



European Training Foundation

NATIONAL QUALIFICATIONS FRAMEWORK - MOZAMBIQUE



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1. INTRODUCTION AND CONTEXT

1.2 NQF snapshot

The country report on the National Qualifications Framework (NQF) of Mozambique¹, elaborated in the context of the Mapping Study of the African Continental Qualifications Framework (ACQF) project is the main source of information used in this country fiche. Several chapters of this fiche benefited of information updates, especially about the final steps in agreeing the comprehensive 10-levels NQF (July 2021) and the adoption of legislation on Recognition of Prior Learning (RPL) (August 2021).

The qualifications framework experience in Mozambique started in 2010, with the adoption of the qualifications framework for higher education (QUANQES), by decree n° 30/2010. With the approval of the Law n° 6/2016 on professional education, amending the Law on Professional Education n° 23/2014, the 5-levels Professional NQF received legal status (QNQP).

The QNQP is effective in the sub-system of vocational education and training (TVET) and works in complementarity with the Quality Assurance System (SGQEP), and the System of Credit Accumulation and Transfer (SQTCEP), as defined by the Law n°6/2016. The online qualifications register - *Catálogo Nacional de Qualificações Profissionais* (CNQP)² linked with the QNQP is accessible on the website of the National Authority of Professional Education (ANEP), the lead QNQP institution. Currently the CNQP has 151 qualifications and 19 independent modules, distributed in 15 sectors.

The National Council for Evaluation of Quality in Higher Education (CNAQ) is responsible for implementation of QUANQES. Currently the register of CNAQ has 368 higher education qualifications (levels 7 to 10 - of the new comprehensive NQF), distributed in 7 sectors.

The *system of recognition of acquired competences* (SRCA / RPL) has an important development in 2021, with the adoption of decree n°58/2021 of 17 August 2021, which gives SRCA legal status and defines its scope, principles, and implementation modalities. SRCA applies to vocational education and training, not to other sub-systems of the national education system. Operationalisation of SRCA has started, with training of SRCA professionals, and pilot implementation with 45 candidates.

CNAQ is the institution coordinating and facilitating the national process development process of the new comprehensive NQF. This process has reached its final milestones: the wider consultation with different stakeholder groups and introduction in the approval process of the NQF decree until end 2021. The NQF level structure, level descriptors, and distribution of qualifications by levels have been agreed: 10 levels (from qualification of Primary education to doctorate degree). The decree establishing the new NQF will include provisions regarding other essential operational elements such as the NQF coordination organ and the National Qualifications Catalogue.

While the two sectoral qualifications frameworks (higher education and TVET) are at the operational stage, the new comprehensive framework is at the adoption stage.

1.2 Policy context

Mozambique borders Tanzania, Malawi, Zambia, Zimbabwe, South Africa, and Eswatini. Its long Indian Ocean coastline of 2,500 kilometers faces east to Madagascar. About two-thirds of its population of

¹ ACQF mapping study: Mozambique. 2020. Country report. AU-EU Skills for Youth Employability Programme – SIFA Technical Cooperation. Author: E. Castel-Branco.
<https://www.nepad.org/skillsportalfor youth/publication/african-continental-qualifications-framework-acqf-mapping-study>

² <http://www.anep.gov.mz/QUALIFICA%C3%87%C3%95ES/Qualifica%C3%A7%C3%B5es>

more than 31 million (2020) live and work in rural areas. It is endowed with ample arable land, water, energy, as well as mineral resources and newly discovered natural gas offshore; three, deep seaports; and a relatively large potential pool of labor. It is also strategically located; four of the six countries it borders are landlocked, and hence dependent on Mozambique as a conduit to global markets. Mozambique's strong ties to the region's economic engine, South Africa, underscore the importance of its economic, political, and social development to the stability and growth of Southern Africa as a whole.

The Republic of Mozambique adopted a holistic National Development Strategy (2015-2035)³, whose vision for Mozambique is of a prosperous, competitive, sustainable, secure and inclusive country. The development model is based on integrated policies and geared towards generation of wealth to assure improved living conditions of the population and fair income distribution. The strategy is oriented to transform, expand and diversify the economy, by promoting industrialisation. This process is seen as the result of the interaction of policies in four pillars: a) human capital development; b) organisation and construction of physical infrastructure of productive nature; c) research, innovation and technological development in the areas of agriculture, animal production and fishery, energy, mineral resources, management of water resources and information technologies; and d) institutional capacity, articulation and coordination.

In the definition of the pillars of industrialisation, the National Development Strategy (2015-2035) gives high priority to the role of education and training and calls for massive investment in training for middle- and higher-level qualifications in areas of current and prospective demand of the economy. Investment in training should go hand in hand with measures to retain specialised and trained human resources, minimising brain drain.

The International Monetary Fund reports⁴ that Mozambique has made significant progress in restoring macroeconomic stability, but challenges remain related to governance, business environment, rule of law and more recently a new surge of risks to peace and security. Mozambique's economic situation was improving until Tropical Cyclones Idai and Kenneth hit the country in March and April 2019, respectively, and as a result the economic activity decelerated sharply. GDP growth declined from 3.3% to 1.8% between 2018 and 2019.

