European Donor Aid For Developing Countries

A Study About European Support For Mozambican Higher Education

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PREFACE

This assignment is written on behalf of the completion of my Bachelor in Public Administration/ European Studies at the University of Twente in the Netherlands.

The study focuses on the efficiency of European support for Mozambican higher education. The literature research for this study was conducted in Enschede/ the Netherlands in the end of 2008. The field study took place in the Directorate for the Coordination of Higher Education (DICES) in the Ministry of Education and Culture in Maputo/ Mozambique from January until May 2009. During the study, a number of stakeholders in Europe and in Mozambique were consulted. The results of this research should raise awareness and help to improve the efficiency of European donor aid for Mozambican higher education. The study has significant personal relevance for me since I was able to combine my field of study with the international topic of development cooperation, which gave me the opportunity to stay in Mozambique for four months and to get insights in different aspects of this development country.

I would like to speak out my acknowledgements for a number of people who have helped me to get my thesis to this result. First of all I thank my supervisor Dr. Don Westerheijden from the University of Twente for his support, guidance and advice whenever I needed it. I also thank Martin Stienstra from the University of Twente for advising me and being part of my thesis committee. I would like to thank Denise Malauene from DICES in the Ministry of Education and Culture in Mozambique for providing me with the necessary information to conduct the research in Mozambique and to bring me in touch with the right people. Also I thank DICES and the staff at the Ministry of Education and Culture in Mozambique for providing a work space and giving me the opportunity to experience the working-culture in a foreign country. Further I thank everyone whom I was interviewing during the study for taking time for me and giving me detailed explanations about my field of interest. I would like to thank Dr. Jasmin Beverwijk for arranging the unique and valuable possibility for me to go to Mozambique to conduct my research there. In the end I thank my family and friends who supported me and gave valuable input for my assignment.

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EXECUTIVE SUMMARY

Higher education plays a crucial role for less developed countries as Mozambique. Educated people who are able to take reflected decisions and policy choices are needed for promoting the development. Different programmes are installed by European donors, meaning countries and organizations, to support the higher education system in Mozambique. I chose to research the success of European support programmes for the Mozambican higher education since aid effectiveness of donor aid is a widely critically discussed issue. My research question is: To which extent are the outcomes of the researched European support programmes for Mozambican higher education in line with the initial operational goals? This question implies that I explain why the chosen programmes are successful or why they are failing.

As tools to explain the success or failure of the donor programmes I chose three concepts containing of three different sets of criteria. The first is the set of conditions for the successful implementation of policies by Sabatier and Mazmanian (1983); the second set consists of the conditions for effective donor aid as stated by Boeren (2005). As a last set I introduce the different conditions mentioned in the Paris Declaration on Aid Effectiveness by the OECD (2005).
The methodological approach of my study is a case study in which I analyze four different cases. Three cases are projects which are running under the Dutch donor programme called NPT programme. These are firstly the Good Governance and Public Administration (GG/PA) project; secondly the Innovative Learning Methods project at the Catholic University (UCM) and thirdly the Set-up of a Structured and Coherent Higher Education (sub) Sector (CHESS). The fourth case is the cooperation between the Swedish organization Sida and the Mozambican University Eduardo Mondlane.
The data for the study was achieved via quantitative and qualitative methods, especially with document analyses and in-depths interviews in Mozambique. I analyze what the initial output and outcome goals for every project were and whether these goals were realized during the implementation process. The tools for analysis in my research are the three sets of conceptualizations which I apply on the outcomes of my research. I use my personal judgment for concluding about the different measurements and weightings.

Concerning the research question, in how far and why or why not the outcomes of the researched European support programmes for Mozambican higher education are in line with the initial operational goals, I found that the outcomes of some projects are in line with the initial goals while others failed. I would name the project by Sida as successful, assuming that improvements in the project design are constantly made and that problems arising are solved immediately. The GG/PA project and the UCM project are also successful, having in mind that the sustainability of the UCM project is vague. The CHESS project did not reach the goals that were initially set.

In the following I state the recommendations I derived from my study divided for different target groups. The first group is the policy-makers, the second is the programmes I analyzed and the third is the Mozambican country, specifically DICES.
The recommendations for policy-makers in donor aid are the following: It got clear that the conceptualized sets of conditions are able to explain the success or failure of a programme, but it is important to notice that for different programmes different conditions can be crucial. This depends on the nature of the project. However, one exception I found is that the commitment of involved people (implementers and project leaders) is always crucial for the success of a programme, no matter what the nature of the project. When the responsible people are not committed and don't promote a development, it equals a stagnation of the process. The commitment of important stakeholders can be reached by the projects being demand-driven with the ownership on the beneficiary side and a long-term support under which the beneficiaries can develop their skills to define a demand and manage the ownership. Another recommendation is that if big long-term goals have to be reached, these have to be realized by splitting the goals into smaller steps. Only small-scale changes with concrete output plans, which are not too far away from the status quo, have a chance of being successful and sustainable because they keep the involved actors on every level committed. This is why policy-makers in donor aid should think logically about which conditions are crucial for their specific programme. They should always create high commitment of the involved actors and create small-scale and concrete programmes to reach the bigger goals.

