should continue with its plan to develop a Country Strategy Paper for Mozambique. This will facilitate a sense of commitment between the Partner Countries; make clearer the development approach used; and sharpen the focus of the development cooperation.
- 2) To increase the impact of the development intervention and promote sustainability, we recommend that ICEIDA continues to support the ALE Program in Inhambane Province for a period of 5 more years (2012-2016).
- 3) The Partnership should be careful in thinning out the limited financial resources ICEIDA has to offer and should continue to have a clear geographical focus. While it may choose to continue to provide some support to the central (ministry) level for specific purposes, we recommend that the focus of the intervention should remain on Inhambane Province. Given that ICEIDA has been providing funding and support to the ALE Program in Jangamo District for several years now, our recommendation is to phase out the intervention there (while carefully tying up loose ends) and choose 2 other Districts in Inhambane Province to focus the support on.
- 4) The ICEIDA/MINED Partnership should continue to promote and support the decentralization process and the increasing sense of ownership both at the district and the provincial levels. In this context, it is important to continue to support the ALE

personnel in improving their financial reporting and funding requests, as well as to work with them to improve the quality of the monitoring procedures and progress reporting.

- 5) In terms of monitoring and progress reporting, we highly recommend that the Progress Reports include not only an account of what activities have been or have not been implemented but also impact analysis which includes reporting on how close (or far) the intervention is to achieving its indicators (targets). The analysis should include references to clear and precise indicators/targets set in annual plans and Project Documents (the logframe matrix). This will make the monitoring and evaluation of progress more systematic.
- 6) A greater attention should be paid to the development of the logframe matrix of the PD, to make it more effective as implementation manual and a tool for evaluation. Terminology needs to be defined, a clear distinction made between components of the matrix, and specific targets/indicators (to achieve outputs and objectives) need to be set. A particular care should be taken when indicators are developed – they need to be achievable and include both quantity and timeframe (what, how much, where, by what time).
- 7) The areas of intervention should be prioritized to facilitate impact. Based on the findings of this consultancy we recommend an emphasis on¹⁴:
 - Robust *advocacy* of the ALE Program in the communities and active participation of local leaders;
 - Ensuring a progressive *training* of literacy teachers and NPB Coordinators in the use of the new Curriculum;
 - Developing a distribution system which ensures a comprehensive and constant availability of *teaching and learning material* in all ALE Circles;
 - Improving the *working environment* for literacy teachers by building shelters and supplying teaching tools;
 - Developing *incentives* to motivate both adult literacy teachers and learners;
 - The continuation of targeted institutional and human capacity building of the Inhambane Department of Adult Literacy and the SDJET Offices in the target districts.
- 8) ICEIDA and MINED need to start to look into ways in which the impact of the Partnership is made as sustainable as possible. In this context, we recommend a particular attention to the following:
 - To ensure that the long-term maintenance of the office equipment and vehicles is provided for in the MINED budget;

¹⁴ See further elaboration in Specific recommendations below.

- To ensure that a continuing supply of adult literacy teaching and learning material (manuals and textbooks), as well as teaching tools (blackboard, chalk, etc) is provided for in the MINED budget;
- To ensure as much as possible the sustainability of the training program established by developing an internal system of training which is largely self-sustained (using internal human resources as much as possible).

Specific recommendations:

Following the general recommendations above and suggestions on what to prioritize, we offer below a number of more specific recommendations. Our recommendation is that the two new districts should be used as models or pilot areas for intense development intervention based on our recommendations below. It will then be possible to compare the performance of the ALE Program in the target districts to the performance in neighboring districts and observe systematically in which way and to what degree such intervention makes a difference in terms of retention of literacy teachers and learners, pass rates, literacy levels, and impact on livelihoods.

- 1) The ICEIDA/MINED Partnership should look into ways to increase the advocacy/campaign for the ALE Program in the target districts and to promote the active participation of local leaders in encouraging adult learners to register and stay in the ALE Program. We recommend that:
 - The advocacy for the ALE Program should always start with local leaders and the Partnership team should seek to establish a firm and collaborative liaison with the leadership in each community;
 - A meeting or a short training could be offered to local leaders to brief them on the ALE Program, the benefits of literacy and adult education, the concept of empowerment, etc, as well as to get their input and ideas on how to promote the ALE Program in the villages;
 - When the ALE Program is advocated in local villages, local leaders in each community/village should lead that advocacy;
 - Local leaders should be encouraged and supported in continuously advocate the ALE Program in their community and mobilize people to join;
 - Local leaders should be encouraged to become active participants in the day-to-day running of the ALE circles, for example by becoming adult literacy teachers themselves if they have enough qualification or to take some part in the running of a circle (in our consultation in Jangamo District we came across a very positive example of this);
 - If local leaders are illiterate or semi-illiterate, they should be urged to join their local ALE Circle, to set an example and inspire people to join the ALE Program.
- 2) Our evaluation strongly indicates that the high turn-over of the adult literacy teachers is a major threat to the ALE Program and it is almost certainly one of the main

reasons behind the enduring difficulties with improving its performance. It is clear from our consultation with literacy teachers in Jangamo District that they feel they have a ‘second class’ status within the MINED and in our opinion the role and status of the literacy teachers needs serious reconsideration. With that in mind we offer the following suggestions for the ICEIDA/MINED Partnership to consider:

