

THE COMMONWEALTH OF LEARNING (COL)

REPORT ON THE EVALUATION OF THE WORK DONE BY COL IN MOZAMBIQUE

By

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JUNE, 2008

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ACRONYMS

| | |
|--------|---|
| ACIPOL | Academic de Ciencias Policias/ Academy of Police Sciences |
| CEAD | Centro de Educação à Distância/Center for Distance Education |
| CEND | Centro de Ensino à Distância – Distance Teaching Centre |
| CIINED | Commision for the Implementation of the National Institute for Distance Education |
| COL | Commonwealth of Learning |
| DE | Distance Education |
| DDE | Department of Distance Education |
| DFID | Department for International Development, United Kingdom. |
| ESA | Escola Superior Aberta/Higher Open School |
| IAP | Instituto de Aperfeiçoamento de Professores/Institute for the Improvement of Teachers |
| ICT | Information and Communication Technologies |
| ID | Instructional Design |
| IEDA | Instituto de Educação Aberta e à Distância (Institute of Open and Distance Learning |
| IFB | Instituto de Formação Bancária/Banking Training Institute |
| INED | National Institute of Education |
| INDE | Instituto Nacional do Desenvolvimento da Educacao/ National Institute for Education Development |
| MEC | Ministry of Education and Culture |
| MINED | Ministry of Education |
| ODL | Open and Distance Learning |
| OU | Open University |
| SAIDE | South African Institute for Distance Education |
| SEDE | Secondary Education by Distance Education Project |

| | |
|-------|---|
| PIREP | Projecto Integrado da Reforma do Ensino Professional/Integrated Reform Project of Vocational Training |
| UEM | Edwardo Mondlane University |
| UK | United Kingdom |
| UP | Universidade Pedagógica/Pedagogical University |

EXECUTIVE SUMMARY

Introduction

This is a report on the evaluation of the work done in Mozambique by the Commonwealth of Learning (COL) between 2001 and 2008. The evaluation focused on two major areas, namely the Secondary Education by Distance Education (SEDE) pilot project and the ACIPOL Distance Learning Course of the Executive Programme for Senior Police Officers. However, the impact of the COL/SAIDE training and capacity building in distance education programme was also assessed because of its relevance to the Terms of Reference that guided the evaluation.

Project Context

The major anticipated outputs of the SEDE project were: increased community acceptance of distance education instructional and learning methods; enhanced capacity to design, develop and deliver distance education; attraction of girls and young women; and utilisation of appropriate ICTs to support learning. The distance learning programme of ACIPOL was to expand the professional skills of the Mozambican police force by utilizing the methodologies of open and distance learning. It mainly aimed at updating the knowledge and skills of experienced officers.

The SEDE project was designed and implemented with financial and professional support from COL. The implementation was the responsibility of the Ministry of Education and Culture (MEC). COL partnered with the National Institute of Distance Education (INED) as its in – country representative to provide full support to the Instructional Design consultant during the training programmes and to provide advice and guidance to ACIPOL.

Because of time and financial constraints the evaluation was limited in terms of geographical coverage and methodology. It was confined to Maputo province where most of the key stakeholders and public ODL institutions that worked with COL and from where participants in the major COL supported programme were found,

Purpose of the Evaluation

The purpose of the evaluation was to conduct a quantitative and qualitative evaluation of the work done by COL in Mozambique. The specific objectives of the evaluation as outlined by COL were to assess:

- whether ODL capacity was developed in Mozambique because of COL's investment in ACIPOL and SEDE, with specific reference to capacity in materials development/tutoring.
- the level of ownership amongst the partner institutions after COL made an exit from the projects.
- whether there is a tangible impact of the ACIPOL qualification within the police force and the broader community.
- whether Open and Distance Education's status has improved because of COL's work with CIINED, ACIPOL and SEDE projects
- whether progress was made regarding recommendations made in the 2004 Evaluation Report (of the SEDE project).

Design & Implementation of the Evaluation

The evaluation targeted learners and staff in relevant ODL programmes/institutions. It combined secondary and primary data collection, quantitative and qualitative analysis. The evaluation used semi-structured interviews, focus group discussions and questionnaires.

The main limitation of the evaluation was insufficient time and funds to reach the majority of the ACIPOL learners, graduates from the COL/SAIDE course and SEDE project tutors, most of whom lived in different parts of Mozambique, away from Maputo province where the evaluator was based.

Findings

The main findings of the evaluation were as follows:

- The training provided in both the ACIPOL and SEDE project contributed significantly to the development of capacity in instructional design and materials development;
- There was a deep sense of ownership at ACIPOL and despite the disruptive administrative and structural changes, at the end of 2004, the Ministry of Education and Culture had taken full ownership of the SEDE project. The sense of ownership was evident in other institutions that had graduates from the COL/SAIDE capacity building and training in distance education course;
- The ACIPOL programme had raised interest and commitment to ODL and enabled learners to gain new, professional knowledge and a deeper understanding of the job content and learners had experienced improvement in the performance of their duties;
- The nine month course has contributed significantly in creating and/or strengthening institutional ODL structures particularly in higher education institutions;
- ODL was improving, generally, in terms of status and levels of acceptance largely because of the activities in which COL was involved.
- There was a great need to provide more training in all aspects of ODL and diversify programmes (to extend to technical and vocational training) as well as methods of delivery, especially the use of ICT.

Conclusion and Recommendations

The planned outputs of the programmes in which COL was involved were appropriate and directly relevant to the country's socio – economic aspirations and COL's intervention in various ODL programmes has had a great positive impact on many aspects of ODL development in Mozambique. However, the implementation of activities in the projects/programmes faced some challenges. There is therefore aimed a need to address the above challenges and to build on what has been achieved so far:

Recommendation 1: An information, education and communication (IEC) strategy is required to promote understanding, acceptance and development of ODL across the country.

Recommendation 2: There is an urgent need for comprehensive training programmes, in all institutions, that should include training in instructional design, planning, management, financial management and costing, learner support and monitoring, research and evaluation.

Recommendation 3: More advanced and specialized training in ODL is required at undergraduate and postgraduate levels in order to provide high level human resource necessary for planning, managing and evaluating programmes and for influencing policy at institutional and national levels.

Recommendation 4: In order to improve the quality and to promote efficiency in the development of course materials, there is a need to train instructional designers and editors to provide professional support to course writers.

Recommendation 5: It would benefit the ODL fraternity a great deal if a programme for training of trainers in ODL was developed.

Recommendation 6: ODL providers need to be assisted in developing effective and efficient ODL systems, with distinct sub – systems for materials development production and distribution; learner support; monitoring and evaluation; and assessment and feedback.

Recommendation 7: There is an evident need to develop a strategy for increased and efficient use of new information and communication technologies (ICTs) in all ODL programmes, which should include training in the production and use of ICT based courses materials and instructional methods such as eLearning, DVDs, CD ROMS, video and audio tapes and m-learning,

Recommendation 8: The learner support systems need to be strengthened by establishing more resource centres that are well resourced and shared by different ODL providers.

Recommendation 9: In order to improve national coordination and regulation of ODL the National Institute of Education should be strengthened in terms of human and financial resources. INED should be able to develop a Quality Assurance Framework for ODL and support providers in periodically evaluating their programmes, and disseminating findings.

Recommendation 10: Undertake an audit of ODL institutions to determine their management and training needs.

Recommendation 11: COL should continue supporting ODL development in Mozambique especially in the area of capacity building in institutions (in all aspects of ODL) as well as advocacy (including the development of an IEC strategy) and in facilitating the development of strategic partnerships that will promote collaboration and sharing of resources. COL could also assist in the development of a research based ICT strategy to promote the development and use of ICT based teaching and learning materials.

Recommendation 12: COL support to the TVET system especially in the training of teachers and production of teaching and learning materials, included ICT based materials, would make a major contribution to rural development and poverty alleviation in Mozambique.

1. Introduction

This is an evaluation report on the work done by the Commonwealth of Learning (COL) in Mozambique between 2001 and 2008. The evaluation was undertaken between April and May, 2008, in accordance with the Terms of Reference provided by COL.

The report is divided into seven major sections, namely executive summary, context, purpose of the evaluation, evaluation design and implementation, findings conclusions and recommendations.

2. Project Context

There were three major areas in which COL was involved in Mozambique, namely the Secondary Education by Distance Education (SEDE) pilot project, the COL/SAIDE training and capacity building in distance education programme and the ACIPOL Distance Learning Course of the Executive Programme for Senior Police Officers. In accordance with the Terms of Reference this evaluation focused mainly on the ACIPOL and SEDE programmes. Each of the two programmes had specific objectives and expected outputs as outlined below.