Concerning the programmes I researched, I recommend for the NPT programme to be more careful to keep the ideologies it has in theory and be careful that they are realized practice. The projects have to be really demand-driven, which sometimes requires that a capacity to determine the demand has to be built up first. Further it is clearly important to give the responsibility for the ownership to the beneficiaries in order to promote commitment of the involved actors, which was lacking in some of the researched projects. The Sida programme at the UEM is strong because of a long period of support in which all actors have learned from each other. The UEM has improved its accountability and transparency. I recommend the UEM to be careful to keep the positive, but not very strong relationship as it is at the moment and not to fall back, but show reliability and build on management capacity.

For Mozambique, I recommend that an institution takes responsibility for the donor coordination in the higher education sector since following the process should be the task of the beneficiary, in this case Mozambique. This task should be done by DICES, which is responsible for the coordination of higher education. Coordination has the advantages of having an overview, preventing over- and underfunding as well as overlapping and contradicting support. Further DICES as a central thinker could plan what is needed where according to the strategic plans in higher education. In order to be able to do this task, DICES has to overcome its structural problems, as not having enough (well-educated) staff. It would be good for DICES to be upgraded on the administrative level to reach more power over the higher education institutions and having higher salaries available to employ capable staff.

In conclusion, the short-term outputs of the programmes by Sida, GG/PA and at the UCM were basically fulfilled. Concerning the long-term outcomes, the sustainability of the UCM project is questionable. Sida's and the GG/PA projects do have a very positive view on the future. They have a good chance to have a sustainable contribution towards improving the higher education system in Mozambique. The projects focused on capacity building and creating human capital, which have a positive effect for the Mozambican society and the development of the country.

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LIST OF ABBREVIATIONS

APC	-	African, Pacific and Caribbean Countries
CHESS project	-	Set-up of a Structured and Coherent Higher Education (sub) Sector, project running under the NPT programme
DICES	-	Directorate for the Coordination of Higher Education, in the MEC (Direcção de Coordenação do Ensino Superior)
DIR	-	Demand Identification Report
EU	-	European Union
GG/PA project	-	Good Governance and Public Administration project, running under the NPT programme
HEI	-	Higher Education Institution
LDC	-	Least Developing Country
MEC	-	Ministry for Education and Culture, Mozambique (Ministério da Educação e Cultura)
MHEST	-	Ministry of Higher Education, Science and Technology, Mozambique
MST	-	Ministry of Science and Technology, Mozambique
NPT	-	Netherlands Programme for Institutional Strengthening of Post- Secondary Education and Training Capacity
Nuffic	-	Netherlands Organization for International Cooperation in Higher Education
PARPA	-	Action Plan for the Reduction of Absolute Poverty
PEES	-	Plano Estratégico do Ensinor Superior; Strategic Plan for Higher Education
SAREC	-	Sida's department for Research Cooperation
Sida	-	Swedish International Development Cooperation
Sida programme	-	Support programme financed by Sida running at the UEM
UCM	-	Universidade Católica de Moçambique (Catholic University)
UCM project	-	Project at the UCM running under the NPT programme
UEM	-	Universidade Eduardo Mondlane
UP	-	Universidade Pedagógica

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1. INTRODUCTION

1.1. RESEARCH PROJECT

The European countries and the European Union are supporting developing countries in different ways. They have economical and political cooperation, but also donor programmes for supporting countries in disasters, long-term developing aid and support of specific fields of interest. One focus group of the European Union are the so-called African, Caribbean and Pacific (ACP) countries, which are developing countries that mostly have been former colonies of European States. Mozambique, situated in South East Africa, is a former colony of Portugal and belongs to the ACP countries (The Secretariat of ACP States, 2008). According to the UNDP (2008), Mozambique is one of the poorest countries in the world with a development rank of 172 of in total 177 countries. A country profile about Mozambique concerning geography, history, politics, economics, socio-cultural and technology can be found in Annex 1. For poor countries like Mozambique, it is very important to create a politically stable and economically strong country. For the development of these fields, higher education of the population plays a crucial role (Nuffic, 2005). The country is only able to develop when the population of the country has a considerable number of people who are able to take reflected decisions and policy choices, and who are able to lead the country into a good direction. Higher education is very important for the sustainable development of a country because people need to be available who manage everything from inside the country (OECD, 2008). A number of policies are installed by European donors, meaning countries and organizations, for the support of the higher education system in Mozambique.

