



# Mozambique Strategy document

Approved by the Bureau UOS of 18 December 2015



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# Foreword

## **Country Strategy Process**

The process of country strategy identification was rolled out by VLIR-UOS, the Flemish Interuniversity Council – University Cooperation for Development, in the context of the implementation of the Political Agreement signed in 2010. In this agreement, VLIR-UOS committed itself to formulate a strategy for each of its 20 VLIR-UOS partner countries.

A country strategy is in fact a road map for cooperation. It is the result of numerous inputs and consultations with a wide spectrum of actors in Flanders and the country in question. The basis of the country strategy paper is a desk study comprising a context analysis of higher education and development priorities in the country. Each country engagement results in a country strategy paper. It is a policy document that will be used by VLIR-UOS to guide its funding decisions.

The country strategy represents the strategic niche for future VLIR-UOS cooperation in a specific country. A strategy can contain a geographical and/or thematic focus. It should be multi-disciplinary and include an optimal balance between the different levels and types of intervention of VLIR-UOS.

## **Framework for programming and selection**

A country strategy reflects the objectives and the choices of instruments for university cooperation for development between the country in question and Belgium/Flanders. A country strategy serves as a reference framework for programming, leading to strategy-based calls for proposals.

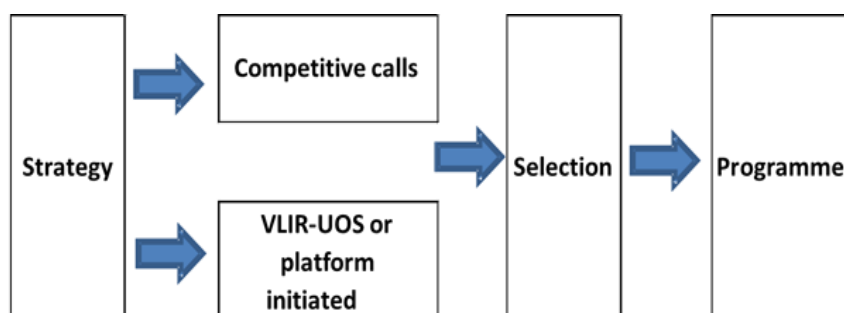
A strategy assures relevance and complementarity. Relevance because it focuses on the needs and priorities of the partner country, and complementarity because it takes into account what other development partners do. As such, a strategy starts from the needs of the partner country, and in particular the national priorities in terms of poverty reduction and national policies for Higher Education. Furthermore it will take into account the ambitions, capacities, expertise, and interest for cooperation among the Flemish academic community.

## **Time frame**

The development of academic capacity requires a long-term framework that is often precluded by current policy dynamics, which are characterized by constant changes and shifts at the international and country level in both North and South. Therefore, VLIR-UOS has opted for a strategic framework covering, in principle, 10 years.

## **From country strategy to country programme**

The country strategy paper is the basis for working out a fully-fledged country programme. A country programme consists of a portfolio of specific cooperation projects according to different intervention types. In order to achieve this, both competitive open calls and strategically earmarked partner selection will take place as appropriate.



A country programme will consist of a portfolio of different intervention types – mainly as existing today in VLIR-UOS, complemented by national-level initiatives where required.

Level of results and interventions in the context of a country strategy			Level/Need/Objective
National (NETWORK, Platform and other national-level projects)			Direct contribution to country-level priorities and capacity building
	Institutional University Cooperation (IUC)		Institutional strengthening and capacity building
		TEAM & South Initiatives	
			Scholars

### Country level objectives and results

VLIR-UOS facilitates academic partnerships and related initiatives within the context of a long-term country strategy with a general objective. Furthermore, VLIR-UOS has defined a range of indicators (Key Result Areas) on the basis of which individual initiatives are expected to report. Apart from tangible key result areas, VLIR-UOS also tracks more qualitative results. In a country programme, results from individual projects are brought together in order to come to a set of clear country-level results.

# 1. Introduction

## 1.1. General Info

Despite nearly 20 years of peace and relative stability in Mozambique, political tensions between Renamo and Frelimo still shape the political reality. The general elections in October 2014 involving the Presidency, the Parliament and the Provincial Assembly has resulted in a renewed Frelimo party in power, with the same systems of governance and control. The new president elected in October 2014, with a technocratic Government appointed in January 2015, would improve the management of national resources. Political stability is always unpredictable, with continuing tensions between the opposition movement Renamo and the Government. Renamo recently demanded to proceed with a regional redistribution that would recognize the political majorities (in 5 provinces of the centre and North, Renamo arrived in head at the last presidential elections).