2.1 The SEDE Pilot Project

2.1.1 Intended Outputs/Outcomes of the SEDE Project

The design and development of the project started in 1999 with the development of a logical framework, which was revised in 2001 and the subsequent selection of learning centres, development of management systems and training of staff and course materials development.

The pilot project was officially launched in February, 2004 in five districts of the predominantly rural province of Nampula. It was designed to increase education opportunities for disadvantaged people in remote districts of Mozambique and to demonstrate the use of open and distance learning methodologies to deliver secondary education. It was further anticipated that the SEDE pilot project would contribute to the development of a cadre of skilled staff and model of delivery, which could be used to provide access to education and training to people in Mozambique, irrespective of their circumstances.

The major anticipated outputs of the project were: increased community acceptance of distance education instructional and learning methods; enhanced capacity to design, develop and deliver distance education; attraction of girls and young women; and utilisation of appropriate ICTs to support learning.

The SEDE project was also expected to serve as a distance education model responsive to the social, physical, and economic needs of the community and the programme running in Nampula, managed and administered in such a way that it could be rolled out to other provinces and scaled up to meet the needs of a wider target group.

The two main planned outputs and detailed indicators that were developed for the project and directly relevant to the objectives of the evaluation are shown in Table 1.

Table 1: Some of the Planned SEDE project outputs and indicators

| Expected Outputs | Indicators |
|--|---|
| Acceptance of DE instructional and learning methods | <ul style="list-style-type: none"> • A communications strategy will be developed to ensure that as many children as possible are aware of the courses and feel encouraged to participate • Conduct local DE awareness campaigns • Attract a total of 1000 enrolments into the programme during the pilot |
| Enhanced capacity to design, develop and deliver distance education (DE) | <ul style="list-style-type: none"> • Instructional design consultant employed to run an Instructional Design workshop every year under the auspices of the Department of Distance Learning • ID consultant will support 'action learning' by working with staff from Mozambique as they produce the 24 courses. The support will come through telephone conferences, email exchanges and through exchange of materials and comments by fax and courier • Learning materials sourced from Portugal, Brazil, New Zealand, Australia, Canada as exemplars • A total of 24 courses – for Grades 8,9 &10 developed for DE delivery along with tutor guides • Learning materials and tutor guides published and distributed • 10 – 15 tutors trained annually to provide student support • Assessment procedures put in place to meet MOE requirements |

Source: Siaciwena (2005)

2.1.2 SEDE Project Activities

A number of systems and structures were developed to provide a logistical framework for the implementation of the SEDE pilot project. These were intended to ensure that the key activities took place at the point of delivery as described in the following sections.

(a) Administrative system. The administrative and management structure provided for the participation of both full-time and part-time staff at the central, provincial and district levels in the implementation of the project. At central level (i.e. at the Ministry of Education and Culture, Maputo) the project was managed by a full - time Manager and comprised 16 part-time course writers. A full-time Coordinator based at the Provincial Directorate of Education, in Nampula, supported by a Provincial Administrative Assistant, supervised the five (5) district supervisors (one at each centre). Twenty tutors, who were subject specialists were responsible for the day to day management of the pilot project.

(b) An Instructional Strategy. Self-instructional written materials, which functioned as the backbone structure of the teaching and learning process were distributed free of charge through the channels of the MINED structures at the provincial and

district levels. Field tutors facilitated the learning process. Although tutors were not expected to teach (as in the conventional school system), they were required to provide occasional face-to-face tuition particularly in subject areas that required additional explanation or needed practical work. The tutors' role also included marking and commenting on students' assignments.

(c) Learner Support System. Learning and student support centres were set up in each of the five districts (where the project was being implemented). Besides providing face-to-face tutorials, Learning Centres were the physical infrastructure established for the purpose of giving the students a space for individual or group study, research and access to a library and media facilities. A full-time district supervisor, whose role is described above, managed the centre. Each student was expected to be offered two hours of tutor contact per week for every course they are enrolled in.

District Supervisors managed the Learning Centres, acted as counsellors to the students, kept students' records and supervised the work of the tutors. Supervisors were also expected to provide both individual and group guidance to the students in their district. Their duties also included distribution of the learning materials and enhancing the interpersonal communication within the centres, and to provide an administrative/management link between the district and the provincial coordinating office.

(d) Evaluation/Assessment System. Students wrote end – of - module tests in all the courses, at pre - determined times. Module tests were averaged on completion of the modules in a particular course/subject to determine the subject grade for each student. The pass mark for each course was 50%. The tests, which are centrally prepared in Maputo, were marked by tutors, who were subject specialists, using a marking key, also prepared centrally in Maputo. Five different end of module tests were prepared to allow tutors use different tests for different students if need arose. The assessment system was designed to be the same as that of the conventional school system.

(e) Capacity Building. In order to enhance capacity to design, develop and deliver distance learning courses an instructional design (ID) consultant was employed by COL to conduct Instructional Design and materials development training workshops. There were several training workshops in this area and on average one training workshop was conducted each year between 2001 and 2004. There was a lot of on – the – job training. Formal training workshops for course writers included two on basic instructional design for about 25 writers and three advanced instructional design workshops for about 15 course writers. The COL instructional design consultant also conducted one workshop for tutors and supervisors, in collaboration with MEC staff. About 50 tutors and learning centre supervisors were trained.

2.2 Academy of Police Sciences (ACIPOL)

2.2.1 Intended Outputs/Outcomes of the ACIPOL Distance Education.

The Academic de Ciencias Policias/Academy of Police Sciences (ACIPOL) established its open and distance learning programme in 2005. The launch of the

distance learning programme was a practical demonstration of ACIPOL's commitment to expanding the professional skills of the Mozambican police force by utilizing the methodologies of open and distance learning. The Distance Learning Course, based on the Executive Programme for Senior Police Officers, mainly aimed at updating of experienced officers.

The course was planned to be taken by 70 senior officers, initially, all working in the various police headquarters in the cities around Mozambique. Further in-takes were expected to follow.

2.2.2 Main Activities of the ACIPOL Course

The ACIPOL distance learning programme was essentially in its formative stages. Its main activities were training and mentoring on instructional design, training in tutoring in ODL and developing learner, management and quality assurance systems. A COL consultant conducted a workshop on Instructional Design Principles for ODL in which five people participated. The consultant also worked closely with management staff in planning and management issues.

The original delivery plan was that the course would be print based. Materials were printed at ACIPOL (they have new print equipment donated by the Dutch government) and would be sent to the regional centres for distribution to the students.

According to the original delivery plan non-subject specific tutors would be appointed to support students locally. These would be trained at ACIPOL prior to the programme starting. Some assessments would be done at regional centres or at the various police headquarters. Final assessment would be by dissertation and examinations, which would be taken whilst the students were at ACIPOL in their last month.

2.3 Partners involved

The SEDE project was designed and implemented with financial and professional support from COL. The implementation was the responsibility of the Ministry of Education and Culture (MEC), which identified the project Manager (employed by COL) and other project staff. The project was funded by the Department for International Development (DFID) of the United Kingdom.

In the case of ACIPOL the Commonwealth of learning (COL) partnered with the National Institute of Distance Education (INED) as its in-country representative to provide full support to the Instructional Design consultant during the training programmes and to provide advice and guidance to ACIPOL.

2.4 Limitations of the Evaluation

The evaluation was limited in terms of geographical coverage and methodology. It was confined to Maputo province for a number of reasons. First, most of the key stakeholders and public ODL institutions that worked with COL were in Maputo.

Second, it was logistically difficult and prohibitively expensive, given the limited budget for the evaluation, to cover geographical areas outside Maputo province.

In terms of methodology the evaluation used mainly semi structured interviews and focus group discussions. This was considered to be very useful as it provided in - depth discussions and enabled the evaluator to involve more stakeholders in a much shorter time. It also helped to get instant translations of questions and responses and allowed for the immediate clarifications of issues that arose during the interviews and focus group discussions.

2.5 Acknowledgements

I am deeply indebted to the Commonwealth of Learning (COL) who commissioned me to undertake the evaluation and for the financial support without which the study would not have been possible. I must pay special tribute to Mrs Frances Ferreira, Education Specialist, Basic Education and Open Schooling at COL, who guided and supported the study and Carol Walker, Administrative Assistant at COL for all the logistical and administrative support during the course of the evaluation. In the same vein I must thank Zaida Baule, COL focal person in the Ministry of Education and Culture, for all the administrative arrangements during my field visit to Mozambique, without which the field mission would have not succeeded.

