# Youth and Adult Learning and Education in Angola

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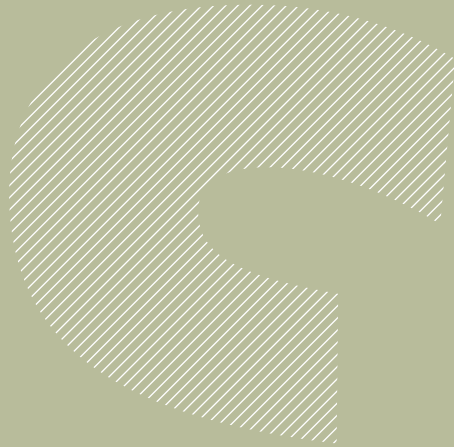
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# O?ENLEARNING

# OSISA

Open Society Initiative
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## FOREWORD

*Santinho Figueira and Eunice Inácio*

Our thanks to the Open Society Initiative for Southern Africa (OSISA) for funding the study and making it possible to understand the evolution of youth and adult education processes in a number of provinces in Angola.

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• The Ministry of the Family and Promotion of Women;
• The Ministry of Public Administration, Employment and Social Security;
• The Ministry of Youth and Sports;
• Various representatives of church groups and civil society organisations;
• UNESCO, UNICEF and European Union representatives; and
• All the educators and literacy tutors consulted.

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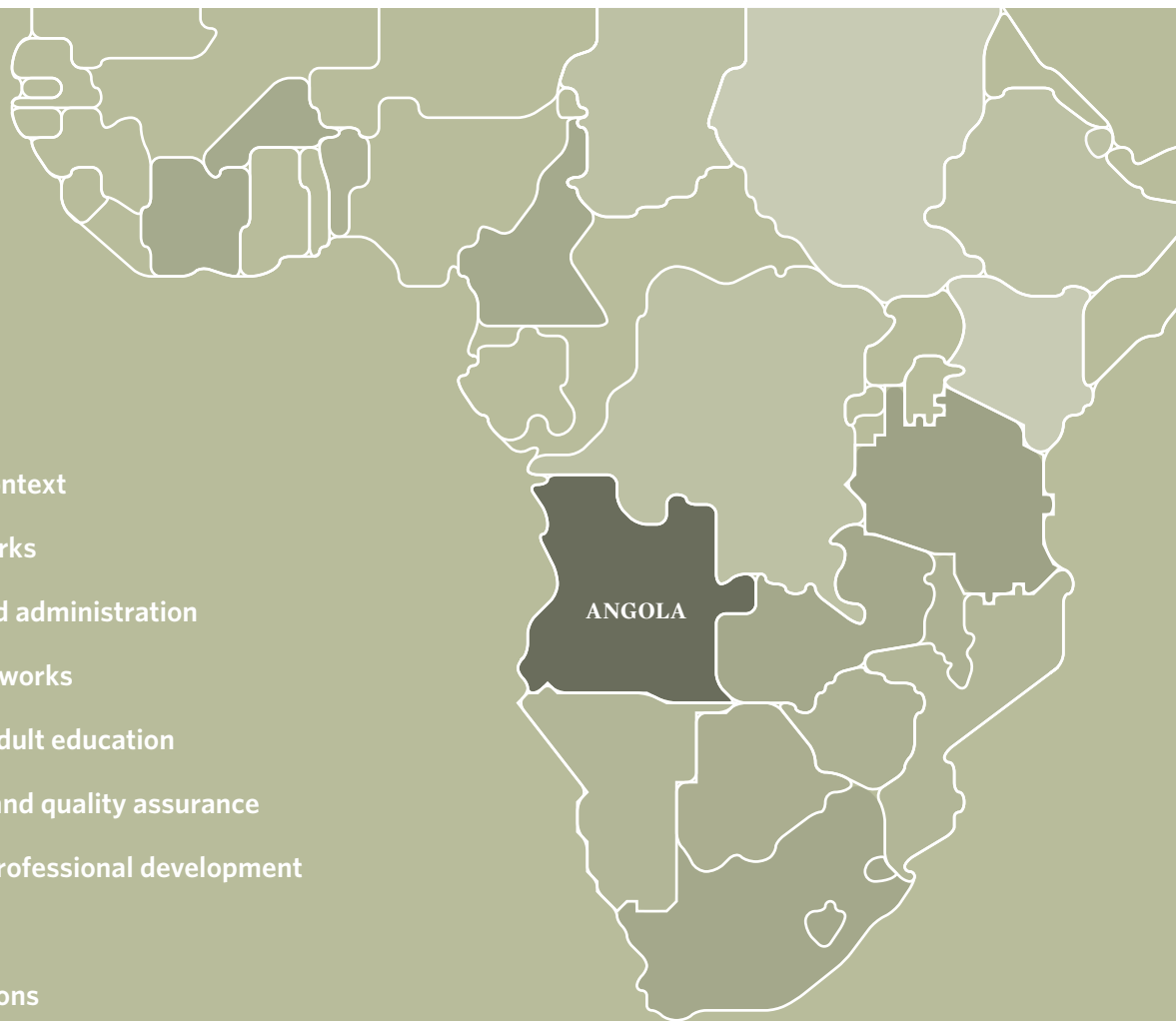
# 1. INTRODUCTION

*"Its purpose was to gain a deeper understanding of the current delivery and funding of education and training for out-of-school youth and adults"*

In 2011, the Open Society Initiative for Southern Africa conducted a research study in five of the countries in the region – Angola, Lesotho, Mozambique, Namibia and Swaziland – to draw an up-to-date map of the current state of youth and adult education in these countries. The study involved investigation of the policies, the institutional frameworks, the governance, the funding, the teachers and the stakeholders in each of these countries. In addition, the researchers looked at the quality and coherence of the current education base as a foundation for future growth in the form of actions that are congruent with the vision of open societies that respect fundamental human rights. A prerequisite of such a society is that every citizen has access to free education, as an essential aid to full participation in the political and economic life of the country.