The World Bank⁵ reports that Mozambique's economy is expected to gradually recover in 2021, but substantial downside risks remain due to uncertainty surrounding the path of the COVID-19 (coronavirus) pandemic. While the economy registered its first contraction in 2020 in nearly three decades, growth is expected to rebound over the medium-term, reaching about 4% by 2022. As the recent Mozambique Economic Update (March 2021) notes, the country needs to press ahead with its structural reform agenda as the pandemic subsides. In the near-term, measures to support viable firms and households would be crucial for a resilient and inclusive recovery. In the recovery phase, policies focusing on supporting economic transformation and job creation, especially for the youth, would be critical. Targeted interventions to support women and alleviate gender inequalities as well as to harness the power of mobile technology would support sustainable and inclusive growth in the medium term.

Another major challenge for the economy is to diversify away from the current focus on capital-intensive projects and low-productivity subsistence agriculture toward a more diverse and competitive economy, while strengthening the key drivers of inclusion, such as improved quality education and health service delivery, which could in turn improve social indicators.

³ <http://extwprlegs1.fao.org/docs/pdf/moz147210.pdf>

⁴ <https://www.imf.org/en/Publications/CR/Issues/2019/06/18/Republic-of-Mozambique-2019-Article-IV-Consultation-Press-Release-Staff-Report-and-Statement-46996>

⁵ <https://www.worldbank.org/en/country/mozambique/overview>

Data of UNESCO Institute of Statistics (UIS)⁶ shows progress in enrolment rates at all levels of education. However, the country faces an important challenge to achieve a sustained increase of enrolment in secondary education and in higher education to levels commensurate with the national strategic objectives. Net enrolment rates in primary education increased by more than 10 percentage points between 2011 and 2019, reaching 97.6% (total) and 96.3% (female). Despite a growth of 9 percentage points in the same period, the gross enrolment ratio of secondary education (2017) was very low (35,41%). In higher education, the gross enrolment ratio grew from 4.9% in 2011 to 7.3% (2018), with a disadvantage for women (6.5%).

1.3 NQF legal basis

The legal basis of the two operational sectoral qualifications frameworks comprises specific legal Acts, listed in 'References' of this report. The most important legal acts are:

- QUANQES: Decree Nr 30/2010: Regulation on the NQF for higher education
- QNQP: Law Nr 6/2016 on professional education, amending the Law on Professional Education Nr 23/2014. The law defines and interlinks all pillars of the subsystem, including the scope and principles of the QNQP, of the System of Credit Accumulation and Transfer in Professional Education (SATCEP) and of the Quality Assurance System (SGQEP).

Draft legal Acts (in consultation and adoption process)

- Decree on the unified NQF (revised in August 2021), establishing the Regulation of the NQF of Mozambique. In the final stage of consultation for approval (foreseen by end 2021).
- Decree on revised QUANQES, of March 2019

2. POLICY OBJECTIVES

2.1 Education and training reforms

The chapter on education and training of the National Development Strategy (pages 23-24) recognises that Mozambique faces severe shortages of human resources in the technical-professional domain and requires the education and training system to continue the reforms to rapidly respond to demand. This call for reform implies closer collaboration with the private sector and employers in defining the set of needed competencies and in designing curricula. The specific orientations of the National Development Strategy 2015-2035 include:

- Increase training provisions relevant for the priority sectors: agriculture and animal production; mining and hydrocarbons; hydroelectric energy; construction.
- Associate education in higher education institutions with processes of validation of competencies to increase the competitiveness of graduates.
- Promote access, equity and expansion of technical-professional education
- Expand the project of higher education, science and technology and increase the number of graduates with scientific and technological qualifications.
- Develop a policy of public technical education with strong emphasis on science, information technology and systems and commercial activities.
- Develop strategic partnerships with the private sector to improve technical-professional education, in particular by strengthening internships in enterprises, work-based learning and co-funding of training.

⁶ <http://uis.unesco.org/en/country/mz>

- Develop a public system of labour market information, oriented to the wider public and providing learners and graduates timely information on employment opportunities.
- Strengthen and disseminate information on public employment training and active labour market measures, developed in cooperation with the world of work.

The Strategic Plan of Education 2013-2016 is concluded. The Ministry of Education and Human Development with UNESCO's support carried out the Review of Education Policies⁷, published in 2019. The report presents recommendations to the identified policy issues and challenges of the system, categorised in three domains:

- Policy and general planning of the system
- Policies for teacher training and professional development
- Quality of education

The National Education System (SNE) is composed of six subsystems:

- Preschool education
- General education
- Adult education
- Professional education
- Education and training of teachers
- Higher education

In the period 2014-2018, Mozambique adopted two fundamental laws underpinning reforms of the structure of education and training and introducing new policy instruments geared to transparency, articulation and quality of qualifications: the Law n° 18/2018 on the National Education System and the Law n°6/2016 in the Professional Education (amending Law n° 23/2014). Since 2018, INDE⁸, the lead institution in curriculum planning and development under the Ministry of Education and Human Development, has carried out the reform of curriculum of primary education and of teacher training.

