STRATEGIC PLAN OF
HIGHER EDUCATION IN MOZAMBIQUE
2000-2010

Maputo, August 2000
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<td>Arlindo Chilundo (coordinator): UEM</td>
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<th>World Bank Consultants:</th>
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<td>Adrian Ziderman: Israel</td>
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<td>Kithinji Kiragu: Kenya</td>
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<td>Maureen Woodhall: United Kingdom</td>
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Abbreviations:

FTE: Full-time Students/Teacher Ratio
GNP: Gross National Product
HEI: Higher Education Institutions
HESTC: Council for Higher Education Science and Technology
HIPC: Highly Indebted Poor Countries
MIS: Management Information System
SADC: Southern Africa Development Community
UEM: University Eduardo Mondlane
MISSION, VISION AND
GUIDING PRINCIPLES
MISSION STATEMENT

Higher Education in Mozambique shall guarantee equitable access and participation of all citizens; it shall respond to the needs of the Mozambican society to ensure its capacity of facing the great challenges of the Country’s social, economic and cultural development.

VISION

To further this mission, the higher education sub-system in Mozambique aims, during the next ten years, at:

- Expanding opportunities of access to higher education in consonance with the increasing needs of labor market and society, so that an increasing proportion of Mozambique citizens will be able to acquire and develop high level knowledge and skills needed for rapid economic and social development

- Improving the quality and relevance of teaching and research

- Responding to changes in social and cultural needs, arising from the country’s rich diversity of linguistic and ethnic groups, and to economic and technological transformation arising from a rapidly developing market economy

- Increasing social, regional and gender equity by promoting higher levels of participation by disadvantaged or under-represented groups in society

- Ensuring sustainability by promoting an appropriate balance between public and private finance and management of higher education institutions.

- In partnership with Government, the private sector and other stakeholders, supporting the development of the competitiveness of Mozambique in the evolving regional economic block, and ultimately at the global level.
GUIDING PRINCIPLES

To achieve these objectives, higher education will be guided by the following principles:

1. institutional autonomy combined with accountability to stakeholders (Government, employers, students and the local, national and international community);

2. efficient use of resources, elimination of unnecessary duplication of facilities and reduction in rates of student dropout and repetition;

3. diversity and flexibility of institutions, courses, curricula and methods of delivery, to ensure responsiveness to changing social, cultural and economic demands;

4. equitable sharing of the costs and financing of tertiary education between all relevant partners (higher education institutions, Government, students, families and employers);

5. effective and transparent criteria and mechanisms of financial support to needy students, to ensure that access to tertiary education is not denied to talented but financially disadvantaged applicants;

6. democracy, intellectual independence and academic freedom;

7. cooperation with and support to other sub-sectors of the National Education System;

8. regional and gender equity;

9. strengthening of the linkages and cooperation with the productive sector and national, regional and international communities.
STRATEGY FOR HIGHER EDUCATION
After analyzing the situation of Higher Education in Mozambique in 1999 as well as its evolution in terms of academic staff and students since 1990, with Mission Statement, Vision and Guiding Principles defined, it is important now to draw the Strategy for Higher Education for the next 10 years, aiming at its expansion to other regions of the Country, thus contribution for its development, to reduce regional asymmetries and to the progress of the Country.

This Strategic Plan offers a vision for the development of Higher Education in Mozambique for the next 10 years, the main focuses being the increase of access and of regional and gender equity, the decrease of unit costs per student and the improvement of internal efficiency of the whole sub-system.

The strategy for the development of higher education must have a national scope. This meaning that there are a number of participants, who have a role and must join efforts to implement the development and expansion policy of higher education: Government (at central, provincial and local levels), Civil Society (families, companies, several organizations) and the higher education institutions (HEI).

Government and the State have a fundamental role in the development and expansion of higher education. Thus, both must identify national priorities, developing policies promoting social justice, reducing regional asymmetries and social differences, and rationalizing the use of the scarce resources of the Country.

The strategy for the development of higher education can not be separated from the policy of economic development of the Country. The expansion plan has to be realistic and to take into account the political, economic and social conditions of the Country where it is inserted, and it has to take into consideration, amongst others, the illiteracy and poverty levels and the scarcity of resources.

