



Monitoring and Evaluation System of the NQF Mozambique

Report on the Implementation of the M&E

**Collaboratively developed at the M&E Capacity Building Workshop in
Maputo 15-16 May 2024**

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Acronyms

ACQF	African Continental Qualifications Framework
AU	African Union
CNAQ	National Council for Evaluation of Quality in Higher Education
CTQNQ	NQF Technical Commission
ETF	European Training Foundation
JET	JET Education Services
M&E	Monitoring and Evaluation
NQF	National Qualifications Framework
RPL	Recognition of Prior Learning
TVET	Technical, Vocational, Education and Training

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Glossary

Evaluation is a periodic assessment which aims to answer specific questions about the relevance, efficiency and effectiveness of a programme. Evaluation can also measure the impact both expected and unexpected – and identify effects that can be attributed to a programme (SADC 2011, 8).

Impacts are positive and negative, primary and secondary long-term effects produced by an intervention, directly or indirectly, intended or unintended (OECD 2002).

Indicators are signposts of change along the path of implementation. They describe the way to track intended results and are critical for monitoring and evaluation. (UNDP 2009, 61)

Monitoring is the regular collection and analysis of information to determine whether or not progress is being made towards an intended result. (SADC 2011, 8)

Outcomes are changes or benefits resulting from activities or outputs. Short-term outcomes produce changes in learning, knowledge, attitude, skills or understanding. Intermediate outcomes generate changes in behaviour, practice or decisions. Long-term outcomes produce changes in condition (US EPA, 2007).

Outputs are the products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes (OECD,2002).

Results framework is an explicit articulation (graphic display, matrix, or summary) of the different levels, or chains, of results expected from a particular intervention—project, program, or development strategy. The results specified typically comprise the longer-term objectives (often referred to as “outcomes” or “impact”) and the intermediate outcomes and outputs that precede, and lead to, those desired longer-term objectives (World Bank 2012).

1 Towards the M&E system of the NQF

1.1 Introduction

Monitoring and Evaluation (M&E) have an important role in informing the implementation and review of the Mozambique National Qualifications Framework (NQF).

The two activities provide a means of assessing progress towards desired objectives, and will generate feedback as to where there may be challenges or obstacles to achieving the objectives of the NQF.

This M&E Note was developed collaboratively by JET Education Services (JET), the European Training Foundation (ETF) and representatives from a range of agencies engaged in the implementation of the NQF from general education, higher education and Technical, Vocational, Education and Training (TVET). This includes agencies responsible for accreditation and quality assurance, the NQF Technical Commission and relevant government departments focussing on labour, education, science and technology. This took place from 15-16 May 2024 in Maputo.

The Note is intended to guide the implementation and monitoring of the NQF. It has been collaboratively developed with a view to collecting and reporting on data related to the adoption and implementation of the new integrated NQF, successes, challenges and lessons learned. The document includes a draft Results Framework and proposes a set of monitoring indicators to be considered. This M&E Note will be elaborated on further by CTQNQ and CNAQ. After approval by Cabinet, the elaborated M&E Framework will be adopted and responsibilities for M&E delegated across the various agencies involved in the qualifications system in Mozambique.

The document presents a revised Results Framework, indicators and outlines key considerations for data collection, data analysis and reporting of information collected as part of monitoring implementation of the new QNQ for Mozambique..

The M&E Note has been informed by the ACQF Guideline 7 Monitoring and Evaluation in the context of qualifications frameworks or systems. This can be found at [ACQF M&E Guideline](#)

1.2 Audience

This document is written for all stakeholders and agencies that are involved in the implementation of the NQF, and the monitoring of its progress against identified objectives.

This includes agencies responsible for the accreditation and quality assurance of qualifications across the education system; awarding of qualifications; development of recognition of prior learning (RPL) policies; and micro-credentials.

It is also intended to be used by policy-makers who can report to parliament on progress with the implementation and expansion of the qualifications system within Mozambique.

1.3 Context

1.3.1 The new National Qualifications Framework (NQF)

Mozambique has adopted the new comprehensive and integrated National Qualifications Framework (NQF), building on the lessons learned from more than five years of implementation of two separated qualifications frameworks (higher education and TVET).