- The selection process of adult literacy teachers should be revised and an effort made to select more mature and established members of the communities to train to become literacy teachers;
 - The literacy teachers need to receive motivating and progressive training in the use of the new Curriculum. They need to be trained and able to integrate life-skills and/or practical knowledge into their literacy and numeracy teaching, and to be able to respond to the particular context in which they work in the communities (to adjust the contents and rhythm of learning to the community’s daily life).
 - A certification and/or diploma should be issued to adult literacy teachers when they finish different stages of their training;
 - A system of rewarding excellent teaching performance should be developed;
 - The working environment for adult literacy teachers needs to be continuously improved and maintained. As many as possible should be provided with shelters to teach in and all should be provided with the teaching tools and teaching material necessary for them to deliver good services;
 - The current system of honorarium payments needs to be revised to ensure that adult literacy teachers receive their monthly honorarium on time. This should be fairly simple to achieve and it is a matter of urgency¹⁵;
 - A system of on-going professional development and sharing of experience should be developed for adult literacy teachers. To keep the cost down, a long-distant training as well as short-term workshops could be offered through the new Resource Centre in Jangamo District.
- 3) In the new target districts, one of the Partnership’s priorities should be to increase the motivation of and incentives for learners. In addition to well trained and able teachers and the active involvement of local leaders suggested above, we suggest that the Partnership looks into the possibility of introducing the use of ICT (Information Communications Technology) on a pilot basis in ALE Circles in selected villages. Experience from such initiatives elsewhere on the African continent and in India has shown positive results, including faster learning and better retaining of skills¹⁶. While it is important for the Partnership team to research different options, we offer the following suggestions:

¹⁵ It is our belief that as long as adult literacy teachers remain volunteers rather than professionals, the ALE Program will struggle to reach its potentials. The ultimate goal for MINED should be to recognize the adult literacy teachers as professionals within the Adult Literacy and Education Directorate and pay them proper salaries. However, this is obviously beyond the influence of the ICEIDA/MINED Partnership.

¹⁶ See for example the “Lifelong learning for Farmers” Project in Uganda (<http://www.l3fuganda.mak.ac.ug/> and http://www.col.org/SiteCollectionDocuments/L3Farmers_COLinAction_July2012.pdf) and the “Basic Literacy using Cell Phone” Project in Niger (<http://www.crsprogramquality.org/storage/education/Education-Innovations-Niger.pdf>).

- To provide the literacy teachers with a mobile phone (or an inexpensive subnotebook or netbook computer) to use in their teaching, prepare lessons; communicate with learners and access knowledge/information;
 - To provide a mobile phone to groups of literacy learners (one mobile phone for a group of 5 people for example);
 - To incorporate the teaching of the use of a simple phone into the class activities in order to enable learners to practice their reading and writing skills through SMS;
 - To facilitate other use of the mobile phone such as access to agricultural best practices and market information.
- 4) Given the stated emphasis on gender and/or the participation of women in the Immediate Objective of the Partnership, our recommendations in that area are:
- That a *gender analysis* is conducted as a part of a baseline study in the new districts (the new geographical area of intervention);
 - That the new PD needs to include a clear *justification* for the focus on gender/participation of women (why is it needed?), as well as a *strategy* (what does the Partnership want to accomplish with this focus; what steps are going to be taken to reach targets; what approach is going to be used (gender mainstreaming or a focus on women).
 - That the PD's logframe matrix needs to include clear and realistic *indicators* (targets) which can be used to verify progress (including numbers, timeframes, etc);
 - To continue to ensure that at least 50% of the scholarships go to women;
 - To ensure that the initial and ongoing training of the NPB coordinators and ALE teachers includes sensitization on gender realities/inequalities; different access to resources and opportunities; different gender needs; the benefits (including economic) of gender equality and empowerment of women; etc.
 - Using the new Curriculum as a guide, to integrate different talks and life-skills training into the ALE Program on topics such as HIV/AIDS, domestic violence, specific health issues, child rearing, self-care, assertiveness, etc, with fully integrated gender perspective (make it relevant to both women and men).
 - To engage in the MINED's current effort (research) to understand the low participation of men in the ALE Program and support actions to promote men's involvement.
- 5) It is important for the ICEIDA/MINED Partnership to come up with a carefully thought-out plan for the future role, activities and sustainability of the new ALE Resource Centre in Cumbana Village:
- It needs to be made clear what is expected of its staff and appropriate training offered to them;

- The link and the working relationship between the Resource Centre and other parts of MINED needs to be made clear;
 - How the Resource Centre is to be sustained financially needs to be planned (to what extent could it, for example, be made self-sustained through selling access to its resources and programs);
 - We recommend that a particular consultancy be commissioned by the ICEIDA/MINED Partnership to set up the Resource Centre and to facilitate its role as an effective establishment in promoting better access to adult literacy and education.
- 6) One way to promote long-term institutional capacity within the ALE Program is through the scholarship program and we recommend the continuation of that. The Partnership should try to ensure the retention of the scholarship recipients once they finish their studies, in order to avoid human resources drainage from the Inhambane Province. As suggested above, the Partnership should also look into the possibility of using the new Resource Centre to facilitate capacity building among the literacy teachers through long-distance learning. This will enable the scholarship program to offer support to a larger number of literacy teachers and possibly facilitate future sustainability of their training.
- 7) The Partnership may want to put some resources into supporting capacity building on ministerial level. A specific, focused support should be provided, such as training in strategic thinking and planning with the purpose of improving long-term development and planning capacities in the Ministry.

