The Gender and Education in Moçambique

Analysis of Results, Lessons and Recommendations

First Draft - CIDA

Girls in Mathematics – Rede OSUWELA – CFPP Marrere- Nampula

An Evaluation Report for
MINED/CIDA-CANADA/UNICEF
Maputo/Ottawa, October 2001

...
Map of Mozambique - Provinces and Districts where GEM and PRONES are Implemented

(to be added)
Thanks

Our thanks to the officials who represent different directorates of MINED, UNICEF Education Sector, both in Maputo. The Provincial Directorate of Education, in Zambézia, and its staff, particularly the Pedagogical Department, the Gender Unit and PRONES. The officials representing the districts of Nicoadala, Namacurra, Inhassunge, Mocuba and Ile, where GEM and PRONES have been implemented. Our thanks also to the Administrator of the district of Mocuba and the representatives of some NGOs/associations, donor agencies and other sectors of the provincial Directorates. All made themselves available to work with the evaluation team, in some cases accompanying it to the different districts and schools visited, providing information and expressing their opinion about the different activities carried out in the GEM and PRONES projects. These contributions were very useful in allowing the team to carry out the fieldwork with few constraints and in enhancing the quality and scope of the results. Final responsibility for the shaping of this report and its conclusions rests, of course, with the team – most particularly Anne Bernard and Zaida Cabral as its principal authors.

October, 2001
Acronyms

AMME A moçambican NGO working with women in education, with representation in all Provinces
ANS Action Nord Sud/Handicap International (supporting education in Inhambane)
CE The School Council (Recently created to replace the CLEC)
CFPP Teachers Training Center for the first level of Primary Education (level of Entrance and years of training: 7+3)
CLEC Community-School Liaison Committee (recently replaced by CE)
CM President Cabinet
CNP National Commission of Planning (extinct)
CONCERN An Irish NGO working in 2 provinces (Manica and Nampula)
COPA Joint Steering Committee of the ESSP
CPF Common Pool Fund
DANIDA Dennis Development Agency for International Cooperation
DDE District Directorate of Education
DDP Pedagogical Department at Provincial Level (DPE)
DNE National Directorate of Statistics (extinct)
DNESG National Directorate of Secondary Education (MINED)
DNFPTE National Directorate for Teacher Training and Educational Staff
DPE Provincial Directorate of Education
EFA Education For All
EP1 Primary Education Level 1, grades 1-5
EP2 Primary Education Level 2, grades 6-7
ESSP Education Sector Strategic Plan
FDC A moçambican NGO working with communities in development and girls’ education, with projects in 5 provinces (Niassa, Cabo Delgado, Zambézia, Manica and Maputo city) (Foundation for Community Development)
GAP Gender Action Plan
GAS A Swedish NGO (Groups of Africa in Sweden)
GEM Gender and Education in Mozambique (CIDA-Canada/UNICEF/MINED)
GEP Girls’ Education Project (UNICEF/CIDA precursor of GEM)
GTZ German agency for Technical Cooperation supporting projects in 3 provinces (Sofala, Inhambane and going to start in Manica)
GU Gender Unit (in MINED and Provincial and district levels)
IAP Institute for Upgrading Teachers – inservice training through distance Education (EP level: 7+3 and 10+2)
IMAP Institute for Primary Education Teachers Training (EP1 ands EP2; level of Entrance and years of training: 10+2)
INDE National Institute for Development of Education (curriculum and research)
INE National Institute of Statistics
MPF Ministry of Planning and Finances
MINED Ministry of Education
MISAU Ministry of Health
MTEF Medium-term Expenditure Framework
MT Metical (moçambican unit money)
MTWP Medium-term Workplan
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>OXFAM-GB</td>
<td>British International NGO (OXFAM-UK)</td>
</tr>
<tr>
<td>PROGESSO</td>
<td>Mozambican NGO</td>
</tr>
<tr>
<td>PRONES</td>
<td>UNICEF-supported “Our School” project</td>
</tr>
<tr>
<td>RAR</td>
<td>ESSP Annual Planning Meeting</td>
</tr>
<tr>
<td>RBM</td>
<td>Results-based Management</td>
</tr>
<tr>
<td>SG</td>
<td>Secondary School</td>
</tr>
<tr>
<td>SCF-UK</td>
<td>British International NGO (Save the Children Fund-UK)</td>
</tr>
<tr>
<td>SWAP</td>
<td>Sector-wide Approach</td>
</tr>
<tr>
<td>UDEBA</td>
<td>Unit for Basic Education Development (a Mozambican NGO, funded by The</td>
</tr>
<tr>
<td></td>
<td>Netherlands)</td>
</tr>
<tr>
<td>ZIP</td>
<td>School Cluster (Zona de Influencia Pedagogica)</td>
</tr>
</tbody>
</table>
# TABLE OF CONTENTS

## I. CONTEXT OF THE GEM PROJECT

1.1 MOÇAMBIQUE'S SOCIO-ECONOMIC SITUATION .............................................. 7
1.2 DEVELOPMENT POLICIES AND STRATEGIES .............................................. 8
1.3 THE NATIONAL EDUCATION SYSTEM .............................................................. 10
  1.3.1 The Effectiveness of the Educational System ..................................................... 10
  1.3.2 The Basic Education and Teacher Training Curricula ......................................... 11
  1.3.3 Facilities in Schools and Teacher Training Colleges ............................................. 11
  1.3.4 Teachers' Salaries ............................................................................................... 12
  1.3.5 Links between the School and Community......................................................... 13
  1.3.6 Policy and Statistics on Girls' Education............................................................ 14
1.4 THE GENDER AND EDUCATION IN MOÇAMBIQUE PROJECT ......................... 17
  1.4.1 Background of the Project................................................................................... 17
  1.4.2 Purpose................................................................................................................ 18
  1.4.3 Evaluation Team and Methodology ....................................................................... 18
  1.4.4 Limits of the Evaluation...................................................................................... 19

## II. PROJECT PERFORMANCE

2.1 OVERVIEW COMMENTS ..................................................................................... 20
2.2 SPECIFIC INPUT AREAS, RESULTS AND ISSUES.............................................. 21
  2.2.1 National Policy.................................................................................................... 21
  2.2.2 Gender Units ....................................................................................................... 22
  2.2.3 School and Community....................................................................................... 24
  2.2.4 Teachers and School Directors............................................................................ 26
  2.2.5 Zonas de Influência Pedagógica/ZIPs................................................................. 30
  2.2.6 Support to Construction, Learning Materials/Supplies and Removal of Fees ... 30
  2.2.7 HIV/AIDS ........................................................................................................... 32

## III. SOME ISSUES AND SUMMARY LESSONS


## IV. RECOMMENDATIONS

4.1 SUMMARY COMMENT......................................................................................... 33
4.2 SPECIFIC AREAS OF SUGGESTED ACTION ....................................................... 35
  4.2.1 National Policy.................................................................................................... 35
  4.2.2 The Gender Unit................................................................................................. 36
  4.2.3 Capacity and Institutional Development ............................................................. 37
  4.2.4 School and Community....................................................................................... 39
  4.2.5 Analysis, Evaluation and Research ..................................................................... 39

**BIBLIOGRAPHY** ........................................................................................................ 41
**ANNEXES** ..................................................................................................................... 43
I. CONTEXT OF THE GEM PROJECT

1.1 MOZAMBIQUE'S SOCIO-ECONOMIC SITUATION

According to the most recent census, Mozambique's population is about 17 million, with 32% of the people between 6 and 18 years old. The annual population growth rate is 2.3 and the fertility rate is 6.4%, while life expectancy has fallen to about 42.3 years due to HIV/AIDS, malaria and the extreme poverty affecting more than 60% of the population. The infant mortality stands at 145.7 per 1,000 newborns at national level, and 180/1000 in rural areas - where 80% of the population lives; the post-infant rate is 246/1000. All this puts a great deal of pressure on the education and health systems. Despite rehabilitation efforts in the post-war period, the majority of children and adults still do not have guaranteed access to basic education or health care. Each year, 40% of children are unable to attend school and the health network reaches less than 50% of the population, with rural areas the most affected. Most of the children who do not access school and drop out early are girls. Only in Maputo city - the capital - there is a balance between girls and boys entering primary school. At the upper levels of the education system, however, girls disappear.

Although Mozambique has great cultural and linguistic diversity, Portuguese is still the only language of instruction. There is a growing voice in the society, however, for introducing English at primary education level given its importance as an international means of communication and the fact of the country being completely surrounded by English speaking countries. Deciding it made some sense in the urban areas, the Government has introduced it in primary education in the new curriculum (still under revision). On the other side, having Portuguese as the only language of instruction, to the exclusion of local languages, has created a strong barrier for most children in rural areas, where they enter school without knowing the language. Adding to the problem, most rural teachers have Portuguese as a second or third language, and one they often have not mastered very well. The new curriculum is, therefore, also going to introduce some local languages in primary education, in a model of bilingual education. A pilot study by INDE in EP1, from 1990-1997, showed that results were much better in these classes in spite of several limitations of implementation. The tested languages were Changana and Nyanja (or Chewa), respectively in Gaza and Tete, provinces of the South and Center of the country.