Mozambique shows a good image internationally with some related indicators such as the proportion of seats held by women in Parliament, which increased from 29% in 1997 to 39% in 2009; the proportion of women ministers increased from 15% in 2003 to 28.5% in 2010. But in reality, most of the power is still being held by men: thus, when municipal elections of 2013, only 3 women were presented as candidates by the dominant party on a total of 53 "autarquias". Mozambique remains - with an index of human development (IDH) of 0,393 barely - one of the least developed countries of the world. It ranks 178<sup>th</sup> on 187 countries.

In recent years, Mozambique has been one of the fastest growing countries in Africa. The average growth over the past two years has been higher than 7.3% (GDP of sub-Saharan Africa was just above 4%). The main drivers of growth are the foreign direct investment (FDI) which represent 16.5% of GDP, and which are now higher than official development assistance (16.3% of GDP). These investments are mainly in the mining sector. The other dynamic sectors are construction, services, transportation and communication, largely related to the development of infrastructure and large-scale projects known in Mozambique known as mega-projects.

For more information on the country we refer to the Country Fact Sheet, available on the [VLIR-UOS website](#).

## 1.2. Development priorities

The Poverty Reduction Action Plan (PARP) 2011-2014 is the medium-term strategy of the Government of Mozambique for putting into operation the Five-Year Government Program (2010-2014), focused on the objective of combating poverty and promoting a culture of work, with a view to achieving inclusive economic growth and reducing poverty and vulnerability in the country.

The PARP 2011-2014 represents the continuation of the PARPA II, which was implemented with a timeframe of 2006-2009, extended to 2010, and had as its principal goal to reduce the incidence of food poverty from the current level of 54.7 percent to 42 percent by 2014.

To achieve the objective of inclusive economic growth for reducing poverty, the government has defined general objectives, to which government efforts will be directed. These are: (i) to increase output and productivity in the agriculture and fisheries sectors; (ii) to promote employment; and (iii) to

foster human and social development, while maintaining a joint focus on (iv) governance and (v) macroeconomic affairs and fiscal management.

The general objectives reflect the inter-sectoral approach, and are designed in an integrated manner, representing priorities, strategic objectives and priority actions in which different institutions contribute in a coordinated way to achievement of the overall objective.

### **1.3. The Mozambican higher education system**

Since 1992 the creation of human capital has been considered a priority, which is being reflected in the proportion of the State budget in education (almost 20%) where emphasis is on primary and secondary education with 85% of the education budget attributed to these subsectors and 15% to higher education. Mozambique has presently about 400 PhDs in different disciplines, which is very limited, but it represents a significant evolution when compared with the 10 PhDs shortly after independence. This has resulted in a massive extension of education (13,000 students in 2001 and almost 110,000 in 2012) but which was not accompanied by improved quality, on the contrary.

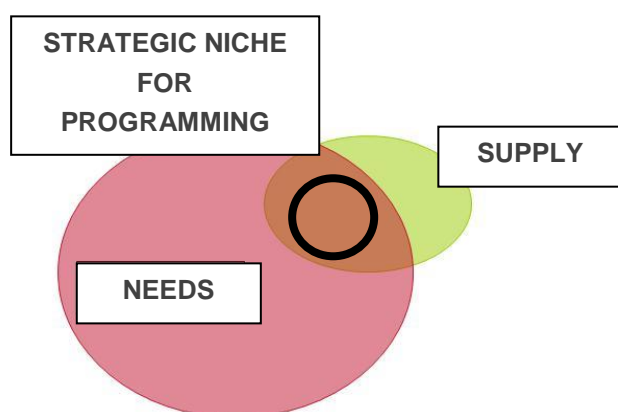
Higher education has expanded explosively in recent years; the number of students enrolled increased tenfold since 1990 to 40.000 and the number of institutions has doubled. Currently, the higher education system comprises 26 institutions, of which 13 are public and 13 are private. The institutions are of three types: universities, polytechnics and tertiary schools. There was a marked diversification of training courses and types of institutions. Consequently, the number of students registered shows a significant growth between 2004 and 2010, both in public and private education. The percentage of girls rose from 31.6% in 2004, to 39% in 2011. Overall, in 2010, the private school students represented around 29% of the total number of students of this level of education. Access to public institutions outside of Maputo increased, improving geographical equity in terms of access to opportunities.