To conceptualise, develop and agree on the comprehensive and integrated NQF the country gathered all key public institutions, notably ministries in charge of education and labour, as well as the National Authority of Professional Education ([ANEP](#)) and the National Council of Quality Evaluation in Higher Education ([CNAQ](#)).

[Decree nº61/2022](#), of 23/11/2022 established the new comprehensive and integrated NQF. This decree also establishes the NQF governance setting, based on a NQF Technical Commission, reporting to the organ tasked with the reform of Public Administration.

Article 6 of the decree nº 61/2022 defines ten objectives of the NQF, briefly summarised as follows:

- Defining the level descriptors as references for exit profiles.
- Facilitating clarity and articulation of all qualifications in an integrated framework and promote competency-based education;
- Understanding and articulation of qualifications in harmonized and integrated framework of qualifications awarded in the subsystems of the National Education System (SNE).
- Ensuring transparency in access, progression e recognition of academic degrees and other qualifications between education systems, labour market and society.
- Coherence and transparency of qualifications awarded in the context of the SNE, enabling the mobility and recognition of academic degrees and other qualifications.
- Defining parameters to ease comparability of qualifications in the SNE;
- Facilitating horizontal and vertical mobility of holders of qualifications within the SNE and lifelong learning;
- Facilitating mobility, employability, and competitiveness as well as alignment of national qualifications with SADCQF.
- Facilitating comparability of NQF with other qualifications in Africa and in the world;
- Facilitating access to qualifications offered within the context of the SNE through processes of recognition of acquired competencies (RPL).

The new NQF is guided by the following principles (Article 7): equality, equity, transparency, flexibility, mobility, internal adequacy, external adequacy, mandatory application, and technical authority.

The components of the NQF are defined in Article 8 and integrate:

- Map of levels of the NQF
- Level descriptors
- Map of levels by category of competences
- Register / national catalogue of qualifications (unified for all sub-frameworks)
- Quality assurance of the NQF
- System of recognition of prior learning (SRCA)
- System of monitoring and evaluation of the NQF
- Information and communication on the NQF

Articles 9-13 define the level structure, types of qualifications by level and sub-framework, and domains of learning of the level descriptors. The new NQF is comprehensive, covering all sub-sectors and levels. It integrates 3 sub-frameworks: general education, TVET and higher education. It is structured in 10 levels, defined by descriptors in three main domains of learning: knowledge, skills, autonomy, and responsibility.

1.3.2 Governance of the NQF (QNQ)

Articles 15-19 define the governance setting of the QNQ.

The central entity is the **NQF Technical Commission (CTQNNQ)** – established by the [Decree n°61/2022](#).

The NQF T C is an organ of intersectoral articulation and of support to the organ tasked with the coordination of implementation of the NQF (organ in charge of the Reform of public administration). The NQF TC is chaired by the institution responsible for quality assurance in higher education (CNAQ) and is composed of the representatives of the following sectors: higher education, education, vocational education, labour, employment, public administration.

The competences of the NQF Technical Commission (CTQNNQ) are defined as follows: a) propose the instruments for management and implementation of the QNQ for submission to the competent bodies for validation; b) propose the annual work plan and related budget for validation; **c) propose the monitoring and evaluation plan of the NQF implementation plan;** d) propose the internal regulation of the NQF Technical Commission.

1.3.3 Implementation status

When it was created, the CTQNNQ was given powers (described in Article 19) to propose instruments for the NQF, such as the annual work program and respective budget, the monitoring and evaluation plan and the internal regulations. Refer to [News article on ACQF website](#).

In 2023 two important regulations were developed and approved, namely the Internal Regulations for the functioning of the Technical Committee and the Regulations for the operationalization of the QNQ. These documents were produced with the technical and financial support of the project ACQF-II and involved months of hard work and consultation sessions.

Internal Regulations for the functioning of the Technical Committee (CTQNNQ)

This Regulation establishes the competencies, composition and functioning of the Technical Commission of the National Qualifications Framework. This enables the Technical Committee to perform its functions within established norms. The CTQNN is made up of 10 members drawn from the National Education System (SNE), Public Service, Labour and the Private Sector.