Official data indicate that at independence (1975), the level of illiteracy stood at 93% and by 1980, the combination of free access to education and illiteracy campaigns had reduced this level to 72%

---

1 1997.
2 According to the Ministry of Planning and Finances (1998-Household Survey), the poverty index is 69.4% in the country; 71.2% in rural areas; 67% in urban areas.
much changed from 1980. More recent data\(^5\) indicate a literacy rate of about 39.5%, but actual levels of illiteracy in rural areas may be higher than this taking into consideration:

- The last war which seriously affected both population and infrastructure, particularly the schools and adult literacy centers;
- Natural disasters (floods and droughts) which have been affecting the country in last past two decades;
- The inadequacy of the educational system in rural areas due to poor management and teacher training, financial constraints and, to some extent, negative attitudes of teachers and head masters discouraging especially girls to remain in school at least to the completion of primary education; and
- The precarious socio-economic situation of rural households and communities.

In 1999 MINED re-launched the Adult Literacy and Non Formal Education Programme in the country (after more than 10 years of not being considered priority, due to IMF/World Bank policies). The AL/NFE was defined as one of the main strategies to fight poverty, HIV/AIDS and to open more opportunities for young people and adults, with special attention to women, through access to functional basic education – as well as being recognized as a basic human right.

For more than 15 years, Moçambique has ranked as one of the poorest countries in the world. According the National Human Development Report, the GDP per capita increased from 95 USD in 1995 to 252USD in 1999\(^6\). More than 60% of the population live below the poverty line. The incidence of poverty at a national level stands at 69.4%: 71.2% in rural areas and 67% in urban. The IMF/Government Economic and Social Rehabilitation Programme has produced some very negative social results including a dramatic increase in the cost of living between 1990 and 1996, due a very high rate of inflation which only from 1997 started to come down. The accumulated inflation rate reached 70.2% and 54% in 1994 and 1995 respectively. However, local and international efforts succeeded in reducing the inflation rate to 16.6% in 1996 and 4.3% in 1997, a remarkable achievement for the national economy and one used as an example in the region as a whole, as well as internationally. In 1998, the rate was further reduced to 4.2% due to various economic and financial measures\(^7\). Unfortunately, between 2000-2001 it is arising again (standing at about 6% at the end of 2001).

### 1.2 DEVELOPMENT POLICIES AND STRATEGIES

In its 2000-2004 Programme the Government of Moçambique is focusing on poverty eradication through various strategies, including education, health and employment, prioritizing human development, the rehabilitation of infrastructure, support to households and the creation of a favourable climate for private investment. The central objective of the

\(^{5}\) PNUD, 1999 (National Human Development Report)

\(^{6}\) UNDP, 2000 (NHDR).

\(^{7}\) Official Data from 1997 (President Cabinet).
policy and strategy is to fulfil the growing needs of population. The Absolute Poverty Reduction Plan of Action (2000-2004) was defined, with education, health, social affairs and agriculture, rural development and infrastructure as areas to have a special attention.

The 2000 Government budget allocated about 48% for social services, specially for health and education, with 69% of the total amount allocated to this area (or 33% of the total planned expenses). Education has 21%, health 13% and social assistance 12%.


The Government has based these policies and strategies on the realities of the country and the Jomtien Declaration (EFA). Access, expansion and quality improvement of the teaching and learning process remain on-going concerns of the Government and of the different organizations and agencies supporting education in the country, including NGOs, religious groups and national and international agencies.

Education is recognised as a basic human right, as a powerful tool to raise standards of living, promote cultural change and mobilize technical and scientific achievement. It is also recognised as a tool to help communities to learn and understand about their own rights and duties, to know how much they can change their own lives and participate in the development of their communities.

In summary, the basic objectives for education in Moçambique are:
- To provide equal opportunity of access at all levels of the educational system;
- To promote greater access for women and girls;
- To integrate all school-age children in the education system, particularly those in difficult circumstances;
- To support initiatives of groups and associations, religious groups, private organizations and other entities to assist in the expansion of the education network;
- To expand the education network via distance learning courses; and
- To take various measures to improve the quality of education.

Many of the Government's objectives are gradually being implemented, although with enormous constraints caused by the economic restructuring process. Local entrepreneurs lack capital and incomes have not yet reached desired levels. 60% of the state budget is still provided by external aid, and the foreign debt only very recently was reduced.

According to 1998 data, after the period of 16 years of war (1976-1992) and the peace agreement (1992), 100% of the 1983 school network had been replaced. Some of those schools were destroyed again, however, as a result of the 2000 and 2001 floods and cyclones.

---

8 RM (1999). OE.
in some parts of the country, particularly the provinces of Zambezia and Nampula -- the most heavily populated in the country.

The process of infrastructure rehabilitation continues to be a priority. International funding agencies, religious organisations, NGOs and people of Moçambique support it. Assistance is also given in the form of human resource training and social reconstruction. Significant steps have been taken and some good results have been achieved, especially compared with the situation of the country in the beginning of the 90s, or even in 1995, three years after the signature of the Peace Agreement. However, there is still a long way to go to fight poverty, HIV/AIDS, gender and geographic inequalities and to rise the standard of living of the people. In reaching these goals, it is clear that parents cannot on their support the direct or opportunity costs of education for their children. These children will continue to miss school, particularly the girls and orphans -- numbers of whom are growing each year. It is important to note that parents or Encarregados de Educação are making enormous sacrifices to get their children in school, believing that they will be able to have a better life in the future and escape the severe poverty they currently suffer.

To address HIV/AIDS, the Government has defined a National Plan to Fight Sexually Transmitted Diseases and HIV/AIDS (2000-2002). The plan includes strategies to act in areas of education, health, social affairs, youth and culture i.e. the priority areas for reaching people – especially young people – with basic preventive information.

1.3 THE NATIONAL EDUCATION SYSTEM

The National Education System was set up in 1983 and consists of:
- Two levels of Primary education: EP1 (1st. / 5th class) and EP2 (6th and 7th class);
- Two levels of Secondary Education: ES1 (8th-10th class) and the ES2 (11th-12th class);
- Three levels of technical/professional education: Elementary: Arts and Crafts (1st to 3rd year); Basic: Commercial and Industrial (1st to 3rd year); and Intermediate, (1st to 3rd and 4th year);
- Higher education.

1.3.1 The Effectiveness of the Educational System

The education system continues to be very inefficient, despite the existing policies and strategies. This is due to deficiencies in infrastructure, working and teaching methods, and the curricula – contents and methodology -- of the teacher training courses. In some places, training courses for Headmasters, and those run by ZIPS, have had some positive results, with improvements made in administration, management and teaching methodologies. Little notable change has taken place in the teacher-pupil relationship, however. Teaching continues to be

---

10 People who are taking care of a child and his/her education, being the biological parents, relatives or non relatives. This designation is being more spread due to the increase of orphans due to the war, natural disasters, malaria and AIDS. The use of Encarregado de Educação is being much more used in school environment than pais (parents).
teacher-centred, leaving pupils in a passive role while the teacher talks. In-service training and supervision are unavailable to the majority of teachers.

1.3.2 Basic Education and Teacher Training Curricula

The 1983 National System of Education introduced new teacher training and primary education curricula. The entry requirement for the TTC was 6th grade, and the training period lasted for 3 years. However, the curriculum training was inadequate, and the course did not bring students to a sufficiently high professional level. In addition, the level of education of the teachers' trainers, and the quality of their training, were very inadequate. School monitoring, supervision and inspection were also inadequate, due to various internal and external factors. Consequently, the training carried out at the training centres proved of limited value, a situation which has not much changed over recent years.

The basic education and teacher training curricula are being revised to make them more flexible and relevant to the actual needs of communities. The basic education curriculum is being organised into logical areas of knowledge. Personal and social training components are included to promote ethics, a culture of peace, tolerance and unity, as well as better environmental attitudes, gender and cultural awareness. With respect to time allocation, the new curriculum will leave a 20% window to allow incorporation of contents determined by local community interests. The curricula are intended to be flexible enough for adaptation by individual schools and some studies have been carried out to ensure their success.

1.3.3 Facilities in Schools and Teacher Training Colleges

The conditions of schools and classrooms have also begun to improve in some places, although the majority remain in serious states of disrepair or incompleteness. Conditions are good in the schools that have been rehabilitated or constructed, but the working conditions for most teachers are extremely poor. Some schools are built of local materials and are not provided with blackboard, chalk, exercise books or pens. In some cases there are no textbooks for teachers or pupils. Today, however, most 1st to 7th class pupils receive free textbooks and despite innumerable difficulties, most parents succeed in providing some basic educational materials. The "School Fund" system has been introduced on a massive scale over the past three years, but the effects are only being felt in a few regions of the country.