ANNEX A

TERMS OF REFERENCE

For the Mid Term Evaluation

OF

THE Project: “Expanding Literacy and life skills in Jangamo District Inhambane Province Programme”

Phase 1 Jan. 2008 – June. 2010 and Phase 2 - July 2010 – June 2012

1. Background

The Icelandic International Development Agency (ICEIDA) and the Ministry of Education in Mozambique have been supporting the sub sector of adult literacy with special focus on Jangamo district in Inhambane Province.

The project title of the first phase was Expanding Literacy and Life skills in Jangamo District, Inhambane Province.

The first phase started in the beginning of 2008 and the project period was intended to be four years until 2011. The main Objective was “to support the Government of Mozambique, in Jangamo District, in the empowerment of rural communities and reduction of poverty”, by increasing the literacy and life-skills of the Jangamo population.

The focus of the project during the first two years was on:

- Institutional capacity building of the District Service of Education Youth and Technology (SDEJT) through providing equipment and construction of an Office for SDEJT.
- Implementation of three Life-Skills courses, namely, Organic Vegetable Garden, Low-Cost Construction, and Small Business Management ,
- Supporting the training and capacity building of the literacy teachers and other Adult literacy and Education technicians in Jangamo district.
- Total estimated cost was 1.568,423 USD, ICEIDA contribution was estimated: 1.391,623 USD and the contribution of the Government of Mozambique 176,800 USD.

In 2009, two teams were employed to give guidance and recommendations on the continued project support. The first was in the context of the preparation of a baseline study. The second one was commissioned in October by the ICEIDA Headquarters in Iceland, within the scope of the review of its strategy to support the Adult Literacy Sector in Mozambique, Malawi, and Uganda. Both consultancies recommended a Project revision, particularly with regard to the definition of the areas of intervention, implementation strategies, and the management structure and mechanisms. It was recommended that the second phase should be in line with the Icelandic International development Act from September 2008 and the Paris Declaration, which, inter alias, emphasizes the alignment of the support provided by donor countries with the plans and programmes of the beneficiary Government, as well as the ownership of the management. The recommendations were approved in a Project Supervisory Committee (PSC), held in December 2009.

The conclusions of the reviews were that the project significantly succeeded in improving the working conditions of the Jangamo SDEJT, more specifically of the Literacy and Adult Education (LAE) sector. It also contributed to enhance some of the capacities of the staff of the Service, from the Adult Literacy and Education (ALE) Sub-sector mainly. For the first time, it managed to deliver introductory training to the work of volunteer literacy teachers and basic materials for the ALE Centres to run the literacy programme.

The second phase of the programme called **Expanding Literacy and Life Skills in Jangamo District, Inhambane Province (Phase 2 – July 2010-June 2012)** started in July 2010 and will come to an end in December 2012. ICEIDA's contribution is estimated 772.333 US\$. Implementation institutions are: National Directorate of Adult Literacy and Education (DINAEA), Provincial Directorate of Education and Culture (DPEC) of Inhambane and District Services of Education, Youth, and Technology of Jangamo (SDJET). The ICEIDA development intervention is support to the Inhambane District Plan (the plan for Jangamo) and the Objectives are aligned with the MINED plan-pillars.

Development Objective

Increase opportunities for youths and adults to have quality basic education to eradicate illiteracy in Mozambique, through the implementation of Adult Literacy and Education (ALE) programmes which contribute for their participation in the process of political, social, economic, and cultural development of the country.

Immediate Objective (Expected outcome)

Enhance the access and quality of the ALE programme in Inhambane province, particularly in Jangamo district, focusing on gender equity.

Expected Outputs.

1. Administrative Support to the district education office.

- 1.1. Functioning of the SDEJT improved
- 1.2. Development of the SDEJT's Human Resources promoted

2. Operational support to the Adult Literacy programmes.

- 2.1. Functioning of the teaching support structures (NPB)¹⁷, Adult Literacy Centres in Jangamo, (Govuro, Funhalouro, Morrumbene, Panda, and Mabote) improved
- 2.2. Functioning of the Adult Literacy Education Departments of the DPEC and Jangamo SDEJT improved

3. Access to the Literacy programme.

- 3.1. New Adult Literacy classes created in Jangamo district.
- 3.2. A resource centre/Library established.
- 3.3. Shelters built in Jangamo district to improve the teaching-learning environment.
- 3.4. Small libraries established in the teaching support structures and in the Nhancoja Adult Literacy Centre.
- 3.5. Increased dissemination of information on gender and HIV/AIDS for its mitigation and prevention.
- 3.6. Increased dissemination of information to promote the access and retention.
- 3.7. Literacy programmes disseminated within communities, with a focus on advocacy and awareness

¹⁷ NPB = Núcleo Pedagógico de base (Local education associations)

4. Quality of the Adult Literacy programme.

- 4.1. District level Literacy TOT (trainers of teachers) more empowered to train and influence a literacy programme which is more relevant and has more quality.
- 4.2. Volunteer literacy teacher more skilled through an initial and in-service training, with the inclusion of Life Skills contents and approaches, and availability of teaching-learning material, including in Life Skills.
- 4.3. Volunteer literacy teachers and Literacy students better equipped through availability of teaching-learning material.
- 4.4. NPBs trained and supported with basic materials for their duties of ongoing oversight and training, including in LS.
- 4.5. New ALE curriculum developed and implemented
- 4.6. Provincial Directorate of Education and Culture (DPEC) and District Services of Education, Youth, and Technology of Jangamo (SDJET) Staff better trained in ALE field.
- 4.7. ALE planning, management, Monitoring & Evaluation systems improved through short training courses.