I cannot find appropriate words to express my gratitude to Antonio Franque, the Director of INED, for administrative and logistical support during my visit to Maputo and for his kind assistance in translating the questionnaires into Portuguese and the questionnaire responses into English.

I wish to gratefully acknowledge the assistance and cooperation received from the Director of Planning in the Ministry of Education and Culture, Mozambique, and Heads of Institutions that I visited in Maputo province. My sincere thanks to all members of staff, in different institutions in Mozambique, who kindly agreed to be interviewed and gave me very useful information and those who attended the debriefing meeting at the end of the field visit. I gained useful information from various points of clarification were raised during the debriefing meeting.

3. Purpose of the Evaluation

The evaluation was commissioned by the Commonwealth of Learning (COL) that tasked the consultant to conduct a quantitative and qualitative evaluation of the work done by COL in Mozambique. The specific objectives of the evaluation as outlined by COL were to:

- (a) Assess whether ODL capacity was developed in Mozambique because of COL's investment in ACIPOL and SEDE, with specific reference to capacity in materials development/tutoring.
- (b) Assess the level of ownership amongst the partner institutions after COL made an exit from the projects.
- (c) Assess whether there is a tangible impact of the ACIPOL qualification within the police force and the broader community.

- (d) Assess whether Open and Distance Education's status has improved because of COL's work with CIINED, ACIPOL and SEDE projects
- (e) Assess the progress made regarding recommendations made in the 2004 Evaluation Report (of the SEDE project).

4. Design & Implementation of the Evaluation

4.1 Target population

The evaluation combined secondary and primary data collection, quantitative and qualitative analysis. It used both methodological and data triangulation in order to achieve a great amount of objectivity in making conclusions and recommendations. It involved quantitative and qualitative methods (mainly some face-to-face interviews and focus group discussions and questionnaires) and different sources of data/information such as evaluation reports.

The evaluation targeted learners and staff involved in the ACIPOL distance learning programme, course writers in the SEDE project and other people who were associated with its implementation. Also targeted for the evaluation were relevant government officials and representatives of ODL providers as well as staff at the National Institute of Distance Education (INED), the Ministry of Education and Culture, and the two public Universities in Maputo. Participants in the COL/SAIDE training and capacity building programme and all those involved in the delivery of different ODL programmes in Mozambique were part of the target population. Annex 1 shows list of people that were interviewed during the evaluation.

4.2 Data collection strategies

The evaluation recognized the fact that a number of studies had been done on some of the programmes in which COL was involved. These were reviewed in order to identify aspects that could corroborate the findings of the evaluation. The following were reviewed:

- (a) Evaluation Report on the Training and Capacity Building in Distance Education in Mozambique (Litto, 2004)
- (b) Report on the Formative Evaluation of the Secondary Education by Distance Education (SEDE) Pilot Project (Siaciwena and Tembe, 2004)
- (c) Output to Purpose Review of the Secondary Education by Distance Education (SEDE) Pilot Project (Siaciwena, 2005)
- (d) Evaluation of the Mozambique Distance Learning Network (Moore and Pereira, 2007).

In addition to the review of the above evaluation reports, some policy documents were reviewed to establish the extent that they reflected the Mozambican Government's commitment to open and distance learning and how this could be linked to the past and possible future role of COL in supporting ODL in that country. Notable among these are the Strategic Plan of the Ministry of Culture and the

Government Social and Economic Plan, which was reported to be the first stage in making operational the government's five year programme for 2005-2009.

The evaluation used semi structured interviews and focus group discussions, which provided in depth discussions on all aspects of the study. This approach also helped to serve time and minimized the language difficulties as an interpreter assisted at each session.

A few questionnaires were distributed to some participants in the nine month training and capacity building programme and some distance learners at ACIPOL. This was intended to cross check some of the information that was obtained during the focus group discussions/interviews.

In order to ensure that information was systematically collected from all the key stakeholders the possible source of information were identified as well as location and the appropriate instrument to be used as shown in Table 2. As Annex 2 shows the interview schedules were designed to ensure that each objective of the evaluation was covered ie specific questions were formulated to cover each of the objectives of the evaluation.

Table 2: Source of Information and Data Collection Instruments

| Source of information | Location | Data collection Instrument |
|---|--|---|
| Evaluation Reports and Policy Documents/Strategic Plans | MEC, Various institutions | Review and analysis |
| Participants in ACIPOL programme and in the Training and Capacity building programme. | ACIPOL Various educational institutions in Maputo | Questionnaires with open ended questions and follow up focus group discussions. |
| Course Writers for ACIPOL/facilitators/Tutors | ACIPOL | Focus group discussions |
| INED staff and officials of ODL relevant institutions | Maputo | Semi – structured interviews. |
| SEDE Course writers | MEC Maputo and Marracuene | Focus group discussions and questionnaires with open ended questions. |
| Managers /Heads of training programmes | ODL Providers Maputo | Semi – structured interviews/focus group discussions. |
| Instructional Designer | Canada | Questionnaire |
| Relevant Government officials | MEC, Maputo | Semi – structured interviews |

A debriefing was held at the end of the field visit. It was attended by about 20 people, the majority from the Ministry of Education and Culture, INED and ACIPOL (see Annex 3). The meeting was an opportunity to present the preliminary findings, to seek clarifications on a number of issues and to get additional information on the issues covered in the Terms of Reference. It was chaired by the Director of Planning in the Ministry of Education and Culture.

4.3. Issues arising during implementation and limitations.

One of the limitations of the evaluation was that it was not easy to reach most of the ACIPOL learners and those who participated in the nine month training and capacity

building programme because they lived in different parts of Mozambique, away from the capital city, Maputo where the evaluator was based during the field mission. Secondly, it was not possible to reach the SEDE project tutors, all of whom lived in the Nampula province, about 1,000km from Maputo, where the pilot project was implemented. A visit to that province would have required more time than allocated for the evaluation and would have been very expensive. This evaluation therefore used some of the findings from the earlier studies on the project and the views expressed by some staff in the Ministry of Education who were directly involved in the implementation of the project.

The questionnaires had to be translated into Portuguese and questionnaire responses into English. This inevitably took a bit of time because most of the question items were open ended.

The above notwithstanding the wide range of stakeholders who participated in the evaluation and the depth of the interviews and focus group discussions provided sufficient data to make meaningful conclusions on the effect of COL interventions in the development of ODL in Mozambique, in general, and in the targeted institutions, in particular. The questionnaire results and the earlier studies also provided a means of corroborating the information from interviews and focus group discussion.

Although the Terms of Reference of the Evaluation did not specifically refer to the nine month training and capacity development in distance education programme, the evaluation included some aspects of this programme because of its direct relevance to some aspects of the Terms of Reference and it was referred to by many stakeholders during interviews.

5. Findings

The findings of the evaluation were based of the information obtained from the review of documents, interviews and questionnaires. As indicated above 39 people (from nine different organizations/institutions) were involved in the interviews or focus group discussions. Table 3 shows the distribution of people who provided information through interviews and focus group discussions.

Table 3: Respondents by Institution/Organization

| Organization/ Institution | Number of Respondents |
|---|------------------------------|
| Academic de Ciencias Policias/ Academy of Police Sciences (ACIPOL) | 14 |
| Centro de Educação à Distância/Center for Distance Education (CEAD), UP | 2 |
| Centro de Ensino à Distância/Distance Teaching Centre (CEND), UEM | 2 |
| Escola Superior Aberta/Higher Open School (ESA), Politecnica | 1 |
| Instituto de Educação Aberta e à Distância/ Institute of Open and Distance Learning (IEDA) | 3 |
| Instituto de Formação Bancária/Banking Training Institute (IFB) | 1 |
| INED - National Institute of Distance Education | 3 |
| Ministry of Education and Culture(MEC) | 6 |
| INDE – National Institute of Education Development | 4 |
| Projecto Integrado da Reforma do Ensino Profissional/Integrated Reform Project of Vocational Training (PIREP) | 3 |
| Total | 39 |

The findings are presented in accordance with the objectives of the evaluation, which were derived from the Terms of Reference.