Training conditions in the entire primary teacher training centres are extremely poor. The training is not in touch with the real problems of education and pupils' needs, but rather on out-of-date educational theories badly adapted to the actual demands on teachers and learners. In addition, the training is not relevant to the new political situation and the growing needs of the market economy, economic rehabilitation and national reconstruction. The present teachers are not trained in research and investigation skills and are not capable of reflecting on and developing their own practice. Numerous studies have been written and conferences and seminars have taken place, but the quality of training has not improved. It appears that there is a lack of political will and capacity to improve the situation.
Training continues to be run by the State in a mechanical manner, without any reflection on the real needs of the individual. Little attention is being given to the relationship between cost-efficiency and a policy of development and decentralisation. Hundred of seminars, workshops, training and in-service courses have taken place to set objectives, methods and deadlines but little or no impact has been felt by the trainers or trainees. It is common to find teachers who have been working for 20 years without ever attending a training programme. In reality, though, the performance of trained and untrained teachers is not significantly different, as the training programmes are not producing effective and innovative teachers. In general, the training that is provided does not improve a teacher's performance -- perfecting skills, up-dating knowledge or changing attitudes. An underlying problem is a lack of planning capacity, including monitoring and supervision.

Despite the crucial role of teachers in developing societies such as Moçambique, they continue to face serious problems, including low salaries, lack of an adequate pedagogical support, teaching materials, among others. They live and work in very poor conditions, particularly those working in basic education (EP1 and EP2) and rural or sub-urban areas. Morale and self-esteem are worsening, and this is reflected in the teacher's performance and behaviour in the schools and communities. Its becoming common to find different levels of corruption and abuse among teachers, and also the practice of sexual harassment and rape against girls, without any punishment from the system. Fortunately, some signs of change are appearing in some provinces and in central level aimed at tackling with seriousness teachers' and other officers' behaviour. In the last co-ordinating meeting of MINED\textsuperscript{11}, in October 2001, the Minister of Education stated clearly that they were going to fight corruption and punish those teachers and students\textsuperscript{12} involved. The governors of the provinces of Cabo Delgado, Nampula, Sofala, Tete, Inhambane and Manica recently made similar statements. They are still only statements, but provide hope of change.

1.3.4 Teachers' Salaries

The level of Teachers’s salary and the lack of incentives have been main issues in the country for many years. They have been used in many circumstances as justification for the failure of system efficiency, and to justify inadequate behaviour in some teachers e.g. when they “sell” evaluation marks and places in schools, harass girls sexually and misuse school and system funds.

In 1990, the minimum salary for teachers was 26.100,00 MT (31.32USD). In 1996, after a high inflation, it was 271.126,00 MT (corresponding to only 23.54 USD). This salary did not allow teachers to provide for their family; the minimum required for the subsistence of a family of five was estimated at 761.250,00MT. The combination of salary adjustments in 1998, the decrease in inflation and a degree of currency stabilisation resulted in a slight increase in real salaries for the lowest categories of teachers, from 23.54 USD/month, in

\textsuperscript{11} Conselho Coordenador.

\textsuperscript{12} In some cases are students or their parents/relatives who are starting the process of corruption.
1996, to 42.00 USD in 1998. But in 1999, it was falling again, to 33.00USD/month\(^{13}\). The salary readjustment in 2000 was the most significant for the majority of the teachers, those with the lowest level of training. Their salary rose to more than double in real terms (about 55USD/month). However, if salaries are compared to the actual cost of living, including taxes such as VAT (17%), they have eroded again, not being sufficient to cover basic food needs for a family of four.

The salary readjustment in 2000 has made some difference in general, but a small difference to teachers in the lowest categories. This is because increases are made in percentages for every category of teachers, so the ones who are earning a lower salary received smaller increases than those earning higher. Although this policy can be justified in terms of supply and demand in the job market, and by the need to retain the best-qualified employees in the state system, it has the effect of increasing the salary gap between the most and least qualified teachers. This situation has been aggravated by the latest salary readjustments, which resulted in a 13% increase in minimum salaries and 55% increase in the higher ones. This situation is creating a great deal of discontent among the lowest categories of teachers, who represent the vast majority, and this is reflected in their performance. In addition, the increasing inflation in 2000-2001 is continuing to reduce the real level of the salaries.

1.3.5 Links between the School and Community

The concept of school-community links aims to give communities responsibility for running and managing their own schools. This concept was popularised by the World Conference on Education for All, and today is one of the strategies chosen to promote basic education, particularly in the rural areas and for girls’ education.

In recent years, the Government has provided incentives to improve links between schools and communities. The Regulation for Basic Education Schools proposes that school councils be set up, and suggests a possible composition: parents, influential people and community leaders. In some provinces, the process of setting up the SC is in progress, but in very few places is there any kind of training to enable parents and community members to become more effective in their roles of managing the school. For many years, communities have been involved in their schools only in terms of building infrastructure and little else. Today, the idea is to get them much more involved in the real management of schools, including the power to make decisions on all matters.

Most of the provinces have experienced school/community links whether connected to the strengthening of ZIPs or the development of education for girls. Various projects are in progress or are being set up in nine provinces (Niassa, Nampula, Cabo-Delgado, Zambézia, Tete, Manica, Sofala, Inhambane and Gaza). These projects are supported by various national and international organisations, including the country’s main bi- and multi-lateral partners. The following are a just a few examples of organisations supporting different provinces, working with Government and communities. The broad intentions of all are to help

\(^{13}\) A 13.300.00MT/1usd
communities make better links to schools; promote basic and girls' education, literacy and adult education through methods like REFLECT; empower communities; train teachers and build institutional capacity; and help parents with the costs of education through the distribution of school books and materials and the revitalisation of ZIPS.

- Cabo Delgado and Niassa: FDC, GAS, Progresso.
- Nampula: MS, SNV, UDEBA, UNICEF/CIDA-Canada, CONCERN, the OSUWELA Network (supported by The Netherlands, which is also supporting UDEBA).
- Sofala: GTZ.
- Tete: DANIDA, HelpAge, World Lutheran Federation.
- Manica: FDC and CONCERN.
- Maputo Province: Action Aid.

As a result of some of such initiatives, the links between teachers and pupils, and between teachers and community, have been slightly changing; similarly the links with the local government. Pupils, and particularly girls, are more likely to continue with their studies. The dialogue has also improved between the school and community. While none of this is as yet country-wide, there is hope of the school councils and ZIPS changing the relationship and the situation – if their training is taken seriously and responsibility genuinely given to them.

1.3.6 Policy and Statistics on Girls’ Education

Studies undertaken some years ago\textsuperscript{14} are showing that in the North and Center of the country few girls are enrolled in school and the drop out rate, among them, is bigger between the first and third grade, particularly in rural areas. Consequently, very few girls conclude basic education and manage to reach secondary or higher education. In those regions of the country there are also few female teachers, particularly in rural areas, like in Niassa, Cabo Delgado and Nampula (North), Zambézia, Manica, Tete and Sofala (Center), where the proportion of female teachers is under 25%. In some places, there are no women teachers, a serious limitation in terms of role models for girls and the population as a whole.

The lack of women teachers, trainers of teachers, schools headmasters and other managers in decision-making positions is an important factor in hindering participation of girls in school, as well as the percentage of them going to teacher training college. The situation has started to change in the last three years in some of the TTCs – in Tete, Zambezia and Nampula. Due to special efforts from the education sector, jointly with DANIDA, the Netherlands and UNICEF, the percentage of girls enrolled is slightly higher than boys (around 60%). The same is not happening in the majority of cases, unfortunately. In the whole country, data from 2000 show that there are only 17 female teacher trainers (9%); there are TTCs without any (e.g. Homoine, province of Inhambane\textsuperscript{15}). Only 6% of managers in the DPEs are women.

\textsuperscript{14}Conf Cabral, 1996; Johannessen, 1998.
\textsuperscript{15}MINED-DP, 2000-a.
With respect to female teachers in primary schools, in some cases (like Zambézia) the majority of female teachers remain in the capital where a number do not, in fact, teach. Women do not often accept district appointments for a number of reasons:  
- they remain with their husbands who usually work in towns;  
- even where husbands are transferred to rural areas (Government officers, health, education and other sectors staff, etc) they want, or have, to stay in towns for their children’s schooling;  
- access to basic health services and other facilities do not exist in most of the districts and schools far from the provincial capital;  
- women, especially single ones, rarely want to go to distant districts or schools distant from the urban centre for reasons of security, comfort and services (transport, electricity, access to mass media, information, markets, etc).

As a consequence of such factors, too, women tend to have fewer possibilities and conditions under which they can participate in different technical and professional training courses, apply for better-paid jobs or become candidates for higher social and political status positions. All these are limitations for women in extending their own education and engaging with development of their communities -- affecting very negatively themselves and the society as a whole.

The Government, NGOs and partners have undertaken various initiatives to promote girls' education. According to education staff involved, those initiatives are bringing some improvement in enrollment and retention, reducing girls' drop out. However, available data in those projects, and the way these are registered, make it not possible to ensure that the changes were actually a result of the activities. There is a normal increase in the school population each year, and there is no significant difference statistically. The national average in 1997 of girls enrolled in primary schools was 42%\(^{16}\). In 1998, the percentage came to 41.4%, and in 1999 and 2000 there was a slight rise to 42.5% and to 42.9%, respectively. In general, no significant change or regular increase occurred such that would correspond to the expectations of the efforts and resources used in the different initiatives and pilot projects in 9 provinces. The above-presented statistics are the national average, which do not show the regional and provincial disparities. On a positive more note, there do appear to be improvements in factors such as community awareness of the importance of girls' participation where the initiatives are taking place.

