



**INDICATIVE COOPERATION
PROGRAMME
PORTUGAL – MOÇAMBIQUE
(2011-2014)
Joint Evaluation**

EXECUTIVE SUMMARY



March, 2016



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The object of evaluation was the Indicative Cooperation Programme (PIC) between Portugal and Mozambique from 2011 to 2014, whose Memorandum of Understanding was signed on 12 February 2012, with effect from 1 January 2011. The evaluation was based on the period implementation of this strategic framework, which had an indicative budget of 62 million euros. The evaluation aimed to contribute to the next programming cycle of cooperation between Portugal and Mozambique, as well as assess the degree of implementation of the current PIC and achieved results. The scope, it focused on the following areas: (i) strategic framework model; (ii) implementation mechanisms, operational action plan and monitoring program; (iii) evaluation recommendations from the previous Program; (iv) geographic and sectoral concentration (before and after the Program); (V) Program pillars and intervention areas; (vi) financial resources; and (vii) risk management.

The evaluation was jointly conducted by the Portuguese and Mozambican authorities. The evaluation process took place from April to November 2015 and was based on the Terms of Reference (ToRs) established jointly by the parties.

The findings were based on the areas of analysis, meaning design and programming, implementation, results and cross-cutting issues, and were as follows:

- Conclusion 1 - PIC alignment with the priorities of the Mozambican Government: the Five-Year period of the Government Programme (*Programa Quinquenal do Governo*) 2010-2014 and the Strategy for Poverty Reduction (PARP – *Plano de Ação para a Redução da Pobreza*) 2011-2014 were the basis for the design of the PIC 2011-2014, ensuring alignment of the cooperation Program with the priorities of the Mozambican

government.

- Conclusion 2 - Reduced alignment between PPA (Programs, Projects and Actions) framework documents and the PIC: projects, programs and actions developed under the PIC rely on protocols/agreements signed between ministries/counterparts. However some of them are not aligned with the PIC 2011-2014, hampering the programming of the PIC implementation. Moreover, only very occasionally it was respected the obligation of binding prior opinion of Camões, I.P.
- Conclusion 3 - Absence alignment with the EU programmatic model: EU guidelines on country programming were not taken into account in the design of the PIC 2011-2014.
- Conclusion 4 – Weakness in terms of harmonization: coordination and complementarity with other donors need to be improved. The mapping of existing donors in different sectors in Mozambique was not the basis for the definition of projects, programs and actions included in the PIC.
- Conclusion 5 - Fragility of planning instruments: existing planning and programming instruments in Portugal and Mozambique need to be improved, and there is a path to go through to accomplish multiannual and flexible programming.
- Conclusion 6 - Lack of general and specific objectives in the PIC: the document does not have an overall objective, nor identifies the goals for each pillar and intervention area. The objectives mentioned in the document relates only to its main programs.



Targets and indicators are not identified too.

- Conclusion 7 - Lack of an Implementation Matrix: the absence of a PIC implementation matrix, similar to what was found in the PIC 2007-2010, hindered its results monitoring, revealing a setback in terms of programming and contribution to the agenda of aid effectiveness.
- Conclusion 8 - sectoral and geographic dispersion: there was not a sectoral concentration in this cooperation Program. There was a greater dispersion of projects, although some actions have been ad hoc and without continuity. In 2011-2014 it was implemented 141 projects, 52 projects more than in the previous PIC, revealing an inability to reduce aid fragmentation. Regarding the geographical concentration of the actions, the majority of activities were implemented in Maputo province, and to a reduced extent in the provinces of Nampula and Sofala.
- Conclusion 9 - reduced monitoring of the PIC implementation: monitoring of the PIC itself and its projects proved to be quite weak. The sectoral and geographical dispersion; the limited number of human resources at headquarters and in the field; the multiplicity of actors; the lack of a solid framework of indicators, performance frameworks and intervention matrix; the inexistence of jointly periodic revisions as planned in the PIC, as well as meetings of CIC contributed to a weak monitoring of the implementation of both cooperation projects and the PIC.
- Conclusion 10 - Approach to the risk management was occasional and simple: the approach to risk management, both in the PIC context or within the different cooperation projects was, and still is, elementary and residual.
- Conclusion 11 - Focus on education and social services sector: most of financial resources were assigned to the Intervention Area I - Education and Social Services under Pillar II - Sustainable Development and Poverty Alleviation (54%).
- Conclusion 12 - Impossibility to evaluate the PIC effectiveness: the limitations identified do not allow to conclude, accurately, the implementation rate of PIC activities, nor the degree of objectives fulfilled and outlined in each of the programs.
- Conclusion 13 - Reduced predictability of aid and low degree of efficiency: the financial performance was higher than expected (62 million € to 63 614 million €), revealing a low multiannual predictability, both in terms of actions and in financial resources. There is not a multiannual program of sectoral activities, neither in Portugal nor in Mozambique.
- Conclusion 14 - Approach to gender is still quite tenuous: the approach to the gender dimension was not significant, although the existing legal framework and guidance be particularly wide in both partners.
- Conclusion 15 - The Capacity Development remains a central aspect of cooperation activities with Mozambique: most projects, programs and actions implemented under the PIC have in its origin the development of local capacity, favored by a common language and similar legal and



institutional frameworks.

- Conclusion 16 - Low implementation level of the Recommendations made in the 2007-2010 PIC evaluation: the recommendations accepted were 30. Of these only 6 were fully implemented, while 14 were only partially. This represents an implementation rate of 20%.

In view of the conclusions reached, the following recommendations were made:

- Recommendation 1: Improve the design of the PIC as a strategic document of the Portuguese Cooperation;
- Recommendation 2: Increase coordination with international actors including through the donor mapping;
- Recommendation 3: Improve joint planning mechanisms (either by Portuguese Cooperation stakeholders in Portugal and field structures, either by Mozambican actors);
- Recommendation 4: Improving the PIC Intervention Matrix, including the risk management component;
- Recommendation 5: Establish a monitoring system to the Cooperation Programme, as well as to programs, projects and actions, creating indicators at different levels;
- Recommendation 6: Strengthen the process of sectoral and geographical concentration;
- Recommendation 7: Increase predictability of aid and improve management mechanisms enabling a better Cooperation Programme efficiency and effectiveness;
- Recommendation 8: Conducting evaluations directed to projects and/or specific sectors of intervention;
- Recommendation 9: Integrate cross-cutting issues in the programming phase of the Cooperation Program;
- Recommendation 10: Respect the binding prior opinion of Camões, I.P