The CTQNN is chaired by the head of the body responsible for quality assurance in the higher education subsystem. Technical and administrative support for the CTQNN is provided by a secretariat made up of staff from the body responsible for quality assurance in the higher education subsystem. In terms of functioning, the Regulation spells out how the CTQNN conducts its business in terms of meetings, agenda, documentation and invitations.

1.3.4 Regulations for the operationalization of the QNQ

The materialization of the implementation of the NQF requires a complementary legal instrument for its operationalization aimed at establishing the norms and mechanisms for the design, registration and quality assurance of the qualifications of the different subsystems and indicating the guidelines for the registration of qualifications in the National Qualifications Catalogue. All this is provided in the Regulation for the operationalization of the CTQNN. It is a supporting legal instrument for the functioning of the three sub-frameworks.

1.4 Results Framework

A **results framework** is a visual representation of how a project, programme or policy will achieve its desired impact. It is a step-by-step process that articulates how each activity and result contributes to cumulative change and ultimately the impact that a project, programme or policy is aspiring towards.

The Results Framework below has been collaboratively developed by the CTQNN and colleagues from related agencies as part of the M&E Capacity-Building workshop. It is informed by the draft Results Framework developed by JET Education Services as part of ACQF-II.

The Framework is structured such that it is read from the bottom (activities) upwards to the various levels of results (changes) and then leads to the articulated overall desired impact of the QNQ.

From the outputs upwards, each statement has a corresponding number, and this changes from 1.1 until 1.1.1, 1.1.2 etc. This sequencing is intended to confirm how each of the sentence relates to each other, and the numbers are sequential based on the order on which each should take place.

The proposed indicators are below the revised results framework in this document. These indicators are numbered with the corresponding numbers in the results framework.

The Indicator Protocol Reference Tables included as The Results Framework depicted in Figure 1 was developed as part of a group work exercise during the capacity-building workshop held in Maputo on 15-16 May 2024.

Subsequent to the workshop in Maputo, JET elaborated further on the draft Results Framework and made some edits and additions. The changes are highlighted in bold in Figure 2. The substantive changes include:

- **Advocating for the implementation of the QNQ by key stakeholders and institutions**

This activity has been included to ensure that the QNQ is implemented and adopted by institutions engaged in the education and training landscape. This has been stated as an explicit activity to recognise that even with a policy being endorsed, further sensitization and demand generation is needed.

- **Partnerships established to ensure responsiveness of qualifications to labour market needs (Output 9.1)**

As the skills landscape evolves and the economy begins to require different kinds of skills and knowledge, institutions will need to develop qualifications and RPL for new and emerging skills. These skills may be identified through collaboration with employers or labour market representatives.

- **Undertake evaluation of the implementation of the QNQ**

M&E is undertaken to inform QNQ implementation and review. This review may take place at a fixed point in time and should feed into reflecting on and revising aspects of the QNQ based on changes in the education and skills landscape or in the labour market. This review is usually undertaken as part of an evaluation exercise, which will generate recommendations for consideration. This activity is translated into Output 11.1

The initial graphic developed in the workshop is included as Annexure B to this document.

Table 1 provides detailed information for each indicator, including proposed reporting timelines and the agency responsible for collection, collation and oversight. These sheets should be used as a point of reference for all individuals engaged in monitoring and reporting activities.

Figure 1: Results Framework developed during workshop (editable version)