This report on Angola is part of that regional study. Its purpose was to gain a deeper understanding of the current delivery and funding of education and training for out-of-school youth and adults, and to identify the most effective institutions, governance principles, educational practices, collaboration with non-governmental agencies and networking that are currently available. The quantity, quality and accountability of education and training that is not part of the formal system can be vastly improved by adopting the best practice this research elicited. Using these pointers as a guide, the government of Angola can do much to ensure that the right of youth and adults to education and training is recognised, and that the capacity necessary for its realisation is provided. In this study, the researchers placed particular emphasis on the priorities and strategies outlined in the recommendations

and commitments made at various UNESCO conferences on education between 2006–2010 (at Maputo, Bamako, Nairobi, Belém and Ouagadougou), which set African and international benchmarks (UNESCO, 2009a; 2009b; UNESCO Institute for Lifelong learning, 2007; 2008; 2010).

There is increasing international consensus that basic education for young people and older adults, which includes life skills, is an essential tool for enhancing participation in democracy and contributing to the fight against poverty. Both of these outcomes are of particular relevance to poor and marginalised members of the societies of Southern Africa. The objective of such basic adult education is to build the capacity of communities so that they may exercise the rights and duties of citizenship, participate in community development, enjoy and promote both local and national culture, and take part in the various manifestations of national socio-political life.

Clear policy, financing and good governance are needed to ensure that young people and adults alike receive access to education – as is their right. This research study has sought to understand the extent of the challenges, identify their root causes, and seek solutions. We hope that the research findings will provide both state and non-state actors with policy and other recommendations that will lead to purposeful interventions that result in better governance and co-ordination of the sector.

## What do we mean by youth and adult education?

This report uses a broad definition of adult education as applying to all education and training that is not part of the conventional schooling, business, technical and training college and higher education system that children enter about the age of 6 or 7 and exit at any age between the mid-teens to early twenties.

This definition of adult education includes provision not only for those recognised as fully adult, but also for youth who are not part of the formal education system. This is in accord with the UNESCO usage, which considers anyone aged 15+ an adult. Youth and adult education includes programmes intended for out-of-school youth as well as much so-called informal education, which replicates formal schooling (although usually without recognised certification on completion).

In Angola, the Ministry of Education uses the definitions below.

Adult Education refers to the process of acquiring the basic reading, writing and mathematical (calculation) skills that enable people to participate in social, political and economic activities, and prepare them for further education. This definition is close to that given in Angola for Functional Literacy Education, which focuses on reading, writing and calculation, and life skills (often in the context of development). It is a much narrower definition than those for adult education given internationally.

Literacy is defined as 'the ability to interpret and criticise the surrounding reality, including written codes that are a part thereof.'

Formal education takes place in an organised system over a fixed period in appropriate school establishments.

Non-formal or Informal Education is defined as a series of organised educational activities conducted outside the ambit of the ordinary education system. These aim to serve specific sectors or groups, generally adults and young people, with the purpose of building the capacity of participants to resolve the problems they encounter daily in a non-conventional manner, using innovative and flexible forms of education. Informal education can occur within a defined and organised system and lead to certification, although this is not the primary objective. This definition corresponds closely to the use of the term non-formal education in many African countries (and is particularly confusing in this context, as both its objectives and teaching modes are often thoroughly formal).

# 2. THE ANGOLAN CONTEXT

*"Many young people who have no education also become involved in crime as a means of making a livelihood."*

Angola attained independence on 11 November 1975 and adopted a socialist single-party political ideology and a centralized economic system. The subsequent civil war, which lasted for nearly 30 years, was accompanied by the destruction of education and other infrastructure on a massive scale, particularly in rural areas. This caused an exodus of teachers, which left the communities in the country deprived of both the physical structures and trained staff necessary for normal schooling to continue.

Since the cease-fire in 2002 and the signing of the Luena Memorandum of Understanding in April 2004, Angola has been able to set about the reconstruction of the country. Elections have been held on a regular basis, and the democratic process has been developing side by side with national reconciliation and progress towards restoration of the country's socio-economic and cultural life.

The country is divided into 18 provinces (Bengo, Benguela, Bié, Cabinda, Cuando Cubango, Cuanza Norte, Cuanza Sul, Cunene, Huambo, Huila, Luanda, Lunda Norte, Lunda Sul, Malanje, Moxico, Namibe, Uíge, and Zaire), which contain 163 municipalities. The country is administered by a multiparty political system under a president, who appoints the provincial governors. As head of government, the president also controls most of the other organs of state.

Angola is a vast country, covering a surface area of 1,246,700 km$^2$. It has a population of about 18,000,000 people, and the population density is approximately 9.6 per km$^2$. The growth rate is about 2.7 percent per annum. Currently, life expectancy is 45 years for men and 48 for women, but it is gradually rising after a decade of peace. The population is a young one, with 43 percent of Angolans aged 14 or younger.

A high percentage of the population live in circumstances of extreme poverty. Angolan girls who are illiterate often live in exceptionally deprived conditions. Some try to earn a living and a measure of independence by resorting to prostitution. This explains the high number of young women who are affected by, and infected with, HIV/AIDS. Many young people who have no education also become involved in crime as a means of making a livelihood.

To reverse this situation, the Angolan government and its partners are making efforts to develop policies and strategies, plans and programmes that will lead to significant improvements in the lives of these seriously disadvantaged young people.

Shortages of schools (many of which were destroyed during the civil war) and teachers, particularly in rural areas, persist. Although 20,000 new teachers were hired in 2005 and the training of teachers has improved, there is a serious shortfall in the supply of qualified teachers, among other hindrances to the day-to-day functioning of schools. Many of the teachers are inadequately trained, and all are underpaid and overworked (teaching two or three shifts a day). Evaluations of the quality of learning in primary schools tend to rate them as poor. One evaluation found that about half of the Grade

3 children tested could not read a word from a simple text in Portuguese (Save the Children, 2009, p. 16).

The Ministry of Education (MED) has drawn up a number of scenarios to enable Angola to meet the Education for All (EFA) 2015 targets. The table below shows the number of pupils enrolled in primary education (the Base scenario) and those enrolled in secondary education, including adults doing literacy education courses (the Normative scenario). It is only the latter that comes close to reaching the EFA targets.