## 2. Country Strategy development

### 2.1. Background

#### 2.1.1. Mozambique country strategy formulation process

The Country Strategy Identification process started with the development of a desk study in which the Flemish areas of interest in working with Mozambique have been captured (supply side) and initial input from the South (Mozambican Embassy, ministry of Higher Education in Mozambique and a selected number of local actors) has been analysed.



A Country Fact Sheet was made available on the [Mozambique Country Page](#) on the VLIR-UOS website. The needs from the Mozambican side were mapped but were to be confirmed and developed during the process. The document also included an overview of current themes/projects as compared to other donor interventions included (see annex 1 of the fact sheet). The desk study was used as input for the organisation of the southern seminar, organised on 18 September 2015 in Maputo and the northern seminar, organised on 6 October 2015 in Brussels to listen to the experiences and interest in future cooperation with Mozambique and the Flemish partners.

#### 2.1.2. Higher education and research: policy environment

In consultation with key stakeholders the then MESCT developed a ten year Strategic Plan for Higher Education [PEES, 2000-2010]<sup>1</sup> which outlines six strategic objectives and associated activities:

- 1. Improve access and equity** by expanding the availability of HEI physically and geographically, reforming access policies and develop financial assistance policies and mechanisms for students in order to boost student numbers.
- 2. Increase flexibility and responsiveness** of the system in order to meet market demand and the priorities of the national development agenda, by creating training opportunities and opportunities for collaboration between the academic and private sectors, developing top level public service curricula, and increasing student access to labour market information.

<sup>1</sup> Plano Estratégico do Ensino Superior 2000-2010



**3. Increase efficiency** of HEI by rationalizing existing resources, improving management systems, and diversifying sources of finance.

**4. Increase diversity** in HEI, training programmes, and forms of delivery.

**5. Improve quality assurance** by improving teaching and learning conditions, establishing accreditation and quality evaluation mechanisms, and boosting innovation and research infrastructure within and between HEI.

**6. Governance: Redefine the role of government in HE** by developing a sector-wide HE policy embedded within the national policy framework, by developing and establishing the regulatory mechanisms for policy implementation, and by facilitating regional integration of the HE sector and international cooperation with regard to the HE sector.

In June 2012, the Ministry of Education launched its new 2012-2016 strategic plan emphasizing the continued expansion of the educational system, exploring various forms of education, including distance learning, while taking advantage of the potential of new technologies. Particular attention is given to early childhood development and the development of skills to ensure qualified human capital.

Regarding higher education, the overall objective is to promote the expansion and equitable access to higher education within international standards of quality. This means particularly to consolidate the existing subsystem, in order to improve their internal efficiency; to improve the quality of the teaching-learning process and to strengthen the capacity of governance, funding, administration and monitoring of the subsystem, at all levels.

## 2.2. Views and themes expressed (based on survey and seminars)

A first step in the data collection is the desk study completed by the VLIR-UOS secretariat to produce a country fact sheet on Mozambique. This document provides a general introduction to the country, presenting statistics, a country profile, an overview of the education system, analysis of development aid in the country, and a review of university development cooperation. This document, which is currently in draft form, has informed all subsequent activities. It will be finalized as part of the process of developing the final country strategy.

Another important source of information is the Joint Context Analysis Mozambique, a joint initiative of various Belgian NGAs aiming at civil society, the decentralised administrations and public institutions and the conditions which enable their strengthening. This exercise was conducted by the NGO VECO from March till September 2015. Some 13 NGAs active in or with interest for Mozambique identified some key areas for future interventions and possible ways of complementarity and synergies. In that regard, agriculture, health and education came out as the most expedient thematic intervention areas.

Finally, Mozambique is a crucial partner country for the Belgian federal cooperation and the Flemish regional cooperation. Both institutions have long-term planning on themes around health, rural development and capacity building. VLIR-UOS took note of these plans and wishes to maximally seek complementarity and synergy with these existing programmes.