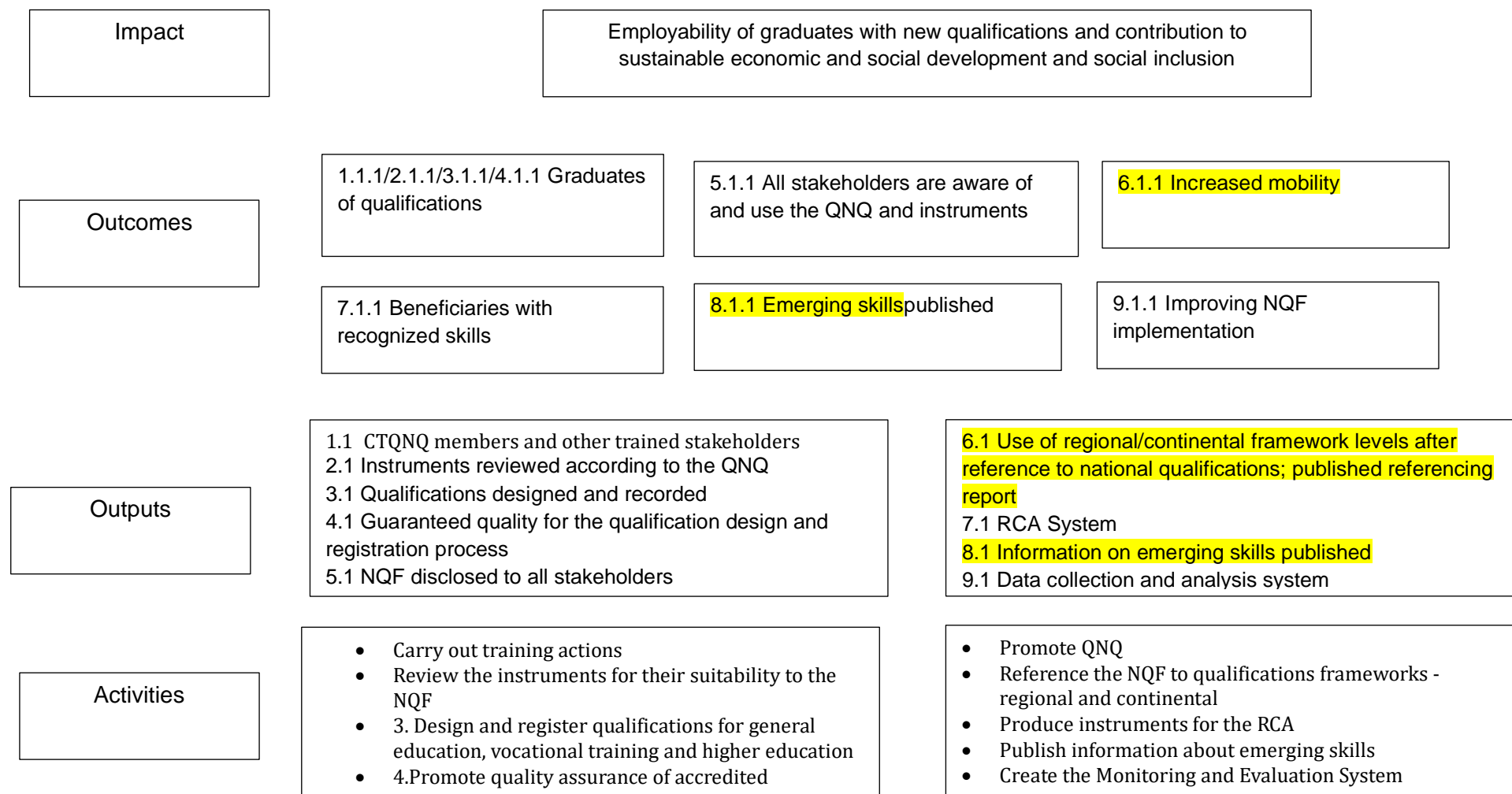
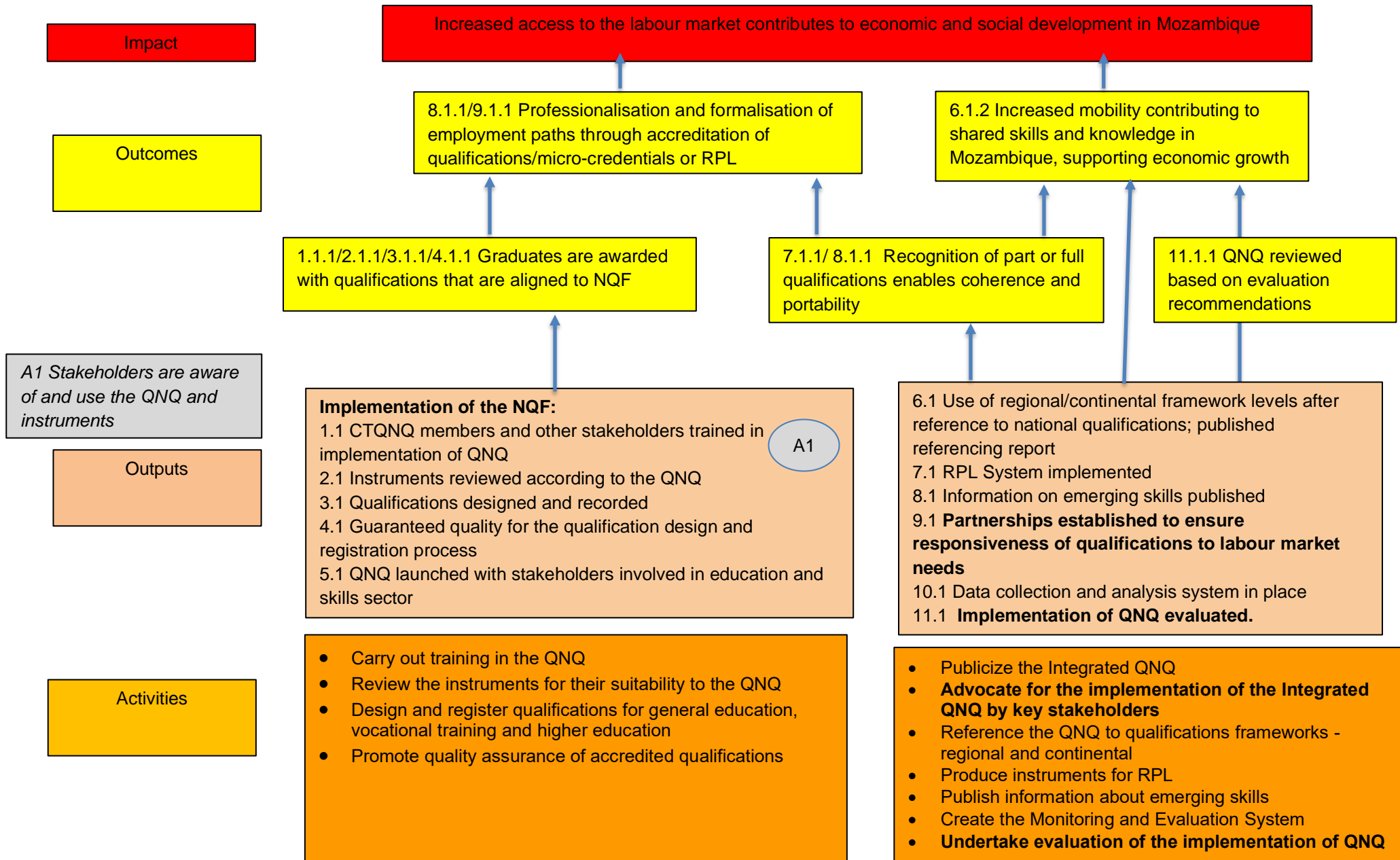