*Source: Diário da Republica I Serie de 28 de Fevereiro de 2007 [Government Gazette]*

| Population, poverty and inequality | | | |
|---|---|---|---|
| Total population | Population growth rate | Population on less than US$1.25 per day | Gini index |
| 18 021 000 | 2.7% | 54% | 59 |

*Sources: United Nations Population Division, 2008, United Nations Development Programme 2011, and World Bank, 2011*
*Note: A value of 0 on the Gini index represents perfect equality, a value of 100 complete inequality*

## The education and training situation

In Angola there is now compulsory, free education up to Grade 8, although not all of the children who live in Angola attend school.

| Student enrolment | | | | |
|---|---|---|---|---|
| | Base scenario | | Normative scenario | |
| Year | All | Female | All | Female |
| **2003** | 5 034 380 | 2 071 980 | 5 034 380 | 2 071 980 |
| **2004** | 5 202 550 | 2 140 560 | 5 357 850 | 2 239 660 |
| **2005** | 5 371 390 | 2 209 140 | 5 692 070 | 2413690 |
| **2006** | 5 560 330 | 2 285 820 | 6 058 370 | 2 603 293 |
| **2007** | 5 749 270 | 2 341 980 | 6 435 750 | 2 775 680 |
| **2008** | 5 938 210 | 2 439 180 | 6 824 150 | 3 003 805 |
| **2009** | 6 127 150 | 2 515 860 | 7 224 550 | 3 214 710 |
| **2010** | 6 316 090 | 2 592 540 | 7 635 870 | 3 432 715 |
| **2011** | 6 532 500 | 2 680 560 | 8 092 500 | 3 673 360 |
| **2012** | 6 748 240 | 2 768 040 | 8 561 200 | 3 921 390 |
| **2013** | 6 963 980 | 2 856 060 | 9 042 780 | 4 178 310 |
| **2014** | 7 179 720 | 2 943 540 | 9 537 240 | 4 442 565 |
| **2015** | 7 396 130 | 3 031 560 | 10 045 490 | 4 715 760 |

*"37 percent of children were not in school."*

No reliable data are available on the numbers of out-school children or on the repetition and drop-out rates in the formal schooling system, although the latter are thought to be high (up to 30 percent in high school).UNICEF estimated in 2010 that 37 percent of children were not in school. In addition, the mean level of years spent at school by Angolans is currently very low.

| Mean years of formal schooling (primary to tertiary) |
| --- |
| 4.4 |

*Source: United Nations Development Programme, 2011*

The percentage of the adult population without any education is estimated at 30 percent. As almost half of the Angola population is below 14, the need to address the gap in education provision is urgent. Many of the older youth have never entered the national school system, or have enrolled at schools but been unable to continue. This makes their economic integration as adults very difficult in a workplace characterised by rapid changes, stiff competition and high skills requirements. It also makes it almost impossible for them to break out of the vicious cycle of extreme poverty.

*"As almost half of the Angola population is below 14, the need to address the gap in education provision is urgent."*

In 2010, the literacy rate for the Angolan population aged 15 years and above was estimated at 70 percent – with 83 percent for males and only 57 percent for females.

| Adult and youth illiteracy | | | | | |
| --- | --- | --- | --- | --- | --- |
| | Illiteracy rate (%) | | | Number of illiterates | | |
| | Total | Male | Female | Total | Male | Female |
| Adults (15 +) | 30 | 17 | 43 | 2 997 000 | 839 160 | 2 157 840 |
| Youth (15 to 24) | 27 | 19 | 35 | 993 000 | 347 550 | 645 450 |

*Source: UNESCO Institute for Statistics database, 2010*

*"most of the country's educational facilities, and particularly those for higher education, are concentrated in the urban areas, and serve career rather than development purposes."*

Between November 1976 and the end of 2000, some 2,827,279 citizens became literate (48 percent of them women). Paulo (2010) believes it is likely that as many as 45 percent of them (mainly women and girls) regressed during the disruptions caused by the civil war and the lack of any post-literacy support to become functionally illiterate again. During the six-year period leading up to 2009, 6,085,734 citizens (60 percent of them women) are estimated to have attended literacy classes throughout the country. This suggests some progress is being made towards reducing adult illiteracy.

Since 2004 and the formation of the Government of National Reconciliation and Unity, the national reconstruction process has included the creation of new structures for the education sector. The government has also made efforts to adhere to the regional and international conventions on EFA. The demand for education and training is huge, and different ministerial institutions are working in collaboration with churches and non-governmental organisations (NGOs) with similar objectives, to address it. The education sector has seen significant advances, including the construction of 26 polytechnic institutes (located in almost all of the country's provinces), agricultural development colleges in the interior, and craft pavilions that were built through the Ministry of Public Administration for Social Security and Employment to overcome the immense shortages in the supply of people working in the small crafts sector. All of these have helped to absorb the large numbers of adults and youth needing immediate professional training, and have encouraged many to become self-employed in the metalwork, civil construction, electricity, and mechanics trades. This development has also helped to retrain and reintegrate demobilised soldiers from both armies. There has also been growth in higher education. In 2008 the country's only public university, the Universidade Agostinho Neto, was restructured and six new public universities created in the provinces of Benguela, Huambo, Lunda Sul, Uige, Huíla and Cabinda. In total, 18 new universities (some still in the process of legalisation) have been founded.

However, most of the country's educational facilities, and particularly those for higher education, are concentrated in the urban areas, and serve career rather than development purposes. Although these institutions are gradually developing a more demanding and active exercise of citizenship in their students, there is still need for a system of education that is more directly engaged in supporting development and addressing the needs of poorer communities.

Three years ago, the government launched a Programme for Literacy and School Acceleration (PAAE), which was based on the Cuban Spanish Yo, sí puedo ("Yes, I can") model and adapted to the context of Angola. The Sim Eu Posso comprises a combination of classroom primers and textbooks, booklets and videos. The programme aims to reduce illiteracy significantly, and Angola hopes to reach the EFA goal of reducing the illiteracy rate by 50 percent by 2015. The government has also called on its development partners to play a more active role in the organisation and promotion of literacy initiatives.

# 3. POLICY FRAMEWORKS

*"Very few countries have comprehensive policies, legislation and strategic plans related specifically to youth and ALE [Adult Literacy Education]."*

The existence of adult education policies indicates that a country recognises the importance of the education of adults as a means towards achieving social, cultural and economic development. It also demonstrates a political commitment on the part of its government to allocating the resources necessary to implement appropriate strategies of adult education (although not necessarily immediately or completely).