My research goal is to find out whether the European donor programmes that have been created are realized in the Mozambican higher education. This is especially important as a lot of discussion about the effectiveness of donor aid is going on in scientific literature. My goal is to create awareness with the results of my research. I analyze two programmes of two European countries as examples for European support. I look at whether the outcomes are complying with the initial goals and if not, what hindered the correct implementation process. With the outcomes of this research I am able to give recommendations and implications for the current European policies as a conclusion for the research that I am conducting. Different types of data are used for it. A literature study of primary and secondary documents was made as well as qualitative interviews with a number of important stakeholders have been conducted.

1.2. CONTEXT

The background to my Bachelor thesis is that I went to Mozambique in Africa and conducted a study in the Ministry of Education and Culture in the Directorate for the Coordination of Higher Education (DICES). The ministry is located in Maputo, the capital of Mozambique. The objective of DICES is to monitor and to coordinate the processes related with the establishment and operation of Higher Education Institutions as well as the planning for the development of the higher education sector (DICES, 2006).

In Mozambique, a big number of donors are active in different fields of the society. For some fields the donor aid is coordinated, which is sometimes working well and sometimes less well. The field of higher education faces some problems. The donor aid is not coordinated; instead, the programmes are run either via the ministries or directly via the universities, which causes that no actor has an overview about what exactly is happening in this field. DICES was just founded some years ago when the MHEST (Ministry of Higher Education, Science and Technology) was split into DICES and the Ministry for Science and Technology. A weakness of DICES is that it has no authority over the universities because these can act autonomously. Some donors say that for their aid, no central coordination is needed, but at least an overview about what is happening in this field might help to distribute the aid more effectively.

1.3. RESEARCH QUESTIONS

The topic of my study is the European donor aid for Mozambican higher education. In order to study this topic in the given time frame, some limitations of the study need to be clarified. I am assuming that the operational and structural goals of the support programmes are in line with the goals with the Mozambican needs and demands, even if I will discuss this aspect later in the report. Further I assume that the implementation is necessary and sufficient to ensure the goal fulfilment and that the implementation is the actions of the responsible persons. An important point to remark is that the goals of the European programmes, which I analyze, are operational goals, short-term outputs which are standing in contrast to structural goals, much broader long-term outcomes which the donors want to achieve by carrying out the operational goals. The

operational goals are smaller steps which are part of the process of the realization of long-term objectives. My research question is:

To which extent are the outcomes of the European support programmes for Mozambican higher education in line with the initial operational goals?

With this explanatory question, I evaluate the European donor policies which are realized by the donor programmes. This question asks whether the planned support programmes that European countries are giving are realized in Mozambique and whether the initial goals are successfully implemented. I can first observe, then describe and later on explain the answer to the question. Sub-questions are helping me to answer my research question. They are:

What were the initial outcomes of the European operational programmes?
What are the actual outcomes of the European operational programmes?
Which concepts can be used to explain the differences between initial and actual outcomes?
How do the concepts explain the success or failure of the programmes?

I answer the questions by taking two European donor programmes as example. The first set of programmes is the NPT programmes by the Dutch organization Nuffic. I analyze three projects of the NPT programme. These are firstly the Good Governance and Public Administration (GG/PA) project; secondly the Innovative Learning Methods project at the Catholic University (UCM) and thirdly the Set-up of a Structured and Coherent Higher Education (sub) Sector (CHESS). The second programme which I analyze is the Swedish support of the organization Sida for the UEM, the University Eduardo Mondlane. I answer the sub- questions by looking carefully at the two programmes and the stakeholders who have to do with the programmes. By answering the sub-questions for every programme I am able to conclude with answering the main research question. The hypothesis I can derive from the research questions is: If the different criteria of the concepts are fulfilled during the implementation process, then the likelihood that the outcome of the donor policies is as intended, is higher. The independent variables are the different criteria which facilitate the realization of the dependent variable, the output and outcome of every policy.

Practically seen, the programmes that I study have not all ended yet, or follow up programmes have started, which means that no definite outcomes are visible. This is why I studied the implementation process and outputs of the operational goals. The question whether the implementation process has worked, is an efficiency evaluation (Colebatch, 2002). I focus on the efficiency evaluation because it is difficult for me to make an effectiveness evaluation, an evaluation of whether the programmes have a positive effect on the higher education in Mozambique, within the given timeframe that I have. The kind of effectiveness question that I can look at is whether the goals of the programmes are in line with the Mozambican priorities and needs, and who did develop the programmes, were it Mozambican or European initiators? Anyhow, as my main focus I chose to evaluate the efficiency of the programmes, which implies whether the implementation has worked and whether the outcomes are compatible with the original programme goals.