5.1 Assessment of Capacity Development in the ACIPOL Distance Learning Programme and SEDE Project.

Within the context of the objectives of the study, the evaluation sought to assess whether ODL capacity was developed in Mozambique because of COL's investment in ACIPOL and SEDE, with specific reference to capacity in materials development/tutoring.

The two programmes are discussed separately because they were offered by different institutions, established at different times and targeted different groups of learners.

(a) ACIPOL Distance Learning Programme.

The assessment of the role of COL in developing the capacity of ACIPOL particularly in materials development was based on focus group discussions with senior officials of the Academy who were involved in different ways in the delivery of the programme. Questionnaires were distributed to, and received from, 13 officers who were distance learners.

It was clear from the focus group discussions that the training provided by the COL instructional design consultant contributed a great deal to the development of capacity in instructional design and materials development. Those who participated in the course found it very useful in terms of knowledge gains and skills development. They felt that they gained essential new knowledge and skills in this

area. It was reported that those trained in course writing worked with lecturers (content specialists) to help them develop their distance learning materials. A physical review of the modules showed that there was some amount of professionalism in the way they were developed, which is a significant indicator of capacity developed through training and subsequent practice.

It was, however, evident that there was a need for more training not only in instructional design and materials development but also in other areas. Respondents felt that there was a need to reinforce the knowledge and skills gained from training and practical experience and train more people in instructional design. Secondly, there was a need to train provincial tutors who could go out to provide learner support at district level. Respondents felt that it was important to establish provincial resource centres (one in each province) to support students in districts. The district is very important as it is the point of social development and there was therefore need for security, which could be achieved through better trained police officers. Thirdly, it was felt that there was a need for higher level training to develop skills in monitoring, research and evaluation.

In order to enhance the capacity of ACIPOL to expand and strengthen the ACIPOL distance learning programme it was felt that there was a need to train a core group of distance education practitioners who could also serve as trainers. For this reason the respondents suggested that another course writers' course could make a significant contribution to capacity building. It was further suggested that training should also be provided at master's degree and probably PhD levels for some of the staff. This would help build ACIPOL's capacity to plan, develop and deliver and manage their distance learning programme, more professionally.

(b) The SEDE pilot project

The assessment of capacity developed in the SEDE project was based on the information obtained from in-depth interviews with seven course writers and other stakeholders who were involved in, or associated with, the implementation of the pilot project such as the former Project Manager, staff from MEC, INED, and IEDA. The views of the COL instructional design consultant were also very important.

Invariably all the people interviewed felt that the training of course writers and tutors in the SEDE pilot project contributed significantly to capacity development in instructional design and materials development. All the seven course writers who worked and were trained in the SEDE project felt that they gained essential new knowledge and skills to write course materials. According to them there were three ways in which capacity was developed. First, the training provided the necessary theoretical knowledge related to instructional design and materials development. Second, the project provided an opportunity for the trained course writers to practice what they learnt during the training workshops. These views were in line with the training activities, which were based on formal training as well as on-the-job training.

Third, the COL Instructional Design Consultant provided the mentoring and professional support and guidance that they needed. One course writer stated that training by the instructional design consultant "is helping me a lot in developing materials... she gave a lot of assistance... she was a trainer and reviewer".

The contribution of the SEDE project to capacity development particularly in the Ministry of Education and Culture was evidenced by the fact that course writers continued to develop courses materials for grades 9 – 10. It was reported that most of the Grade 9 materials had already been written and were being reviewed. Physics materials for grades 9 – 12 had been written and a meeting had been planned to review the modules. It was thus remarkable that the SEDE team trained by COL was leading the SEDE project by themselves, without any outside support. The project did not stop.

Some SEDE course writers reported that they were providing support to the National Institute of Educational Development (INDE) in developing grades 11 and 12 course materials. Related to this is that one SEDE course writer who is also a head of Department in the Ministry of Education reported that she helped other course writers, especially those who were writing English course materials. Other stakeholders confirmed that course writers trained by COL were training new course writers and were working with other institutions such as INDE to support the development of self learning materials for grades 11 and 12. They were seen as leaders in this area and were sought after to do this kind of work.

It is also noteworthy that some course writers reported to have participated in training tutors in provinces, in 2007.

However, there were factors that were limiting the positive effect of the capacity that has been built during the implementation of the SEDE pilot project. The notable ones cited by the course writers and other key stakeholders were:

- Course writers worked on their own without effective coordination nor professional support as was the case when the COL instructional design consultant worked with them.
- Most of the course writers had full time jobs and therefore did not always have enough time to write their materials. Consequently a number of course writers were reported to be slow.
- There were not many qualified people to review and revise the course materials, which is essential for assuring the quality of course materials.
- The course writers no longer worked as a team and therefore rarely supported each other as much as they used to in the past. This was given as one of the reasons why the course writing process was slow.

5.2 An Assessment of the level of ownership amongst the partner institutions after COL made an exit from the projects.

This aspect of the evaluation focused mainly on the ACIPOL distance learning programme and the SEDE pilot project because they were the two programmes which were expected to continue running after COL's exit. The level of ownership was assessed in terms of what had been done to sustain the programmes.

Apart from the fact that ACIPOL had run the programme to the point of graduating 50 officers, out of 73 students registered, there was evidence of commitment to distance education and deep sense of ownership at ACIPOL as demonstrated by the following:

- Creation of an administrative/management unit, which, significantly, is headed by a person who participated in the nine month course on Capacity Building and Training in distance education, which was offered jointly by COL and SAIDE.
- Creation of structures to strengthen planning and management of the distance education programme and learner support. The Academy created a unit to manage ODL and it is expected to review the institution's organization structure to incorporate ODL department
- Creation systems/structures for planning and management, module development and learner support.
- The COL/Open University, United Kingdom training (in 2006) was helpful. Those who attended have conducted sensitization meetings and the materials from the course were used for reference.
- A deeply committed team passionate about ODL. ACIPOL Command committed to, and deeply involved in, ODL activities
- A clear plan to expand distance education. The Academy has recognized the need to expand to other provinces, establish resource centres and electronic/virtual library. There was also a recognition of the need to review the organization structure of the Academy to include distance education as a means of enhancing its visibility and status in the overall governance structure of the institution.
- The Academy has developed a Strategic Plan for 2008 – 2017, which has a distinct component on distance education whose immediate goal is to develop a distance education (ED) programme. The output related to this is: "A formal ACIPOL distance education programme well developed to meet the needs of trainees in different regions of the country". The specific activities were to develop distance education, train specialists in distance education, distance education programmes and to establish partnerships for the development of distance education around the country, and across the world, such as COL, ABED, CINED and IAP.

A number of changes in the management of the SEDE project have had a negative impact on its development. Effective December 2004 COL was no longer responsible for the management of the project. Funding was channeled through the Ministry of Education and Culture and the Project Manager moved back to MEC. The project was located in the Department of Distance Education, which had no Head of Department at that time. The project has since become part of IEADA, formerly IAP.

Despite this disruptive change the Ministry of Education and Culture took full ownership of the project as evidenced by the following:

- The project is now a programme with an institutional base, IEADA.
- It has been decided by MEC that the programme should be extended to the rest of the country. It was reported that all provinces will have six districts offering secondary distance education.
- The development of course materials has continued since 2004 and particularly picked up after 2007 and includes the development of senior secondary course materials. This is in line with the plan to extend the secondary distance education programme to all provinces and move to higher secondary grades, gradually.
- INDE is offering upper secondary courses (science) in the SEDE programme, in conjunction with IEADA. Some staff members in MEC are supporting INDE in this. Grades 11 and 12 materials have been completed.
- IEADA has an ICT department where one of the SEDE course writers was working on the production of ICT based materials. He is one of those trained by COL and has continued to develop secondary distance education course materials. He is also trying to develop eLearning courses, DVDs and other ICT based materials to widen the range of media thereby improving the quality of ODL courses.

Significantly the sense of ownership was evident in other institutions that had graduates from the COL/ SAIDE capacity building and training in distance education course. Distance education units have been developed in a number of institutions.

5.3 An assessment of the impact of the ACIPOL qualification within the police force and the broader community.

One of the objectives of the evaluation was to assess whether there was a tangible impact of the ACIPOL qualification within the police force and the broader community. This subject would require a larger study than this evaluation. However, information on this aspect was obtained from the focus group discussions and from the questionnaire responses received from 13 learners.