That a country should actually have official education policies is one of the primary concerns expressed in the Nairobi 2008 *African Statement on the Power of Youth and Adult Learning and Education for Africa's Development* (UNESCO, 2009a, pp. 3, 5):

*Very few countries have comprehensive policies, legislation and strategic plans related specifically to youth and ALE [Adult Literacy Education]. The lack of these frameworks weakens the linkages between non-formal and formal education and multi-sectoral collaboration and inhibits the incorporation of African perspectives into youth and ALE...*

*Every country should have a comprehensive national youth and adult learning and education policy and action plans (which also provide a comprehensive language policy and support for the creation of literate environments). This policy should be backed by legislation together with strengthened capacity to give effect to the policy. This policy should take into account strategies for poverty alleviation.*

So what policies and strategies (at governance level) exist in Angola that support adult education for youth and adults?

Some of the key strategic objectives of Angola's adult education sub-system (Angola National Commission, 2003, p. 14) are to:

a)  Increase the general knowledge level through the elimination of the literal and functional illiteracy of the youth and adult;
b)  Give to each individual the opportunity to increase his knowledge and develop his potentiality, with the perspective of an integral development of the person and his active participation in social, economic and cultural development and showing his working capacity through an adequate preparation for the needs of everyday life;
c)  Ensure access to education for the adult population, giving them the opportunity to acquire technical-professional skills for the economic development and social progress of society, and thus reducing the existing disparities in education between the rural and urban population and between genders;
d)  Contribute to the development of the national culture, environmental protection, consolidation of peace, national reconciliation, and civic education, and to stimulate a spirit of tolerance and respect for the fundamental liberties; and,
e)  Ensure all adults an equal access to basic education programmes.

The sub-system aims to serve people over 14 years old who have come to formal education very late. It uses a variety of intensive and non-intensive educational methods and processes, which are carried out in official, private, and partnership schools, in polyvalent schools, military and paramilitary units, at work centres and in agro-forestry-pastoral co-operatives. Its main purpose is to assist the social, educational and economic integration of both young and adult participants.

One policy of particular importance in youth and adult education concerns partnerships between the state, the private sector and civil society. Legislation has been passed that permits such partnerships in the area of youth and adult literacy education, and much progress has been made, most notably since the start of the Revitalisation Programme of the Literacy Process in 1997. The MED has signed agreements with various partners to collaborate in the effort to eradicate illiteracy in Angola. Although the state has taken the lead, actors from civil society such as churches, NGO) and even private entities have made a significant contribution to adult literacy and post-literacy education. Analysts estimate that at present, more than 70 percent of adult literacy teaching in Angola is provided by agencies outside government. The active involvement of civil society organisations (CSOs) in the literacy field is unique to Angola.

The MED conducted a survey on adult and youth literacy initiatives in Angola in order to strengthen synergies between the ministry, provincial governments and their partners, and to:

• Restore a sense of national mobilization for adult and youth literacy education;
• Launch the structural bases to create a space for dialogue on a fresh policy and strategy for the adult education sub-system; and
• Discuss the outcome of the survey of adult and youth literacy initiatives in Angola.

A specific *National Strategy for the Alphabetisation and Education of Adults* was developed in 2000 (Ministry of Education, 2000b).

Short- and long-term intervention strategies for adult literacy and education are outlined in the country's CONFINTEA V mid-term report of 2003 (Angola National Commission, 2003). These are based upon the *National Action Plan for Education for All* (Ministry of Education, 2000a), which sets out the goals to be reached by 2015, and the minimum set of activities necessary to achieve them. These include the following (designated under the headings Emergency, Stability, and Expansion and Development) for 2003–2005, 2005–2007, and 2008–2009 respectively (pp. 15-18):

**Emergency strategies:**

• Mobilize civil society to intensify the fight against illiteracy;
• Reinforce and develop a social partnership for an integrated fight against illiteracy through the training of trainers, the distribution of basic teaching materials (pencils, rubbers, notebooks, boards and dusters) in order to increase and diversify the education opportunities in literacy and post-literacy;
• Increase the quality of literacy and post-literacy education, and adjust the educational content to take into account the current challenges facing the country;
• Improve literacy and post-literacy levels for adolescents, women and people with special educational needs; and,
• Make local authorities responsible for the fight against illiteracy.

**Stability strategies:**

• Expand the use of national languages in literacy and post-literacy education;
• Strengthen informal and non-formal education in relation to the capacity of the adult education sub-system;
• Establish new organisational and methodological processes to stabilise the teaching staff within the adult education sub-system;
• Reinforce the polyvalent schools;
• Organise 2nd and 3rd levels of adult education with provide specific teaching materials; and,
• Raise schooling rates in the Angolan Armed Forces.

**Expansion and development strategies:**

• Develop self-sustainable, long-term social and educational capacity to tackle illiteracy and expand the development of post-literacy; and,
• Adopt efficient methods to ensure sustainable research into adult basic education.

The ministry intended that these strategies would reduce the illiteracy rate by 10–15 percent, would prioritise the needs of women, and would eradicate illiteracy in central and local state administrative bodies.

The *Integrated Strategy for the Improvement of the Education System* (EIPMSE) also specified strategies and goals for adult education to be achieved by 2015.

However, despite the existence of these policy and strategy documents, the researchers were told on several occasions that a new and more comprehensive policy is needed for the adult and youth education sub-system, and that its funding problems should also be addressed.

The National Education System Base Law (Law no. 13/01 of 31 December 2001) undertakes to provide education to all school-going children, reduce youth and adult illiteracy, and increase the efficiency of the education system for children, youth and adults. The aim of setting up an autonomous adult education sub-system is to build the educational and socio-economic

capacity of people over the age of 15. Article 10, paragraph (e) defines adult education as an education sub-system, while articles 31, 32, 33 and 34 describe the nature of the sub-system, its specific objectives, its structure and the need for its own set of regulations.

Decree No. 40/96 of the Council of Ministers transferred professional training from the MED to the Ministry of Public Administration, Employment and Social Security.

Angola has also published a number of statutes relating to the adult education sub-system, as well as an evaluation of its effectiveness and the recording of the relevant statistics.

With regard to the communication of, and access to, policy, legal and regulatory documents, it became clear to the researchers that most educational institutions do not possess copies, and have very little knowledge of their contents. Many centres do not have a single documentary guideline on the education system.