1.4. RELEVANCE

The study has scientific relevance since higher education is particularly important for the development of a developing country (OECD, 2008). A need for analysing and evaluating the development of the influence of Europe on higher education in Mozambique is present. Policy- or programme implementation requires coordination of many actors in order to achieve a set of policy objectives. In the coordination process often many problems are occurring which create critics of donor aid. My research has scientific relevance because studying the efficiency of donor aid by the European countries for the higher education in Mozambique will lead to a greater understanding for donor policies and the way they are working and they are implemented. Further the study is able to create awareness about what is important when creating donor programmes and which mistakes can and should be avoided generally.

The study has societal relevance because it raises awareness about what can be improved in the European donor programmes for Mozambican higher education. When improvements are made in the donor policies, which help to improve the system of higher education and more people are better educated, this would lead to an improvement for the country of Mozambique in an economic as well as in a social way. The supporting aid programmes by European donors are meant to help improving the higher education system in developing countries and in this case in Mozambique. When the outcomes of the programmes are not reached in the way they were supposed to, they are probably not having the effects they were meant to have, which is a waste of donor money and work. My study could lead to a usable outcome for the donors and supporters of the higher

education system in Mozambique. Higher education is improving the economic and social situation in developing countries. When the system of higher education would be improved, Mozambique would become less dependent on help from outside because the society would be more able to manage itself including becoming politically more stable. This is why my research should be usable for all participating actors as well in Mozambique as in Europe.

The research has significant personal relevance for me. Since I am interested in International Relations and Development Cooperation, the internship and research abroad in Maputo in Mozambique was a unique and great opportunity for me. In this research I had the possibility to combine my current study, European Studies, with the international topic of development cooperation. My personal goal is to work in the field of development cooperation after my study. The internship abroad is an experience in a development country combined with the professional environment of the ministry. I got to know the culture and habits of Mozambicans and I got to know the working experience in the ministry, a government institution. The theme of my Bachelor assignment is very interesting to me because I learned during the last years how important higher education for a country's development is. Therefore I am content if the results of my study would have a small impact on the success of the support of higher education in Mozambique.

1.5. STRUCTURE OF REPORT

After this introduction, the main part of the report follows. First, the conceptual framework with the definition of concepts and basic concepts is explained. These concepts exist of sets of conditions for policy implementation and effective donor aid. Then, the methodological approach which is followed in the paper is described. Afterwards, the empirical part with the case study is written. In this part, I first elaborate on the higher education in Mozambique, on DICES, the different donors, and finally the donor programmes that I have chosen to analyse in detail. The donor programmes I focus on are the Swedish programme for the UEM and three projects of the Dutch NPT programme. I analyse them according to the concepts which I describe in the conceptual part and I look at why discrepancies between goals and outcomes of the policies are present according to the concepts that I have chosen. In the end I conclude by summarizing my results and giving recommendations and reflections. Additional information can be found in the annex at the end of the assignment.

2. DEFINITIONS AND CONCEPTUAL FRAMEWORK

2.1. POLICY ANALYSIS

Now I come to the approach of how to evaluate the European programmes. I use the conceptualization about policy analysis of Colebatch (2002). For the concept on the process of implementation, I use Sabatier and Mazmanian (1983).

According to Colebatch (2002), a policy is a course of action taken by an institution in order to achieve certain results. The policy process is a sequence of stages in the realization of this goal. These actions are often represented as a circle. The figure presents a cycle of the policy process:
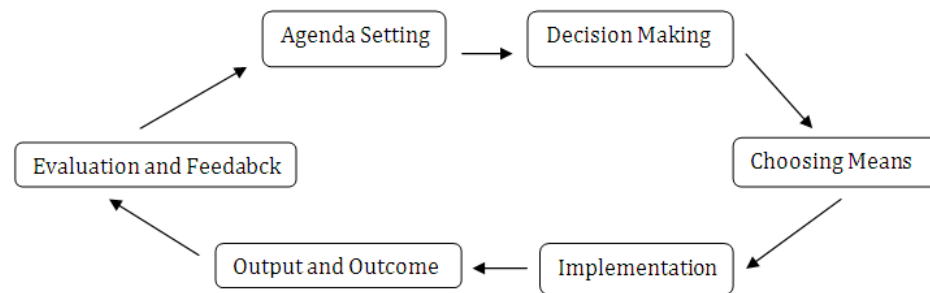
In the figure, the six stages of the policy cycle are visible. When a problem is recognized by policy-makers, they decide to take action and the agenda setting is done. Authorized leaders determine the objectives they wish to achieve in the decision making stage. A course of action is taken by the choosing the means. In this decision, a range of options is weighed against the relative costs and benefits of each. The preferred alternative that is chosen is formulated in the policy. The next step is the implementation of the policy. Different actors have to carry out the courses of action that have been chosen and create the output and outcome. After the policy has been implemented, the evaluation and feedback of the results is made. The outcome of the implementation should now be evaluated. If it is necessary, which is often the case, the policy is amended in the light of the evaluation and the process of the policy cycle starts again (Colebatch, 2002). Within my Bachelor report, I conduct the step of evaluation. I evaluate the output or implementation by comparing them with the initial goals or policies. I provide the evaluation to the involved stakeholders as DICES, project coordinators and interested actors as a feedback.