General Strategy

Align and integrate the Project activities in the annual plans of District Service of Education Youth and Technology (SDEJT) and Provincial Directorate of Education and Culture (DPEC);

Emphasis on support from the ministry of education (MINED) to the Adult Literacy Education (ALE) programmes at local level, in particular the New Curriculum (NC) programme.

Focus on training and capacity building within the system to enhance the quality of ALE and the sustainability of the actions.

Integration of the interventions to increase the Life-Skills contents in the regular programme of the ALECs, based on the experiences of the New Curriculum and the courses organized by the Project in its first phase

Use of the experience of the implementation of the New Curriculum to inform the interventions in the field of

The institutional development of the ALE services is a priority.

2. Reasons for evaluation

As an integral part of the Project management, the Partners wish to conduct an evaluation of the results (outputs and outcome) of the Project. Another important reason is the desire to use the findings and lessons learnt to optimise the design and implementation of future programs and projects.

The Plan of Operation stipulated an independent evaluation of the project to be carried out in 4th quarter of 2011. However, the evaluation was postponed until 2012.

The evaluators shall review the activities, outputs and outcomes of ICEIDA's development intervention in the sub sector adult literacy and Education on all levels, in Jangamo, Inhambane and the co-operation between ICEIDA and the Ministry of Education in Maputo. The evaluation shall give guidance and recommendation for continuation of the co-operation. The evaluation report will be used as lessons learned for both partners and the results shall contribute to the future planning support in the field.

3. Scope and focus of the Evaluation

Since the Project is still “in-progress” the evaluation should answer the above questions on the basis of assessment of the design, features, and implementation (outputs) of the Project and the likelihood of the outcomes and impacts in the foreseeable future. The analysis should also outline lessons that would be useful for designing future programs and projects.

The evaluation should use information documented in earlier (progress) reports together with data collected in this evaluation to measure the outcomes. The evaluation report should describe and assess the intervention logic (Logical Framework Matrix) and distinguish between findings at the different levels: inputs, activities, outcomes and impacts.

Furthermore the evaluators shall study the changes in 2010 how they has been carried out; from the off budget project approach to an approach where the development intervention shall be aligned the plan, the monitoring and management system of the recipient country (here MINED, Inhambane and Jangamo).

The issues to be studied specially are: ownership, alignment and accountability.

The evaluation shall give guidance and recommendation for continuation of the co-operation. The evaluation report will be used as lessons learned for both partners and the results shall contribute to the future planning support in the field. The main users of the findings of the evaluation will be the Partners.

The evaluation shall be limited to activities financed by ICEIDA.

4. Issues to cover

The evaluation should document the degree and the manner in which the Programme has been:

Efficient: Assessing the use of inputs (financial and human resources) available to the Project. Of importance in this context is also to examine the coherence and complementarity with projects and programs being implemented.

Effective: Examining the extent to which the objectives were achieved, or are expected to be achieved, taking into *account* their relative importance.

Relevant. Examining relevance in relation to the development goals of Mozambique as set forth in its poverty reduction strategy PARPA and other policies concerning Adult Education.

Sustainable. Assessing whether benefits generated by the Project are likely to continue after the completion of the intervention?

5. Team /Evaluators

The team shall consist of two members, one selected by each Partner. The team members are expected to have relevant academic qualifications and evaluation experience. In addition, the team should have competencies in the following fields:

- Educational policy and implementation.
- Adult literacy programmes, particularly in rural communities
- Assessment of institutional capacity.
- Fluency in English
- At least one of the evaluators must be fluent in Portuguese

6. Methodology

The team should make use of empirical methods such as interviews, focus groups, and data /literature surveys to collect data, which will be analysed using well specified judgement criteria and suitably defined qualitative and/or quantitative indicators.

The team is expected to conduct interviews with all key personnel involved with the planning, implementing and monitoring.

The team will have full access to all relevant documents.

At the end of the fieldwork, the team should present its main conclusions and recommendations to the authorities concerned and to the donor's representatives.

7. Budget and Reporting

The project is budgeted with a maximum input of 21 working days for each team member. Three (3) days preparation work. Seven (7) days consultation and field work in Mozambique. Write - up ten (10) days. The team member from Iceland will also be compensated for travel days.

The Deliverables in the consultancy consist of following outputs:

- Draft findings to be presented in a meeting with the partners after the field work in Mozambique and to ICEIDA HQ over mail and phone.
- Draft final report for feedback from the Partners. The feedback will include comments on structure, facts, content, and conclusions.
- Final evaluation Report in English.
- The Icelandic team member will be asked to present the final report at ICEIDA HQ in Reykjavík.

All presentations and reports are to be submitted in electronic form in accordance with the deadlines set in the time-schedule.

The partners, ICEIDA and Ministry of Education, retain the rights with respect to all distribution, dissemination and publication of the deliverables.

8. Estimated timetable

March-April – Selection of evaluators

April 27 th	Deadline for delivery of documents to evaluators.
May 3 th – 11 th	Consultations and fieldwork in Mozambique.
May 11 th	Delivery and debriefing of preliminary findings.
May 25 th	Delivery of draft report.
June 8 th	Delivery of final report.