# GOVERNANCE AND ADMINISTRATION

*"Because of the high demand for adult education, a number of other ministries have also developed adult and youth education programmes."*

In 2000, the MED consolidated the National Institute of Literacy and the National Directorate for Adult Education to form the National Institute for Adult Education (INEDA). This was to be the main adult education policy body within the ministry, which would be responsible for the regulation and co-ordination of adult literacy, and primary and secondary education. It was also mandated to engage in research, training, community development, documentation, and information dissemination (Romeu and Grilo, 2007, p. 268).

In 2010, the MED created a National Directorate for Adult Education, although it is still awaiting the appointment of a Director. According to Presidential Decree 290/10, the directorate it is made up of:

• A department of Literacy and School Acceleration; and,
• A department of Post-literacy Adult Education (Levels II and III).

Literacy and adult education are supplied by various agencies with the government playing a co-ordinating, financing and monitoring role.

Also located in the MED is the National Directorate of Technical Education Professional, which includes a Department of Technical and Vocational Education.

Because of the high demand for adult education, a number of other ministries have also developed adult and youth education programmes. The most notable are the Ministry of Youth and Sports (MINJUD) and the Ministry of Public Administration, Employment and Social Security (MAPESS). The latter offers technical and professional training programmes.

As mentioned above, various non-governmental entities work in partnership with government to provide adult education. The most active of these

include the Council of Christian Churches of Angola (CICA), Alfalit International (which is supported by USAID), Female Literacy Angola Mozambique (Felitamo), and the Associação Angolana para Educação des Adultos (Angolan Association for the Education of Adults or AAEA). Some of these offer different forms of literacy and post-literacy education, and use a variety of methods, including REFLECT. Some of the CSOs involved have participated in a review of the national Literacy and School Acceleration Programme (PAAE).

So who actually administers the provision of youth and adult education in Angola? The answer is complex, for two reasons. There are partnerships between the state and CSOs, and various ministries other than the MED have their own programmes in health, poverty reduction and so on – all containing significant adult education components.

Particularly in the Literacy and Post-Literacy fields, the bulk of out-of-school education is provided by partnerships between the state, public institutions, corporations and CSOs, particularly churches and NGOs. Analysts estimate that at present more than 70 percent of adult literacy instruction in Angola is carried out by entities representing civil society.

As the central structure, the MED is responsible for methodological orientation, control, monitoring and establishment of norms, procedures and programmes. The provincial education departments, on the other hand, deal with the actual organisation and administration of adult and youth literacy programmes, although they frequently encounter difficulties relating to co-ordination, communication and resources.

Generally the beneficiaries of the implementation plans for literacy are intended to be poor people, especially women. Although the aim is to offer literacy instruction in all the country's national languages, the supply of teaching and learning materials in languages other than Portuguese is limited.

One of the most problematic areas in the current provision of literacy education is the variable quantity and quality of the teaching and learning materials supplied (or not, as the case may be). In many parts of the country, teachers of literacy lack the textbooks they require, particularly those written in some of the national languages.

The *National Action Plan for Education for All* (PAN/EPT) (Ministry of Education, 2000a) has outlined the goals to be reached by 2015, and the minimum set of activities required to reach them.

A multi-sectoral central management body, the Education for All National Committee (CNEPT), which falls under the aegis of the MED, bears responsibility for the design, implementation, monitoring and evaluation processes concerning PAN/EPT. It provides a home for the EFA Permanent Secretariat, which co-ordinates the activities of the EFA National Committee and is self-regulatory. The Committee is divided into six Thematic Technical Groups, each of which corresponds with one of the six objectives outlined in the Dakar Action Framework (UNESCO, 2000). The Thematic Groups develop the monitoring process at central, provincial and municipal levels, and at schools. The evaluation mechanisms correspond to the three phases of implementation set out in the PAN/EPT, namely emergency (2003–2005), stabilisation (2005–2007) and development (2008–2009).

There are also analogous Provincial Committees, which co-ordinate PAN/EPT implementation at the provincial level. These are presided over by the provincial governor.

One of the criticisms made by people interviewed by the researchers concerning the current methods of managing the adult education sub-system is that it provides few incentives to institutions in particular provinces or localities to respond to local educational needs (whether these are market- or training-related).

# 5. FINANCIAL FRAMEWORKS

Notwithstanding the various national and international policies and commitments agreed to by the Angolan state, the portion of the general state budget allocated to adult and youth literacy education is disproportionately low. Even though it has increased over time, it remains insufficient, although the actual amount the sub-system receives is not known. This can be explained in part by the decentralisation of budget structures. What is clear is that the funding has always been below two percent of the MED budget – a percentage that is clearly inadequate for achieving the government's objective of offering literacy programmes to a million adults per annum.

The discrepancy between the government's financial capacity and the increasing demands for funding of the education system will probably persist. It follows that one of the strategic priorities of the government will have to involve recourse to external aid through bilateral and multilateral donors.

The MED's cost forecast for the implementation of the PAN/EPT until 2015 is equivalent to over US$4.7 billion. Of this amount, 83 percent relates to current expenditure (teacher and other technical and administrative staff salaries), 7 percent to goods and services (school material, maintenance and consumables), and 10 percent to investments (infrastructure construction and equipment). But only a tiny percentage of the ministry's budget goes to adult education.

Government strategies for finding the money to improve the education system include activities such as:

• Registration and cataloguing of all potential sources of programme funding both within and outside the country;
• Mobilisation of institutions and corporations that offer financing; and
• Development of a marketing strategy for the Angolan Literacy Programme, which is aimed at sensitising and involving national and international donors.

*"The discrepancy between the government's financial capacity and the increasing demands for funding of the education system will probably persist."*

In terms of actual costs, the remuneration of literacy tutors, which is based on a monthly teacher's salary of US$100, costs the state and associated financial contributors around US$7.2 million per annum. (It should be noted that the researchers heard complaints that the salaries of most literacy tutors were not paid, and that the salary scale of tutors had not been revised for more than a decade, despite the rising cost of living. Recent readjustments to salaries for teachers in the general education system countrywide had not been extended to literacy trainers.) The cost to the government of providing literacy classes is about US$20.5 per student (far less than the US$50–100 Global Campaign for Education benchmark of 2005).

Clearly the sheer number of people wishing to be enrolled in literacy and education programmes far exceeds the budget currently allocated to this sub-system. The larger portion of this budget is intended for professional training, the development of didactic material, and the payment of salaries to literacy tutors. It follows that the state cannot meet the burden of financing the country's literacy efforts alone, but it is not clear that it has made adequate fundraising plans to remedy the situation, although various external agencies are already involved.