2.1.1. EVALUATING POLICY IMPLEMENTATION

Since a policy is concerned with achieving goals, it is important to check whether these have been attained. Policy-makers need evaluation to improve the design and performance of programmes. Policy-makers can act on the basis of the conclusions drawn by evaluators. Still, the goal often is an ideal which is difficult to reach completely (Colebatch, 2002).

According to Sabatier and Mazmanian (1983), policy implementation is the carrying out of a basic policy decision, which includes both the effort to administer and the substantive impacts on people and events. The decision should identify the problem, as well as the objectives to be pursued and the structures of the implementation process. The definition is not only explaining the administrative body, but also the web of direct and indirect political, economic, and social forces that are involved in the programme. Administrative agencies are affected by their legal mandates and also by the pressures of interest groups, by the intervention of legislators, and by a variety of other factors in their political environments. The standard question of implementation analysis is: 'To what extent are the policy outputs of the administrative agencies and the subsequent outcomes of these decisions consistent with the original policy objectives?' In my study I focus on the policy outputs, since the ultimate objectives are probably not achieved yet and more difficult to grasp. The effects of the policy outcomes on the ultimate objectives will hopefully also have effects on the whole society of Mozambique. The long-term targets do have an effect on the whole society by the points which I name in the next part, the advantages of improvements in higher education for a country.

Policy-making is a complex intergovernmental issue with many participating stakeholders. The initial policy-makers, the implementing officials and institutions as well as the target group are involved. An analysis of implementation requires that the characteristics of the society and access points for influence have to be known as well as factors which cannot be easily affected through action. The uncontrollable factors are

available resources, economic capacities, technological know-how, and prescribed political rules. Four general filters for policies are the historical and geographical setting, contemporary socioeconomic composition, the beliefs and political behaviour of the mass public, and the formal or constitutional structure. These filters are the boundaries of policy-making. Policy-makers have to be concerned not only with the legal but also with the organizational challenges, like public bureaucracies. These want to maximize their autonomy but depend also on external institutions. The policy realization depends on local implementers, who have to enact the actual policy. It gets clear that the implementation process depends on the rational pursuit by individuals and their desires for power, security and well-being. Independent variables affect the achievement of the objectives. The dependent variables are the outcomes achieved after the implementation process. Sabatier and Mazmanian identified the individual variables, which help to understand the process, but are very complex. In order to make it possible to analyse implementation, Sabatier and Mazmanian have created a more accessible list of six criteria to be considered for an implementation analysis. A policy decision seeking a change from the status quo will achieve its desired goals if the six conditions of effective implementation are fulfilled:

THE SIX CONDITIONS OF EFFECTIVE IMPLEMENTATION BY SABATIER AND MAZMANIAN

Condition	Explanation
1. Clear and consistent policy directives	No goal conflict should be present and policy directives have to be clear and consistent so that everyone understands and supports the implementation.
2. Valid causal theory and jurisdiction provided	A sound theory identifying the principal factors and causal linkages affecting policy objectives should be incorporated, it gives implementing officials sufficient jurisdiction over target groups and other points of leverage to attain the desired goals.
3. Structures implementing process	The structure of the implementation process to maximize probability that officials and target groups act as desired has five sub-conditions: a. assignment to sympathetic agencies with b. adequate hierarchical integration c. supportive decision rules d. sufficient financial resources e. adequate access to supporters
4. Commitment and skill of top implementing officials	Leaders of implementing agency possess substantial managerial and political skill and are committed to statutory goals.
5. Continuing support from constituencies and sovereigns	The programme is actively supported by organized constituency groups and by a few key legislators.
6. Changing socio-economic conditions	The relative priority of statutory objectives is not undermined over time by the emergence of conflicting public policies or by changes in relevant socioeconomic conditions which weaken the statute's causal theory or political support.

The likelihood that policy objectives will be attained is related to the extent to which the six conditions have been met. This checklist can be used post hoc for explaining the programme effectiveness or failure. The realization of the goals that have been set depends on the six conditions. The first two conditions should always be at least moderately met. If the outcome after a programme implementation is not as it was supposed to be, one can look at the list of conditions in order to find out what has been missing. During the analysis in this paper, I apply the six named criteria.