9. List of Documents:

Project Documents (Phase 1 and 2).
Progress Reports (2008-2011).
Activity Plans (2008-2012).
Baseline study.
Progress Report (Lesson Learned) 2009.
Report from ICEIDA Headquarter mission in 2009.
Minutes of meeting of Steering Committee (2008-2012)
Adult Literacy Strategy.
Education Strategic Plan
Literacy Curriculum.
Strategy Plan of Ministry of Education.
PARPA.
PQG – Government Plan (2010-2014).
Other relevant reports.

ANNEX B

FIELDWORK ITENERARY

Mid Term Evaluation of the Project: “Expanding Literacy and life skills in Jangamo District Inhambane Province Programme”

Phase 1 Jan. 2008 – June. 2010 and Phase 2 - July 2010 – June 2012

Program for evaluators (FINAL DRAFT)

Date	Time	Activities	Responsable	Place
LOCATION : MAPUTO CITY				
May 24th <i>Thursday</i>	14.55 pm	Arrival of evaluator (Gudrun) from the UK	ICEIDA office (Maputo)	Rovuma Hotel
	19 pm	Meeting Mrs Gudrun and Mrs Alda Saúte (Planning)	Evaluators Dulce	
May 25th <i>(Friday)</i>	8:00 am	Meeting Mrs Gudrun and Mrs Alda Saúte (Planning)	Evaluators	ICEIDA
	9:00 – 9:45	Interview with UNESCO: - Mrs Lina Beltran (Project Officer of the Capacity Building For Education for All (Cap-Efa) and member of Adult Literacy Technical Group	Evaluators	ICEIDA
	10:00-11:30	Interview with MINED (Ministry of Education) – Mrs Maria de Fátima Fernando Zacarias – Permanent Secretary and Chair of the Supervisory Committee	Evaluators	MINED
	11:30-12:30	- Mr. Laurindo Nhacune (National Director of Literacy and Adult Education and Member of the Supervisory Committee)/Active participant in the conception of the project	Evaluators	MINED
	12:30-13:30	- DINAEA technicians (Members of the Management team and DINAEA technicians)	Evaluators	MINED
	14:30:16:00	Meeting with ICEIDA General Director	Gudrun and Dulce	ICEIDA
May 26th <i>(Saturday)</i>	----- -----	Planning etc	Evaluators	To be defined
LOCATION: INHAMBANE/JANGAMO				
May 27th <i>(Sunday)</i>	9:30 am	Trip to Inhambane	Evaluators Dulce	Inhambane Hotel
May 28th <i>Monday</i>	8:00-9:30	Interviews with DPEC (Provincial Directorate of Education and Culture) - Inhambane - Head of Pedagogical Department and Adult Literacy Technicians	Evaluators	DPEC Inhambane

				Maxixe
	9:30-10:00	- Financial Management (Mr Macuácu)	Evaluators	
	10:00-10:30	- ICEIDA fellows (Education Sciences/ higher course)	Evaluators	
	10:30-11:00	Trip to Jangamo		
	11:00-11:30	Meeting (courtesy visit): Administrator of the Jangamo district	Evaluators Jangamo District	Jangamo
	11:30-12:30	Interviews with District Service of Education (Jangamo) :		
		- Director of the District Service of Education (Mrs Emilia Bambo)		
		- Head of General Education Department and Adult Literacy Technicians		
		Financial Management (Mrs Carla Chicavele)		
	12:30-15:00	Visit to the Adult Literacy Centre (Lesson)		
	15:00 – 16:00	Visit to the <i>Núcleo Pedagógico de Base</i>		To be defined
May 29th Tuesday	8:00-9:30	Interviews: Low Construction Group	Evaluators	Jangamo (Ravene)
	10:00 – 11:00	2 Adult Literacy trainers		Resource Centre Jangamo/Cu mbana
	11:00-12:30	5 Coordinators of <i>Núcleo Pedagógico de Base</i>		
	12:30-13:00	Break	-----	Resource Centre Jangamo/Cu mbana
	13:00 – 16:00	Interviews: -16 adult literacy teachers (8 inexperienced and 8 established) - Staff of Resource Centre		
May 30th Wednesday	8:30-10:30	Interview: Organic Vegetable Garden (Lifes Skills Group)	Evaluators	Mabelane (Jangamo)
	10:30-11:00	Final considerations (End of the visit)		Resource Centre
	11:00	Trip to Maputo		-----

May 31st -Thursday	11:00 – 12:00 14:00-16:00	Preliminary findings with MINED and ICEIDA Maputo ICEIDA Staff (Project Manager and Financial Manage) and Country Director	Evaluators	MINED
June 1st <i>Friday</i>	Morning 15:55	Final considerations Return to the UK		

ANNEX C

LIST OF PEOPLE INTERVIEWED AND CONSULTED

ICEIDA:

Ágústa Gísladóttir, Country Director Mozambique, PSC member
Dulce Mungoi, Coordinator of Social Projects Mozambique, PMT member
Margrét Einarsdóttir, Desk Officer for Social Projects, HQ Iceland

MINED/DINAEA:

Maria de F. F. Zacarias, Permanent Secretary and Chair of PSC
Laurindo M. R. Nhacuané, Director of DINAEA, PSC member

Focus group:

Ana Cambaza, Head of Department of Adult Literacy and Education
David L. Uamusse, Head of the Department of Guidance of Methodology
Maria Magaia, Technician of the Department of Adult Literacy and Education
Fernando Tembe, Technician of the Department of Adult Literacy and Education
António J. Jacob, Technician of the Department of Adult Literacy and Education

DPEC:

Almeida B. Cambule, Head of the Pedagogical Department and Adult Literacy
Agostinho Macuácuá, Financial Management
Maria Xavier, Head of the Division of Adult Literacy, ICEIDA scholarship recipient

SDEJT:

Emília Bambo, Director of Education, Youth and Technology, PMT member
Gil S. Maunguane, Technician of Adult Literacy, PIT member
Carla Chicavele, Financial Management, PIT member
Rogério O. Faínde, Head of General Education division, PIT member
Jorge Julião, Technician (Funhalouro)
Fátima João, Adult Literacy Teacher (Jangamo)

Adult Literacy Centre, Madonga (observation of lesson/informal consultation):

Basílio Augusto, Adult Literacy Teacher
2nd year ALE students (16 women, 3 men)

Association Hina Pa Uwé de Ravene¹⁸ (focus group):

Zacarias A. Mabalane, President of the association
Marta M Guambe, Adult Literacy Teacher and member of the association
Julieta Matimbe, member
Mestria J. Guambe, member
Salmina Z. Cumbana, member
Reliana M. Guambe, member
Angela F. Nhambonge, member
Maria S. Mapanzine, member

¹⁸ ALE Circle and low-cost brick construction group, Ravene

Felizardo L. Chaimane, member
Joaquina R. Cumbana, member
Eduardo Pequenino, community leader
Joel Germano, community leader
Mário Nhampossa, community leader
Alberto Saiate, community leader
Maurício Fernando, community leader/nurse
Miguel Samboco, NPB Coordinator
Carlos Francisco, Headmaster of Ravene Primary School

Adult Literacy Teachers (focus group):

Sebastião Chelene, Adult literacy teacher for 1st year, Magumbala
Erica Luciano, Adult literacy teacher for 2nd year, Marrime
Maria E. Nhampossa, Adult literacy teacher for 1st and 3rd years, Magumbala
Simões R. Cumbana, Adult literacy teacher for 1st year, Cumbana
Ermelinda R. Cumbe, Adult literacy teacher for 2nd year, Guifuco
Marcela E. Toce, Adult literacy teacher for 1st year, Marrumana
Florência P. Guambe, Adult literacy teacher for 1st year, Nhahumbe
Felizarda P. Nhalungo, Adult literacy teacher for 1st year, Fambacuasse
Amélia A. Gove, Adult literacy teacher for 1st year, Indudo
Glória A. Cumbe, Adult literacy teacher for 2nd year, Matenga
Zaida de A. Cumbana, Adult literacy teacher for 2nd year, Chibassa

NPB Coordinators (focus group):

Glória C. Chingole, Lindela
Marcos A. Rungo, Marrumene
João F. Guiliche, Cumbana
Miguel m. Nhaguilingune, Jangamo

ALE Resource Centre, Cumbana (focus group):

Ilda E. Mahoche, Manager
Ana Augusto, Librarian
Abubacar Abdul, ICT Technician
Emília O. António, Staff member

4 de Outubro Association of Mabelane¹⁹ and Mabelane Village (focus group):

Carolina João, President
Gabriel Jaime, Secretary
Augusto Faife, Equipment manager
Madalena Muando, member
Relina Luís, member
Amélia Tchepo, member
Carolina Halafo, member
Baptista Fernando, member
Maria Rafael, member
Albertina Faife, member
Lúcia Foliche, member
Monteiro M. Mabalane, adult literacy teacher

¹⁹ ALE Circle and OVG group

Vasco Malunquele, community leader
Samson Limão, religious leader
Dinis Carlos, Headmaster of Guiduma primary school
Ermelinda Fernando, facilitator of OVG and adult literacy teacher at Guiguema village
Ester João, Agente comunitário de Saúde
Carlos David, community member
Johane Marrengula, community member
Micaela Namburrete, community member
Judite Júlio, community member
Joaquina Monceno, community member
Ludovina Mucanze, community member
Antércia Fernando, community member
Carlos Manuel, community member
Gilda Fernando, community member
Januário Domingos, community member
Rosinha Ezequia, community member
Fátima Carlitos, community member
Amélia João, community member
Emília Ernesto, community member
Zuleca Macassa, community member
Elisa Custódio, community member
Anita Fernando, community member
Felismina Elias, community member
Amélia Isastro, community member

UNESCO:

Lina Beltran, Project Officer of Cap-Efa, member of the MINED Adult Literacy Tech Group

DVV International:

David Harrington, Director

ANNEX D

LITERATURE AND DOCUMENTS

Project Documents:

Farinha, F. (2009a). *Baseline Study and Status of Adult Literacy in Jangamo*. Final Report, October 2009.

Farinha, F. (2009b). *Expanding Adult Literacy and Life Skills in Jangamo District, Inhambane: Reflections on Progress, Challenges and Lessons Learned*. Commissioned by ICEIDA. Maputo, August 2009.

ICEIDA/MINED (2008a). "Expanding Adult Literacy and Life-Skills in Jangamo District in Inhambane Province. A 4-year Project with a Focus on Providing Support to the Adult Literacy and Non-formal Education Programme in Mozambique from 2008-2011." *Project Document*, March 2008.

ICEIDA/MINED (2009). "Project Expanding Adult Literacy and Life-skills in Jangamo District, Inhambane." *2009 Progress Report*

ICEIDA/MINED (2010a). "Expanding Literacy and Life Skills in Jangamo District, Inhambane Province Programme (Phase 2: July 2010 – June 2012). Partnership between the ICEIDA and the MINED in the Sub-sector of Adult Literacy and Education in Mozambique." *Project Document*, July 2010.