1999 data from Zambézia showed primary school girls representing only 38.6% of the total (39% in EP1 and 29.4% in EP2). In 2000, the percentages were 40.4% and 28.4% in EP1 and EP2 respectively. Including all the girls in primary education, Zambézia has 39.8% of girls enrolled, which represents a slight increase. In spite of being lower than the national average, those percentages show an increase comparing to the previous years\(^{17}\).

\(^{16}\) MINED-DP, 1997-\textit{a}.  \(^{17}\) MINED-DP, 1999-\textit{a}; 2000-\textit{a}.
The following table of selected provinces (including those of PRONES and GEM) gives a better idea of the situation, compared to Maputo City and the national average.

**Table 1**  
*Percentage of girls' enrolled in public schools in 1997 and 2000 - Moçambique*

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>C. Delgado</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Niassa</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Nampula</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Zambézia</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Manica</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Sofala</td>
<td>37.8</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Maputo city</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
<tr>
<td>Moçambique</td>
<td>37.0</td>
<td>37.6</td>
<td>36.0</td>
<td>36.4</td>
<td>34.0</td>
<td>34.0</td>
<td>32.0</td>
<td>32.0</td>
</tr>
</tbody>
</table>


Data in Table 1 refer to enrollment, where Moçambique has a good situation if compared to some other poor and in developing countries in Africa. While moving up in the system, the number of girls is diminishing, more noticeable from the 3rd grade up when girls reach puberty. The drop out of boys and girls in EP1 is still high, 7.4% in 1998, and 7.8% in 1999, the national average. The following table shows drop out rates in 1997 and 1999.

**Table 2**  
*Drop Out Rates in Public Primary Schools in 1998-99 (%)*

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>C. Delgado</td>
<td>11.3</td>
<td>11.8</td>
<td>8.1</td>
<td>11.7</td>
</tr>
<tr>
<td>Niassa</td>
<td>11.4</td>
<td>11.7</td>
<td>11.2</td>
<td>10.4</td>
</tr>
<tr>
<td>Nampula</td>
<td>7.9</td>
<td>5.0</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Zambézia</td>
<td>12.7</td>
<td>12.4</td>
<td>4.4</td>
<td>6.9</td>
</tr>
<tr>
<td>Manica</td>
<td>6.5</td>
<td>7.0</td>
<td>7.0</td>
<td>8.1</td>
</tr>
<tr>
<td>Sofala</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inhambane</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gaza</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maputo city</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Moçambique</td>
<td>8.3</td>
<td>7.8</td>
<td>5.4</td>
<td>6.2</td>
</tr>
</tbody>
</table>

Relatively, Maputo City had the best rates in 1999. In the other provinces, drop out rates are still very high, both in EP1 and EP2, with exception of Zambézia (the lowest for in EP2 at less than 7%). The reasons for the drop out are the classical ones for Africa: the spread of severe poverty, due in large extent to low production, programmes of economic adjustment, the high level of corruption and the proliferation of HIV/AIDS, malaria etc.

Chapter II, the results of the evaluation, shows that the main changes to girls' education access and persistence are on the qualitative dimension. Any indications of significant change in the statistics may be some years in coming.

1.4 THE GENDER AND EDUCATION IN MOZAMBIQUE PROJECT

1.4.1 Background of the Project

The Gender and Education in Mozambique (GEM) project began in 1997. It grew out of the previous Girls’ Education Project (GEP), also implemented through UNICEF and supported by CIDA. It also links directly to the UNICEF-supported PRONES (Our School Project), which aimed at building partnerships between schools and communities. The subsequent integration GEM/PRONES is still in process.

Over the past 5 years, GEM has incorporated the experience and built on the relationships of these projects (an important lesson in itself), to broaden the conceptual frameworks of both. It has moved beyond the goal simply of getting more girls into school, to recognize gender within the more holistic concepts of equity, inclusion and quality. It has thus acknowledged:

(i) that all children, boys and girls, have a right to a basic education of good quality, which meets their needs and respects their diversity; and

(ii) that all members of the society, from Government through to family and community, share responsibility for realizing the goal of ensuring each child an equal opportunity to go to and succeed in an effective, healthy and secure learning environment.

GEM as such will no longer be supported by CIDA; nor is it expected to continue as a “project” within UNICEF’s Country Programme of Operations 2002-06. For both agencies, the focus will be on gender equity as a crosscutting dimension integrated into all education support activities. It is an approach intended to ensure that a gender perspective and its implications are more fully considered and institutionalized in all support to MINED policy, decision-making and programme actions, and at all levels of the education system. It is also an approach seen as more consistent with the goals and spirit of the emerging ESSP and SWAP processes, which also support the need to interpret gender holistically.

What will be critical, of course, is to avoid the since all are responsible, none are accountable implications of moving too quickly away from gender-specific projects, with their defined allocation of tasks and budgets (another critical “lesson”).
1.4.2 Purpose

In this context, the purpose of the evaluation was not to determine the specific future of GEM as a project. Rather, it was to assess the results GEM has had as an intervention to promote gender equity in basic education. From this base, it has tried to draw some implications and lessons for the gender equity and quality education goal more broadly - for consideration by MINED, donors, NGOs and civil society. Specifically, then, the evaluation has attempted to:

(i) **Identify the differences or changes** GEM has made to knowledge, attitudes, behaviours and policies in the education system, in communities and families and in schools. It has looked at how people now understand, and how they are acting on, the problems all children face in accessing, persisting and successfully learning in school, with particular reference to how these impediments and actions are affecting girls;

(ii) **Analyze the factors** (e.g. the inputs from GEM and the conditions surrounding its implementation) which appear to be influencing these results or changes, both negatively and positively, and the implications these might have for sustaining progress; and

(iii) **Suggest issues and directions for further action and intervention** in promoting gender equity and quality, on the part of the Ministry of Education and the donor community in the context of initiatives such as ESSP and SWAP\(^{18}\).

1.4.3 Evaluation Team and Methodology

The evaluation team consisted of four people: two co-team leaders, with expertise in basic education and gender, Anne Bernard, a Canadian consultant contracted by CIDA, and Zaida Cabral, a Mozambican consultant contracted by UNICEF; and representatives of the two GEM implementing organizations, Helena Sabino from MINED, and Clara Muchine from UNICEF.

In addition to reviewing documents, the main methods of data collection for the evaluation were individual and group interviews, conducted either by all four members of the team or its two co-leaders. Data collection took place:

* in Maputo, with national Ministry of Education officers, related agencies and donors;
* in Quelimane, Zambezia (the principal pilot province for GEM), with provincial education officers, including Gender Unit/GEM and PRONES staff;
* in Mocuba and Nicoadala districts, with district education officers; and
* in two schools of each district, with teachers and directors, students, parents and community leaders\(^{19}\).

---

\(^{18}\) See annex 1 for Terms of Reference.

\(^{19}\) See annex 2 and 3 for schedule of the mission and contact names.
Analysis of the data was done progressively through the course of the fieldwork, and subsequently through team meetings and individual team member contributions to preparation of this report. A feedback meeting with various MINED and donor officers (those interviewed earlier and some who were missed) held in Maputo provided comments and further analysis on preliminary evaluation findings.

1.4.4 Limits of the Evaluation

The evaluation is limited in its reach. Within the available time, only one province, two districts and four schools were visited, in addition to interviews with national-level policy and programme officers. While the attention given by all those interviewed to providing useful data was considerable, the analysis would have been more comprehensive with more time for more contacts and follow-up discussions.

Data collection was also somewhat impeded in terms of the time taken and detail achieved by the Canadian consultant’s lack of Portuguese, and thus of the need for interpretation in almost all interviews. On the positive side, however, the analysis has been considerably strengthened by the quality and extent of both the linguistic and substantive interpretation provided by team members.

On a more substantive level, the evaluation is limited also by the fact of a still very weak information system within the Ministry itself, in terms of available information on its own overall performance, particularly in qualitative aspects, and therefore in those aspects of its work implicated in GEM. The Gender Units at both, national and provincial levels have programmes and plans of work, but there is a lack of systematic and analytical data and information of regular monitoring and evaluation. They are, as a result, limited in the extent to which they can present their planned inputs in terms of actually implemented activities and/or realized results.

Linked to this, the GU at national level is still lacking a clear definition of its role, as a body mainly to define policies and strategies and guide and assure their implementation in the whole system. It is limited, too, in the extent to which it can guarantee effective coordination with other departments within MINED, and in the whole system. At provincial level, there is still a weakness on the perception of gender as a social category and approach, and that gender should be a much more integrated approach. All those aspects above mentioned raise some limitations on evaluating the Gender Units impact on what is going on at community level.

On the plus side, improvement is apparently being made in the amount of information schools are providing. Numbers are the driving force as the country moves toward the quantitative targets of EFA; enrolment and dropout figures and rates of progression are the principal basis on which progress is being judged. The regularity and consistency of data remain problematic, however, and there seems little monitoring of reliability. Nor is there yet
an established practice of the center sending information back down the system to the local sources, who might know how to use it as a guide to their own decision-making and action.

These problems are further exacerbated by the lack of clear and agreed indicators as to what is/should be happening "on the ground". This is an especially serious gap with respect to the qualitative dimensions of education, solid data on which are rare. Key factors such as the nature and effectiveness of teaching methods and learning outcomes are not measured. These are the more "sustainability-related" dimensions of policy and programme impact and the near absence of good analysis in this area is resulting in little or no effective interpretation of the numbers.