The HEI's must be implemented in regions or zones where they can develop their local economies and promote development poles, once its sustainability is guaranteed. For that, it is necessary that, at provincial level, an inventory be done, to know exactly the existing institutions of medium level and its situation, the development projects and the number of graduates of medium and higher levels.
Being higher education part of the National System of Education, its strategic plan has to be articulated and related with the policies, strategies and plans of the other subsystems, especially the pre-university and technical-professional levels.

The plan for higher education should anyhow influence the definition and benefit from the scientific and technological policy to be adopted for the Country.

In the scope of the development of higher education in Mozambique, it is imperative to define priorities at all levels, on what concerns expansion, access, diversification of courses and degrees, improvement of quality of products and services, increase of quality of scientific research and increase of income.

The expansion of higher education must no be restraint to the creation of universities. It is necessary to define other types and forms of HEI's, such as higher institutes, polytechnics, and higher schools, amongst others.

The State has a decisive role in the expansion and development of higher education namely in: encouraging initiatives to implant HEI's and university courses; in regulating the labor market and demand and supply of higher education; in promoting equity and standardization of teaching; in accrediting HEI's and their courses; in facilitating dialogue between HEI's, donors and investors; in harmonizing academic degrees at regional level; in defining the statutes of higher education workers; in promoting the articulation between HEI's and research institutes, amongst others.

Besides Government, civil society must have an important role in the development of higher education, since these graduates will be the ones contributing to the technical-scientific development of the Country. Provincial Governments and municipalities, and other stakeholders can define, among other aspects, a system of scholarships, which control must be of their entire responsibility, in order to guarantee the return of the students to their origins after graduation. To guarantee that the graduates from the HEI's from the capital city return and work in the Provinces, the State must define and approve a policy of salary stimuli and fiscal benefits, privileging the establishment of qualified staff in the provinces and districts.

Without jeopardizing the role of the other HEI's, UEM, as the oldest and greatest university institution of the Country, must continue to be a place where youngsters of all provinces and origins live together and grow in the university process of training, thus implementing the policy of consolidating the Nation, promoting the support to other HEI's and, simultaneously, carrying
out a number of university activities in the provinces, within the framework of higher education expansion. For that, UEM must have enough resources to increase its capacity of accommodation and the number of scholarships for students.

In the framework of rationalization and optimization of expansion initiatives of higher education into the Provinces, a study on the use or re-conversion of existing infrastructures should be done, and university activities and tasks by the several HEI's should be developed.

Both public and private HEI's investing in institutions or permanent university activities in the Provinces should benefit from the State in terms of resources allocation, fiscal stimuli and customs facilities.

A policy of introducing, at national level, general admission exams to higher education should be adopted, in order to guarantee access uniformity in higher education. These exams should evaluate not only the candidates' knowledge, but also their capacities. In this framework, conditions for special admission exams for adults with professional experience and for handicapped should be defined.

Higher Education Institutions should adopt the policy or periodically update fees, to guarantee sustainability of real operational costs and the quality of services and products delivered.

Higher Education Institutions should promote inter-linked activities of teaching, research and extension in close link to the needs of the Country and the problems of the region where they are inserted or serve.

The offer of services by the HEI's to the society, to companies, to public organisms and local communities should be stimulated and, with the funds thus raised, to ensure funding of their internal programs and to share benefits with all involved workers.

Continual education of the several generations of university graduates must be a regular activity of HEI's, who should coordinate between them their capacities and responsibilities and share resources to be allocated.

The links between HEI's with labor market should be promoted and concrete programs of cooperative education should be designed, with benefits for the students, academic and non-academic staff and companies.

The remaining elements of the strategy for higher education are included in the policy options and strategic activities of the strategic issues of the plan proposed ahead.
KEY STRATEGIC ISSUES, STRATEGIC OBJECTIVES AND STRATEGIC ACTIONS
1. MEETING SOCIAL DEMAND: ACCESS AND EQUITY

Goal 1.1: To expand Higher Education physically and geographically.