ICEIDA/MINED (2010b). *Bi-Annual Progress Report July 2010*. Prepared by Rogério Ofiçuane, Gil Samuel and Dulce Mungoi.

ICEIDA/MINED (2011a). *Progress Report – Second Semester of 2010*. Prepared by Dulce Mungoi in April 2011.

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ANNEX E

THE LOGFRAME MATRIX

Development Objective	Indicators	Means of Verification	Assumptions
Increase opportunities for youths and adults to have access to a quality basic education to eradicate illiteracy in Mozambique, through the implementation of Adult Literacy and Education programmes which enable their participation in the process of political, social, and cultural development of the country.	Literacy rate in Jangamo district and Inhambane province ALE strategy approved New ALE Curriculum approved Number of literacy teachers trained	Government statistics (INE and district and provincial Government) Strategy and New Curriculum Documents Initial baseline study 2009	Political stability in Mozambique Political will to continue to invest in ALE and ENF Ongoing decentralization policy ICEIDA's policy favourable to ALE and ENF Continuous technical and financial from the ICEIDA
Immediate Objective	Indicators	Means of Verification	Assumptions
Enhance access and quality of the ALE programme in Inhambane province, particularly the Jangamo district, with the participation of women in every aspect of the programme in question. (lines 03-01 of the PdA)	Literacy rate increased in 30% (baseline: 2007) in Jangamo district 20% increase in the number of enrolments in the ALE programmes of the Jangamo government, women in particular (baseline: 2007). Better geographical distribution of ALE opportunities (by locality and village).	Annual reports of the SDEJT Reports from the Resource Centre (RC)	Continued economic development of the region The State still provides funding to the SDEJT to maintain and develop human resources for the implementation of ALE Communities, women in particular, interested in increasing their level of both formal and non formal education

Outcomes	Indicators	Means of Verification	Assumptions	Observation (Programme and Sub-programme according to the PdA)
1.1. Functioning of the SDEJT improved	The Jangamo SDEJT has the necessary basic equipment and management tools, in particular for the ALE sector The ALE sector of the DPEC improved its working conditions	Direct observation Annual reports from the DPEC and SDEJT	Support is used as planned	MEC-01-Administrative Support

1.2. Development of the SDEJT's Human Resources promoted	Short courses scheduled according to the need of the SDEJT	Annual reports from the DPEC and SDEJT	Appropriate programming of the courses and careful selection of candidates	
3.0.1. Functioning of the NPB, ALE Centres in the Jangamo, Govuro, Funhalouro, Morrumbene, Panda, and Mabote improved	At least 50% of the NPB, ALE Centres in the de Jangamo, Govuro, Funhalouro, Morrumbene, Panda, and Mabote districts with basic materials for their operation	Annual reports from the DPEC and SDEJT	Selection of beneficiary institutions and commitment from the beneficiaries	MEC03 – ALE 00: Functioning
3.0.2. Functioning of the ALE Departments of the DPEC and Jangamo SDEJT improved				
Outcomes	Indicators	Means of Verification	Assumptions	Observation (Programme and Sub-programme according to the PdA)
3.1.1. New ALE streams created in Jangamo district	50% increase in the number of streams and government ALE Centres available in Jangamo (baseline: 2009)	Reports from the SDEJT and Supervision	Interest from communities expressed	MEC03 – ALE 01: Access
3.1.2. A resource centre/Library established, and sheds built in Jangamo district to improve the teaching-learning environment	<ul style="list-style-type: none"> - Resource centre/library operating as planned, providing educative opportunities, including reading to youths and adults - At least 80% of ALEC in Jangamo operating under a shed until the end of 2010 (there were 46 centres in 2010) 	Reports from the SDEJT and Supervision	<p>Appropriate planning and interest from the communities expressed</p> <p>Communities and school committed to the maintenance and safekeeping of the sheds</p> <p>Interest by the communities in using the sheds for the classes</p>	
3.1.2 Small libraries in the NPBs and in the Nhancoja ALE Centre	One library placed in each NPB and in the ALEC	Reports from the SDEJT and the NPB	Availability of financial resources and plan of activities	
Outcomes	Indicators	Means of Verification	Assumptions	Observation (Programme and Sub-

				programme according to the PdA)
3.1.3 Increased dissemination of information on gender and HIV/AIDS for its mitigation and prevention	90% of literacy teacher receive training on gender and HIV/AIDS and hold at least two lectures per year	Reports from the SDEJT, Supervisions and dos NPB	Availability of human resources and interest from literacy teachers expressed	MEC03 – ALE 01: Access
3.1.5. Activities for the promotion of access and retention promoted	At least 50% of the literacy teachers in Jangamo receive LS information through the Resource centre/library and ALEC	Reports from the SDEJT, Supervision		
3.2.1 District level ALE trainers more empowered to train and influence an ALE which is more relevant and has more quality	At least 30 ALE trainers from the 6 districts covered and trained by 2012	Reports from the SDEJT, Supervisions and trainings	Availability of trainers Interest and involvement of the DINAEA, DPEC, and SDEJT	MEC03 – ALE 02: Quality
3.2.2. Volunteer literacy teacher more skilled through an initial and in-service training, with the inclusion of LS contents and approaches, and availability of teaching-learning material	<ul style="list-style-type: none"> - At least 90% of the newly-hired literacy teachers in Jangamo receive initial training according to the training “package” recommended by the DINAEA - At least 80% of the newly-hired literacy teachers in the other five districts covered receive initial training according to the training “package” recommended by the DINAEA - At least 70% of the literacy teachers on duty (with over one year of work) receive specific capacity building according to the DINAEA’s recommendations - 100% of the literacy teachers trained receive ALE manuals and a basic kit for lessons prepared by the trainer - 100% of literacy students and teachers in the third year of the Alfa Regular programme in Jangamo receive booklets for teaching and learning 		Existence of a training plan approved by the DINAEA Prioritization of the DINAEA in relation to the booklets	
3.2.3. NPBs trained and supported with basic materials for their duties of ongoing oversight and	- 100% of the Jangamo NPB have basic material and equipment for their work (material to be identified)	Reports from the SDEJT, Supervisions and NPB	Availability of financial resources and interest from the	