Figure 2: Results framework (elaborated)



The Results Framework depicted in Figure 1 was developed as part of a group work exercise during the capacity-building workshop held in Maputo on 15-16 May 2024.

Subsequent to the workshop in Maputo, JET elaborated further on the draft Results Framework and made some edits and additions. The changes are highlighted in bold in Figure 2. The substantive changes include:

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- **Partnerships established to ensure responsiveness of qualifications to labour market needs (Output 9.1)**
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Table 1: Indicator Protocol Reference Tables

N	Indicator	Definition	Results level	Data collection instrument	Data collection frequency	Agency and individual responsible for data collection	Agency and individual responsible for quality control	Agency and individual responsible for use
1.1	Existence (number) of entities that oversee the quality assurance and award of qualifications at post-school level		Output		Annually	CNAQ; ANEP; MINEDH	CNAQ; ANEP;	Government HEI Professional education bodies (sector-specific)
2.1	Number of Technical committee members and key stakeholders trained in the implementation of the QNQ	Technical Committee members and key stakeholders must attend 5 training sessions	Output	Attendance Register	Annually	CTQSQ		
3.1	Number of qualifications registered	This indicator measures the total number of part/full qualifications that have been registered and referenced to the Mozambique QNQ	Output	Qualifications registration catalogue	Annually	CNAQ; ANEP; MINEDH	CNAQ ANEP	Government, IES, Professional education
7.1	Number of RPL Applications processed	This indicator measures the total number of applications processed by	Output		Quarterly			