2.2 Aims of NQF

The objectives of the two co-existing sectoral frameworks (QUANCES and QNQP) are defined in the respective legal base and share some common features.

a) Higher education: QUANQES (Decree 30/2010) has the following objectives:

- Instrument to classify qualifications and courses of higher education.
- Integrate and coordinate the qualifications of different institutions, assure transparency in access, progression and quality of qualifications in relationship with the labour market and society.
- Main Objectives:
 - Establish parameters and common criteria for design of qualifications and to ease their comparability in the higher education subsystem;
 - Establish coherence and transparency in the higher education subsystem, easing understanding and articulation of different qualifications in a uniform and harmonised system;
 - Facilitate harmonisation with the higher education subsystems of the region, in view of better mobility, employability and competitiveness.
- Principles: Equality, equity, transparency, and flexibility.

b) TVET: QNQP

⁷ <https://unesdoc.unesco.org/ark:/48223/pf0000371701>

⁸ <http://www.mined.gov.mz/IST/INDE/Pages/estrutura.aspx>

- Structures the programmes, curriculum content and final outcomes of professional education in terms of qualifications and competencies of the workforce, combining them with level descriptors with the aim to improve the quality and relevance of professional education and contribute to employability of graduates and competitiveness of the national economy.
- Objectives:
 - o Promote a professional education that responds to the requirements of the labour market and the development needs of the country.
 - o Assure mechanisms for permanent dialogue, active participation and articulation among employers, workers, and civil society with the institutions of the system of professional education in the definition of the competence standards.
 - o Establish a framework for equivalence between professional training acquired in the institutions and outside with the aim to recognise and valorise training in the labour market.
 - o Provide qualified human resources and expand the supply of workforce for development.
 - o Operationalise the principle of LLL, facilitating recognition of short-term courses and competencies acquired outside of training institutions.
 - o Encourage flexible learning pathways, permanent apprenticeship and continuous training of the workforce.
 - o Provide a framework for equivalence between professional and general qualifications.
 - o Establish the framework for evaluation and certification, in terms of professional outcomes.
 - o Provide a base for the accumulation and transfer of credits in and between qualifications.
 - o Align the national system of professional education with international and regional requirements, especially SADC.

Comprehensive NQF

The draft Decree defines seven objectives, briefly summarised as follows:

- o To facilitate clarity and articulation of all qualifications in an integrated framework and promote competency-based education.
- o Establish coherence and transparency of qualification in the frame of the national education system (SNE) and facilitate mobility and recognition of degrees and other qualifications.
- o Define parameters to compare qualifications in the SNE.
- o Facilitate horizontal and vertical mobility of holders of qualifications within the SNE.
- o Ensure the portability of qualifications, mobility of learners and workers, and lifelong learning.
- o Facilitate alignment of national qualifications with Southern African Development Community Qualifications Frameworks (SADCQF) and other qualifications in Africa and in the world.
- o Facilitate the access to qualifications offered within the context of the SNE through processes of recognition of acquired competencies.

Principles of the new comprehensive NQF: equality, equity, transparency, flexibility, mobility, internal adequacy, external adequacy, mandatory application, and technical authority.

3. LEVELS, LEARNING OUTCOMES AND QUALIFICATIONS

3.1 NQF scope and structure

Scope

With the upcoming adoption of the comprehensive NQF, three sectoral qualifications frameworks will co-exist, but will be structured and function and under the umbrella of the comprehensive NQF: general

education framework, vocational education and training framework and higher education framework. The draft decree of the comprehensive NQF indicates that:

- The new NQF will operate as a comprehensive national framework, defining common principles and descriptors, and the general procedures, standards and tools for the design, registration and revision of qualifications within the context of the SNE.
- At the same time, the sectoral frameworks will remain responsible for the definition of the specific procedures, technical standards and tools for the design, registration and revision of qualifications within the respective sectoral frameworks. These specific procedures and standards are to be compatible with those established by the unified NQF.

Levels

Currently, the two legally approved and operational qualifications frameworks are structured as follows:

1. Higher education (QUANCES)
 - 3 cycles leading to degrees: Licenciatura (180-240 credits); Master (120 credits); Doctorate (180 credits).
 - Short-term programmes (not degrees):
 - Graduation and postgraduation: certificate “A” (50-60 credits); certificate “B” (25-30 credits)
 - Specialisation: diploma of specialisation, at the level of second cycle (50-60 credits)
2. QNQP (vocational education and training)
 - 5 levels, two types of qualifications:
 - Vocational certificates: levels 1-5
 - Occupational certificates: levels 1-5

The QNQP’s levels and level descriptors, as well as progression routes between levels are published at ANEP⁹.

3. Levels of the comprehensive NQF (draft decree in advanced consultation process towards approval by end 2021): 10 levels. The graphic representation of the structure of the future comprehensive NQF is presented in Chapter 10 of this fiche.

The draft Decree of the comprehensive NQF (revised in August 2021) defines a 10-level structure (refer to Chapter 10 of this fiche), based on the articulation of three sub-frameworks: general education and adult education (under the mandate of Ministry of Education and Human Development); vocational education and training (coordinated by ANEP), and higher education (coordinated by CNAQ).

The draft proposal (revised in August 2021) of the comprehensive NQF is inclusive of all types of qualifications in the TVET domain (vocational and occupational certificates) from levels 1 to 9 of the NQF, and when approved, this version of the NQF can represent a major reform of the qualifications system towards inclusiveness and articulation of all forms of learning and acquisition of qualifications.

The debate and negotiation towards the unified NQF in 2019-2021 have shed light on articulation issues between higher education, TVET and general education. This negotiation is visible in the discussion on positioning of qualifications in NQF levels, especially on the classification in the middle zone of the framework, where the higher levels of non-tertiary vocational education and upper-secondary interact

⁹ <http://www.anep.gov.mz/QUALIFICA%C3%87%C3%95ES/Quadro-Nacional-de-Qualifica%C3%A7%C3%B5es-Profissionais>

with higher education. Besides technical-methodological dimensions, the NQF development debate tackled aspects of governance and cooperation between subsystems to engineer a coherent and common language under the umbrella of the unified NQF.

