

# Learning Brief

Mozambique

March 2021



This report presents a set of strategic opportunities for continued investment in supporting the development of the Technical and Vocational Education and Training (TVET) ecosystem in Mozambique. These recommendations have been identified through a strategic review of the *Via: Pathways to Work program* (hereafter '*Via*'), a five-year initiative (2015 - 2020) implemented by the International Youth Foundation (IYF), in partnership with Mastercard Foundation.

*Via* followed a 'systems change' approach, supporting the national TVET and entrepreneurship systems in Mozambique to be more responsive to the needs of young people, with the ultimate aim of improving economic opportunities for underserved youth. The strategic review assessed the program using the **Adopt-Adapt-Expand-Respond (AAER)** framework<sup>1</sup> for understanding systemic change, to determine the extent to which the program has contributed to changes within and across the TVET system, and to identify areas of opportunity for continued investment for further systemic change.

<sup>1</sup> Nippard, D; Hitchins, R & Elliott, D. (2014). Adopt-Adapt-Expand-Respond a framework for managing and measuring systemic change processes. The Springfield Centre.

## THE VIA PROGRAM

The *Via* program (2015 - 2020) set out to improve economic opportunities for underserved youth in Mozambique, by supporting the TVET and entrepreneurship support ecosystems to be more responsive to the needs of young people.

Following a systems change approach, the program worked with actors across the system, including TVET centers, entrepreneurship support partners, government ministries, private sector, and the youth themselves, to make sustainable changes in the way the system works to support the transition of youth from school to employment or self-employment / entrepreneurship.

### The *Via* program introduced the following innovations to the Mozambican TVET system:



#### Integration of life skills, career guidance and job placement services

Integrating IYF's flagship life skills, personal mastery and work readiness program, *Passport to Success*® (PTS), as well as career guidance and job placement services, into institutional partners' existing curricular and wraparound support services.



#### Institutional capacity strengthening

Providing training to institutional partners to help improve their internal capacity to deliver the above-mentioned services as well as technical training to youth, applying student-centered pedagogy, and implementing the Quality Standards Tool (QST) to improve institutional capacity.



#### Ecosystem change

Convening stakeholders so that governments, TVET actors, youth, and the private sector can engage one another and commit to creating a mutually beneficial environment for strengthening the TVET system, and influencing the incorporation of PTS curriculum at a national level, so that other TVET institutions actively participate in improving youth work readiness.

In Mozambique, the *Via* program worked with four Instituto de Formação Profissional e Estudos Laborais Alberto Cassimo (IFPELAC) centers in Maputo City, Inhambane, Tete and Maputo Province. IFPELAC is a public institution that provides non-formal TVET programs in the form of short-term vocational training courses.

The *Via* program further provided career services in four corresponding Instituto Nacional de Emprego (INEP) centers in the same areas. The career guidance curriculum delivered in the employment centers, *Percurso de Orientação Profissional (POP)*, was co-designed by INEP and IYF.

As part of the entrepreneurship component, the *Via* program worked with GAPI; however, they experienced severe implementation delays, which in turn affected the delivery of the rest of the program, and were unable to mobilize the required numbers of youth. It was therefore determined that GAPI was not sufficiently capable to deliver on the objectives of the program and IYF subsequently terminated this component of the program due to poor performance.