Of the many institutions working in partnership with the MED, some obtain their funding from the government; others from international agencies; and still others, such as churches, survive on intra-institutional support.

These partners help to support different aspects of the ministry's obligations, including:

- Partial subvention of teachers' salaries;
- Provision of methods and materials by those organisations whose methods have been recognized as valid by the ministry;
- Validation and/or certification of the results of examinations that are prepared by the ministry; and
- Monitoring the provision of education.

Foreign aid funds, given directly or through partners, support much of the literacy and post-literacy campaign. The most notable supporters of youth and adult education are UNESCO, Spanish Co-operation, the Italian government, UNICEF, USAID, World Vision, IBIS, Save the Children in Angola (SCiA), Caritas, Development Aid from People to People (DAPP), and dvv international. Most of this aid takes the form of supplying teaching and learner materials, training educators and paying salaries.

Apart from the help described above, some international NGOs have played an important role in financing tutor-training programmes. However, when the contracts with these external sources of funding expire, many tutors are often left without salaries or the means to continue to offer adult literacy classes.

*"These cover the three areas of learning considered fundamental to the development of the skills basic to education: language and communication (literary), mathematics, and knowledge of the environment (natural sciences)."*

In an attempt to make adult education more responsive to the needs of adult students, the MED has developed a new adult literacy curriculum, Literacy and School Acceleration, which is divided into Primary and Secondary Education.

To provide a basis for comparison between the shortcomings of the previous curriculum and the improvements offered by the new one, which is the subject of this section, it seems helpful to outline some of the difficulties encountered by both adults seeking out-of-school education and the providers of such programmes in the past. These included:

• Limited access to any form of education;
• Very formal and academic way in which much of the teaching was done;
• Poor quality of teaching, which was reflected in the results, particularly in the high percentages of students who dropped out (20%), repeated grades (25%), and failed (15%) (Paulo, 2010);

- Shortages or unobtainability of textbooks except in Portuguese, which resulted in a very limited expansion of literacy in the (indigenous) national languages, particularly in rural areas, and a lack of post-literacy support in these languages; and
- High cost of expanding access to, and improving the quality of, adult education.

## Adult primary education

In the new curriculum, this comprises Literacy and Post-Literacy Education. These cover the three areas of learning considered fundamental to the development of the skills basic to education: language and communication (literary), mathematics, and knowledge of the environment (natural sciences).

In terms of didactic material, the adult education sub-system at present has some textbooks in Portuguese, Umbundu and Kimbundo. The government has plans to raise funds to produce texts in other Angolan languages (Kikongo, Fiote, Nganguela, Nyaneca-humbi, Cokwe and Kwanyama) to make it possible to expand literacy and post-literacy education to the communities that speak them.

The system is described as having poor retention rates (as low as 30 percent), owing to the scarcity of literacy tutors. Many of these have had to look for other employment because their salaries are paid late or not at all. Another factor is that most of the adult primary education provided in Angola is supplied by churches, NGOs and businesses (although in partnership with the state), which often use their own teaching methods.

**Adult primary education is divided into three modules.**

Module 1: This initial stage of literacy education is equivalent to Grades 1 and 2 in the formal school system. It is intended for people starting their education aged 12 and above, illiterate youth who cannot read or write, and those who completed Grades 1 and 2 in school but are not literate. All those who are illiterate or have completed only Grades 1 and /or 2 may participate in this module.

The content of the didactic programme comprises instruction in three areas – language, communication and the humanities; mathematics; and the natural sciences. Five of the 10 weekly 50-minute study periods are allocated to the language, communication, and humanities component, and the other five to mathematics and the natural sciences. The total module is taught over 62 hours and 30 minutes, over seven and a half weeks.

Modules 2 and 3: These post-literacy modules are equivalent to Grades 3 and 4 and Grades 5 and 6 respectively. The established curriculum includes language, communication and the language of trade; mathematics; humanities; natural sciences; geography; moral and civic education; and the history of Angola. Module 2 has a 15-week curriculum comprising 10 weekly study periods of 50 minutes each, making a total of 8 hours 20 minutes a week and 125 hours for the whole module. Module 3 lasts for 36 academic weeks, with 12 periods of 50 minutes every week. This comes to 10 hours per week and a total of 360 hours for the complete module.

**Modules 2 and 3 are delivered in two forms:**

*Acceleration 1 is intended for adolescents between the ages of 12–14, who – because they are out of school – have not received formal primary education. After completing Grade 6, members of this group are integrated into the formal school system (as per Law 13/01 of 31 December 2001).*

*Acceleration 2 is intended for youth aged between 15–20, who can read and write, and wish to gain the equivalent of Grade 6 in the adult education sub-system.*

Coherent data on the scale of adult primary education are difficult to obtain – a significant failing in the adult education sub-system. In 2001, there were 1,341,571 learners – with 757,000 in the national literacy programme, 357,987 in post-literacy, 543 in self-learning, 224,765 in adult education levels II and III, and 1,276 in multi-purpose schools. It would be safe to assume that these numbers have increased since 2001. Although no collated information is available, recent figures

obtained from various NGO and church programmes in some of the provinces indicate that substantial numbers of learners attend both the literacy and acceleration classes.

## Adult secondary education

This form of secondary education is intended for young people between the ages of 17–25, who have not completed the First Cycle of Secondary Education. The curriculum is divided into two stages:

• Module 4: Cycle I of Secondary Education (equivalent to Grades 7 to 9); and
• Module 5: Cycle II of Secondary Education (equivalent to Grades 10 to 12)

Adult Secondary Education is mainly offered in the form of afternoon and night classes taught in public educational establishments. These classes are hampered by electricity supply problems in many provinces, municipalities and

communities. Also, many provinces give priority to night classes for a second shift of children in the formal education system, who cannot be accommodated in the day classes because enrolments have expanded to such an extent. Some adult secondary education is provided in multi-purpose (polyvalent) schools. These are sites for Basic Education and Vocational Training; Education for Youth and Adolescents with delayed school entry; self-learning; and special adult education for people with particular educational needs. Again, there is little accessible data on numbers of students.

## Other youth and adult education and training

The researcher was unable to obtain any statistics on the scale and nature of the training programmes provided by other ministries.