Strategic Actions
- Optimizing the utilization of the available spaces in order to increase the number of students in the existing public and private HEI's;
- Create new public HEI's or branch/extension campuses of existing HEI's, in the provinces where they do not exist;
- Encourage creation of new private HEI's, according to the law;
- Improve linkages with post-primary schooling;
- Consolidate the already existing HEI's;
- Develop distance learning;
- Strengthen teachers' training actions;

Prior Requirements
- Projections of student numbers on the basis of different assumptions about a) growth rate in applications for higher education, b) transition rate from secondary education, (i.e. % of applicants selected for higher education);
- Development of clear criteria for decisions on number and location of new institutions and upgrading of secondary level institutions;
- Cost projections, taking account of capital and recurrent unit costs in different types of HEI (public and private) and branch/extension campuses compared with creation of new institutions.

Goal 1.2: To implement a policy of access to Higher Education guaranteeing equity at all levels.

Strategic Actions
- Improve the links with all other education levels;
- Adequate students' selection forms for higher education to the preceding teaching levels, and in relation with the provinces' reality, ascribing a specific weight to the former study performance for admission issues;
- Introduce a share system by Province in admission process;
- Introduce a uniform, general and national form of evaluation of both knowledge and capacities of the candidates to higher education;
- Study and define conditions for admission exams' exemption;
- Define forms and conditions of admission to adults with professional experience, handicapped and others demanding special attention;
- Offer optional special preparatory courses for students to overcome training gaps;
- Encourage the private sector to create accommodation conditions next to the HEI's;
- Increase subsidized accommodation where HEI's are present.
Prior Requirements
- Development of policies to increase number of secondary school places and quality of secondary education in disadvantaged regions;
- Additional support for students from disadvantaged groups/regions;
- Effective financial aid policies.

Goal 1.3: To define a policy of financial assistance to Higher Education students.

Strategic Actions
- Study the definition and establishment of policies and procedures about diversity, and criteria of distribution, actualization and control of funds for the different scholarships attributed to the several HEI's, to be guaranteed by a capable and qualified national entity;
- Examine feasibility of establishing a student loan scheme;
- Make available funds from the Provincial Governments's budgets to finance scholarships for candidates to HEI's of the respective provinces;
- Define and adopt fair criteria and transparent methods for attributing budgetarian funds to HEI's.

Prior Requirements
- Political definition of the objectives of support to students;
- Clear criteria for allocating scholarships, subsidized accommodation, student loans, etc.;
- Effective measures of family income to identify the most needy students;
- Interest of social and economic partners in participating in the scholarship program.
## 2. Meeting Labor Market Demands and National Needs: Flexibility and Responsiveness

Goal 2.1: To adequate training of higher education staff to the national development agenda, guaranteeing its relevance.

**Strategic Actions**
- Stimulate the training of competent graduates in the different areas of activity, adapting training to the present and future needs of labor market;
- Identify the Country’s potentialities to introduce flexible courses and curricula, and research programs of strategic importance for its development;
- Promote higher education training in areas considered to be short in experts;
- Guarantee overseas training in priority specialties, which opening in the Country will not be sustainable;
- Promote closer links between higher education institutions, productive sector and local community;
- Promote closer links between higher education institutions, the productive sectors and the local community;
- Develop upgrading courses and continuing education courses based on the needs of the market;
- Introduction of joint industry-university cooperative research;
- Promote mechanisms for easy contract of part-time teachers from industry and commerce;
- Development of university science/technology parks, business incubation centers;
- Informal advisory committees of employers to advise about relevant courses;
- Establish mechanisms allowing HEI’s to obtain information on the performance of their alumni, thus allowing a permanent curricular development

**Prior Requirements**
- Permanent studies on the labor market for graduates;
- Continuous production and diffusion of updated information about the labor market needs in post-graduation, professional and continuous training;
- Tracer and follow-up studies to generate data on graduate placement, remuneration, employability and performance in the job;
- Studies to anticipate the impact of technological change on higher level skills demand;
- Mechanisms through industry-university linkages to provide ongoing information on changing courses and curriculum needs.
Goal 2.2: To provide high level administrative, managerial and technical personnel to meet the needs of the technical and administrative services.

Strategic Actions

- Development of programs in universities and/or specialized non-university institutions to train high level personnel to meet public sector needs;
- In partnership with private sector, define programs responding to its needs.