One positive outcome of the ACIPOL distance education programme is that it had raised interest and commitment to this mode of delivery. This is evidenced by, among other developments, the appointment of an officer to be in charge of the unit, the decisions (i) to review the organizational structure, to include distance education, (ii) to expand the programme in terms of geographical coverage and numbers and (iii) perhaps more importantly the decision to request for the inclusion of distance education as a distinct component in the institution's strategic plan.

It was reported that the course has had a positive impact on management. Graduates were reported to have developed positive and friendly ways of communicating with their junior officers who have in turn learnt how to communicate

positively with the people in their communities. Thus officers from the ODL course have improved in human rights and in prosecutions as well as computer skills. They were reported to be participating more actively and positively in guiding and assisting members of the communities in which they were serving.

Apart from the reports of general improvements in behavior received from communities by the command, it was reported that graduates from the distance education course had shown marked improvement in handling court cases ie in preparing and executing prosecutions.

Trained officers have created a great impact in their communities to the extent that communities asked for trained officers to work in their localities. Members of the community attended graduation ceremonies, an indication of the recognition of the courses offered by the academy.

The questionnaire results confirmed that the distance education programme could have had a positive impact on the officers. All the 13 respondents indicated that they had benefitted from the course. According to them the course enabled them to gain new, professional knowledge and a deep understanding of the job content and had experienced improvement in the performance of their duties. Some explanations on how they benefited from the course were:

- *I am acquiring quality professional technical and scientific knowledge*
- *Planning has improved, more, there is openness to the communities...*
- *It has benefited me in the acquisition of more knowledge related to my profession*
- *It has benefited me in the acquisition of more scientific knowledge*
- *The benefit is the knowledge I am acquiring about my organization (the police force)*

All the respondents stated that the distance education course was helping them in their work as they had started to have a different understanding of their work, gained more knowledge and worked more efficiently. The course was reported to have helped learners in planning and executing their duties. Some of the statements made in this regard were:

- *With the acquired knowledge I have improved in my skills as a leader by teaching and giving seminars*
- *Before the course it took longer to understand a criminal case or any other case, whereas now even the dialogue with justice personnel is much flexible.*
- *It helped me to reach a scientific horizon and systematizing my previous experiences*
- *It helped me face my professional life, management of human resources and decision making in a scientific manner*
- *It helped me work in a more systematized manner within the recommended scientific standards*

- *This course helps in decision making as well as in the interaction with high rank officers and others*
- *Nowadays I am in a position of judge work scientifically*
- *The vision and the responsibility in terms of looking at the tasks in a more scientific manner and a legal basis*

Given the above the above responses it was not surprising that all the respondents felt that the distance education course was beneficial to the Academy and the country as a whole. They particularly noted that the course had contributed to the increase in the number of trained police officers, with more knowledge, and confident. One respondent stated that “it (academy) has benefited in the sense that ACIPOL is training in - service police officers and that way improving the quality of work provided to the citizens”.

The respondents were all positive about the contribution of the ACIPOL distance education to the development of the country as a whole. One respondent stated that “*with this type of course the numbers of trained people have multiplied in a short period of time without leaving the workplace*”. Another respondent stated that “it has managed to train in a short period of time officers in management positions with scientific and professional capacity”.

All the respondents stated that they would recommend the course to other officers in order to increase knowledge, have a broad vision of science and to fulfill the government’s programme and for other officers who they said did not have as much knowledge as those who passed through the course. They felt that it would be important for such officers to increase their professional and scientific knowledge required to performance their duties better. One respondent submitted in this regard that all the activities of the police force required scientific knowledge.

The respondents were asked to make any general comments on the ACIPOL programme. All the comments were positive and focused on the future of the programme such as the need to build resource Centers in all provinces as well as small libraries, have local teachers and internet services, to offer ODL programmes at Licenciatura level and to put more resources in the ODL programme that will enable the academy to open more courses.

5.4 An Assessment of the Contribution of COL’s work to the improvement of the status of ODL in Mozambique.

This section assesses whether the status of ODL has improved because of COL’s work with CIINED, ACIPOL and SEDE projects. This was done in four main ways ie in terms of institutional structures, policy framework, political support and general acceptance of ODL, and trends in the provision of ODL programmes.

(a) Institutional Structures

The involvement of COL in ODL activities in Mozambique appears to have enhanced the visibility and bolstered the status of the National Institute of

Distance Education (INED), the off shoot of CIINED. In particular the offering of the training and capacity building in distance education programme, which was offered jointly with SAIDE has led to wider adoption of ODL especially in Universities.

To a great extent therefore COL's partnership with CIINED/INED has legitimized its existence and strengthened its position. INED continues to work with institutions that participated in the programme and are establishing or strengthening their ODL programmes. It is noteworthy in this regards that INED is a public institution, which is empowered to coordinate and regulate distance education, including policies, regulations, strategies and implementation of a national system of distance education, to oversee the chain of provincial distance education centres, to create a system of accreditation of distance education institutions and programs (Moore and Pereira).

Therefore the involvement of INED in the training and capacity building programme with COL and SAIDE has enabled the institution to fulfill its legal responsibility of "promoting the professional development and training of specialists in distance education, to identify priority areas for distance education, and to promote experimentation and demonstration projects as well as research and evaluation" (Moore and Pereira, 2007:6).

The nine month course also gave CIINED/INED the necessary experience to co-manage a major training programme, which laid the foundation for planning and executing a series of subsequent training programs in Mozambique.

The nine month course has contributed significantly in creating and/or strengthening institutional structures particularly in higher education institutions. Graduates from the COL/SAIDE course have been instrumental in strengthening ODL Units/Centres in their respective institutions. In particular ODL units at UP, UEM, ACIPOL and Politecnica became more effective and active in their pilot projects because of the presence of the nine month course graduates. They have spearheaded the development of the pilot projects. This view is supported by Moore and Pereira (2007:7) who noted that "probably the most important in terms of its impact, was the nine month (1400 hours) training course delivered by the teams provided by the Commonwealth of Learning and the South African Institute for Distance Education (COL/SAIDE)". Indeed many respondents acknowledged that CIINED has played an important role in promoting the development of ODL by providing training in conjunction with COL and SAIDE.

MEC structure changed after 2004 and the new IEDA (formerly IAP) has taken the SEDE project, which changed from project to an integral part of the education system, under a new institutional structure. This was being done when it was clear that there was a lot of demand/ great deal of pressure for secondary education in Mozambique and cry to extend the secondary distance education programme to all the provinces. The project is being expanded to all the provinces. The Government recognizes that the

secondary education sub-system cannot meet the demand through conventional means alone.

(b) Policy framework, political support and general acceptance of ODL

It was observed by the respondents that ODL was generally improving in terms of status and levels of acceptance. It was reported by many stakeholders that there was national interest and a common understanding that it is important to invest in ODL. This is attributable to a combination of COL's involvement in Mozambique and other factors, which include the following:

- (i) The Government's Five Year Plan and the Strategic Plan of the Ministry of Education provide for the development of ODL. In this regard it was acknowledged that the COL supported programmes provided a firm foundation for the development of secondary distance education. It is perhaps partly due to this that the economic and social plan for 2005 provided for the Implementation of the Secondary Education Distance Learning Project and its expansion as well as the development of a plan to implement the pilot 11th/12th grades project, under the Distance Learning in Mozambique strategy.
- (ii) The creation of INED and IEDA with a wider mandate and scope of ODL provision is an important sign of Government commitment to ODL. In this context a number of respondents stated that the Minister of Education has, on a number of occasions, highlighted the need for, and importance of ODL. One respondent mentioned that the Prime Minister was aware of ODL and recognized that it possible to offer quality education through this mode of education delivery.
- (iii) Graduates from the nine month COL/SAIDE training and capacity building in distance education programme were doing a lot of work in enhancing the status of ODL in various institutions. For example at the Centre for Distance Education (Centro Ensino A Distancia, CEND), UEM, the graduates from the course had conducted training sessions for different groups of staff. They trained 44 lecturers in the Faculty of Economics for three days and conducted sensitization/awareness building meetings with Directors of Faculties, had meetings with Faculty Committees (of about 12 members) and other university structures. Members of the Faculty Committee accepted the idea of introducing ODL and encouraged their lecturers to adopt it. The graduates also reported that they formed groups to work with relevant university staff.
- (iv) At UP graduates from the nine month COL/SAIDE course were reported to have trained over 100 people, in instructional design and materials development. They also trained tutors in different provinces and managers for resource centres for UP. The Head of the distance education at ESA was involved in sensitizing staff on the importance and necessity of ODL. At ACIPOL the three officers that attended a

senior managers' course at the Open University, UK, organized by COL and the OU UK, organized sensitization meetings for all Directors on all aspects of ODL. They used all the materials they brought from that course.