### **2.2.1. Expressions of interest by the South (government and academic stakeholders)**

The Government of Mozambique placed priority on poverty reduction as an overarching objective for the coming years. The Poverty Reduction Strategy Paper [PARPA] is the basis for strategies and policies for poverty reduction. With the newly established Ministry of Science, Technology, Higher, Technical and Professional Education (MSTHTPE), a more bottom-up approach is to be promoted with ample input from higher education institutions and communities of practices and experts. The HEI wish to contribute to these development goals as spelled out in the Strategic Plan for Education (2012-2016).

A main aim of Mozambican universities is to evolve from teaching driven institutions to research led universities. In that context the main university of Mozambique, UEM mapped out the research potential at its institution and to estimate the human capacity and the needs. A concept note is being elaborated and the areas of intervention are captured around 5 themes:

1. Population, health and wellbeing of society
2. Agriculture, nutrition and food security
3. Natural resources, environment and climate change
4. Technology and innovation
5. Education, culture, good governance, ethics and human rights

The types of interventions are listed as follow:

1. Research training (PhD sandwich, PhD courses, post doc programmes)
2. Common funds (postgraduate, research, facility fund)
3. Research management and support
4. Research communication
5. Use of research results and fact based knowledge in society

The areas of intervention are besides Maputo province: Gaza, Inhambane, Zambezi, Manica. Cooperation with other institutions is desirable, also given the fact that UEM itself has campuses in Beira, Unizambeze and Tete.

### **2.2.2. Expressions of interest by the Flemish (academic) stakeholders**

During the northern seminar that took place on 6 October 2015, the following findings were raised:

1. The cooperation of Belgian actors with Mozambique, and university cooperation with Mozambique in particular is very limited in financial terms if compared to other partner countries in the sector of development cooperation, a situation that will probably remain unchanged in the short- and medium-term.
2. International donors are mainly focussed on cooperation in and around the capital Maputo, from where some do extend their actions to the more remote areas. According to some actors there is a great discrepancy between the “modernity” of the capital and the “remoteness” outside the capital.

3. The Belgian development cooperation programmes with Mozambique are mainly focused on interventions within the thematic areas of health and rural development, with infrastructure and capacity building as its most important investment sectors.
4. In comparison to other developing countries, cooperation with Mozambican partners is rather difficult given the heavy taxation rules and administrative bureaucracy.
5. The government of Mozambique shows itself well-intentioned and well-disposed towards international development actors with a National Development Plan that was recently signed, only a year after the current government was sworn-in.
6. In order to guarantee optimal sustainability of the implemented cooperation programmes, governmental representation and high level collaboration within the government is needed.
7. The results of both the Joint Context Analysis and the southern seminar were considered as excellent starting bases to further develop the country strategy with Mozambique and should be fully taken into consideration.

After the group discussions, each group was provided an opportunity to present its feedback to the plenary session after which there was general open discussion. During this feedback session, the following key issues were raised:

1. **Thematic areas:**

3 main areas:

- Agriculture (e.g. food chain management, food security)
- Health (e.g. reproductive health, family medicine, community health, medical education)
- Environment (incl. natural resources management, climate change, renewable energy)

a number of transversal areas:

- Governance (e.g. social and human rights, gender, culture)
- Education (including language development)
- Community engagement
- Information and Technology Services and statistics

2. **Geographical focus**

- "Out of Maputo" - focus on outreach and extension
- Focus on mid-range institutions where VLIR-UOS still can make a difference
- Focus on higher education institutions in Centre and North provinces of the country such as Manica, Nampula, Beira, Tete...

3. **Partner institutions**

- Limited knowledge in Flanders
- Need to map out higher education institutions in Mozambique:
  - o Universities:
  - o Polytechnic institutions (could be interesting for the university colleges in Flanders)
  - o Regional research institutions, linked to the ministries (e.g. environment)
- Possible partner institutions mentioned:
  - o Catholic University of Beira (links with Dutch and German cooperation)
  - o University of Lurio in Nampula (links with Danish cooperation)

- Polytechnic university of Tete
- University Zambeze in Beira
- Satellite institutions of UEM university

**4. Modalities/tools of intervention**

- Networking (linking universities with polytechnic institutes), but also with partner institutions in neighbouring (SADC) countries (e.g. Limpopo, Harare, UWC)
- (well-paid) scholarships remain crucial
- Focus on MSc's rather than on PhD's
- Involvement of other actors:
  - university colleges
  - private sector (polytechnics)
  - ministries (research centres)
- Try to link up with other donors, e.g. for investments in infrastructure etc.
- Time has proven crucial: start with small seeding projects to get to know each other, before expanding to larger, long-term cooperation engagements.