Given this situation, the evaluation has relied almost exclusively on annual reports produced by UNICEF for CIDA, field assessments done by various consultants under the auspices of the AGEI (much of which overlap the first), and a small number of records from the schools visited in Zambezia. The bulk of the analysis presented in the following sections, therefore, is based on interview data from people who – though with often considerable insight and direct experience within or associated with MINED and GEM -- provided them largely on the basis of anecdotal evidence.

II. PROJECT PERFORMANCE

2.1 OVERVIEW COMMENTS

GEM gives particular attention to situation of girls, but it does so through actions at national and local levels which address dimensions of basic education critical to the access and learning of all children. In this approach, it appears to have been "making a difference". Most basically, it has helped to remove – or at least begun to reduce – a number of barriers to inclusive education for vulnerable children. More visible on a cumulative basis than in terms of specific results of individual activities, GEM (in conjunction with PRONES) is enabling a progressive change in attitudes about the value of gender equity and knowledge about the difficulties children and girl, especially, face in attending school. Certainly, no one denied that girls and boys have an equal right to go to school and complete a basic education of good quality. More promising was the degree to which many appear to believe it.

Especially significant was the strength of this conviction expressed by parents and community leaders. Several commented that their eyes were now opened to the need to encourage their daughters’ attendance; that they had reduced the amount of domestic work they gave their daughters and required more sharing of tasks between boys and girls. Parents are ultimately the principal determiners of whether their children enroll in school and, most significantly for girls, how regularly they turn up and how effectively they engage. Such expressions are, therefore, not insignificant. And it is not insignificant that the gender-specific numbers are better: more girls appear to be enrolling; more women hired as teachers; more materials (albeit sent by UNICEF rather than MINED and still too few) reaching more children and being better used; more parents coming to school to talk about problems in the community and the school affecting their children’s learning.
It is also clear, however, that much more needs to happen before these changes in knowledge, attitudes and numbers produce sustained progress toward realizing fully inclusive, good quality "education for all" - girls and boys. Most simply put, while the steps taken are achieving many of the "necessary" conditions for reaching EFA targets, they have not yet reached the point of being "sufficient" to ensuring them.

Quality and sustainability remain questions. Teachers are under-paid and under-trained. Most women teachers are not trained at all. It is critical that the system get a better knowledge of, and control over, what is actually happening in classrooms with respect to the nature and quality of interactions between children and teachers, and to the impact of these on what is learned, how well and by whom (e.g. whether girls are learning more or less than boys and in what areas). There are few concrete indications of any of these, however.

Observed by the evaluation and confirmed as fairly typical, teachers talk almost not at all about the methods they use, the challenges they face or whether they vary their approaches to suit children’s specific learning characteristics (including those influenced by gender). Nor, as far as the evaluation could find, is any classroom-based research being done to assess these most fundamental aspects of education quality. While better monitoring is being done of numbers repeating, dropping out and progressing to the next level, little is as yet being done to assess more complex learning outcomes.

It is, in fact, this qualitative "black box" concerning the education change process which is probably the most serious problem facing Mozambique’s reform efforts at the present time, not just with respect to GEM and gender, but across all dimensions. The emphasis remains heavily on the quantitative targets of EFA, to get enrolment, female teachers and school construction figures up. There is no doubt these are important goals, and pressures from the demand side are clearly there. The reality, however, is that the challenges facing poor families and schools to get children to schools are great. Unless these children can be made safe, remain healthy and actually learn something they can use to improve their life condition, they will not stay. In all of this, of course, girls are most at risk because being female makes all hurdles higher.

### 2.2 SPECIFIC INPUT AREAS, RESULTS AND ISSUES

#### 2.2.1 National Policy

GEM is considered by most to have played an important role in promoting the inclusion of a strong gender dimension in the ESSP, as well as its subsequently more specific articulation in the Gender Action Plan. So far, however, only limited action seems to be happening on the first and none on the second. MINED has recently assigned a senior officer to review the ESSP in terms of its overlap with the EFA targets agreed by the GOM in Dakar. Several donors of the gender theme group have been encouraging a stronger reference to gender within this process – coupled with a commitment to subsequent funding. It was not clear from discussions with the officer in charge that this would happen in more than a cursory
way, or that the exercise would include specific review of the GAP. It will be important that
good analysis is done, however, since the intent is to incorporate its results into the upcoming
annual plan of operations.

Given the limited range of resources and various capacity challenges confronting the system,
it is understandable that a certain level of doubt and a number of questions would be evident
within MINED and its related agencies (like INDE), as to how they can best frame and deal
with gender, structurally and functionally. Causing particular concern among donors and
gender-interested observers in respect of future directions and emphases have been recent
internal restructuring and staffing decisions, including a broadening of the mandate of key
departments such as Teachers Education and the creation of new ones such as Community
Participation in Education.

Most unfortunate, perhaps, is the limited energy with which the setting of directions and
answering of the questions seems to be being pursued and actions implemented, especially at
national level. Reorganization within a system, in addition to causing uncertainty, can also
open windows for exploring more vigorous and innovative action - in the above instances, in
two areas core to quality education, school director and teacher training and community-
school partnership. From what the evaluation could determine, however, there are few
systematic efforts underway to analyze gender-focused experience and link it to follow-up
actions, to share the lessons of pilot initiatives or to develop a strong and mobilizing research
and development agenda.

These are gaps which apply also to interventions supported through GEM, with the result that
while there are quite clear signs of the project having an effect, there are fewer signs of
whether and how these are helping to guide on-going policy and programming decisions. It is
a key national policy area where continued improvement in donor-MINED co-ordination on
gender through the SWAP negotiations could, and must, be more rigorously pursued.
Without this, the idea of making gender “cross-cutting” will have little real meaning.

2.2.2 Gender Units

Different life experiences, socio-cultural expectations and physical characteristics are
brought to their learning by girls and boys, causing them to respond to, and to be differently
affected by, the conditions, people and activities they find at school. In too many instances,
girls and boys continue more typically to be perceived and treated differently not on the basis
of trying to match specific teaching methods to these specific learner characteristics, but the
other way around: of trying to fit all children into the same mold and deciding that girls
cannot, or should not, be accommodated. In such a context, the main task of a gender unit
must be to “break the mindset” – to facilitate the new thinking and behaviour to
operationalized the fact that gender matters.

Progress on the development of the gender unit structure in Mozambique is evident, but it is
limited. On the positive side, there is evidence that GU staff are generating knowledge about
and statements of commitment to gender equity through the system. This seems especially
true at the provincial level (in Zambezia). Here at least, gender unit staff seem to be recognized as players in the policy-advisory structure, through their position in the Basic Education Department providing some input to the Provincial Education Board. They are also active in promoting gender issues at district and ZIP levels, establishing gender units in a number of these.

While it is not clear how comprehensive their knowledge and analytical capacities are, or how effective they are in facilitating assessment and action with their partners (or even the extent to which they are trying to do so), they are making a start. Their giving concrete recognition, and thus perhaps a status, to the gender concept is certainly a positive first step.

The Gender Unit as now established in MINED at the central level seems in a much more tenuous position. Most problematic, it appears to have almost no visibility as a coherent body or agent of change. While questions continue as to precisely what its role should be, how it should be structured and how it should be funded, few actual instances are given, positively or negatively, as to what it is doing. Such a situation is probably not surprising. It is a relatively recent concept, has generally weak human resource capacity, few financial resources and a scattered membership (officers appointed to represent their respective departments, but apparently without explicit responsibility for reporting or follow-up). Adding to that, the heads of most of those departments see the Gender Unit and its role and activities as something with which they do not have much to do i.e. “gender issues are a GU concern only”. Most appeared to know relatively little about it, and did not seem especially interested in finding out.

As noted earlier with respect to weaknesses in policy implementation generally, then, what is more troubling than the uncertainty about the GU is the apparently limited systematic attention being given to addressing it. There appears little being done to answer the core questions of purpose, structure or function. No indications were found of any effort being made to assess what if any actual difference the Gender Unit at national, let alone local, level is making.

The apparent failure to operationalize the GU implies a potentially significant loss in terms of generating meaningful gender-sensitive action on a systemic, cross-cutting basis; little chance of shared learning or mutual support within the Ministry itself. One example of this concerned the linking role the Unit could be playing between EP and SG in facilitating girls’ access and progression. While the Secondary Education Directorate has an officer assigned to the Gender Unit, there appears to be little or no impact from the relationship, this despite a Director with a strong commitment to the issue. It is an “opportunity missed”. For instance, the SGD has been piloting a girls’ scholarship programme from which EP levels could learn. Better co-ordination between the levels, through GU auspices, could include promotional visits between schools as a means of motivating EP2 girls to “try harder” to go on. Outreach by the GU could encourage more SG girls to enter teachers training. Common focus on ways to enable more inclusive and higher quality teaching methods, with gender equity as the entry, would promote resource efficiencies – and, if done through the ZIPs, would help extend their function to the senior schools. The GU could (and should) encourage both to
collaborate with action on HIV/AIDS. None of this appears to be happening on any significant scale.