(c) Increasing numbers of ODL providers and trained ODL practitioners.

Mozambique now has a large number of ODL practitioners trained under the COL/SAIDE training and capacity building programme, the SEDE project and the ACIPOL distance education programme. This has undoubtedly contributed to increased awareness of ODL, enhanced its status and visibility and improved levels of acceptance and credibility country-wide.

The COL/SAIDE programme has contributed significantly to the increase in the number of credible ODL providers. It was observed during the evaluation that graduates from the COL/SAIDE course had been instrumental in establishing/strengthening ODL Units/Centres in their respective institutions. In particular ODL units at UP, UEM, ACIPOL and Politecnica became more effective and active in their pilot projects because of the presence of the nine month course graduates. The important contribution of the nine month course to the development of human resources for ODL was also highlighted by Moore and Ferreira (2007) who noted that:

The general conclusion arrived at by the evaluators is that a significant degree of awareness-raising and training has been accomplished, and that there now exists the critical mass of individuals within and outside the educational institutions who have sufficient theoretical knowledge about distance education(p.7).

5.5 An assessment of the progress made regarding recommendations made in the 2004 Evaluation Report (of the SEDE project).

The Siaciwena and Tembe (2004) evaluation report made 13 recommendations, most of them related to the instructional delivery and learner support systems. The recommendations were aimed at addressing the many challenges identified during the evaluation. There was no clear evidence that the report was acted upon. The report came out when MEC was effecting some organizational/structural and management changes that affected the project and could have affected the implementation of the recommendations of the evaluation report.

The SEDE project faced some problems after the Project Manager moved back to MEC the end of 2004 and DDE, which was hosting it, was relocated to the new Institute of Distance Education (IEDA), the main component of which is the former IAP. Thus SEDE was transformed from a project to an integral programme of IEDA. The Head of the Department of Distance Education left the Ministry of Education and Culture and funding from DFID was being channelled direct to MEC and no longer through COL. These changes were disruptive and were associated with payment problems and management difficulties. This made it difficult for MEC to pay much attention to the report at a time that there was a new Minister and new senior staff in

some Directorates, including the Directorate Secondary Education, which is directly affected by the secondary distance education programme.

However, MEC addressed one of the key issues raised in the evaluation report ie that the project needed an institutional base. As indicated above the project became part of IEDA as one of its regular programmes. It is also noteworthy that in accordance with recommendation number 6 of the evaluation report some MEC staff members who are also course writers participated in training tutors in provinces, in 2007.

5.6 Other, related findings

5.6.1 COL/SAIDE Training and Capacity Building in Distance Education Programme

Although the nine month COL/SAIDE training and capacity building in distance education programme was not the main focus of the evaluation some information was collected on its impact on the development of ODL in Mozambique. This is because the programme represented a major investment and was perhaps the most important point of collaboration between CIINED and COL.

Secondly, an evaluation of the training programme by Litto (2004) raised questions, which necessitated its inclusion in this evaluation. In particular, Litto observed that “it brought new concepts and skills to a small group of potential multipliers of this learning, and is bound to bring results in the implementation of DE in Mozambique in the short, middle and long range of time ... the benefits to the country were clearly worth the investment” (p39). He however, pointed out that:

Studies in recent decades in the highly-developed world show that, some years after graduation, only half of those who had invested in obtaining diplomas from institutions of higher learning actually practiced the professions for which they had prepared. As Mozambique develops its economic and social infrastructure, the persons trained in this course will inevitably be drafted to work in new organizations, public and private, educational and non-educational. Whatever career-changes in the future may be made by those who participated in this course, we can safely say that the new concepts and new skills acquired in the course benefited not only each one personally, but the Mozambican society as a whole.(Litto, 2004:39).

In this regard it was reassuring that most of the graduates from the programme were still actively working in their own institutions and a number of them were holding management positions in ODL Units in various institutions at the time of this evaluation. For example, the Head of the distance education programme at ACIPOL, the Director of ESA at Polytechnica University, the Director and Deputy Director of the ODL Unit at UP were all graduates from the programme. Others were responsible for other ODL activities such as managing learner support system, training and materials development.

Interviews were conducted with some of the graduates from the nine month course and questionnaires were distributed to and received from nine (9) of them. All of them indicated that they, their institutions, and the country as a whole had benefitted from the training programme. They indicated that they had learned a lot about ODL

and were using that knowledge in their daily work. It particularly helped a number of them to develop ODL programmes at their institutions. Some of the comments made by them were that:

- *I acquired practical experience on how to plan an ODL programme as well as delivering it (and) the implementation of the course was only possible due to the training that COL ran.*
- *It has contributed to the preparation, execution and implementation of the ACIPOL ODL course*
- *Without that training it would seem quite difficult for ACIPOL to run the senior police officer ODL course. The course helped ACIPOL solve some of the problems it was faced with in this field.*
- *It gave me a general vision of ODL and the management of all its subsystems and has helped to change the management philosophy of education and in particular at the managerial level of the University*
- *It gave me the foundation for the master's programme and for the work I am doing at the moment and I am able to implement all the activities related to ODL from training teachers to writing materials, tutorial and student support, management and evaluation of the system*
- *I acquired knowledge related to the learning process with focus on ODL which has its own particular characteristics*
- *I am now able put in place an ODL plan, I have got knowledge on how to handle ODL students that need to be carefully monitored and given special attention*
- *The initiative was a good one since the country has got few people trained in ODL. Today we are able to plan and implement ODL programmes in the country*
- *It was useful in the sense that it allowed the development of a ODL project at UEM and gave me also the foundation for my masters programme*
- *With the ODL knowledge I have acquired I have also improved my teaching methodology in the face- to- face teaching*
- *Since I am working in ODL, the knowledge that I have acquired are useful: it helped in the curriculum planning and in the decision on which materials to use in the UEM ODL programme*

5.6.2 Integrated Programme for TVET Reform (PIREP)

The evaluator was invited to a discussion with the Director and staff of the Integrated Programme for TVET Reform. The initiative, which is likely to make a significant impact on socio – economic development in general and poverty alleviation in particular, has high level political support and its management team showed some determination, commitment and were clear about what should be done in this area.

The skills development component of the TVET will require, among other things, the production and use of ICT based materials and training of about 700 teachers. Given the urgency of the implementation of the programme it will be necessary to train teachers by distance learning methodologies. The Director and his staff expressed their desperate need for a supportive consultancy to undertake training needs assessment and to subsequently train teachers by distance learning methodologies. COL is considered to be eminently placed to do this.

6. Conclusions

6.1 About the appropriateness of the intended Outputs/Outcomes

The main purpose of the evaluation was to assess the impact of the interventions of the Commonwealth of Learning in Mozambique, which were effected through the ACIPOL distance education course, the SEDE project and the nine month training and capacity building in distance education course. Each of these had its own expected outcomes, whose appropriateness should be measured against the findings of the evaluation and in the broader context of ODL development in Mozambique.

It can be concluded from the findings that the intended or planned outputs of the above programmes were appropriate and directly relevant to the country's socio – economic aspirations. This is evidenced by the fact that all the stakeholders interviewed recognized the need for ODL at secondary school level, in the training of police officers and in other areas. The expected outcomes of the COL supported programmes were also in line with the Economic and Social Plan for 2005, which like other socio – economic plans before, provides for the need to scale up education and training provision through distance learning.

The objectives of the Government's five year programme for 2005-2009 include, among others, reducing the levels of absolute poverty, which will be pursued through activities in education, health and rural development; the consolidation of peace, national unity, justice, democracy and national awareness, as indispensable conditions for the harmonious development of the country; and the fight against corruption, crime and red tape. All these have direct implications for the provision of secondary distance education programme and its expected outputs and for increasing the number of in-service trained police officers through the ACIPOL distance education programme.

6.2 Management & implementation of the activities

The implementation of activities in the projects/programmes in which COL was involved faced some challenges. In the SEDE project the development of course materials was slower than expected and this delayed the launch of the programme. Therefore the scaling up of the project in terms of geographical coverage and educational levels was not achieved in the period COL was directly involved. The

project attracted less than 1000 learners and materials for higher grades had not been produced.

At ACIPOL the beginning was slow with very few people available to be trained and the management system was initially not strong although it had improved by the time of this evaluation, with discernible commitment on the part of the management of the academy.