# 3. Country Strategy framework – conclusions

## 3.1. Areas of focus (thematic, regional, partners)

### Regional and institutional focus

Basically, there are no limitations of regional or institutional nature in possible future cooperation models in Mozambique. However, a focus on the rural areas should be prioritised and as such collaboration should be sought with higher education institutes in those rural areas. In other words, cooperation with institutions in the northern and central provinces of the country is recommended. Cooperation with institutions in the capital, Maputo, should be reduced to a supportive role only.

### Themes

From the various consultancy moments, including the JCA, it turned out that most of the involved stakeholders, are concentrating on the same interventions areas, namely:

- 1) Agriculture;
- 2) Environment;
- 3) Health

### Transversal needs and opportunities

Special attention should go to cross-cutting issues such as:

- Technology and innovation
- Education
- Community engagement
- Information and Technology Services and statistics,
- Good governance, ethics and human rights

## 3.2. Country Strategy Framework

The table below summarizes the potential domains in which the aforementioned themes and sub-themes could be pursued in a programme of VLIR-UOS supported cooperation. It also takes into account where the Flemish interests lie, as articulated in the northern seminar on Mozambique. Reference is also made to annex 2 where the various possible domains of intervention are listed.

Themes	Sub-theme areas
Environment	Climate change
	Natural Resources Management
	Renewable Energy
Health	Reproductive Health
	Public Health

	HIV/AIDS
Social Sciences	Human Rights
	Social Rights
	Gender
Institutional strengthening	Capacity Building
	Academic Learning
	Research Policy and Culture
ITS	E-learning & Distance Learning
	Library
	ICT
	Bio-statistics & Modelling

### 3.3. Partnership modalities (portfolio of intervention types)

Mozambican HE offers Flemish partners a rather limited range of research cooperation opportunities within the thematic priority areas, and can ensure the availability of high quality and dedicated academic research staff and students in these areas, though research facilities and infrastructure are somewhat lacking. Mozambican HE therefore has the potential to benefit from the fullest range of partnership and cooperation modalities.

Level	Remarks
National	Networking as a modality could certainly become relevant. Hereby we mainly think of twinning, triangular cooperation between an institute in the capital ( <i>cf.</i> UEM) with other institutions. Whether or not in the long run a post-IUC-NETWORK is an option is too early to assess, but certainly those twinning projects at departmental level (TEAM, SI) of a new institute with UEM in support could be interesting and also provide possibilities to connect with actors such as university colleges, private institutions of higher education and ministries.
Transversal	Needs for strengthening academic infrastructure and skills, as well as university management aspects: scientific writing, library, ICT, statistics, academic English, curriculum development, institutional development, leadership, university management, human resources management, basic research training, etc., were identified throughout the identification process. These could best be

	particularised in an institutional setting, but some themes could be elaborated for various institutions in transversal projects, type NETWORKS or National Crosscuttings.
Institutional	Low or no potential for IUC detected in the short to medium term, given the limited interventions of Flemish academic institutions.
Sub-institutional	<p>Although there are differences between the universities in terms of quality, accessibility, and outreach towards community, most universities would be eligible for TEAMS or South Initiatives, in one or more of the prioritised themes. Given the growing demand for foundation programmes at undergraduate and postgraduate level, there are potential opportunities for further integrating Flemish University Colleges in VLIR-UOS cooperation programmes.</p> <p>In the short term preference should be given to small seeding projects, type South Initiatives and TEAMS as well as North-South-South projects.</p>
Individual (scholarships)	Scholarships continue being a keystone tool in HEI development. Any university cooperation between Flemish and Mozambican universities should maximally sign in into the existing Mozambican programmes that support scholarships both nationally and internationally.