Again, there is very little material in the public domain on publicly-funded technical and

vocational education and training programmes, although the researchers were told that the government has made considerable efforts to increase the facilities available for technical and vocational education and training.

It is clear that a positive future for youth and adult education in Angola requires concerted efforts to generate or retrieve the data necessary to answer the following questions:

• Where is the data on participation, who has it, and who processes it?
• Is this collecting and processing of participation data on-going and sustainable?
• Who collects it?
• Who analyses it?
• Who disseminates it?
• Is there sufficient research capacity to verify and evaluate it?
• What templates are there to assist data capture, dissemination and comparison of results?

# 7. QUALIFICATIONS AND QUALITY ASSURANCE

*"The advantages of having one national qualifications and certification structure for all levels of the education and training system, with various entry and exit points, are numerous."*

In common with most other Southern African Development Community (SADC) countries, Angola is exploring the possibility of establishing a National Qualifications Framework. The advantages of having one national qualifications and certification structure for all levels of the education and training system, with various entry and exit points, are numerous. For example, it would improve the horizontal and vertical mobility of learners, including between the different providers engaged in youth and adult education.

Although linking and creating some form of parity between formal and non-formal education is problematic in Angola, it appears that – in comparison with many other African countries – the Angolan education system is more flexible than most in accommodating the move from adult education

(or non-formal education or special out-of school youth education) into the mainstream system of formal education.

## Quality assurance

It is important to note that the need for improved evaluation and monitoring of education was raised in the recommendations made at the Nairobi and Belém CONFINTEA VI conferences (UNESCO 2009a, 2009b). Given the importance of assessment and supervision of public policies, particularly in the social area, the Angolan government designed a monitoring system for the implementation of the Literacy Programme and Recovery of Late Schooling, and hired a team of experienced external consultants with specialised teams to evaluate the country's adult education policies and programmes. This team carries

out quarterly visits to provincial centres, and conducts training sessions for programme managers and literacy tutors.

**There are three main forms of evaluation.**

**a) Learning evaluation:** This type of assessment makes it possible to judge the efficiency of programmes in terms of their capacity to develop reading, writing, comprehension and simple problem resolution skills. It also contributes to the improvement of the materials used in literacy teaching.

**b) Evaluation and monitoring of conventions established with partners from civil society:** This kind of evaluation has two key objectives – to identify whether the Protocol clauses have been duly fulfilled and to evaluate all training projects developed by CSOs, NGOs and other agencies to ensure the continuing improvement of these projects.

**c) External evaluation of the Programme for Literacy and School Acceleration (PAAE):** This type of assessment is carried out by an external agency at the end of the Second Year of implementation of the PAAE in order to determine the adequacy of its structural elements, measure and report on the progress made, identify constraints and make recommendations on the best ways of overcoming them.

At present, evaluation of the quality of adult education provision is restricted, mainly because of the lack of data on quantitative indicators – such as the numbers enrolled, drop-out and failure rates, teacher–learner ratios, and supplies of textbooks and other learning materials – rather than qualitative ones. On the other hand, qualitative evaluations of the use learners make of their education and training are hampered by a lack of experience in applying appropriate evaluation methods.

The MED has been examining various options to plan for training people in conducting research.

# 8. TEACHERS AND PROFESSIONAL DEVELOPMENT

*"The average qualification levels of teachers are Grade 8 for those working in urban environments and Grade 6 in the peri-urban and rural areas."*

Generally, teacher training is the responsibility of the MED. Not all trained teachers are allocated posts because the ministry has established a quota system. There are 5,325 staff members working in the adult education sub-system countrywide. The Literacy, Post-Literacy and Levels I and II components of the sub-system are taught in collaboration with conventional school teachers. There are no teachers who have dedicated adult education training.

The average qualification levels of teachers are Grade 8 for those working in urban environments and Grade 6 in the peri-urban and rural areas. School managers have little training in educational management.

The literacy tutors face many difficulties. The MED has expressed its intention to address their problems, and educators hope that with the establishment of the National Directorate for Adult Education some progress will be made. The monthly salary allotted to literacy tutors is US$100, although the researchers heard complaints that the government does not pay most of these tutors, that the amount has not changed for more than a decade and that literacy tutors did not benefit from salary adjustments given to all teachers working in the general education system. Some church and civil society programmes pay teachers according to the number of learners who remain in their classes.

The above problems make it difficult for literacy centres to retain staff, as many tutors in both state and non-state literacy programmes leave to seek better-paid employment elsewhere.

Few literacy tutors progress to higher levels in their own education, partly because there is no infrastructure to support their educational development. In some organisations that offer literacy instruction, the tutors have no training at all.

# 9. CONCLUSIONS

*"Many of today's managers, teachers and civil servants, who are working in different sectors of public and private life, can attribute their success to adult education."*

Through the efforts of the MED, in partnership with its collaborators, the adult education sub-system in Angola performs a vital service. It has benefited many people who would normally not have had the opportunity to reach the educational levels they have achieved. Many of today's managers, teachers and civil servants, who are working in different sectors of public and private life, can attribute their success to adult education. They have improved their social and economic situations, extended their range of employment options, and are able, as a consequence, to lead secure and useful lives.

By establishing a Department of Adult Education within the MED, the ministry has started a process that will extend the range of adult education further. The aim is to foster higher levels of community participation and active citizenship, to develop economic self-sufficiency and, consequently, to gradually reduce the poverty suffered by many urban, peri-urban and rural families.

However, it is clear that the new department needs to be galvanised into action and that the budgetary allocation to the adult education sub-system needs to be greatly increased.

The current policy that much adult education is provided through alliances or partnerships between the ministry and public institutions, companies and CSOs, particularly churches and NGOs, has created a need for assistive mechanisms. These would serve to support such partnerships, and strengthen the state's monitoring and evaluation capacity.

Currently the adult education sub-system depends heavily on both the collaboration of teachers from the formal education system and support from civil society movements that are working to promote literacy. Clearly the conditions of service and the training of adult education teachers should be improved.

Because of the unavailability of much of the data sought by the researchers, this report must be seen as an interim one – as a work in progress.

# 10. RECOMMENDATIONS

The recommendations derived from this study have taken cognisance of those made earlier in the African statement on the power of youth and adult learning and education for Africa's development made at the CONFINTEA VI Preparatory Conference in Africa, which was held in Nairobi in December 2008.