N	Indicator	Definition	Results level	Data collection instrument	Data collection frequency	Agency and individual responsible for data collection	Agency and individual responsible for quality control	Agency and individual responsible for use
		the relevant quality assurance body						
9.1	Establishment of QNQ partnerships with various entities			Agreements and memoranda signed with partners	Ongoing	CNAQ and ANEP	CNAQ and ANEP	CNAQ; ANEP; CTQNN
6.1	Number of qualifications referenced at a regional level	This indicator measures the total number of qualifications that have been referenced to a regional/continental qualifications framework and can be recognised and accredited outside of Mozambique.	Output	Referencing Report	Annual	MCTES/IBE	CNAQ and ANEP	Government, IES, Professional education
8.1	Number of emerging skills for which information has been published	Emerging skills are defined	Output	Emerging skills report	Annual			
6.1	Number of foreign qualifications accredited	This indicator measures the number of qualifications awarded outside of Mozambique and submitted for	Output		Annual	CNAQ		CNAQ, Higher Education Ministry

N	Indicator	Definition	Results level	Data collection instrument	Data collection frequency	Agency and individual responsible for data collection	Agency and individual responsible for quality control	Agency and individual responsible for use
		verification and quality assurance						
	Number of normative instruments (regulations) revised or elaborated depending on the reality of the region				Annual			
11.1.1	NQF revised based on recommendations	This revision would be based on an evaluation of the implementation of the integrated QNQ	Outcome	N/A	Five yearly	CNAQ		CNAQ
1.1.1/ 2.1.1/ 3.1.1	Number of youth/adults receiving qualifications, disaggregated by sector	This indicator measures the total number of youths and adults who have received a registered qualification that is benchmarked to the NQF	Outcome	HEMIS/ Qualifications Register	Annually	CNAQ, Higher Education Ministry		

1.5 Data Collection

The information collected from qualifications agencies and education departments will be submitted to CNAQ as the institution coordinating the Technical Commission tasked with the NQF implementation, in line with the proposed data collection methods and reporting frequency.

The frequency in which data should be collected will be influenced by how the data will be used, and for what purpose. Where change or delivery is likely to take place over a longer period of time, it will make sense that the information is collected and reported less frequently. These include examples such as accreditation of qualifications, which may take longer than three/six months to complete.

CNAQ, together with relevant government ministries can provide data collection templates which include the necessary data fields to be reported. This template can be provided by the lead agency, and shared with key stakeholders involved in reporting. This would include information such as the name of the institution or qualification, the total number of applications received and finalized, and where relevant, the number of RPL applications processed and awarded.

At the outset, where there may be resource limitations and a full reporting system has not been established, data collection templates can be created using Microsoft Excel, with pre-defined data entry points. These will assist with avoiding data entry errors which would compromise the quality of the data to be reported on. It is also good practice for individuals responsible for overseeing monitoring tasks to review and verify a proportion of the data submitted on at least a quarterly basis.

It is possible that some of the information that is required for some indicators is already being collected or is available in the public domain. Undertaking a scan of available data sources will assist in avoiding a duplication of effort. Sources of publicly available data can include the National Census, any information generated through Statistical Bureaus or from labour market entities. Each of these data sources can be used to answer some of the indicators such as the total size of the population with qualifications at various levels of the NQF, employment figures or change in the area of RPL in key areas of the skills and training sector.

After establishing what publicly available data sources exist, it is important that the indicators are refined further. This will assist with identifying other possible opportunities for collecting relevant data, and avoid a duplication of effort where relevant information is already available.

1.6 Data collection and analysis strategy

Data analysis methods will vary between indicators. This includes the unit of analysis and how often the data is analysed.

Where information is entered into an online system, the analysis may be undertaken on a routine basis to meet other reporting requirements. This can include aggregating information received from multiple agencies or institutions, or disaggregating information collected into variables such as gender, age or sector.