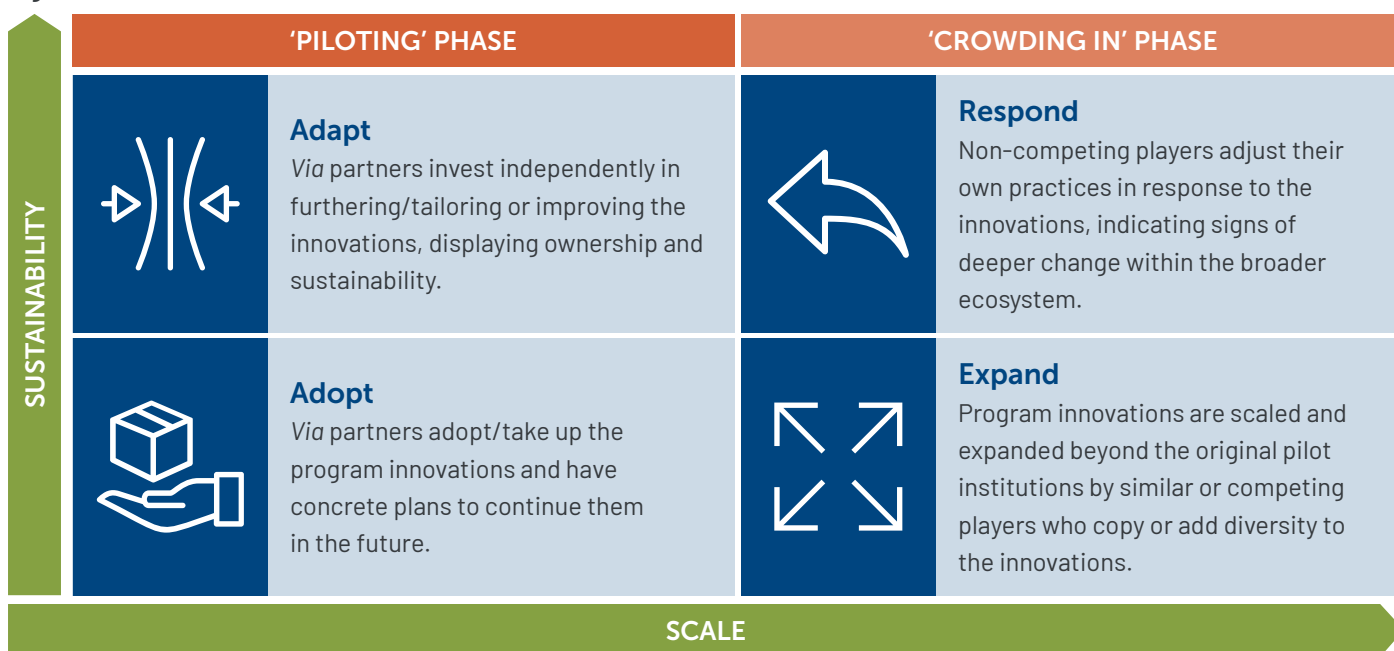
## APPROACH

Given that the *Via* program sought to employ a systems change approach, this review has assessed the program using the **AAER framework** (Figure 1 below) for understanding systemic change.

**The AAER framework was used to determine the extent to which the program has contributed to changes within and across the TVET system, and to identify areas of opportunity for continued investment for further systemic change.**

The AAER framework, developed originally by The Springfield Centre, considers evidence of systemic change across two dimensions – sustainability and scale – where pilot partners first exhibit ownership of the innovations introduced and then, following this demonstration effect, the rest of the system responds by either replicating these innovations or adjusting their own behaviors to accommodate them.

Figure 1: AAER Framework



**Source:** Nippard, D; Hitchins, R & Elliott, D. (2014). Adopt-Adapt-Expand-Respond: a framework for managing and measuring systemic change processes. The Springfield Centre.

Preliminary AAER analysis was undertaken by IYF during implementation to assess their progress against this systemic change objective. This review thus expands upon IYF's work and assesses the *Via* program along continuum of the AAER framework. This will showcase where the program has affected systems change, to what extent, and what is required to continue its progression along the AAER continuum for further systemic change.

## CONCLUSIONS AND OPPORTUNITIES

In this section we present the conclusions on the progress of the *Via* program at each level of the AAER framework presented above, as well as the opportunities that exist for stakeholders to progress further along the AAER continuum in order to achieve long-term systemic change.



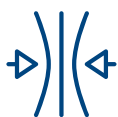
### Adopt

The *Via* program has been successfully adopted in partner IPFELAC and INEP centers. This has resulted in improved youth outcomes and increased institutional capacity. PTS graduates have demonstrated a growth in confidence and improved resilience which has increased their employability. In addition, the institutional capacity building activities have increased the knowledge and capacity of trainers and institutions, improved in-house data management, and supported partner communications. These outcomes provide an evidence base for the *Via* partner institutions to continue delivering the program without IYF's support.

However, while entrepreneurship was intended to be a core component of the *Via* program in Mozambique, it was discontinued due a number of challenges, limiting adoption of the *Via* program innovations around entrepreneurship support.

## STRATEGIC OPPORTUNITIES

**Incorporate an entrepreneurship program to complement the employability component:** IYF country staff and/or other TVET ecosystem stakeholders in Mozambique have an opportunity to facilitate the development of a new entrepreneurship program that is closely linked to the TVET system. This can be done by leveraging IYF's partnerships with IFPELAC and INEP and adding entrepreneurship components to the ongoing work with these institutions. Key components of successful entrepreneurship programs include training and skills development, access to markets, access to finance, the provision of business development support as well as access to infrastructure. As a starting point, stakeholders should co-design the program in partnership with INEP and thereafter identify a suitable implementing partner that can adequately implement all program components.



### Adapt

There is evidence that the *Via* program innovations successfully adopted will be sustainable beyond IYF's involvement and that ownership (full management and implementation responsibility) of the program is being transferred from IYF to IFPELAC and INEP. IFPELAC has indicated that they want to retain PTS in their curriculum because it will be a source of competitive advantage in the future and IYF country staff are working with the four IFPELAC centers to support the integration of PTS into the technical curriculum.