### 3.4. Possible synergies with the activities of the Belgian Cooperation in Mozambique

Mozambique is a key-partner for both the federal Belgian cooperation and the regional Flemish cooperation. Both institutions have long-term cooperation in view with Mozambican partners. The Joint Context Analysis also showed a large presence of Belgian NGO's in the country. This JCA is to be translated into a Common Strategic Framework and thus creates a broad spectrum of future interventions in this country.

VLIR-UOS wants to cooperate maximally in this CSF and wishes to strengthen the collaboration with all the Belgian and Flemish partners as well as with the numerous international partners active in higher education. Their programmes will be taken into account and synergy and complementary searched for where possible.

# **ANNEXES**

- 1. Strategic niche framework – summarized overview strategic conclusions**
- 2. Country Strategy Grid – VLIR-UOS interventions in Mozambique**
- 3. Country Fact Sheet (see VLIR-UOS website – Mozambique Country info)**



## Annex 1 – Strategic niche framework – summarized overview strategic conclusions (confirmed by the Bureau UOS of 20 November 2015)

Strategic Niche Framework for Mozambique	
Geographical focus	Main focus should go to institutions in central and northern provinces. Cooperation with institutions based in Maputo should be reduced to a supportive role only.
Partner institutions	<p>As there is a need to perform further mapping and exploration, no specific limitations will be imposed but cooperation with institutions based in Maputo should always include a focus on outreach and extension activities outside the capital.</p> <p>Outside Maputo a number of possible partners (non-exhaustive) were mentioned:</p> <ul style="list-style-type: none"> <li>○ Catholic University of Beira</li> <li>○ University of Lurio in Nampula</li> <li>○ Polytechnic university of Tete</li> <li>○ University Zambeze in Beira</li> <li>○ Polytechnic institutions (could be particularly interesting for the university colleges in Flanders)</li> <li>○ Regional research institutions, linked to the ministries (e.g. environment)</li> <li>○ Satellite institutions of UEM university</li> </ul>
Main (multidisciplinary) THEMES for cooperation	<ul style="list-style-type: none"> <li>● Agriculture (food chain management, food security)</li> <li>● Health (reproductive health, family medicine, community health, medical education)</li> <li>● Environment (natural resources management, climate change,</li> </ul>

	renewable energy)
Crosscutting & supporting themes	<ul style="list-style-type: none"> <li>• Governance (social and human rights, gender, culture)</li> <li>• Education (language development, research based education)</li> <li>• Community engagement</li> <li>• ITS and statistics</li> </ul>
Instruments/ partnership modalities:	<p>Individual scholarships remain crucial and should be continued while linking up with other donors.</p> <p>In the short term preference should be given to small seeding projects, type South Initiatives and TEAMS as well as North-South-South projects and RIPs with UEM.</p> <p>Networking as a modality could certainly become relevant. Hereby we mainly think of twinning, triangular cooperation between an institute in the capital (<i>cf.</i> UEM) with other institutions. Whether or not in the long run a post-IUC-NETWORK is an option is too early to assess, but certainly those twinning projects at departmental level (TEAM, SI) of a new institute with UEM in support could be interesting and also provide possibilities to connect with actors such as university colleges, private institutions of higher education and ministries.</p>

## Annex 2: Country Strategy Grid – VLIR-UOS interventions in Mozambique

Themes	Sub-theme areas	Domains of Intervention								
		Education			Research		Extension		Management	
		Master	PHD	Short training / recycling	Multidisciplinary research	Research output	Collaborative training	Workshops /societal activity	HRD	Int'l networking and linkages
<b>Environment</b>	Climate change			X		X	X	X	X	
<b>Health</b>	Reproductive Health	X		X	X	X	X	X	X	X
	Public Health	X		X	X				X	
	HIV/AIDS	X		X	X	X		X	X	X
<b>Social Sciences</b>	Human Rights	X		X	X	X		X	X	
	Social rights	X		X	X	X	X	X	X	X
	Gender	X		X	X	X		X	X	
<b>Transversal Subjects</b>										
<b>Institutional strengthening</b>	Capacity building				X			X	X	
	Academic Learning			X	X			X	X	
	Research Policy and Culture			X	X			X	X	
<b>ICT</b>	E-learning & distance learning	X		X	X			X	X	
	Library Development			X	X		X	X	X	X
	Bio-statistics & modelling	X		X	X	X		X	X	