1.7 Reporting

The frequency of reporting will be influenced by the nature of information collected and its purpose. Where the targets are low and processes may take a longer time to materialise, it will be more feasible to report less frequently as there is limited change that is anticipated within a month or a quarter.

Potential examples include the total number of qualifications accredited. This indicator would be more suitable to be reported bi-annually or annually initially, and as processes become embedded into routine activities, it is possible it will begin to be completed within a shorter time frame, and the reporting frequency can be reviewed.

Where information is sourced from a publicly available data source that has a routine reporting process (such as Central Statistics Information), it will likely already be disaggregated and available in the public domain. This information can be collated (if needed) and reported in line with the existing reporting timelines for such data sources.

2 Roadmap for M&E

At the end of the Capacity-building workshop, a set of actions were identified to be able to take the M&E activities forward, with associated responsibilities and timelines. The CTQNNQ remains the primary custodian for ensuring the implementation of M&E within the QNQ.

1. To define the functions and capacities required to manage the M&E of NQF (within the NQF Technical Commission = CTQNNQ)
2. Identify a dedicated M&E sub-group within CTQNNQ
3. Select and agree the main instruments for M&E, including for data collection. This includes agreeing data sources, and whether any additional information needs to be collected. This will be based on which indicators are adopted for implementation, and will also require establishing what publicly available data exists to report on agreed monitoring indicators
4. Monitor the existing NQF Action Plan. This will include reviewing it in line with the revised Results Framework and indicators developed as an output of the capacity-building workshop.
5. Submit the revised Action Plan and the new Results Framework - for validation and adoption (CIRAP).
6. Plan and conduct regular meetings with the CTQNNQ and other agencies involved in the monitoring of QNQ implementation.
7. CTQNNQ to develop activity report based on progress made in the M&E of the QNQ.
8. Prepare for referencing the integrated QNQ of Mozambique - to SADCQF and ACQF
9. Elaborate decision ("despacho") concerning the M&E system and related data, ensuring that all relevant institutions and sub-systems accept and adequately contribute.
10. Plan and create sub-groups of the CTQNNQ, each with a focus on specialised in key themes.

3 Sources

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4 Annexes

4.1 Annex A: Considerations for the effective implementation of Monitoring & Evaluation activities within the NQF identified in the Maputo Workshop, 15-16 May 2024

Alignment with the objectives of the NQF

Agencies are collecting and reporting on a range of information, but this is not yet clearly aligned with the objectives of the NQF, making it difficult to use the information for reporting purposes. This has also contributed to the related challenge where agencies are reportedly measuring outcomes in the education and skills system, but are not collecting and reporting on activities and outputs in a systematic manner.

Developing an M&E Framework for the NQF will assist with identifying indicators to measure and report on outputs, and progress towards outcomes.

Establishing a culture of M&E within the qualifications sub-system

Information is currently being collected at various levels of the qualifications sub-system, but this is not yet being collated, analysed and reported such that it enables the accurate monitoring and reporting on the implementation of the QNQ within Mozambique. The main barrier that has been identified has been a lack of prioritisation being given to M&E tasks within policy implementation. Other issues that have been identified which negatively affect the ability to establish a culture of M&E is a large dispersion of methods and resources across agencies, without one entity being allocated responsibility for overall analysis.

Roles and responsibilities

Currently responsibilities for monitoring and evaluating the implementation of the QNQ within agencies have not yet been formally allocated. Before the framework is finalised, it will be crucial to undertake an assessment of available capacity, and the skills needed to be able to implement M&E effectively. This will assist with ensuring that the framework is practical, feasible and that resources can be allocated for its effective implementation.

With these responsibilities not being allocated as yet, accountability is not clear, and monitoring and reporting is not taking place on a regular basis. Upon implementation of the M&E Framework, responsibilities for collection, collation and reporting data will need to be formally allocated to individuals/specific roles to provide a basis for accountability. This will be informed by the finalisation of the indicators, and the stipulation of which agency is responsible for collecting and reporting on each of the indicators. This is still to take place.

4.2 Annex B: Draft Results Framework (Portuguese)