## Policy, legislation and governance

1. All actors involved in adult education must have access to legislative documents and guidelines to permit them to work according to the specifications they contain. The government should improve its communication with partners and stakeholders.

2. A framework review should be carried out to seek ways to encourage greater engagement on the part of civil society in youth and adult education tasks. The review should consult both government and its partners, particularly those institutions involved in EFA.

3. Angola needs a comprehensive youth and adult education policy for the many people who have not benefited from the highly selective system of formal education and training. Although such a policy may (understandably) prioritise literacy and basic education, it should encompass the whole range of adult education. For example, it should include attention to language issues and support for the creation of literate environments.

4. A clear and equitable policy on the supply of learning materials in the national languages is urgently required.

5. The MED needs to prioritise the establishment and direction of the National Directorate for Adult Education.
6. Technical and Vocational Education and Training policies need to be reviewed, and the formal setting-up of a National Qualifications Framework should be addressed as a matter of urgency.

### Mobilisation

7. Both the government and civil society should make a strong commitment to reform and revitalise youth and adult education, strengthen its capacity, and develop an action agenda for effective follow-up.
8. CSOs working in the field of youth and adult education should synchronise their awareness-raising activities with those of provincial and municipal education departments, and with school management and community or neighbourhood members at the local level. This would increase their impact and ensure that their activities were adapted to the local context.

### Infrastructure

9. Whilst it is recognised that the rebuilding and construction of the formal school infrastructure is a priority, the government should make any refurbished and new school infrastructure usable for multiple purposes, including youth and adult education.

### Literacy and language

10. The issue of the language of literacy and primary adult education instruction needs to be re-examined. Although there are compelling reasons for the teaching of Portuguese as a key means of communication in the workplace and bureaucracy, there is considerable international evidence that the use of the mother-tongue as the main medium of instruction in primary and basic education is more effective than the alternative. (This applies even when the student subsequently has to learn and use a second language such as Portuguese.)
11. High-quality learning materials in the national languages must be made available in the requisite quantities for Literacy and Post-Literacy students.

### Funding

12. Notwithstanding the current economic situation in the country, there is an urgent need to increase the percentage of the national budget allocated to education and, in particular, to the adult education sector.
13. The MED should develop funding targets and strategies for mobilising, and accounting for, funds (including the contributions of international donors) for youth and adult education.

### Qualifications frameworks

14. More work should be done on the establishment of a national qualifications framework. This would ensure recognition of prior learning (whether formal or non-formal) of adults. It would also provide a basis for rational comparison of certification and qualifications earned from various providers. However, the MED should take care to avoid cumbersome and over-bureaucratised models, and learn from the experience of early adopters of such frameworks.

### Quality assurance

15. The operation of the school inspection system must be improved, particularly in making the adult education sub-system more effective.
16. The evaluation methods and programmes in adult and youth education should be reviewed and improved, and the results of the review disseminated.
17. An evaluation should be made of the different programmes and methods of teaching literacy that are being used in the country, including Sim Eu Posso. This will enable the MED to identify advantages and disadvantages, and to propose alternatives where necessary.

### Practitioners and practitioner development

18. The conditions of service of adult education personnel, particularly the literacy tutors, need to be addressed as soon as possible.
19. The remuneration table for literacy tutors should be reviewed, and the minimum salary increased to US$200 per month.
20. Action should be taken by both the MED and partner organisations to develop initial and continuing teacher and educational manager education.

### Out-of-school youth

21. The advantages of separate programmes for out-of-school youth should be explored and further research undertaken on how the two different models – Acceleration 1 and Acceleration 2 – have been received by students and teachers.

### Data, information and research

22. There is need for standardisation of the data required from youth and adult education providers, whether they are employed by the state or by CSOs. All of these teachers and trainers should be encouraged to develop their own capacity to supply this information.
23. The ministry needs to formulate a national plan for creating and keeping data sets on youth and adult education programmes and their sources of funding. These should be updated regularly and made accessible to the public.
24. The government should evince a much stronger commitment to sharing documentation and information. This can be done through creating digitised, internet-accessible holdings of data, reports, research, evaluations and other documentation. Part of the material should comprise a comprehensive, systematic, web-based database on adult education provision and practice in Angola.

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The Open Society Initiative for Southern Africa (OSISA) is a growing African institution committed to deepening democracy, protecting human rights and enhancing good governance in southern Africa. OSISA's vision is to promote and sustain the ideals, values, institutions and practice of open society, with the aim of establishing a vibrant southern African society, in which in which people, free from material and other deprivation, understand their rights and responsibilities and participate democratically in all spheres of life.

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**Youth and Adult Learning and Education in Angola**

Many countries in southern Africa are facing a critical and growing challenge – how to provide an education that meets the socio-economic needs of their bulging youth populations. Primary school drop-out rates remain high across the region so many children and youth end up outside the education system. Unable to return to school or to access technical and vocational education, they end up without the necessary skills to prosper in a world that is increasingly dependent on knowledge.

And there are very limited 'second chances' for these children and youth to learn in adulthood since the adult education sector also faces serious difficulties. Funding remains low, while gaps in policy formulation and implementation mean that the sector cannot adequately meet the current needs of the region's adults – let alone the needs of the burgeoning population of out-of-school youth.

The right to education for every child, youth and adult is fundamental. Great strides have been made towards universal primary education along with increased participation in secondary and tertiary education, reduced gender disparities, and some steps towards addressing the needs of marginalised groups, children with special needs and indigenous people. But despite these gains, a lot still needs to be done in the youth and adult education sectors if southern African countries are ever to meet the demands of all the uneducated and unskilled youth and adults in the region.

It is within this context that this research study was commissioned by OSISA in collaboration with dvv international to create an up-to-date map of the current state of youth and adult education in five southern African countries – Angola, Lesotho, Mozambique, Namibia and Swaziland – and to highlight critical gaps and provide recommendations to address them.

This report on Angola is part of that regional study. Its purpose was to gain a deeper understanding of the current delivery and funding of education and training for out-of-school youth and adults, and to identify the most effective institutions, governance principles, educational practices, collaboration with non-governmental agencies and networking that are currently available. The quantity, quality and accountability of education and training that is not part of the formal system can be vastly improved by adopting the best practice this research elicited.

Using these pointers as a guide, the government of Angola can do much to ensure that the right of youth and adults to education and training is recognised, and that the capacity necessary for its realisation is provided.