Domains of learning - level descriptors

Despite their specificities, the two operational sectoral frameworks and the new comprehensive NQF share similarities as regards the domains of learning:

- QUANCES: Knowledge; skills; competence
- QNQP: Knowledge; skills; degree of autonomy and attitudes
- Comprehensive NQF: Knowledge; skills; autonomy and responsibility

The design of the (draft) comprehensive NQF has a double layer of level descriptors:

1. Level descriptors of qualifications: Characterise the learning outcomes of each level in general terms as a summary of knowledge, skills and competencies.

The level descriptors act as references for the definition of the exit profile and the learning outcomes specific of each education and training programme leading to qualifications of the SNE.

The level descriptors of the proposed unified NQF are presented in Annexure 1.2 of this report.

2. Level descriptors by category of competence: The summary of competence developed at each level comprises ten categories:

- a. Knowledge
- b. Application of knowledge
- c. Methods and procedures
- d. Problem-solving
- e. Ethics and professional practice
- f. Access, processing and management of information
- g. Production and communication of information
- h. Context and systems
- i. Capacity to learn independently
- j. Responsibility and accountability.

The level descriptors by category of competence have a purpose distinct from level descriptors of qualifications. They act as references for the definition of performance standards expected as learning outcomes in each education and training programme leading to a qualification of the SNE.

3.2 Types of qualifications

The legal-regulatory framework defines *Qualification as the formal result of an evaluation and validation process obtained when the learning results are achieved according to previously defined requirements*. This definition provided in QUANQES (Decree n°30/2010) has been confirmed in the draft decree of the comprehensive NQF (August 2021, Article 14) and applies to all sub-frameworks.

Higher education – QUANQES

QUANQES (Decree n°30/2010) established the types of qualifications as follow:

- **Certification** – The formal recognition of the successful realisation of a defined set of results.
- **Certificate** – A qualification conferred and relating to the successful completion of a course or study programme, distinct from a degree.
- **Diploma** – The qualification awarded in higher education after the successful completion of a postgraduate course or programme.

- **Degree** - The qualification conferred by higher education institutions after the successful completion of a cycle or program of studies.

TVET – QNQP

The operational QNQP has two types of qualifications:

- Vocational certificates (CV)
- Occupational certificates (CO)

Occupational certificates span Levels 1 to 5, as do Vocational certificates. The difference lies with the fact that occupational certificates certify learning outcomes of a predominantly practical nature, shaped through training and assessment with a lower proportion of theoretical learning, and a larger share of work-experience-related learning. comparison of the different types of competencies encapsulated in the two types of certificates. ANEP argues that the intrinsic value of the outcomes of COs is equivalent to the outcomes of CVs, justifying similar levelling for both types of qualifications in the unified NQF.

3.3 Quality assurance of qualifications

Higher education - QUANCES

QUANQES operates in close articulation with the National System of Evaluation, Accreditation and Quality Assurance (SINAQES). Decree nº 63/2007 laid down the legal base of SINAQES. The system is based on a sequence of processes: a) self-evaluation of higher education institutions, b) external evaluation, c) accreditation.

CNAQ submitted its first self-evaluation report¹⁰ in 2018, which laid down the reference points for the pilot external evaluation in the context of HAQAA to test the African Standards and Guidelines for Quality Assurance (ASG-QA)¹¹. CNAQ self-evaluation report aligned CNAQ with the ASG-QA. The report of external evaluation of CNAQ (HAQAA Initiative, 2018) was elaborated upon a mission to Mozambique and presents recommendations on compliance with African Standards and Guidelines (AG-QA) – Part B.

Mozambique participates in the project HAQAA of the Africa-EU Partnership. HAQAA focuses on harmonisation of quality assurance and accreditation in higher education.

TVET - QNQP

Law 6/2016 defines System of Registration, Evaluation, Accreditation and Quality Assurance of Professional Education (SNAQEP) as the overarching framework for quality assurance with multiple interconnected dimensions, spanning from implementation of the QNQP (levels, descriptors, qualifications standards, units of learning outcomes, registration in Catalogue of Qualifications) to accreditation of professional education institutions. Quality assurance is based on governance, rules and standards at macro- and microlevels.

At macro-level (national system) SNAQEP encompasses:

- QNQP
- Regulation on the design and validation of qualifications and skills standards
- Accreditation of professional education providers
- Registration and certification of trainers, evaluators and verifiers (internal and external)

¹⁰ <http://www.cnaq.ac.mz/index.php/estudante/relatorios>

¹¹ https://haqaa.aau.org/wp-content/uploads/2018/12/ASG-QA_Manual_en_09.FINALE-with-License.pdf

- Quality assurance in the evaluation process

At micro-level (training institutions), SNAQEP involves:

- System of self-evaluation and external accreditation, which promotes bottom-up change, participation, transparency of management. It is based on the key areas: leadership, student school success, personnel management, programmes/curricula, teaching and learning, resource management, learning environment community involvement, school buy-in

3.4 Use of learning outcomes and standards

The learning outcomes approach is well rooted in higher education TVET qualifications. The legal basis of both QUANCES and QNQP define learning outcomes as a principal component of the respective conceptual-technical design and implementation. Learning outcomes as a notion of policy, methodological and practical nature is rooted as a core pillar in the design of qualifications and related courses, application of credit accumulation and transfer system, application of quality assurance of programmes and for assessment of acquired learning.