This critique is not intended to imply that the Gender Unit should become a more defined and permanent structure. Any of these functions could be realized through a well focused, trained and sufficiently resourced working group, or network, of gender focal points. What is important is that, whatever the arrangement, GU officers be expressly recognized and set the task of acting in this catalytic way. So far, this has not happened.

2.2.3 School and Community

Though limited in number, the schools visited by the evaluation team were considered to be reasonably reflective of most supported by GEM and/or PRONES. In all four cases, the gender balance among students seemed fairly good. That among teachers was less so, a reflection in part of the national situation of fewer girls than boys completing primary education and going into teaching. In all four cases, the school director was male – although the District Education Director in one case was a woman.

Most positive, as an indication of progress being made by the two projects, was the high turn-out of parents and community leaders to meet the evaluation team (in one case, close to 200), and the openness with which they spoke of both their commitment to sending daughters to school, and their apparent satisfaction with teachers’ behaviour.

There are serious impediments to participation and learning, of course. Children continue to be pulled away from school, and their behaviour undermined (in the sites visited) by the proliferation of unsuitable videos being shown by some informal traders in the village. Girls continue to marry early, and to become pregnant in and out of marriage (increasingly through prostitution). But there was no criticism of the role of the school in any of this, nor any implication that teachers are responsible for harassing or harming children (as is apparently happening in other schools). On the contrary, a number of parents/community members commented on their more frequent meetings with the school to discuss ways of jointly resolving problems.

A further barrier identified by parents to energetic school attendance for all children was the critical lack of employment opportunities available for children even when they do finish primary or secondary school. Linked with poverty and weak rural employment infrastructure generally, it is a serious impediment to motivation – of children to go and parents to pay and indicated again the necessity of school reform being cast in terms of overall socio-economic restructuring.

There were signs of new, and apparently real, changes in attitudes about girls’ education and the appropriateness of working toward gender balance. While there remains the belief that girls’ education is a less promising investment in future income than that of boys, the expression of one mother of her daughter’s equal “right” to go to school elicited spontaneous general applause from other parents.
Somewhat indirectly, but significantly, there are indications of more women coming to literacy classes. Explanations for this include the desire to be better able to help their children with their schoolwork, a recognition that they can learn successfully, and improving their chances to get a paid job. Parents gave examples of two women working as servants in one of the schools -- role models for both other women and girls. They also felt that women as teachers and education officers were a good motivation for their daughters. While the MINED literacy programme was criticized by some as too much a copy of formal education in content, methods, calendar and timetable, there is nevertheless benefit to women in attending and to the extent it shows a trend, it is one which bodes well for the future: mothers' education is directly and positively correlated with the education of girls. Literacy classes are also providing a second chance for some of those girls themselves, those who drop out due to pregnancy and are too shy to continue in classes with other children.

As with all aspects of GEM, there remains more to be done to ensure both increasingly better action and sustained change in community-school collaboration. While there have been clear advances in terms of discussion of problems, there appears to be less in terms of actual intervention on those problems. Videos, early marriages and prostitution have been noted in GEM monitoring reports over several years as impediments to children's and girls' schooling. Yet they continue to be the main issues raised in schools visited by the evaluation team, with little apparent progress in resolving them.

And the issues are complex. Where there appears to be forward movement in one dimension, there may be new issues raised in another. For example, both parents and teachers noted as a "solution" that more girls who got married or became pregnant could go to literacy classes and Circles of Interest as an alternative to returning to school. This is clearly positive; it is preferable to be learning something of use in a reasonably systematic way than to remain completely outside the education system. The assumptions implied by the comments, however, are perhaps less positive: that early marriage, pregnancy or the disinclination of married girls/young mothers to go back to complete their basic education are realities which cannot themselves be changed. Or that they are insufficiently important to make the effort to deal with directly. Addressing not just the consequences of problems, but the problems per se, will be a necessary next stage in the evolution of community-school partnerships, as well as by teachers and GU members.

Another example of the issue of not sufficiently "pushing the envelop" toward continuous programme evolution concerned the Circles of Interest extra-curricular component of GEM. On the one hand, these classes are strongly endorsed by parents, teachers and students as being very effective in bringing girls into (or back to) school. Their value is seen in providing useable skills (sewing, typing, and gardening) which can actually lead to income generation. The only complaints expressed were not enough places and not enough space – schools too small and already crowded with the regular EP programme and adult literacy classes. Also, boys are not being sufficiently encouraged to attend, although many of them want to.
On the other side, not mentioned as a problem was the potential risk these activities might have in remaining too limited, overly confined to relatively superficial and stereotyped skills training. Questions as to the potential for including more substantial technical-vocational curriculum, a focus on issues such as HIV/AIDS and early marriage, and fewer traditional "girls" topics do not appear to be actively pursued. It is important that they are explored, however, especially given the apparent enthusiasm parents and girls have for using this programme as an alternative to EP1/2 for students who falter or dropout due pregnancy and other reasons.

Finally, on a more "systems" level, GEM and PRONES have made important gains at the local level through their work in sensitizing the Community-School Liaison Committees (CLECs). This focus is now expected to be broadened to include a new mechanism for community involvement in schools: the School Council. Only recently approved by the MINED, it is intended that these Councils will be established in all schools and provide more authoritative power to community members in guiding school affairs. While it is not yet clear how these two structures (along with various local "working groups") will co-ordinate their functions, it is clear that such structures are necessary conditions of sustained and consistent interaction between schools and parents. And that, the quality of their capacities and actions should remain high priority concerns of any education innovation effort – including gender equity.

One potentially important role for school councils and CLECs, which does not appear to be happening, is that of managing information about children and their schooling, e.g., serving as an MIS base. Even on a very limited basis initially, it is critical that communities and schools have a picture of what is happening on all dimensions of children’s lives, factors which affect the quality of their learning. This includes children who are in school as well as those who are not. Thus, for example, data bases could gradually come to include information on children’s intellectual and psycho-social experience, health and nutrition status, family stability; the kinds of pressures they face from the wider environment – community safety and security, quality of the environment, levels of HIV/AIDS, child abuse and child labor and prostitution; the quality of their transition to the school environment and factors influencing that; their record of attendance – regularity, punctuality, long and short term

Obviously, these are not data which will emerge quickly or in completed form. What information is collected, how, in what priority and how it is tracked and used over time are all decisions the community and school need to make, monitor and revise over time. As such, the building of such databases is in itself a mechanism for helping consolidate the linkage between them – e.g. as a focus of training for the CLEC and SC.

2.2.4 Teachers and School Directors

The teachers and managers of schools are at the heart of realizing more inclusive and higher quality education for all children, and thus also for girls. Any effort to increase gender equity in enrolment numbers will amount to little in terms of retention and progression if interaction
with teachers and school directors is ineffective in enabling them to help children learn. Teachers must be able to assess and respond to children’s specific learning needs, respect the diversity of each and reach out to their parents. Similarly, school directors must be able to guide and monitor the work of their staff; to maintain comprehensive and accurate student enrolment, attendance and progress data and to use these to make resource management decisions, mobilize community links and track children’s participation.

The main difference GEM appears to have made in terms of changing the situation of teachers is in contributing to the hiring of more female teachers (these numbers nationally having risen by about 17% over the past several years. This is not an unimportant change. Especially in the early grades, evidence globally suggests that female teachers are generally better able than males to facilitate the transition of young children from home to school. It is also very clear that parents welcome the presence of more female teachers, exposing their daughters to the fact that women are able to have valued positions in their communities.

Simply being female does not, of course, mean a better capacity to use effective teaching methods or to interact appropriately with girls. Particularly where they have had little training, women teachers can carry the same cultural baggage as men in terms of their assumptions about what and how girls should learn. Thus, while it is positive that the PEO and Gender Unit staff in Zambezia are continuing to stress the importance of hiring female teachers, somewhat less so is the lack of any policy or action to balance the cost/benefit of doing this (it is still difficult to find and place women) with that of finding ways to train all teachers (men and women) in better and more gender-sensitive teaching methods.

Overall, in fact, the nature of its inputs to, and progress made in, the area of teacher and school director capacity development are probably the least clear aspects of GEM. As such, it cannot be considered to have dealt effectively yet with the matter of producing sustainable change in the situation of girls’ education.

As suggested earlier, indicators of qualitative dimensions in GEM (and in the education system generally) are limited. Those teachers interviewed for the evaluation were not as “energetic” as respondents as the parents overall. They were not especially forthcoming about the work they were doing: about their teaching approaches, about the challenges they face in facilitating their students’ learning, about whether and how they might best address the specific characteristics of girls and boys in managing their classes. Almost none of the teachers or directors said they were attempting to test out different methods of organizing students learning (e.g. use of small groups) or trying to develop their own materials.

On the other hand, there were a few who said they were trained in GEM to use working groups in their school to discuss methods, and that this also happened in ZIP sessions. The dilemma for this evaluation is in attempting to understand to what extent this was happening given the reluctance they showed in talking with the team. According to one team member, this was not unusual. That, in general, the culture of the education system is not one which encourages or supports teachers as “reflective practitioners”. Talking about actual teaching
methods is not, apparently, a usual focus of teacher supervision. Nor are questions about classroom practice typically raised when Ministry or other senior people visit schools.