training, including in LS	- 100% of coordinators receive training for the performance of their duties within three months after being appointed		beneficiaries	
3.2.4. New ALE curriculum developed and implemented	100% of the literacy teachers of the NC receive at least one specific training per year	Reports from the SDEJT, Supervisions and trainings	NC still a priority for the MinEd at various levels Existence of a training plan for literacy teachers	
Outcomes	Indicators	Means of Verification	Assumptions	Observation (Programme and Sub-programme according to the PdA)
3.3.1. Level of training of Human Resources in the ALE field improved	At least 9 scholarships awarded for training courses, 4 for higher level and 5 for medium level at the IFEA (at least 50% women)	Reports from the DPEC and SDEJT	Selection and availability of beneficiaries Opening and interest by the DPEC and SDEJT to improve the human resource management and development system	
3.3.2. ALE planning, management, Monitoring & Evaluation systems improved through short training courses	Reports and plans prepared with quality Increased knowledge through the assessment of trainers (before and after)	Reports from the DPEC and SDEJT Management instruments (plans, supervisory reports, internal assessments).	Existence of training priorities and criteria and scholarships awarded	
3.3.3ALE programmes disseminated within communities, with a focus on advocacy and awareness	At least one lecture held in each locality on the importance of ALE International ALE day celebrated annually ALE II strategy approved and disseminated	Reports from the DPEC and SDEJT ALE Strategy	Existence of a work programme and inclusion of the activities in the PdA Political will	
Activities		Inputs/costs		
Activities for outcome1.1.				
Purchase office material and equipment, including maintenance, and works in the SDEJT's building		Financial resources		
Activities for outcome1.2				
Conduct short courses for the SDJET's technicians defined in the PDA		Financial resources and Training plan		
Activities for outcome 3.0.1				
Purchase operating material for the NPB and ALE Centres (didactic materials, vehicles, inter alia)		Financial resources		

Activities for outcome 3.0.2	
Purchase operating material for the ALE Departments of the DPEC and Jangamo	Financial resources
Activities for outcome 3.1.1	
Create 20 ALE Centres in Jangamo district	Per Diem and transportation for the technicians
Activities for outcome 3.1.2	
- Build and equip a Resource Centre/Library in Jangamo district	Financial resources
Build 50 sheds in the ALE Centres	Financial resources
Activities for outcome 3.1.3	
- Install and equip 13 Libraries in the NPB (including Nhancoja)	Financial resources
Activities for outcome 3.1.4	
- Hold lectures on gender and HIV/AIDS in the ALE Centres and communities	Per Diem and transportation for the technicians
- Train literacy teachers and NPB coordinators in gender and HIV/AIDS	Per Diem and transportation for the technicians, literacy teachers and coordinators of the NPB
Activities for outcome 3.1.5	
- Develop LS activities	Financial resources
Train literacy teachers and NPB coordinators in LS	Per Diem and transportation for the technicians, literacy teachers and coordinators of the NPB, and teaching and learning materials
- Commemorate the international ALE day with a focus on advocacy	Advocacy materials and financial resources for activities
Activities for outcome 3.2.1	
- Train district level ALE trainers in the Jangamo, Govuro, Funhalouro, Morrumbene, Panda, and Mabote districts (5 per district)	Financial resources for the development of a training plan and to conduct the trainings
Activities for outcome 3.2.2	
- Train volunteer literacy teachers in ALE and LS (methodological aspects and functioning of the ALE programmes: NC, AlfaRádio, PROFASA, AlfaRegular)	Financial resources
- Produce and review didactic materials for ALE, particularly for the training of literacy teachers and NPB, for LS.	Financial resources and teaching and learning materials
- Provide didactic material to literacy teachers as per the Programme's specifications	Financial resources and teaching and learning materials
- Print 3000 copies of booklets of Portuguese, Natural Sciences, and Mathematics for year 3 of Adult Education	Financial resources
Activities for outcome 3.2.3	
- Train the coordinators of the NPB in management and functioning of the NPB, ALE methodology, Monitoring & Evaluation, and other relevant aspects	Financial resources
Activities for outcome 3.2.4	
- Oversee and document the implementation of the NC	Financial resources
Activities for outcome 3.3.1	
- Fund scholarships for the medium level in the IFEA, and higher level	Financial resources
Activities for outcome 3.3.2	
- Hold planning and coordination meetings under the partnership with the ICEIDA and other players	Financial resources
Activities for outcome 3.3.3	
- Develop the ALE Strategy	Financial resources
- Hold meetings for dissemination of the ALE Strategy	Financial resources

Source: ICEIDA/MINED 2010: 29-34.