The methodological underpinnings of qualifications and curriculum design, delivery and assessment are competency-based (units of learning outcomes, modules). Both subsystems developed and use a methodological framework and guidance materials to support providers and quality assurance experts in developing programmes and qualifications, and in evaluating them.

Higher education - QUANQES

In Article 6, Decree 30/2010 defines the four basic components for implementation of QUANQES: learning outcomes, knowledge, and skills and competencies.

The basic elements of the credit accumulation and transfer system include a) Learning outcomes, expressed in terms of competencies to be acquired, and b) Workload (Article 9 of decree 32/2010).

TVET - QNQP

The Law n°6/2016 on Professional Education defines that programmes and curricula of all levels and volume (duration, workload) are based on competence standards, in accordance with the QNQP, and are structured in a manner allowing the accumulation and transfer of credit. This rule applies to all types of professional education: technical-professional, professional training, and validation of competencies acquired out of education and training institutions. The applied methodological framework for design of qualifications and curricular modules is centred on units of competence (COREP, 2011a and 2011b). The Sectoral Technical Committees and the System of Quality Assurance (SNAQEP) guarantee that all qualifications and related programmes are based on the competence-based approach.

Comprehensive NQF (draft proposal)

In Article 1, the draft legal Act of the new NQF states that promotion of competency-based education is one of the objectives of the NQF. The NQF's level descriptors characterise the learning outcomes of a qualification at defined levels, in terms of knowledge, skills, and autonomy and responsibility.

Practical application

The subsystems of higher education and professional education defined principles, norms and procedures underpinning the processes of design, validation and renewal of qualifications and related programmes. Both subsystems developed methodological guidance and technical orientations for developers of programmes and for accreditation of qualifications aligned with the quality assurance frameworks and the systems of credit accumulation and transfer.

A fundamental difference between the two subsystems relates to autonomy versus centralisation:

- In higher education: The higher education institutions have the academic autonomy to design their programmes and submit them in the quality assurance process as defined by legislation.
- In TVET: ANEP is responsible for the design of programmes and qualifications of the QNQP, working in close cooperation with the Sectoral Technical Committees.
The adopted methodological base underpinning the development of qualifications is competence-based and its use is aligned with the QNQP level descriptors. These key elements of QNQP are in implementation as demonstrated by qualifications included in the ANEP Catalogue of Qualifications¹².
 - o COREP (2011a), Manual for development of qualifications and curricular modules
 - o COREP (2011b), Methodological Orientations and Tools for the Development of Qualifications
 - o COREP, Manual for validation and registration of qualifications
- CNAQ evaluates and accredits programmes and the related qualifications in higher education.

3.5 Credit systems

QUANQES and QNQP operate in close articulation with the respective systems of credit accumulation and transfer, which are mandatory for all programmes and qualifications.

Legal base:

- Higher education (SNATCA): Decree 32/2010
- Professional education: Law 6/2016

The credit system of QUANCES (SNATCA) defines one credit unit = 25 to 30 hours of learning workload, which is defined as including not only hours of direct contact with teachers in theoretical, practical and laboratory classes, but also the hours necessary for individual study, elaboration of assignments, preparation for exams (Art 14, Decree nº 32/2010).

In TVET the volume of qualifications is expressed in credits and has the following features:

- 1 credit corresponds to 10 normative hours of learning workload
- Vocational certificates (CV) correspond to 120 credits by level (five levels), corresponding to one year of learning. The continuum of CV3-CV4-CV5 represents three years of learning (360 credits QNQP).
- Learners may exit at each level (CV3, CV4, CV5) to labour market or other activities. Learners may progress vertically. Horizontal mobility to other programmes is eased by the system of credit accumulation and transfer.

4. INSTITUTIONAL ARRANGEMENTS AND STAKEHOLDER INVOLVEMENT

4.1 Governance and institutional arrangements for the NQF

Policy institutions

Two ministries define, coordinate, and implement education and training policies related with the National Education System:

¹² <http://www.anep.gov.mz/QUALIFICA%C3%87%C3%95ES/Qualifica%C3%A7%C3%B5es>

- Ministry of Education and Human Development: in charge of schooling (all levels up to 12^a class) and adult education.
- Ministry of Higher Education and Scientific research
- State Secretariat of Technical Education and Professional Training, established in December 2020.

The government established at the end of 2020 a new body in charge VET sector policy: The State Secretariat of Technical Education and Professional Training. The organic Statute of the new State Secretariat, published on 07/01/2021 in the Bulletin of the Republic¹³, stipulates "The Secretary of State for Professional Technical Education is the central body of the State apparatus that directs, plans, implements, coordinates and controls the activities in the field of Professional Technical Education and Vocational Training according to the principles, objectives and tasks defined by the Government".

The State Secretariat supervises ANEP and has the following structure: a) Inspection of Professional Technical Education; b) National Directorate of Training; c) National Directorate of School Management; d) National Directorate of Infrastructure, Projects and School Equipment; e) Directorate of Administration and Human Resources; f) Legal Office; g) office of the Secretary of State; h) Department of Planning, Statistics and Cooperation; i) Department of Information and Communication Technologies; j) Department of Communication and Image; k) Department of Purchases.

Governance of the two operational qualifications frameworks

- QUANQES: CNAQ – supervises implementation of the qualifications framework of higher education, and coordinates the process of development of the new comprehensive NQF.

