

SUPPORT TO THE INSTITUTIONAL DEVELOPMENT OF THE
MINISTRY OF INTERIOR OF MOZAMBIQUE
MID-TERM EVALUATION
EXECUTIVE SUMMARY



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Dezembro 2013

Executive Summary

Introduction

The object of this mid-term evaluation is the Project “Support to the Institutional Development of the Ministry of Interior” of Mozambique (MINT) implemented by an indirect centralized management (delegated cooperation).

The mid-term review aims to:

- Assess the Project implementation model and approach;
- Assess the level of fulfillment of initial objectives and attest if the expected results are being achieved or not;
- Assess the relevance and sustainability prospects of the Project results;
- Identify any adjustments in the Project, taking into account the expected results and the intended effects in Mozambican society;
- Identify constraints, propose ways to overcome them and make recommendations.

Project Goals

The Project has the overall objective the quality improvement of the services provided to the citizens of Mozambique in the areas of crime prevention and fighting, identification of citizens, public welfare and migration. To achieve this goal eight intervention lines were defined and designated as Results:

1. The capacity of MINT is developed to provide more effective services;
2. Infrastructure is rehabilitated at Matalene Police Training School to improve living and training standards of basic police training;
3. The investigate capacity of the criminal investigate police is improved to increase the successful prosecution of crimes;
4. The capacity of MINT is developed in relation to strategic planning and financial management;

5. A national crime information management system is designed;
6. Police-public relations, marketing and communication of the services provided by the Police;
7. Capacity is developed in preparation for the development of a national crime prevention strategy;
8. An ethical culture and measures against corruption in MINT and PRM are supported.

Methodological Issues

The evaluation combined the document analysis with semi-structured interviews and focus group sessions, as well as a quantitative and qualitative analysis of the project resources and products, as well as observation. The approach adopted had underlying the need to realize the degree of fulfillment of the objectives outlined for the Project (objectives-based approach) and simultaneously draw lessons (learning-based approach), since the aid modality is, as mentioned above, a first experience for all parties involved - Portugal, EU Delegation and Mozambique.

The answer to evaluation questions allowed assessing the Project and focusing the analysis in the evaluation criteria set out in the ToR.

Main findings

F1 - The EDIMINT underlies the design of the Project. The Project took into account the presence of other donors in the sector, but there is space to improve coordination and complementarity.

F2 - The Project is structured in a Logical Framework. However the results are outputs focused, lacking

baselines, targets and indicators to support a monitoring and an evaluation focused on outcomes.

F3 - The programming proved to be too ambitious, which forced the rescheduling and/or eliminating of actions, extending the duration of each Activities Plan and finally the extension of the completion date.

F4 - The design and implementation model is an added value to the sector, reflecting the nature and type of relationship between Portugal and Mozambique.

F5 - The management model follows the model adopted by the EU, but it proved to be too rigid and bureaucratic, with a process of decision making very hierarchical, which produced delays in decision making.

F6 - Overall project coordination was hampered by some constraints, including the excessive number of actors, exacerbated by a blurring of clear responsibilities of each actor in the Manual of Procedures.

F7 - The Technical Assistance Team (TAT) worked almost like a PIU as it was not located in MINT facilities since the beginning of the Project and because it only belatedly have included a Mozambican expert.

F8 - The Project implementation had oscillations resulting from several constraints of the Portuguese, Mozambique and EU stakeholders.

F9 - The project was managed in a judicious way, aiming the efficient use of resources. The moments of break and "peaks" of implementation were reflected in the low rate of financial execution, jeopardizing the level of effectiveness and efficiency.

F10 - The actions broadly correspond to the institutions needs, despite the need for some adjustment concerning duration, content and operating model.

F11 - The rate of technical implementation of actions stands at 70%, most of which related to Result 1.

F12 - Taking into account the number of actions already carried out and the diversity of services and areas covered, there is a high probability of specific objective of the Project to be achieved.

F13 - The scope of training activities and advisory services carried out are an important and first step in capacity development, but do not guarantee by itself changes in the institutional modus operandi.

F14 - There is a shared acknowledgment of the benefits of the Project, including the capacity development which involves changes in mindsets, relationships and work practices. However, were identified some constraints that may limit the effects.

F15 - The Project gives a positive contribution to the implementation of EDIMINT, but it is premature to accurately measure its effects and impacts.

F16 - In general there is ownership at the implementation level although it started to be very limited. Despite the progress made, it can be said that ownership was higher at the goals level but it needs to be reinforced at results level.

F17 - It is early to identify effects, but the Project is able to have an important impact on the Mozambican society.

F18 - The Project is relevant to Mozambique, directly supporting the ongoing reform in MINT and in PRM.

F19 - The Project design had underlying the presence of other donors in the sector. Nevertheless, coordination and complementarity can be improved.

F20 - As designed and implemented (delegated cooperation) the project is a clear added value either within the EU or the Portuguese development cooperation context.

F21 - The absence of goals and outcome indicators do not allow an accurate assessment of whether specific goals are being met. If programmed actions are implemented, there is a strong probability of the high effectiveness.

F22 – Financial resources were in general made available timely. However there were some delays in release of funds which have conditioned the implementation of some actions.

F23 – Project sustainability will only be achieved if the "national security" remains a policy and budgetary priority which enable to MINT maintain and/or continue to implement and replicate the Project results.

F24 - It is early to identify possible effects and impacts of the Project whether the same is in implementation either by the nature of the actions, although some evidence of change can be identified.

Recommendations

R1 - Ensure that all actions planned in the 2nd Activities Plan are implemented on time.

R2 - Maintain the TAT Team unchanged until the Project completion.

R3 - Maintain Focal Points and responsible for Results, thereby enhancing the ownership of the Project.

R4 - Ensure that remaining advisories be developed in close partnership with the services to which they are intended to and be suitable to Mozambican reality.

R5 - Ensure the Project sustainability through the results ownership at all levels, ensuring that Human Resources carry out tasks in services for which they were trained for and apply the knowledge acquired.

R6 - Strengthen ownership, discussing, approving and implementing the documents produced within the advisory services to the various MINT departments.

R7 - Rethink the management model in Camões, IP in order to answer more effectively to the challenges of delegated cooperation.