Prior Requirements

- Systematic studies of high-level manpower needs and supply for public administration and the social service sectors, such as teachers and health personnel;

Goal 2.3: To offer the students information allowing them to make correct options.

Strategic Actions

- Provision of employment information, career counseling, job placement services;
- Increase flexibility of HE programs through introduction of a credit system and greater use of inter-disciplinary courses to facilitate student choice and the matching of study to career aspirations and job opportunities;
- Improve training for students;

Prior Requirements

- Establishment of effective information links with private sector employers;
- Capacity of HEI’s to produce and distribute informative material about their courses and admission processes.
3. USING AVAILABLE RESOURCES MORE EFFICIENTLY, DIVERSIFYING FINANCING SOURCES OF THE INSTITUTIONS

Goal 3.1: To improve the utilization of academic and non-academic staff of HEI’s, and to rationalize the utilization of the existing resources.

Strategic Actions

- Introduce an evaluation system of public HEI’s staff performance;
- Define a salary system based on performance;
- Optimize student/teacher, student/staff and teacher/staff ratios;
- Increase the opening periods of HEI’s spaces;
- Create a data bank about all human, material and laboratorial resources existing in all HEI’s, to guarantee a rationalization of its utilization;
- Encourage sharing of buildings/equipment, where appropriate, to prevent duplication of specialized facilities;
- Promote schemes for sharing or exchange of staff between HE and private sector.

Prior Requirements

- Definition of a better full-time students/teacher ratio (FTE) in HEI’s;
- Examine feasibility (and potential savings) of greater use of “contracting out” of non-academic services, and/or redeployment of under-utilized staff or equipment;

Goal 3.2: To increase efficiency of management and administration of higher education.

Strategic Actions

- Collect feasible data bases in each HEI;
- Informatize and modernize the management information system (MIS);
- Encourage HEI management and planning units, faculty deans and departmental heads to use such information to improve planning and decisions on allocation of staff or equipment;
- Train HEI’s staff in management at different levels;
- Account HEI’s.

Prior Requirements

- Development of effective methods of collecting, analyzing and disseminating MIS;
- Investment in equipment and training;
- Incentives for managers to use (rather than simply collect) the data in decision making.
Goal 3.3: To seek for new financing sources for higher education.

Strategic Actions

- Strategically increase State investment in higher education, to guarantee financing sustainability of the sector in long term;
- Develop activities (by HEI’s) generating resources;
- Create programs of professional training through in-job training and short courses, to be financed by employers;
- Create mechanisms for the productive sector to share financing of higher education;
- Study the feasibility of creating a permanent system of actualization of tuition fees.

Prior Requirements

- Projections of State and Education budget based on alternative hypotheses about a) growth of GNP, b) State revenue, c) allocation of State budget, d) allocation of Education budget and e) HIPC initiative;
- Analysis of data on income and expenditures of families to have a picture on expenditures and variations between groups of incomes and regions;
- Estimation of capacity and willingness to pay fees, considering the analysis of data on income and expenditures.
4. DIVERSIFYING INSTITUTIONS, TRAINING OPPORTUNITIES AND FORMS OF DELIVERY

Goal 4.1: To develop a diversified system of public and private higher education.

Strategic Actions

- Encourage the development of new public and private institutions within a general frame of the higher education sub-system to be established, privileging the links between them and the existing technical-professional schools, with support of the existing HEI’s;
- Consolidate the existing HEI’s, taking into account the experience, the resources and the opportunities of the scale economy;
- Make the inventory of potentialities, resources and use or reconversion of the existing infrastructures to implant and develop HEI’s or its delegations in the provinces, without jeopardizing the activities of the other educational levels.

Prior Requirements

- Definition of the Higher Education Sub-system for Mozambique;
- Cost-benefit analysis of alternative policies about the creation of specialized HEI’s in comparison with the policy of consolidation, including estimation of the scale economy effects;
- Analysis of the institutional mission and the average unit costs for different types of institutions, taking into account the experience within the region.

Goal 4.2: To Encourage innovation and diversity in training opportunities in higher education.