CNAQ is an institution of public law, with legal personality and technical and administrative autonomy. CNAQ was created by Decree 63/2007 to implement the system of quality assurance in higher education (SINAQES), and this is the focus of CNAQ's action. In addition, CNAQ was mandated to implement and coordinate QUANQES.

- QNQP: ANEP coordinates and leads implementation of the TVET qualifications framework

The statute of ANEP is defined by Decree 52/2016 of 7 November 2016. ANEP is the Regulatory and Quality Assurance body of professional education in Mozambique. ANEP was created by Law No. 23/2014 of 23 September, which was subsequently amended and replaced by Law No. 6/2016 of 18 June, in the framework of the vocational education reform underway in the country.

The Institute for Vocational Training and Labour Studies Alberto Cassimo (FPELAC), an institution working under the umbrella of the Ministry of Labour, Employment and Social Security is an active participant of QNQP's governance.

Governance of the unified NQF

The analytical and consultative process of the new unified NQF is coordinated and animated by CNAQ, in partnership with the working group. The working group is composed of representatives from public institutions: National Authority of Professional Education (ANEP), National Institute of Distance Education (INED), National Institute for the Development of Education (INDE), National Institute of Examinations, Certifications and Recognition (INECE), National Directorate of Quality Assurance (DNGQ), National Directorate of Higher Education (DNES), National Directorate of Teacher Training (DNFP), National Directorate of Secondary Education (DNESG), National Directorate of Primary Education (DNEP), National Directorate of Adult Education (DNEAE).

The draft decree of the unified NQF proposes the establishment of the lead coordination and management organ - National Qualifications Authority (NQA). Apart from the institutions listed above,

¹³ <https://gazettes.africa/archive/mz/2021/mz-government-gazette-series-i-dated-2021-01-07-no-4.pdf>

the NQA will work with students and teachers from the three subsystems of education, professional orders and associations, employers and civil society.

4.2 Roles and functions of actors and stakeholders

Managing professional qualifications is a component of the quality assurance system of the subsystem of professional education and ensures that qualifications are relevant and meet the needs of the labour market, have credibility among actors and users of the vocational education system and are aligned with the QNQP and registered in the National Catalogue of Qualifications. To this end ANEP supports and works with Sector technical committees (CTS).

CTS play a key role in assuring relevance and quality of the design of qualifications, by providing advice to ANEP on occupational groups and subgroups in the various sectors of economic activity and their occupational profiles. Currently, 20 CTSs are created for various professional areas/fields, such as industrial maintenance, civil construction, hotels and tourism, ICT, mining, hydrocarbons, agriculture and agro-industry, and also several sectors of public administration. ANEP website publishes information on CTSs and their composition. CTSs include representatives of the public and private sectors, NGOs, training institutions, companies and industry associations, employers' organisations and trade unions. IFPELAC and the National Directorate of Technical Education (DINET) participate in all CTSs.

CNAQ cooperates with professional organisations and employers in developing higher education qualifications and programmes in the engineering domain.

The stakeholders' consultation process before adoption of the NQF decree in 2021 will be an important step to increase awareness and buy-in, and to better involve professional organisations, employers', and workers' organisations in shaping this ground-breaking policy for integration and clarity of pathways, and recognition of the value of all types of learning.

5. RECOGNISING AND VALIDATING NON-FORMAL AND INFORMAL LEARNING AND LEARNING PATHWAYS

5.1 VNFIL / RPL (RCA) arrangements

Among the four modalities of professional training, Law nº18/2018 on the national education system (SNE), acknowledges the modality of extra-institutional training, that is, learning acquired outside of training institutions and schools. In complement, Law nº6/2016 (Art 15 and 16) acknowledges the possibility of recognising and attributing value to learning acquired outside of formal training settings (institutions), under the condition that such learning is aligned with the competence standards of the QNQP.

QNQP validates and certifies learning obtained outside of training institutions and enables the access to regular courses offered by the formal training system. With the adoption and publication of decree nº58/2021 of 17 August 2021¹⁴, the new *System of Recognition of Acquired Competences* (SRCA) received legal status, and the supporting SRCA Regulation must be adopted in the coming 60 days. SRCA applies to vocational education and training, not to other sub-systems of the national education system.

¹⁴ Boletim da República nº 158 de 17 agosto 2021: <https://www.inm.gov.mz/pt-br/content/br-n%C2%BA-158-de-170821-boletim-da-rep%C3%BAblica-i-serie>

The objectives of SRCA include:

- Regulate and facilitate certification of skills and competences from lifelong learning (LLL)
- Increase employability of the population, by making visible and formalising skills and competences from LLL.
- Support further training for individuals who dropped out of education and training.
- Social and formal recognition of skills and competences from LLL.
- Increase supply of qualified and certified professionals.
- Support development of professional careers and progression within organisations and service.

SRCA's principles and mechanisms apply to all processes of recognition of competences (RCA) acquired through LLL, in contexts of work, and non-formal and informal learning.

Main features of SRCA:

- Eligible population: individuals aged 18 and above with at least 3 years of proven professional experience in a domain related with the target qualification of the RCA process.
- SRCA is closely linked with QNQP, through the mandatory use of the qualifications standards registered in the National Catalogue of Professional Qualifications (CNQP).
- RCA processes are conducted only by RCA Centres, which must be accredited by the regulatory body of vocational education and training. Such Centres can be established VET institutions, public and private enterprises and institutions.
- Quality assurance of evaluation and validation of candidates' skills and competences, as defined in the RCA Regulation.
- Phases of RCA: evaluation, validation, and certification of acquired skills and competences
- The certificates obtained via RCA are identical to those obtained as outcome of formal training.
- Candidates can obtain a full or a partial qualification (module), according to the results of the RCA.