2.2. LEAST DEVELOPING COUNTRIES (LDCs) AND THE ROLE OF HIGHER EDUCATION FOR LDC'S

The United Nations have defined the category of states that are highly disadvantaged in their development process as 'Least Developed Countries', short LDCs, since 1971. This term is widely accepted and used in the world. The criteria for the LDCs are measured by firstly low income of the gross national income per capita, secondly by weak human assets and thirdly by economic vulnerability. These countries do need the highest degree of support, concession and attention by richer states. In 2006, 50 countries were considered Least Developed Countries (UN, 2006).
According to Nuffic (2005), education is crucial for facilitating global socio-economic development, improving the quality of life, and increasing intercultural understanding. Education contributes directly to human

development by improving capacities and opportunities for the poor, while it expands the capacity and quality of human capital for rapid growth. It also promotes greater social, regional and gender equity and is seen as a conduit for combating HIV/AIDS. Higher education is important for the sustainable development of a country. People are needed who manage the infrastructure including the administration, services like tourism, businesses as well as the technologies from inside the country. For individuals, higher education is seen as a mean to achieve higher incomes. Higher educated people are important for the economic growth of a country. Also in Mozambique, a growing demand for highly skilled labor due to economic and technological growth is visible. Higher education helps to develop a critical mass society. Improvement in higher education generates higher incomes, which means more tax for the government. If persons are higher educated, the chances for getting a job increase and one can live independent from government support. The OECD (2008) stated that tertiary education contributes to social and economic development through four major missions. Firstly it contributes by the formation of human capital (primarily through teaching), secondly by the building of knowledge bases (primarily through research and knowledge development), thirdly by the dissemination and use of knowledge (primarily through interactions with knowledge users), and by the maintenance of knowledge (inter-generational storage and transmission of knowledge).

2.2.1. Higher Education Cooperation and Effectiveness of Donor Policies

Higher Education nowadays is marked by a rapid change, competition and internationalisation (Boeren, 2005). According to Boeren (2004), the purpose of European higher education cooperation for development is to serve various interests of different stakeholders. The stakeholders are the institutions in the North and the South, the governments as well as the funding agencies who all have different objectives. The initiative for the university cooperation programmes can come from three sources. It can be through individual contacts, by signed agreements between institutions or through donor-funded programmes in which donor agencies want to strengthen universities in the South and look for partners in the North to assist them in that effort. The most common objectives of HE cooperation and fellowship programmes in the framework of development cooperation are capacity building and institutional development of the Southern partner on the one hand, and (research) collaboration and networking between Southern and Northern partners on the other. Over the years, development assistance policies have moved from a project towards a programme or system approach, in which they target a limited number of sectors in order to give more concentrated support. Many European states have their own higher education cooperation programmes with developing countries.

Boeren (2005) states that the evaluation of programmes highlight a number of issues which need to be taken in account when trying to design and implement successful cooperation programmes. In general, comparisons between programmes are difficult to make because of differences in set-up, focus, management, regional presence and the lack of indicators to measure the effectiveness and efficiency of the programmes. The best that can be done at the moment is to distil lessons from the various strategies and try to look for similarities in findings and commonalities in lessons learned. The following summarized points according to Boeren (2005) a positive influence on the performance of a programme:

BOEREN'S RECOMMENDATIONS FOR DONOR AID

Condition	Explanation
Flexibility	Goals of policies have not always been obtained in an efficient manner, even if planned very well. The means to reach a goal have to be redefined continuously and be responsive to changing needs, because precise planning is unrealistic and counterproductive.
Demand-drivenness	A paternalistic approach should be avoided, instead the actions undertaken should be linked to the recipients own capacity building needs. Local ownership and responsibility should be emphasized.
Direct funding	The funding mechanism should be negotiated to be as direct as possible. With as few intermediaries as possible, uncomplicated procedure to access of fund and local institutions should have as much discretion in the disbursement of funds - balanced by a corresponding level of accountability.
Capacity building	Capacity building is to be emphasized in development aid, including institution building, in order to make the country independent.
Long-term funding	Long-term funding is important for creating trust and sustainable results.
Compatibility knowledge of	Compatibility knowledge of the perspectives of partners means that both

perspectives of partners	partners should know clearly from each other what they want to achieve.
Ownership	The principle of ownership includes that partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions themselves.
Easy and clear procedural requirements	The procedures have to be easy and clear; otherwise the recipients tend to find participating too complicated and give up feeling responsible.
Hierarchical design and management structure	The hierarchical structure has to be clear so that all actors know who is responsible for what.
Activities which are focused on existing strengths	If activities are focused on existing strengths, actors are more likely to be active because they don't have to change their state of mind.

In development cooperation, additionally to Sabatier and Mazmanian's conditions for correct implementation, some other factors have to be regarded. Clear and consistent policy objectives and a causal theory, as stated by Sabatier, can be reached through demand-drivenness and compatibility of the partner's perspectives, which make sure that the stakeholder's support the programme and that it fulfills the wishes of the development country. The chance is bigger that the cooperation is successful since both partners can work towards the same goals and do not come into a goal conflict. On the one hand, the implementation process should be structured very well and be clear, but on the other hand, there needs to be a certain degree of flexibility since especially in development cooperation, it is important to adjust to changes in the context and needs. Direct funding and ownership by the South enable to increase the commitment, motivation and responsibility of the implementers and sovereigns, as well as the realization of the programme. The capacity building and long-term funding are important for a sustainable development of the development country and to endure socio-economic changes.