Generally, the tendency of school staff and education officers to think only in quantitative terms about education issues is not unusual. In many countries, it has much to do with perceptions, especially from the top, that these are the data which matter (and which donors often ask for). It has also to do, not unreasonably, with a concentration on the more concrete constraints and needs of the classroom -- broken furniture, few supplies, low salaries, no transport. In all cases, it is difficult to move the conversation to a more professional focus on contents and processes of teaching and learning with issues such as these unresolved. The push for change needs to come from all points in the system, again especially from policy and the bureaucracy.\(^\text{20}\)

It also requires effective forums for learning, implying the continued importance of investment in mechanisms like ZIPs, the TTCs and IMAPs. It is not surprising that teachers might be uncertain as professionals given the large numbers of them who remain untrained. Many have only slightly more primary level education than the students they are teaching; others have even less -- teachers with grade 6 teaching 8,9 and 10; teachers with levels 7-9 teaching 10, 11 and 12. For school directors, there is some training available. The main one is based on a Commonwealth model, but is not very well fitted to the Moçambican context, particularly to the rural areas and to the level of academic training the teachers and headmasters have. None have as yet been systematically provided or required.

For both teachers and directors, a further impediment is their apparently high degree of mobility, making it difficult (or, as some put it, less cost-effective) to try to create a critical mass of school capacity in a consistent and cumulative way. Although presumably many of those who do receive training can apply it in another school or position within the education system, there appears as yet to be no overall professional development or HRD strategy operating in the system, and GEM seems not to have been pressing for one.

That said, while GEM perhaps has not paid enough systematic attention to the capacities of directors and teachers, and to the director/teacher training "functions" more generally within MINED, the task is not an easy one. Finding the most effective and efficient ways to improve, reach quality and relevance in their schools and classrooms, is a key issue facing

\(^{20}\) (paraphrased comment of the team member): <<It also requires new people/mentality as trainers, because the existing ones are too much shaped in this current vision of education. We come back to the field of training again, of who is conceiving and determining the human resources of the education and development in the system. There are directors (who may be) much more open to other ideas but... I am not sure if they have the capacity of introducing the changes the system needs. What is worse is that they do not have staff for this. Unless they turn to people, to trainers of trainers, who have been working with projects like "Progresso" on specifically training teachers how to teach, or trainers who are becoming experts on the REFLECT method, I do not think we will be able to change anything>>.
staff at all levels, but so too is the demand for creating more places and doing so quickly in a context of far too few resources. The dilemmas continue to be multiple and major:

i) **where to focus the training** – how to address the multiple skills and knowledge needs teachers have in terms of mastery over the basic contents of primary education (language, math and science etc); over the “pedagogy” of getting these contents across to children; over tailoring teaching methods to learner needs; over development of their own materials;

ii) **how to deliver the training**, -- finding the best combination of pre- and in-service provision which will enable both getting enough reasonably competent teachers quickly into the classroom and helping those who are there to continue to progress professionally;

iii) **what to do about the realities of the classroom** – ensuring teachers and directors get a professionally sound education in the “basics” of pedagogical theory and practice while at the same time ensuring they are capable (have the flexibility and “thinking on their feet” skills) of dealing with/adapting to the very unpredictable and difficult realities of poor school infrastructures, large or mixed-age classes, no materials etc.

iv) **how to maintain quality standards** – in all of this, ensuring adequate and consistent supervision over any and all decisions made and actions taken.

The scope of this director/teacher training “problem” is generally well recognized, and several efforts toward resolving it are underway. Particularly of note are those such as the “Rede Osuwela” (Netherlands-supported) project, the Angonia-IMAP, of Tete province, (supported by DANIDA), and the experience of PROGRESSO in Cabo Delgado and Niassa, which are testing delivery of mixed programs, combining institution-based training with in-class practice teaching, including pedagogical supervision. Rede Osuwela and Angonia-IMAP are also in the process of revising and adapting the 7 modules of the Commonwealth’s headmasters training.

The Directorate of Teacher Education itself has recently been restructured, giving it fuller control over more aspects of training, pre and in-service. In principle, this should produce a more coherent and consistent approach. Unfortunately, based on discussions with the director who was there in July (who has since been replaced), it was uncertain what the nature, scope and approach of the education and training programmes would be. Nor is it precisely clear what kind of assessment, if any, is being made of the types and degree of problems facing teachers, teaching and the management of schools; or how much of a policy guiding role the Department will play in promoting collaboration and innovation in the field. These are issues which, while not especially the focus of GEM, will become of increasing importance for national level implementation of gender equity and quality education practice. They are certainly ones crucial for SWAP attention.
2.2.5 Zonas de Influência Pedagógica/ZIPs

From the perspective of sustained improvements in the quality of teaching and learning, a core strategy must be to strengthen the capacity of schools and teachers themselves to establish and manage programmes of professional development. For example, to plan and implement good quality HRD activities on a regular basis and to monitor results. GEM has clearly recognized this, as have other donors in their projects, and probably the most effective approach to doing so has been through real and effective support to the ZIP.

Essentially school clusters, the ZIP is a creation of MINED. They are aimed at providing support to schools through linking them (7 appears to be the optimal number, taking geographical distance into account) under the co-ordination of one most able to serve as a resource and training center. As an organizational learning mechanism, and in spite of continuing talk about its revitalization, the ZIP is still fairly weak. Through it, school directors and teachers are expected to assist one another, but typically have neither the time, resources, nor the expertise for systematic HRD outreach. Nor do they often have ways of moving among member school; long distances, poor roads, lack of regular transportation and insufficient funding are persistent inhibitors to effective collaboration.

In many cases, it appears that the occasional Saturday seminar is the most that is done; in most of the cases, those seminars take place once in three months. The attitude seems to be that “it is enough to tell teachers what to do, but not really to help them do it”, according to one UNICEF officer – who, nevertheless, sees the ZIP as “fundamental to making full support to teachers’ professional development possible”. Modules such as those being piloted by Rede Osuwela, in Nampula province, and the experiences going on in Angonia-IMAP and Cabo Delgado and Niassa, with PROGRESSO, may be the way forward, guiding groups of ZIP teachers systematically through a 3-stage process: presentation of pedagogical principles or themes, application and monitoring of these in the classroom, and shared reflection on the results. Together with improved materials and continuous “cycles” of reflection on the theory and practice of teaching, it is an approach to linking teachers in regular and mutual support, over a long time frame which has proved sound globally. It is the kind that the ZIP clusters need increasingly to allow for.

Unfortunately, there did not appear to be any systematic action underway to assess what the current strengths and needs of the ZIP are. It will be important to do such an assessment, including the level of resources needed and how best to provide them, if the progress ZIPs have made is to be consolidated and extended.

2.2.6 Support to Construction, Learning Materials/Supplies and Removal of Fees

The very existence of basic school infrastructure, let alone its quality, remains a serious problem throughout Moçambique. So, too, in the GEM schools. While better classrooms were evident in some, so were classes with no furniture, a blackboard painted on the wall and no materials. Even in the better ones, there were often no windows and both students and teachers complained of the difficulties of working in situations of high winds, rain and dust.
Thus, while it has made sense that UNICEF cancel the construction aspect of GEM on the basis of its lack of comparative advantage in this area, it is nevertheless the case that construction will need to remain a core area for donor support. At the same time, it will be important to urge the Ministry and partners to rethink the rules for construction currently in use. Studies by the World Bank and other financial agencies indicated that Moçambique has among the highest costs in schools construction. Expansion of access to more and better quality of schools is needed, but needs to be combined with more cost-efficiency.

GEM has continued to provide school supplies and learning materials. Both are seen by parents as critical to helping their children come to school (enabling families to avoid this cost) and staying there (giving children a more positive learning experience and, presumably, the sense that what they are doing has a status). The *Sara Initiative* materials are in particular valued. As with all materials, the main problems are being able to store documents of any kind, to keep them in good condition over the years and to have enough of them for all children, at all levels, in all subject areas.

Encouraging the removal of fees, as Zambezia did very recently, has also been important in enabling many more children to attend school, particularly girls. Poverty does matter in Moçambique. No matter how convinced parents are as to the legitimacy of their daughter’s education, if they have money for only some of their children, it will typically go to the boys.

The underlying dilemma for GEM in the provision of materials and covering costs is, of course, sustainability. Reiterating an earlier point, GEM has made a good and necessary start here, but not a sufficient one. The question of whether and how the system can continue to provide books, supplies and equipment once UNICEF withdraws, remains a major issue for it and all donors. While MINED could continue to forego fees, this is still an indirect cost.

It is clear that, like construction, materials constitute a requirement which will not soon come off donor agendas. This is especially true given the critical need to create more complete EPC schools. Without more of these, and in places of easy access to girls, the incentive for them to persist in EP1 will inevitably be diminished. The problem is one for all MINED partners. This evaluation was not able to go far enough to assess what effective steps, if any, are being taken to address it. References to initiatives such as the *Caixa Escolar* indicated some positive movement, showing the potential importance of mobilizing action through the SWAP.