The role of CIINED as an in-country was a major determinant in the implementation of the programmes particularly the nine month course. It has also helped to ensure that the foundation laid by COL in terms of capacity development and in promoting the development of ODL more generally continued.

6.3 Effectiveness of COL's direct and indirect contributions to ODL

COL's intervention in various ODL programmes has had a great positive impact on many aspects of ODL development in Mozambique. In particular capacity has been built in course writing, tutoring and management. Many of the people who were trained by COL are now in positions of leadership in ODL in various institutions/organizations and in the Ministry of Education and Culture and have a very good understanding of the issues related to ODL.

The ACIPOL distance education programme, the SEDE project and the COL/SAIDE programme have contributed greatly to generating awareness of the ODL and helped to "educate" people about what ODL can achieve and have enhanced its status and visibility and brought about increased levels of acceptance and deeper sense of ownership among ODL providers.

COL has contributed significantly to the coordination of ODL in Mozambique by bolstering the status of INED, through collaboration and in supporting the creation of the national association of ODL, which has brought national groups together all actively involved in ODL activities.

COL intervention also has had an indirect positive effect on renewed commitment to ODL. The creation of INED, IEDA, ODL units in universities and the decision to extend secondary distance education programme to all provinces and to senior secondary level are evidence of commitment on the part of all those involved at both policy and operational levels. It is evident from the evaluation that there has been growth and awareness of ODL since COL started working in Mozambique about seven years ago.

COL intervention has had a multiplier effect in the area of human resource development. At MEC, UP, Politecnica some people trained under the COL supported programmes have themselves trained staff in materials development, tutoring and learner support.

The course has contributed to career development as a number of graduates pursued master's programmes in distance education. The programme did not only help them to secure places for higher degrees but made their studies at master's level easier.

Awareness of COL work in Mozambique has contributed to generation of interest in new initiatives particularly the Integrated Reform Project of Vocational Training whose Director and senior staff expressed the urgent need to utilize ODL methodologies in the implementation of the technical education and vocational training programme, especially in the training of teachers and production of ICT based teaching and learning materials.

6.4 Lessons learned

The evaluation of COL's work in Mozambique provides a number of lessons for involvement of external urgencies in the development of ODL in different countries and for COL's possible future involvement in ODL in Mozambique. The following are considered to be the main lessons.

- An enabling policy/political environment is crucial to investment in any ODL programme. There was evidence of political will from the top level in the government in Mozambique and a clearly defined policy and strategy for the development of distance education in the country.
- The support of a recognized national structure is a major determinant in developing and implementing externally funded programmes/projects and in developing a sense of ownership.
- Careful planning and commitment from institutional leadership are important preconditions for developing relevant and viable ODL programmes.
- ODL programmes that are seen to be directly addressing national socio – economic needs have a greater chance of being accepted.
- The development of human capacity is an indispensable precondition to developing and delivering successful ODL programmes.
- The lack of human, material and financial resources are a major challenge in the development of ODL in developing countries
- Human capacity in ODL is a protracted activity that requires time and a carefully designed strategy that combines formal and on-the-job training.

7. Recommendations

Despite the progress made in the development of ODL in Mozambique, much of it attributed to COL interventions, the country still faces some challenges. As Nhavoto (2005) has stated there is still some resistance to change from some stakeholders, in particular among academic staff and managers of education who have long experience in working in the face-to-face mode and never have been exposed to distance education methods. They are yet to be convinced about the credibility of ODL. The more specific challenges are:

- There is comparatively little understanding of what ODL entails. Many people do not understand that it is not necessarily a cheap solution and that it is an integrated approach that requires a reasonable amount of upfront investment that can be amortized through economies of scale.
- In general ODL institutions have not provided sufficient evaluation or research results to show the performance and quality of ODL
- ODL institutions do not have strong monitoring, research and evaluation capacity
- There are weak planning, management and costing systems in ODL institutions
- The materials development and learner support systems are not as efficient and effective as desired
- Few people are qualified at higher education level in ODL
- There is limited use of ICT and ICT based materials in ODL programmes
- There is still a shortage of human and financial resources.

The recommendations are therefore aimed at addressing the above challenges in order to build on what has been achieved so far and indicated areas of possible future COL involvement.

Recommendation 1: An information, education and communication (IEC) strategy is required to promote understanding, acceptance and development of ODL across the country.

Recommendation 2: There is an urgent need for comprehensive training programmes, in all institutions, that should include training in instructional design, planning, management, financial management and costing, learner support and monitoring, research and evaluation.

Recommendation 3: More advanced and specialized training in ODL is required at undergraduate and postgraduate levels in order to provide high level human resource necessary for planning, managing and evaluating programmes and for influencing policy at institutional and national levels.

Recommendation 4: In order to improve the quality and to promote efficiency in the development of course materials there is a need to train instructional designers and editors to provide professional support to course writers.

Recommendation 5: It would benefit the ODL fraternity a great deal if a programme for training of trainers in ODL was developed.

Recommendation 6: ODL providers need to be assisted in developing effective and efficient ODL systems, with distinct sub-systems for materials development,

production and distribution, learner support, monitoring and evaluation and assessment and feedback.

Recommendation 7: There is an evident need to develop a strategy for increased and efficient use of new information and communication technologies (ICTs) in all ODL programmes, which should include training in the production and use of ICT - based courses materials and instructional methods such as eLearning, DVDs, CD ROMS, video and audio tapes and m-learning.

Recommendation 8: The learner support systems need to be strengthened by establishing more resource centres that are well resourced and shared by different ODL providers.

Recommendation 9: In order to improve national coordination and regulation of ODL the National Institute of Education should be strengthened in terms of human and financial resources. INED should be able to develop a Quality Assurance Framework for ODL and support providers in periodically evaluating their programmes, and disseminating findings.

Recommendation 10: Undertake an audit of ODL institutions to determine their management and training needs.

Recommendation 11: COL should continue supporting ODL development in Mozambique especially in the area of capacity building in institutions (in all aspects of ODL) as well as advocacy (including the development of an IEC strategy) and in facilitating the development of strategic partnerships that will promote collaboration and sharing of resources. COL could also assist in the development of a research based ICT strategy to promote the development and use of ICT based teaching and learning materials.

Recommendation 12: COL support to the TVET system especially in the training of teachers and production of teaching and learning materials, included ICT based materials, would make a major contribution to rural development and poverty alleviation in Mozambique.

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Annex 1: Names of persons who participated in interviews and focus group discussions.

1. ACIPOL

Alberto Mondlane, Vice Rector and participant in the COL/OU course
Joao Pedro Messenda, graduate from the nine month COL/SAIDE training programme
Alberto Assane, graduate from the nine month COL/SAIDE training programme
Saide Aly Chabane, graduate from the nine month COL/SAIDE training programme
Duarte Tembe, participant in the COL/OU course
Jorge Monteiro Nunes, ACIPOL distance learner
Filipe Mendes Machate ACIPOL distance learner
Manuel Jaime Wane, ACIPOL distance learner
Armindo Siboniane, ACIPOL distance learner
Champlino Armindo Bechel, ACIPOL distance learner
Afonso Mavungue, ACIPOL distance learner
Amade Saide, ACIPOL distance learner
António Almeida, ACIPOL distance learner
João Paulo Mutambe, ACIPOL distance learn

2. Ministry of Education and Culture

Manuel Rego, Director of Planning
Zaida Baule COL Focal point
Salvador Agostinho Sumbane, Directorate of Secondary Education/SEDE course writer
Anastacio Vilanculos, Directorate of Secondary Education/SEDE course writer
Auzinda Domingos, Directorate of Secondary Education/SEDE course writer
Rogerio Cossa, Directorate of Secondary Education/SEDE course writer

3. National Institute of Distance Education

Dr A. Nhavoto, Chairman of the Board of INED
Antonio Domingues Franque, Director
Lurdes Nakala (Mrs),

4. Center for Distance Education (CEAD), UP

Ms Suzete Lourenço Buque, Director
Teresa Jamal – Dine, Deputy Director

5. Distance Teaching Centre (CEND), UEM

Nilsa Pondja Cherinda, lecturer
LinaSazoi Chovano, lecturer

6. Institute of Open and Distance Learning (IEDA)

Moises Ernesto Magscelane, staff member/SEDE course writer
Arao Simao, staff member/course writer
Afonso Amadeo, staff member/SEDE course writer