2.3. PARIS DECLARATION

According to the OECD, on 2nd March 2005, the Paris Declaration on Aid Effectiveness came into force. It is an international agreement to which over one hundred Ministers, Heads of Agencies and other Senior Officials adhered and committed their countries and organizations to continue to increase effectiveness of donor aid in the light of the Millennium Development Goals (MDG). It concerns the fact that the success of development aid does not depend on the amount of money spent, but on how effective it is used. Five principles have to be fulfilled for the aid being effective. These principles are Ownership, Harmonization, Alignment, Results and Mutual Accountability.

THE FIVE PRINCIPLES OF AID EFFECTIVENESS

Condition	Explanation
Ownership	The principle of ownership includes that partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions themselves.
Alignment	Alignment means that the donors base their overall support on the partner countries' national development strategies. They should strengthen and use the countries institutions. Also the management and financial capacities and procedures should be improved and supported.
Harmonization	This includes that the donors' actions are more harmonized, transparent and collectively effective, which means that common procedures are used and that a shared analysis of the support is made. Agendas should be commonly agreed by the donor community and coordination should take place.
Results	The process should be monitored and compared with the initial goals of the support, the sector policies and national strategic development plans. Donors try to direct funds to programmes with clear development objectives of which the results can be seen and have to be reported in the South.
Mutual Accountability	Donors and partners are both accountable for development results in order to increase accountability and transparency.

Mozambique is a partner country under the Paris Declaration. In the analysis of development support for Mozambican Higher Education, it is interesting to compare the reality with the five principles of effective development aid.

3. Methodological Framework

3.1. General Design and Research Approach

The general design of my research is a comparative case study, an in-depth examination of single instances of social phenomena, because it is not possible to make experiments or have comparable control groups in the donor aid in Mozambican higher education. I studied four cases in order to evaluate and compare them. I was examining the matter in a field research, which is observing social behavior (Babbie, 2007). The units of analysis are the European support programmes. I conducted a literature research in Twente about the background to the study, as well as in Mozambique. In Mozambique I gained more practical data from interviews, participatory observation, archived documents etc.

My research has the design of a programme evaluation, also called outcome assessment, the determination of whether a social intervention is producing the intended result (Babbie, 2007). Relevant measurements and criteria of success or failure are essential in evaluation research. Operationalizing whether a programme succeeded of failed is important, but difficult to answer clearly. The outcomes and measurements have to be specified, as they mostly are by responsible agencies. The outcome can be called response variable or dependent variable. The dependent variable is different in every researched case because every case has different outcome goals. The independent variables are factors which can account for variations in the dependent variable, in this case the different conditions and criteria named in the concepts.

3.2. Types of Data

The data types that I used for my Bachelor assignment are a diverse number of types. I used qualitative and quantitative research methods for my study. Qualitative research is the non-numerical examination and interpretation of observations, for the purpose of discovering underlying meanings and patterns of relationships (Babbie, 2007). Quantitative research is the numerical representation and manipulation of observations for the purpose of describing and explaining phenomena that those observations reflect (Babbie, 2007). On the one hand I used written literature like books, reports, newspapers etc. for the research. I also made document analyses in the Ministry of Education and Culture and I observed the participants in the ministry. I conducted qualitative interviews with different actors in the field of donor support, which are based on a set of topics to be discussed in depths rather than using standardized questions (Babbie, 2007). I hold interviews with different actors, organizations and institutions in Mozambique. I also conducted interviews and posed questions to stakeholders situated in Europe. I was always recording my new observations by writing them down. In the interviews, I talked about the topics interesting for my research. I was most of the times not directly asking for the criteria, but instead asking questions of which I can make judgment about the criteria.

3.3. Measurement Instruments

I conclude about my research question by answering the four sub-questions. The first sub-question, which asks for the intended outcomes of a programme, is answered by analyzing the programme plans and policy plans of the programmes. I got these from the programme managers. These documents clearly state the goals of the programmes so that I that I was able to weigh them against the outcomes.

Measuring the actual outcomes of the programmes, which is the task of the second sub-question, was a bit more complicated. One has to differentiate between the short-term outputs and long-term outcomes of a policy. Outputs are mostly quantitative numbers of what is reached, while outcomes are the realization of the broader objectives and mostly seen at later stages in the process. The outputs in the short-term are supposed to create the long-term outcome, but this can also be a wrong implication. The output can be measured with output indicators, concrete numbers of achieved goals, which were specified in the beginning of the project by those who set-up the projects. The outcome can be measured for example by collecting the opinions of the stakeholders. A problem can be that different people and institutions have different opinions about the outcomes of the policies. I received documents about the evaluation of the programmes made by different stakeholders like external European evaluators as well as internal evaluators situated in Mozambique. I compared documents by the programme hosts and by the ministry. One of the main possibilities to answer this sub research question was by doing in-depths qualitative interviews with the different stakeholders. I interviewed those stakeholders I found to be most important in the set-up of a programme and in the implementation process. I had interviews with responsible people at the department for higher education, but also with the programme initiators and coordinators as well Mozambicans as Europeans. I also interviewed responsible people from Mozambican universities so that I was able to get to know different points of view.

