

Evaluation of the Commission's support to the Republic of Mozambique – ref. 1096

Abstract

Overall, the evaluation found that EC development cooperation in Mozambique is of high quality . The effectiveness of the EC Delegation as a partner of government supporting national poverty reduction policies (PARPA) has improved significantly during the period 2001 -2007. The development landscape in Mozambique is congested with many donors, funding agencies and other development practitioners but EC has made significant efforts to maximise coordination among donors, although in these circumstances complementarity can be difficult to achieve.

Objective

The main objectives of the evaluation are to provide an overall independent and accountable assessment of the European Commission's cooperation relations with Mozambique during the period 2001 -2007, to identify lessons learned from past cooperation and thus provide an aid for implementation of the current strategy and preparation of future strategies. Given the timing of this evaluation, recommendations are focused on implementation issues for the remaining period of the 2001 -2007 country strategy and the 2007-2013 country strategy. During the period 2001 -2007 disbursements totalled some €680 million.

Purpose

The scope of the evaluation is to provide the relevant external services of the EC and the wider public with an overall independent assessment and identifies key lessons

Methodology

The evaluation methodology follows the approach recommended by the EC which starts with the reconstruction of the intervention logic to identify prioritised cooperation objectives and intended effects. Derived from the Logical Diagrams, Evaluation Questions (EQs) were proposed, comprising Judgment Criteria (JCs), each of which is assessed based on qualitative and quantitative Indicators. Among the evaluation tools applied were the examination of some 230 documents and publications, interviews with over 125 persons, plus 5 focus group discussions and 8 case studies, augmented by 11 project visits and detailed reviews of 57 other projects in focal and non -focal sectors out of 227 projects covered by the period of the evaluation.

Main conclusions:

1. **General Budget Support (GBS) has a positive effect in increasing the proportion of public expenditures subject to the national budget .** GBS has furthermore contributed positively to macroeconomic management and has increased the volume of resources available (and made them more predictable) in the national budget; all this contributing to more transparency of public expenditure.
2. EC contributed substantially to **major national road network which is near to completion.** So **emphasis for the Commission is passing to lower category roads** (with little traffic) **and to maintenance** (which continues to be deficient with major periodic maintenance backlog). Unless appropriate maintenance is carried out soon, significant sections of major routes will seriously deteriorate to the point of jeopardizing serviceability and thus require more extensive and expensive treatments of premature periodic maintenance and/or rehabilitation.
3. There is **strong EC support for human rights in Mozambique, but in practice enforcement is weak** or absent especially regarding performance of justice, courts and prisons.

4. The **absence of an explicit decentralization policy by the government is a major obstacle** to strengthening the participatory planning process at local or district level and to make public sector decisions more transparent and accountable. EC support to the establishment of decentralized democratic structures is not sufficient.
5. The **rate of disbursement during the last NIP has been impressive**. A large proportion of the sums are disbursed through Budget Support (BS) and major infrastructure interventions. **EDF cumbersome procedures do not facilitate programming and implementation** of project interventions and are most unwieldy for smaller contract values

Recommendations:

Some are considered to be of especial significance for continuing EC support to Mozambique.

1. **EC, as a major donor in the justice sector, should play a strategic coordination role** in involving other donors and stimulating policy dialogue on justice reform
2. The Commission should increase the **support to an ‘envisaged model’ of democratic decentralization** since it is crucial for the development process. And decentralization should be considered as a cross cutting issue in future EC portfolios.
3. **Continue moves towards increasing proportions of General Budget Support and Sector Budget Support (SBS)** and consider increased co-financing and use of common funds for future EC support portfolio
4. **The EC should support the Government of Mozambique in the preparation of national capacity development policy** covering, inter alia, institutional structures, Human Resources development, training needs analysis, conditions of service, pensions and health.

Sectors

Macroeconomics

5. **Support Government of Mozambique (GoM) in a process of how to achieve growth with equity.** GBS in Mozambique is aimed to support the government poverty reduction programme and the improvement of the living conditions. This has been partly achieved; however, efforts are mainly targeted to increase service delivery to poor (health, education, water etc) without having a real strategy for promoting economic growth for the poorer and especially for the rural population. Whilst the overall economic growth is satisfactory, especially in telecommunication, tourism and industrial sectors, the agriculture growth especially small-holder agriculture (which is occupying 85% of the working force) remains low.

Food Security and rural development

6. Continue to support institutional reforms of the agricultural and food-security sector, but **give specific attention to training and capacity development at provincial and district level.** Advocate more dialogue with the **private sector**, especially in rural development and income generation.

Transport

7. In dialogue with other road sector partners and GoM **advocate greater attention to real delegation of powers and responsibility to provincial levels** for maintenance programming and works.

8. Complete current and planned capital works support. For further investment **consider prioritization of support to backlog maintenance** before further capital investment.
9. In dialogue with road sector partners and GoM EC should **advocate urgent preparation of policies and strategies for management and resource allocation for unclassified roads** . Continue (through SWAP and SBS) support to rural -based small scale 'spot improvement' works with emphasis on drainage structures and small bridges in rural areas of all provinces.

Health

10. Health should be **maintained as a non-focal sector with a similar amount of funding as in previous EDFs**. The decision to join the CNCS (National Council for the Fight against HIV/AIDS) common fund is endorsed under the condition that it is used as a means to actively assist in the enhancement of the absorption capacity. EC should **continue its active participation in the health SWAP and common** fund. The decision to abandon project -based support to is fully endorsed.

Non-state actors

11. In support to an envisaged model of democratic decentralization EC should **consider interventions for strengthening NSA involvement at local level** (e.g. Conselhos Locais) - the new Support Programme to Non-State Actors in Mozambique could be an adequate mechanism to support these interventions.

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