Operationalisation of SRCA has started in 2021, with training and certification of 14 SRCA professionals, and further accreditation of RCA Centres in which these professionals operate. RCA pilot implementation started with up to 45 candidates seeking a qualification in one of the three occupations: electrician, plumber, welder. Lessons learned from this phase will inform the next steps towards improvement and mainstreaming of SRCA.

6. NQF IMPLEMENTATION AND IMPACT

6.1 Key achievements and main findings

Mozambique's qualifications framework experiences went from implementation of two separated sectoral frameworks to a national and home-grown process of integration into a comprehensive 10-level NQF, which integrates three sub-frameworks.

The design of the 10-level NQF takes into account the SADCQF and structural elements of other NQF experiences in the SADC region. Formal alignment to SADCQF will be undertaken after approval and operationalisation of the comprehensive NQF and upon government's decision. Alignment to SADCQF aims to support regional integration and to ease recognition of qualifications, mobility and fair professional and labour market integration of migrants, and in practice SADC is taking measures to strengthen implementation of the regional qualifications framework and support capacity development at national level of all member countries.

In last half-decade the existing sectoral qualifications frameworks (QUANCES and QNQP) achieved several results and contributed to reform and strengthen quality and coherence of qualifications and their classification by levels.

More specifically on achievements of QNQP:

- The QNQP has been legally defined and organised as a component of the system of vocational education and training, working in complementarity with the system of quality assurance, the credit system, the national catalogue of professional qualifications (CNQP) and from August 2021, also with the system of recognition of competences acquired in lifelong learning and in work experiences. The CNQP has been populated with 151 qualifications and 19 modules, developed according to the competence-based approach following a coherent methodology, with participation and contribution of sectoral technical committees. The CNCP is available online and all qualifications standards and related documentation is accessible to all users.
- Pilot testing of the newly adopted system of recognition of acquired competences (SRCA) has been initiated for candidates in three qualifications and a pool of 14 evaluators and facilitators of RCA have been trained.

In higher education QUANQES has been closely linked with the system of quality assurance, and gradual introduction of learning outcomes approach in programmes; but has been less influential than QNQP for the VET system.

6.2 Qualifications registers and databases

Both CNAQ and ANEP developed and apply guidance and procedures for the registration of qualifications, closely related with the respective systems of evaluation, accreditation and quality assurance of programmes and institutions.

The register (information system) of higher education qualifications managed by CNQA is not available online. It includes 368 qualifications of levels 7 to 10 of the (unified) NQF, with a strong predominance of level 7 (72% of total).

The [National Catalogue of Professional Qualifications](#) is the instrument for public use and information on all registered professional qualifications. The main Catalogue A includes 151 qualifications (levels 2 to 5 of QNQP), and 19 independent modules. Catalogue B, foreseen for qualifications from private corporations, has not yet registered qualifications.

Besides the classification by levels, both qualifications frameworks classify their qualifications by sectors (15 sectors - QNQP) and by fields of study (7 fields - QUANQES).

6.3 Qualification documents

The format and award of certificates and diplomas included in QUANCES and in QNQP are regulated by legislation. Qualifications documents use a marking system to ensure authenticity and minimise the risk of tampering.

ANEP awards the certificates registered in QNQP. Transparency of the qualification document is ensured by

- The QNQP level of the qualification is clearly indicated.
- The transcript of all units learning outcomes composing the qualification is attached to the certificate.
- The document contains security marks (antifraud). ANEP uses three security marks.

6.4 Recognition of foreign qualifications

INECE is responsible for the organisation and delivery of qualifications' recognition services for all levels of education.

The webpage of INECE¹⁵ contains information and the official forms for users' applications for homologation and equivalence of diplomas and certificates.

7. REFERENCING TO REGIONAL FRAMEWORK/ OTHER FRAMEWORKS

7.1 Referencing to regional frameworks

Mozambique is committed to cooperation and alignment with SADCQF. Mozambique chaired SADC in the 12-month period from August 2020, and successfully led the Ministerial meeting of Education, Science and Technology in June 2021 and several meetings of the Technical Committee for Certification and Accreditation of SADC (TCCA) of SADCQF.

Alignment to SADCQF will be possible upon approval of the new comprehensive NQF and decision of the government.

7.2 International cooperation

Different ministries and institutions participate in international cooperation initiatives related to qualifications frameworks, such as:

- UNESCO: Addis and Global Recognition Conventions
- Southern African Development Community Qualifications Framework (SADCQF)
- African Qualifications Verification Framework (AQVN)
- African Continental Qualifications Framework (ACQF)
- African Union Commission – Specialised Technical Committee on Education, Science and Technology (STC-EST)
- Cooperation on education and quality assurance within the frame of Community of Portuguese Speaking Countries (CPLP)
- Harmonisation of African Higher Education Quality Assurance and Accreditation (HAQAA)
- Bilateral cooperation with quality assurance and qualifications agencies, such as with Portugal's Agency of Evaluation and Accreditation of Higher Education (A3ES), with the South African Qualification Authority (SAQA).

7.3 International donor support

The World Bank is a fundamental donor in the domain education and training system, VET and quality assurance of higher education. 'MozSkills' is one of the prominent projects supported by the World Bank.