However, there are concerns that the withdrawal of trainer allowances at the end of the program may pose a threat to adaption of the program. INEP has full ownership of the POP curriculum and they are delivering it without financial support from IYF. This is indicative of the fact that the innovation will continue sustainably once *Via* comes to an end.



### Expand

At an ecosystem level, IYF has successfully influenced various actors in the TVET system in Mozambique and is on track to achieving scale and expansion of the innovations that the *Via* program introduced. In particular, IYF led the partners consortium to review and co-develop a new national life skills curriculum. The new national life skills curriculum will be owned by the Autoridade Nacional de Educação Profissional (ANEP) (National Professional Training Authority) and will be implemented nationally in approximately 190 TVET institutions across the country.

While the life skills program is on track to achieve expansion, there are two other concerns that may pose a threat to further expansion of the program innovations. POP has not been expanded to other INEP centers that are not linked to the *Via* program or other non-INEP employment services centers. Likewise, PTS still has not been introduced to non-*Via* IFPELAC centers or other TVET and Higher Learning Institutions (HLIs).

## STRATEGIC OPPORTUNITIES

**Forge partnerships with the private sector:** Partnerships with the private sector can be a useful strategy to improve the quality and relevance of TVET institutions and crowd-in resources and funds beyond government budgets. These partnerships need to have real incentives for the private sector. Therefore, it is important that the evidence-base for the effectiveness of PTS and the impact of PTS on employee performance is used to build partnerships with the private sector. IYF's position in existing working groups and their knowledge of the TVET sector position them well to lead the development of a private sector engagement strategy for the non-formal TVET sector that identifies and segments private sector firms, proposes methods and tools for engagement and provides options for private sector involvement in TVET.

**Promote PTS to the private sector as a vehicle for expansion:** Following the development of a private sector engagement strategy, there is an opportunity to promote PTS to the private sector as a vehicle to promote its expansion. This would involve conducting marketing activities directed to the private sector to ensure that they understand the value of PTS and POP and unlock their corporate social responsibility (CSR) spend for the TVET sector. The increased employer demand for IFPELAC students based on positive experiences with graduates who have completed PTS should be a key selling point. This approach would further involve supporting national IFPELAC and INEP staff to integrate PTS in non-*Via* institutions.

**Work with the formal TVET system and other HLIs:** In addition to working within the non-formal TVET system, there are opportunities to work with the formal TVET system, private TVET providers and other HLIs to further promote adoption and expansion of PTS and POP. IYF can use the working groups as a platform to do this by expanding them to include relevant stakeholders in formal and private TVET institutions and other HLIs.





## Respond

There are signs of change in the broader TVET ecosystem in response to the *Via* program, indicating that the program is on track to achieve its systems change objectives. In particular, there is emerging evidence of increased demand for PTS from students and parents and that the positive performance of PTS graduates in the workplace has increased the demand for PTS-certified students.

However, the lack of private sector engagement and a coordinated approach to formalize private sector relationships has limited the extent to which the private sector can respond to the program.

### STRATEGIC OPPORTUNITIES

**Develop a national formal traineeship program:** The *Via* country staff's deep knowledge of the TVET sector in Mozambique, their partnerships with IFPELAC and INEP as well as their relationships in the broader TVET ecosystem position them well to support the development of a national formal traineeship program that is responsive to the needs of the local industry and local labor market. This includes the development of guidelines, monitoring processes and standards for the national internship program as well as leveraging the private sector engagement strategy to formalize agreements with private sector firms and increase the supply of internships. In order to scale this, government formalization of the program would be required and in order to ensure students undertake internships, they would have to be part of the curriculum.

## POTENTIAL THREATS TO CONTINUED SYSTEMIC CHANGE

Every system has a multitude of interconnected actors, behaviors, rules, and norms that determine how that system operates; hence, even with the greatest efforts, there exist threats that might hinder continued systemic change.

### The potential threats that have been identified in the Mozambican system include:



**The TVET system in Mozambique is characterized by curriculum structures that are slow to respond** to labor market needs and evidence from monitoring data. Slow response to monitoring results can lead to outdated learning systems that do not cater to the needs of the students, and has the potential to undermine the private sector engagement activities.

**Financial sustainability is also a key concern and threat to further implementation of PTS** in IFPELAC centers. TVET centers operate in an already financially strained environment and IYF's withdrawal may affect their sustainability. While IYF staff have worked with IFPELAC to develop transition plans, the effectiveness of the plans on the quality of programming are still to be seen.



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