7. National Institute for Educational Development (INDE)

Estavas Bento Coho,
Vascom Camundimo
Albertina Noreno
Salvador Raimundo Matavele

8. Reform Project of Vocational Training (PIREP)

Zuferino Martins, Director

Anisio Matangala, Manager Institutional Development

Samuel Enersto Mangeia, Training of Trainers Technician

9. Director of ESA

Annex 2: Instruments

INTERVIEW SCHEDULE FOR ACIPOL ADMINISTRATORS/SENIOR OFFICIALS.

| | | |
|------------------------------------|--|--|
| General | <p>What are their main responsibilities in ACIPOL?</p> <p>What is the nature of their involvement in the ODL programme?</p> | |
| The programme | <p>What have been the major achievements in the area of ODL since the programme started?</p> <p>What have been the main challenges/constraints?</p> <p>What problems has ODL helped to solve in the training of police officers in ACIPOL?</p> <p>What do they think are the benefits of the ODL programme to the learners, the institution and the country as a whole?</p> <p>What do they think is the effect of the ODL programme on distance learners?</p> <p>Has the ODL programme had any effect on other training programmes?</p> <p>Has the wider community benefited from the ODL programme?</p> | |
| Training of Staff | <p>How many of their staff have been trained in ODL and who trained them?</p> <p>What type of trained have different categories of staff undergone?</p> <p>Do they think staff have gain any new knowledge and skills in ODL?</p> <p>Do they think their staff need more training?</p> <p>What would be their priority in staff training?</p> | |
| Status of ODL | <p>Do they think the ODL programme has improved the visibility and acceptance of ODL in the institution?</p> <p>How do they rate the acceptance of ODL in their institutions? What has contributed to the level of acceptance?</p> | |
| Possible future involvement of COL | <p>What are their future plans in the development of ODL in their institution? What is their vision of ODL in Mozambique in general?</p> <p>Do they see any role for ODL in future ODL activities in their institution and in Mozambique in general?</p> | |

**INTERVIEW SCHEDULE FOR MANAGERS OF TRAINING PROGRAMMES AND
RELEVANT GOVERNMENT OFFICIALS**

| Key Evaluation Area | Guiding Questions | Summary Responses |
|--|--|-------------------|
| General | <p>How long have they been involved in ODL activities and in what capacity?</p> <p>Do they have any training in ODL (if so what type)?</p> | |
| Training | <p>Do they think COL supported training activities have benefited the participants and their institutions?</p> <p>What do they think have been the main challenges in the implementation of COL supported training programmes?</p> <p>Do they wish training activities were repeated and why?</p> | |
| Ownership | <p>Do they think COL supported laid the foundation for the development of ODL in Mozambican institutions?</p> <p>What have they done to build on COL activities?</p> <p>What plans do they have to promote the development of ODL in Mozambican institutions?</p> | |
| Status of ODL after COL supported activities | <p>What do they think has been the effect of COL supported activities in the development of ODL in Mozambique?</p> <p>Are their any new ODL activities which can be linked to COL supported activities?</p> <p>What do they think have been major achievements in the implementation of COL supported activities?</p> | |
| Possible future COL involvement in ODL in Mozambique | <p>Do they think that there areas in which COL could help?</p> <p>What do they think could be done differently if COL was to be involved in future ODL activities in Mozambique?</p> <p>What would be their main priorities if COL was to be involved in ODL activities in Mozambique and why?</p> | |

INTERVIEW SCHEDULE FOR INED AND OFFICIALS IN RELEVANT INSTITUTIONS

| Key Evaluation Area | Interview Questions | Summary Responses |
|---|---|--------------------------|
| General | <p>What are their main responsibilities in their institutions?</p> <p>What is the level of involvement in distance education?</p> <p>How many of their staff have participated in the distance learning/training programmes?</p> | |
| Level of ownership of distance learning programmes | <p>What do they think is their role in promoting the development of distance education in their institutions and in Mozambique?</p> <p>What have they done and achieved in the area of distance education?</p> <p>Do their institutions/organizations have specific plans for developing distance education?</p> | |
| Effect of COL supported ODL programmes on the status of ODL in relevant institutions and Mozambique as a whole? . | <p>Did they have ODL programmes before the COL supported interventions?</p> <p>Did they have trained people in ODL before COL interventions?</p> <p>What is the current level of provision of ODL?</p> <p>How do they rate they rate the COL supported activities?</p> <p>How do they rate their employees who have participated in Col supported training activities?</p> <p>What are their main achievements in the area of ODL in the last three (3) years, in their institutions?</p> <p>What factors have contributed to this achievements? Do they think CO COL interventions have contributed to these achievements?</p> <p>What is the current status of ODL in their institutions in terms of governance/organizational structures, management and range of ODL activities/programmes/courses in their institutions?</p> <p>Do they or their staff participate in INED activities or any other national ODL activities?</p> <p>What do they think are the main benefits of COL supported interventions?</p> | |
| Possible future COL interventions in Mozambique | <p>What are their future needs in their efforts to strengthen/expand or develop ODL in the their institutions?</p> <p>Do they think COL can help in expanding/developing or strengthening their ODL</p> | |

| | | |
|--|---|--|
| | <p>programmes?</p> <p>Do they think COL has any role to play in the development of ODL in Mozambique? Are there any specific areas for COL intervention?</p> <p>Do they think there are areas that need attention to make COL interventions more effective if they feel it should help develop ODL</p> | |
| General Assessment of the COL supported programmes | What are their general observations on COL supported ODL programmes at both institutional and national levels. | |

Questionnaire for Participants in the ACIPOL distance learning Programme.

This questionnaire is for people who are pursuing or have completed the Distance Learning Course of the Executive Programme for Senior Police Officers, which is supported by the Commonwealth of Learning (COL).

Kindly give information about whether and how the programme has had any effect on your own work and that of your institution/organization (ACIPOL) We request you to be as honest as possible.

Your responses will be treated in strict confidence.

A. Details of Your Institution/Organization

1. Name of the Institution _____
2. Name of District _____
3. Name of Province _____

B. Personal Data

Please tick (✓) in the appropriate box.

1. Gender: Male Female
2. Age: _____
3. Marital Status: _____

C. Occupational Status

1. What is your current job/rank? _____
2. What are the main responsibilities in your current job/rank? _____

3. What was your job before you started/participated in the programme, if different from the current job/rank? _____

D. The Distance Learning Programme

1. Do you feel that you have benefited or are benefitting from the distance learning programme?

Yes No

If yes, please explain how you have benefited _____

2. Do you think that the distance learning programme has helped you in your

work? Yes No

If yes please explain how it has helped you. _____

4. Do you think that your institution/organization has benefited from the ODL training programme?

Yes No

If yes please explain how your institution has benefited _____

5. Do you think that Mozambique, as a country, has, in general, benefited from the ACIPOL distance learning programme.

Yes No

If yes please explain how the country has benefited _____

6. Would you encourage other officers to do the distance learning course?

Yes No

If yes why do you think they should do the course? _____

7. Please make any other comments on the COL training programme. _____

THANK YOU FOR YOUR COOPERATION

(Professor Richard Siaciwena)

Questionnaire for Participants in the Commonwealth of Learning/SAIDE Training and Capacity Building Programme.

This questionnaire is for people who successfully completed the Training and Capacity Building in Distance Education in Mozambique, which was offered by the Commonwealth of Learning (COL) in conjunction with the South African Institute of Distance Education (SAIDE).

Kindly give information about whether and how the programme has had any effect on your own work and that of your institution/organization. We request you to be as honest as possible.

Your responses will be treated in strict confidence.

A. Details of Your Institution/Organization

1. Name of the Institution
2. Name of District
3. Name of Province

B. Personal Data

Please tick (✓) in the appropriate box.

1. Gender: Male - Female
2. Age:
3. Marital Status:

C. Occupational Status

1. What is your current job?
2. What are the main responsibilities in your current job?
3. What was your job before you participated in the programme, if different from the current job? _____

D. The training and Capacity Building Programme

1. Do you feel that you benefited from the training programme?

Yes No

If yes, please explain how you have benefited

2. Do you think that the COL training programme has helped you in your work? Yes No

If yes please explain how it has helped you.

4. Do you think that your institution/organization has benefited from the COL training programme?

Yes No

If yes please explain how your institution has benefited

5. Do you think that Mozambique, as a country, has, in general, benefited from the COL training programme.

Yes No

If yes please explain how the country has benefited_____

6. Please make any comment on the COL training programme

THANK YOU FOR YOUR COOPERATION
(Professor Richard Siaciwena)