Strategic Actions

- Promote a greater variety in courses’ length, through introduction of courses with diploma, bachelor and master levels;
- Increase flexibility in higher education programs, to ease the students’ choice and the adjustment of studies to their aspirations in terms of career and job opportunities.

Prior Requirements

- Develop flexible and quick mechanisms of curricular reform, definition and approval of new courses, etc.;
- Introduce a realistic system of equivalencies between academic credits, courses and qualifications;
- Invest in learning materials, equipment and infrastructures necessary for an effective use of new learning materials;
- Sounding with or other kind of involvement of employers and professional organizations in curricular revisions and reforms, for elaboration of in-job training programs, etc.
## 5. ENHANCING AND ENSURING QUALITY

### Goal 5.1: To improve teaching and learning conditions

**Strategic Actions**

- Increase financing, material and technological conditions of academic and non-academic staff;
- Develop continued staff training, to raise educational level and professional competence of staff, through national, regional and international postgraduate training and short courses and to spread the benefits of staff training more widely;
- Promote definition and raising of professional standards for university teaching and research;
- Promote twinning arrangements between HEI's, both at national and international levels;
- Revise and up-date course curricula and teaching methods, to promote more effective teaching and learning;
- Develop curricula encouraging the students to devote more time to independent study, and create infrastructural conditions to promote it;
- Divulge universal concepts of professional ethics.

**Prior Requirements**

- Analysis of the tendencies of personnel retention and identification of the reasons for low retention in specific areas or HEI’s;
- Study of effectiveness of alternative policies to improve staff motivation;
- Evaluation and dissemination of lessons learned from experience of UEM and other national and regional HEI's in curriculum reform;
- Introducing system for regular collection and response to feedback from students, graduates and employers on quality of courses, programs, etc.;
- Link between HEI’s and other education levels;
- Existence of graduation profiles for the medium and general secondary education graduates.

### Goal 5.2: To develop and implement criteria and mechanisms of accreditation and evaluation of quality at both national and institutional levels.

**Strategic Actions**

- Define and regularly update criteria or minimum quality standards for registration/accreditation of public and private HEI's, including plans of training and personal development;
- Establish internal and external evaluation mechanisms;
- Involve other stakeholders in accreditation/quality assurance process;

**Prior Requirements**

- Development of criteria and minimum standards for accreditation of both public and private HEI's;
- Create appropriate legislation;
- Introduce internal or external mechanisms for quality assessment and regular review of programs in all HEI's;
Goal 5.3: To promote and disseminate research, including both the development and application of new knowledge and technologies.

Strategic Actions

- Define mechanisms of integration of HEI's in the research national policy;
- Foster the activities of specialized centers existing in HEI's;
- Create incentives for research;
- Promote post-graduation courses as a basic condition for the development of research;
- Define the frame of research career and its salary levels;
- Promote publication and divulging of research results;
- Reward staff by quality of research activity and productivity;
- Encourage HEI's to conduct applied research for government, industry, community organizations, etc.;
- Develop and improve linkages between research and teaching, particularly at postgraduate level.

Prior Requirements

- Identification of research priorities in specific fields;
- Introduction of criteria and policy for location of research;
6. REDEFINING THE ROLE OF GOVERNMENT

Goal 6.1: To promote the development of Higher Education in Mozambique.

Strategic Actions

- Foster and encourage initiatives aiming at implementing and developing higher education in all the Country;
- Promote social justice and equity in higher education;
- Develop efficient and transparent mechanisms to distribute funds allocated to higher education;
- Regulate financing autonomy of HEI’s and define the control and supervision mechanisms of funds utilization;
- Extend to all IES’s the system of financing contract applied to UEM.

Prior Requirements

- Real estimates of unit costs (average expenditure per student) for each type of IES’s, localization, length and type of course, groups of disciplines, etc.;
- Analysis and evaluation of the effects of the new financing system by program-contract applied to UEM.

Goal 6.2: To ensure that the national priorities are taken into account for the development of higher education.

Strategic Actions

- Establish a Higher Education, Science and Technology Council (HESTC), to advise the Minister, assist with development of higher education, science and technology policies and oversee implementation of policies;
- Guarantee direct and functional links between governmental local organs, civil society, HEI’s or its branches and the different levels and types of education;
- Intervene in the market regulation.