---

21 The concept of status is not an unimportant one – and in fact may have more weight in promoting participation at community and school levels than often given credit for. Rural and poor schools are isolated from the wider society on a range of dimensions; marginalized in being under-served and generally ineffective. Their teachers are typically the least trained and lowest paid; their students denied basic learning resources and links to a better future even when they do learn. Any evidence of not being ignored, whether through materials provided or, as two of the schools visited in this evaluation noted, through having people come and listen to them, can make a real difference in reducing isolation and giving them and their efforts some recognition as having merit.
2.2.7 HIV/AIDS

This issue warrants special note. HIV/AIDS is clearly a matter of fundamental priority, concerned not simply with whether children and girls go to school, but whether they live at all. As far as could be determined by the evaluation, however, it remains an issue barely on the policy map let alone at the center of the table. Discussions on HIV/AIDS have not, it appears, reached even the basic “first step” of recognition as a crisis.

The language, when used, is right. However, actions appear to be both too diffuse and too tentative to create the kind of energy needed to make a real difference among the communities who need to know, think and act differently. None of the schools or communities visited in this evaluation raised the topic. Nor, when members of the team raised it, did any respond with a strong sense of conviction or commitment of its being a critical problem for which responsibility to act rested very much with them.

III. SOME ISSUES AND SUMMARY LESSONS

1. The aim of EFA is that all children receive a basic education of quality and relevance, one which respects their differences as well as their common needs for a secure, healthy and inclusive environment. Parents must be active partners in this. The more they can be encouraged and supported in finding ways to send all their children to a school which is in all dimensions child-friendly, the more likely they are to ensure this includes daughters.

2. The challenges facing poor and marginalized families in getting their children to school, especially girls, are great. They are made greater by the fact the schools themselves are poorly built, inadequately supplied and placed at long distances from their homes. Without the potential of quality, of the children actually learning something of use in safe, healthy and happy surroundings, these children will not stay. Especially for the girls, for whom all challenges are exacerbated by their gender, lack of quality education must be seen as a fatal flaw in any pro-gender intervention.

3. Critical questions continue to hang over the future place of gender in MINED at the level of policy action as opposed to policy expression - of how, and how intensively, individuals and departments will proceed. This is to be expected. Generating gender equity policy statements is the easy part. Much more difficult is ensuring the actual implementation of such policy through the many levels of its interpretation and invariable reformulation. It requires long time commitments and labor-intensive effort, supporting many more people to know why and how, to become convinced to take the risks of change and expend the energy to act.

4. The reality is that children bring different capacities and challenges to the learning experience, and that gender affects many of these. Education systems, schools and
communities have a responsibility to ensure that gender, and all other differences which affect learning, do not serve to deny a child an equal chance to be in school and to succeed. Gender units of some form may be the best way forward to providing catalytic action to break the assumption that all children must fit the mold or fail, and to create new ways of thinking and acting. It is, however, a strategy not without risk: of provoking defensive posturing by those who feel threatened, of marginalizing the issue as their responsibility, of gradually shifting its concerns away from facilitating change to perpetuating itself. Systematic, consistent attention to the capacity of its staff and continuous, transparent and widely participative monitoring and adaptation of goals and methods - what is intended to be achieved and whether and how this is happening - are essential conditions of any such initiative.

5. Ultimately, generating sustainable change in attitudes and behaviour, whether specifically on gender or more broadly on education quality, will not happen through creating parallel, stand-alone structures. It requires instead that interventions build strong links with, and strengthen the capacities of those existing structures and mechanisms responsible for implementing systems actions. In the case of Mozambique, for example, it means working directly and consistently with both well-defined structures, such as the CLECS and ZIPs, as well as more loosely - managed functions such as the gender units.

6. The application of school clusters in other countries (UNICEF in Southeast Asia, for example), has proven an especially effective way to rationalize and share limited human, technical and financial resources, to promote teacher-to-teacher learning, and to broaden the reach of other sector initiatives (e.g. for delivering HIV/AIDS, mother-child health and nutrition interventions). There is a strong advantage to working through the ZIP as an indigenous, and therefore already legitimized, structure within the education system.

7. It is important to ensure co-ordination and use of all instances of school-based monitoring. One NGO in Zambezia, for example, has been using school data collected by MINED to identify and follow-up with those schools found to have particularly poor retention and progress results. Members visit the schools, talk with parents and teachers to determine who is at risk, why and what actions might improve the situation. This is the kind of in-depth, interpretive data that are the significant “next stage” in the evolution of any MIS. If shared and used by MINED and the school, they could provide an important understanding of the factors contributing to exclusion and strategies for action. They are not yet being shared or used beyond the immediate work of the NGO – nor did it appear to have occurred that such a step might be taken.

IV. RECOMMENDATIONS

4.1 SUMMARY COMMENT

Broadly, the evaluation recommendations that follow center on the idea of “going more deeply” – of consolidating and moving beyond the gains made toward sustainability. In the
provinces where it has worked and at national policy level, GEM has made progress in addressing the necessary conditions of gender-friendly, good quality basic education. It has raised awareness of, and promoted the sense of conviction that girls and boys have an equal right to learn.

It is critical now for MINED and all of its partners to move ahead quickly and with focus to put these gains into more systemic terms; to undertake actions which will construct the changes substantive, comprehensive and wide-spread enough to be sustainable. Conducting one-off seminars, training a handful of school directors or providing materials to a few schools, though useful, are not sufficient to constitute a reformed child and girl-friendly education system.
4.2 SPECIFIC AREAS OF SUGGESTED ACTION

Because the intention is not to move forward with GEM as a project, the following section is written as “suggestions for action” for the education community in general in Mozambique rather than as specific next step recommendations for CIDA or UNICEF as such. Some of them, therefore, should be read more as issues which eventually need to be addressed and activities which at some point will be important to do. Others, however, are framed more expressly as tasks which are critical to do if the progress made by GEM and PRONES is to be maintained and built on.

4.2.1 National Policy

Gender equity in the sense of girls’ right to be included is quite firmly on the table, at policy and community levels. Intentions to integrate it as a crosscutting requirement of all policies and work practices are being expressed.

Suggested Actions

a) Undertake action to generate greater demand throughout the system for the participation of girls and women, for budgets to enable their inclusion, for laws to protect them and for the knowledge and skills to provide gender-based programs and services.

b) Use the principles and rallying language of EFA to generate broad public awareness and support of girls’ education, toward putting gender and equity more explicitly on the national agenda.

c) Encourage and support efforts within MINED to integrate the core components of EFA and ESSP, especially as these highlight issues of education quality and gender.

d) Support and promote focused attention to gender equity in the annual operational plan, as committed to in the ESSP and GAP, by supporting MINED actions to detail the specifics of their implementation in actionable and fundable terms.

e) Be proactive in using SWAP processes as much as possible to reinforce and facilitate collaboration among all actors: among MINED departments, including INDE and IAP; between these and institutions and agencies such as universities, technical schools, NGOs/associations, churches/religious and community groups; the private sector (national wide and local); and among donor programs themselves.

f) Work to toward incorporating the language of gender equity into all education programming, de-linking it from the confinement of specific “gender” projects (such as GEM).
4.2.2 The Gender Unit

The concept and activities of the Gender Unit within the MINED, especially at local level, are proving useful in creating awareness, providing information and organizing training. There are no definitive "correct" answers as to how such a unit should be defined or what terms of reference it should have. Examples from other countries vary widely, but successful ones tend to be those which take into account existing conditions of gender equity, education and readiness of the bureaucracy to change, and which are well monitored and adapted as implementation proceeds. They also vary by point in time. Certain strategies and designs will be more appropriate and effective than others as catalysts at the beginning of the building process; others as means of facilitating implementation of an approved "GU policy".

Suggested Actions

a) Encourage initiation of a thorough **policy-level review** of the purposes and future directions of the Gender Unit concept and functions.

b) Support MINED in establishing a **one-year "experimentation, reflection and adaptation" process** to see "what works" in terms of structure and functions of a GU. Some of the questions to address in such a process are already being asked, but need to be more coherently and systematically pursued. For example: (i) should a Gender Unit, irrespective of structure, focus on a **staff function**, e.g., providing policy advice, helping to set access and quality goals, to guide Directorates and Departments in producing gender-sensitive data, to establish programme priorities and monitor results; (ii) should it move beyond this, into actual programme implementation and training e.g. a **line function**; (iii) should it work to identify a viable point somewhere in between? The remaining points below suggest specific issues such a review might address:

c) Depending on the nature of its mandate, determine **what degree of structure is best suited to achieve it**. At **one end of the continuum**, for example, a permanently funded and staffed structure can be important in providing status, sustained action and follow-up, and long-term human resource development. However, it also risks being marginalized if lines of authority into the wider system are not clear and responsibility for gender is relegated only to the GU. At **the other end of the continuum**, a more loosely-coupled network arrangement of appointed, trained and resourced **focal points** from different departments responsible for catalyzing awareness and providing training, can mobilize and guide change without assuming full responsibility. However, it risks being seen as generally irrelevant, with no power actually to make change happen – another transient idea which also will pass.

d) Following from the structure options, determine **where in the system should a fixed GU should be placed** in order to realize both depth and breadth of reach. If it is to be left as a network of part-time focal points, determine how continuity, coherence and integration will be ensured.

e) Also following from the structure options, determine the **appropriate role for the gender focal points** and their relationship to specific levels of the system. For example, should