Other donors active in education, training and skills development include the European Union, GIZ and the Portuguese cooperation.

¹⁵ <http://www.mined.gov.mz/IST/CNECE/Pages/Formulários.aspx>

8. IMPORTANT LESSONS AND FUTURE PLANS

Can the NQF contribute more effectively to its objective of integration of the subsystems of education and training and promotion of lifelong learning?

The process of co-construction of the comprehensive and unifying NQF started in 2019, has involved all institutions of the education and training system and employment policy. The process reflects the dynamics towards the agreement on a unified comprehensive framework and the interplay between two operational frameworks of partial coverage (QUANQES and QNQP) to engineer a coherent and common language under the umbrella of the unified framework.

The NQF development process is fully home-grown, coordinated by CNAQ, and the working group discussed key aspects of governance and cooperation between subsystems and the NQF, besides technical-methodological dimensions of levels and allocation of qualifications to levels. This negotiation is visible in the discussion on positioning of qualifications in NQF levels, especially on the classification in the middle zone of the framework, where the higher levels of non-tertiary professional education interact with higher education. The consultation round in July 2021 allowed well-grounded review of the allocation of qualifications to levels, and conclusive agreements on levelling of VET qualifications and upper-secondary qualifications at level 5. The draft proposal (August 2021) of the comprehensive NQF is inclusive of all types of qualifications in the TVET domain (vocational and occupational certificates) from levels 1 to 9 of the NQF, and when approved, this version of the NQF can represent a major reform of the qualifications system and step towards inclusiveness of all forms of learning and acquisition of qualifications.

Future plans include development and establishment of the new NQF regulations, NQF coordination organ, National Catalogue of Qualifications and communication with the wider public. The world of work – employers’ and workers’ organisations, professional organisations, sectors – need to be part of the NQF process and the starting stakeholders’ consultation phase until end 2021 offers an opportunity to better involve this essential group in understanding the NQF and providing inputs in NQF policy and legal instruments.

The motivation behind working towards a unified NQF is rooted on national objectives, such as the promotion of an integrated vision of all qualifications from all subsystems and facilitation of lifelong learning based on competencies. It also has links with the SADC regional integration agenda and commitments to harmonise qualifications systems. Dynamics of mobility of Mozambican workers and learners in the SADC space, especially to South Africa, require well-functioning mechanisms assuring portability and efficient recognition of qualifications.

9. MAIN SOURCES OF INFORMATION

ANEP: <http://www.anep.gov.mz/>

CNAQ: <http://www.cnaq.ac.mz/>

Ministry of Education and Human Development: <http://www.mined.gov.mz>

Ministry of Science, Technology and Higher Education: <https://www.mctes.gov.mz/>

10. INFOGRAPHIC OF THE NQF/NQF OVERVIEW TABLE

Table 1: Structure of the comprehensive NQF. From the revised draft proposal elaborated in August 2021, and currently in consultation for approval.

		Comprehensive NQF - levels			
CNAQ - Qualifications of higher education	Doctorate	10	----	----	ANEP - Qualifications of Professional Education
	Master	9	Vocational certificate 9; Specialist Professional Master	Occupational certificate 1 (CO1)	
	Licenciatura (> 4 years education with professional practice); post-graduation	8	Vocational certificate 8; professional licenciatura	Occupational certificate 1 (CO1)	
	Academic licenciatura	7	Vocational certificate 7; professional licenciatura; Teacher training TVET	Occupational certificate 1 (CO1)	
	----	6	Vocational certificate 6; Teacher training for basic education; Professional upskilling	Occupational certificate 1 (CO1)	
MINEDH- Qualifications of general education	Diploma 12ª classe	5	Vocational certificate (CV5)	Occupational certificate 1 (CO1)	
	----	4	Vocational certificate 4 (CV4)	Occupational certificate 1 (CO1)	
	----	3	Vocational certificate 3 (CV3)	Occupational certificate 1 (CO1)	
	9ª classe	2	Vocational certificate 2 (CV2)	Occupational certificate 1 (CO1)	
	6ª classe	1	Vocational certificate 1 (CV1)	Occupational certificate 1 (CO1)	

ABBREVIATIONS

ACQF	African Continental Qualifications Framework
ANEP	Autoridade Nacional de Educação Profissional (National Authority of Professional Education)
AQVN	African Qualifications Verification Framework
ASG-QA	African Standards and Guidelines for Quality Assurance
A3ES	Agência de Avaliação e Acreditação do Ensino Superior (Agency for Evaluation and Accreditation of Higher Education)
AU	African Union
AUC	African Union Commission
CNAQ	Conselho Nacional de Avaliação de Qualidade do Ensino Superior (National Council for Evaluation of Quality of Higher Education)
CPLP	Comunidade dos Países de Língua Portuguesa (Community of Portuguese Speaking Countries)
CO	Occupational certificate
CV	Vocational certificate
ETF	European Training Foundation

EU	European Union
HAQAA	Harmonisation of African Higher Education Quality Assurance and Accreditation
IFPELAC	Instituto de Formação Profissional e Estudos Laborais Alberto Cassimo
OMT	Observatório do Mercado de Trabalho
QNQP	National Professional Qualifications Framework
QUANQES	National Qualifications Framework for Higher Education
SADCQF	Southern African Development Community Qualifications Framework
SAQA	South African Qualification Authority
STC-EST	Specialised Technical Committee on Education, Science and Technology
UNESCO	United Nations Educational, Scientific and Cultural Organization

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