Goal 6.3: To develop legal and regulatory mechanisms to ensure effective implementation of national policies for higher education and research

Strategic Actions

- Review existing HE Law, statutes and regulations in the light of changing circumstances, including on what concerns equivalence of inter-institutional academic degrees, both nationally and internationally;
- Define norms for the establishment of HEI's and courses;
- Define the accreditation system of higher education;
- Define and develop a national policy for research;
• Ensure that statutes and regulations are consistent with national policies on institutional autonomy and accountability, financing and quality assurance, and that both rights and responsibilities are specified, and are consistently implemented and monitored;

• Oblige all HEI's to submit regularly to HESTC strategic plans and reports;

• Encourage articulation and relationships between HEI's and research institutes;

• Review salaries ensuring that relevant vocational abilities are considered together with academic qualifications;

• Define the policy and legislate about the statutes of higher education workers to ensure working stability in HEI's and the market competitiveness;

• Adopt a policy of fiscal benefits, with exemption or reduction of fiscal obligations to private HEI's, aiming at promoting the expansion of their activities.

**Goal 6.3: To promote and facilitate regional integration and multilateral and international cooperation within the sphere of higher education**

**Strategic Actions**

• Promote and facilitate academic exchange academic and scientific programs and facilitate administrative procedures for this exchange both at regional and international level;

• Act as facilitator between HEI's and donors, investors and companies for establishing partnerships;

• Promote harmonization of academic degrees at SADC level.
ANNEX 1: Financing Implications
ANNEX 2: Projections of the Strategic Scenario
Table 1. Summary of the projections of the Strategic Scenario

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<th>YEAR</th>
<th>Total of enrolments</th>
<th>Graduation rate</th>
<th>Ratio Students/Academic Staff</th>
<th>Number of Academic Staff</th>
<th>Ratio Students/Non-Academic Staff</th>
<th>Number of Non-Academic Staff</th>
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<td><strong>EDUARDO MONDLANE UNIVERSITY</strong></td>
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<td>255</td>
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<td>199</td>
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<td>940</td>
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<td>14.12</td>
<td>67</td>
<td>0.40</td>
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<td>236</td>
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<tr>
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<td>1073</td>
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<td>15.95</td>
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<td>4.70</td>
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### Table 2. Current Budget for annual costs of the Strategic Scenario

<table>
<thead>
<tr>
<th>YEAR</th>
<th>Salaries of Academic Staff (in USD)</th>
<th>Salaries of Non-Academic Staff (in USD)</th>
<th>Functioning and Maintenance costs</th>
<th>Total of Current Expenses in (USD)</th>
<th>Minus the Reimbursements of Loan-Scholarships</th>
<th>Total of C.B. financed by the SB (in USD)</th>
<th>Annual Unit Costs per Student</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>4,311,273</td>
<td>2,764,567</td>
<td>6,200,606</td>
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<td>2,757,656</td>
<td>7,929,740</td>
<td>14,957,151</td>
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<td>6,169,197</td>
<td>2,750,762</td>
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<tr>
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</table>

**Memo items**

1998/1999

2000 Estimate 3,880,533 2,771,496 5,515,233 11,967,252

### EDUARDO MONDLANE UNIVERSITY

### PEDAGOGICAL UNIVERSITY

<table>
<thead>
<tr>
<th>YEAR</th>
<th>Salaries of Academic Staff (in USD)</th>
<th>Salaries of Non-Academic Staff (in USD)</th>
<th>Functioning and Maintenance costs</th>
<th>Total of Current Expenses in (USD)</th>
<th>Minus the Reimbursements of Loan-Scholarships</th>
<th>Total of C.B. financed by the SB (in USD)</th>
<th>Annual Unit Costs per Student</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
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**Memo items**

1998/1999

2000 Estimate 1,211,868 80,514 886,294 2,158,676

### HIGHER INSTITUTE FOR INTERNATIONAL RELATIONS

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<th>Total of C.B. financed by the SB (in USD)</th>
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**Memo items**

1998/1999

2000 Estimate 306,936 24,343 670,630 1,001,909

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