These were the people knowing most about the different projects and represent different positions and interests being donators and recipients. A tendency was getting visible, which means that different stakeholders see similar outcomes of the programmes. This is the measurement for the question what the actual outcomes of the programmes are.

The third sub-question is answered in the conceptual part, chapter 2. After examining different concepts and theories, I found three concepts consisting of sets of criteria for effective policy implementation and donor aid, which can be applied to answer the main research question. I chose to work with these concepts because they represent different criteria and points of view of which donor policies can be examined. A donor programme is a policy which has to be implemented; this is why the general concept on implementation of policies is usable. However, a donor programme is not just any policy, but one with special needs. This is why the concepts on effective donor aid are needed as well. Only the concept of policy implementation would lack of certain important criteria which have to be regarded. The Paris Declaration is an internationally agreed and used concept, which is why it is important to include these criteria in the analysis.

The fourth sub- question brings the previous mentioned sub-questions together. Firstly I was able to conclude the reasons for differences between goals and outcomes in the evaluation documents by the donors and by the Mozambican ministry. Further I made qualitative interviews with the three different types of stakeholders being people from the ministry, people from the programmes and people from the universities about things that worked well as well as obstacles in the implementation process. They sometimes named different reasons for why the programmes do not work the way they were supposed to, but here as well, a general tendency was visible. After having collected the reasons for differences the documents and stakeholders named, I applied the three sets of criteria and I was able to explain with the concepts why the outputs of the donor programmes were or were not the way they were supposed to.

The tools for analysis in the research are the three sets of conceptualizations on which I apply the outcomes of my research. I firstly apply the conditions for effective policy implementation, secondly the conditions for effective donor aid and whether they are in line with the Paris Declaration of Aid Effectiveness. Even if the concepts overlap in some points, the conditions for donor aid bring important points of view for this special field of policy implementation. Since I use three concepts, the chance is bigger that I come to the correct outcome. However, I use my personal judgment about the fulfillment of the different criteria, which is a subjective estimation derived from my observations.

3.4. CONSTRAINTS AND LIMITATIONS

Qualitative research has strengths as well as weaknesses. Social processes can be examined and it is relatively inexpensive because it can be undertaken by one researcher. The weakness is that it can't achieve statistical descriptions for a large population. In making direct formal contact with the stakeholders, I was required to explain to them the purpose of the research. Telling them the complete purpose of the research might eliminate their cooperation or their behaviour or letting things disappear more positive or negative than they are (Babbie, 2007).

Validity and reliability, qualities of measurements, are important in every research (Babbie, 2007). Validity is about whether measurements actually measure what they were supposed to. Reliability is about whether you would get the same result if the measurement is done again and again. My research has a relatively high degree of validity because I was able to gain insight into the nature of the affairs happening in their complexity. Such observations and reasoning added to quantitative data I derived are valuable because they provide deeper information than only surveys or experiments would do. Through the combination of qualitative and quantitative data I was able to measure what I intended to. Concerning reliability, even if my research was in-depth, the measurements are quite subjective. My judgement about the social issue depends on my own orientation and views and it is a question whether different people would find the same outcomes because the study was not standardized and is not reproducible. By doing a comparative research, identifying which programme has more success than the other, the ranking is likely to have the same outcome with different researchers. It is more reliable to compare which programme was more successful than the other than judging each programme individually. I did not only use qualitative, but also quantitative data. My judgement was on basis of different types of data, but on my personal point of view, which makes the reliability vague.

Due to the limited amount of time available for the evaluations, just two European donor programmes could be studied. More programmes are running on the institutional level, but as it was planned before, these could not all be researched. Further, information about the institutional donor programmes at the ministry is lacking, since DICES is not informed about the actions and co-operations of the higher education institutions.

4. HIGHER EDUCATION IN MOZAMBIQUE

Higher Education in Mozambique originally was established by the Portuguese in 1962 (MHEST, 2003). Most courses were offered mainly to settlers' children in the General University Studies of Mozambique (EGUM). In 1975, with the political independence of Mozambique, the discriminatory nature towards black Mozambicans ended. In 1976, the former University of Lourenco Marques transformed to Eduardo Mondlane University (UEM) and became the first National University of Mozambique. Reforms were introduced which fitted the new social demand and the new challenges of the country with the need for university graduates for the social, economic, cultural and scientific development. In 1985, a Higher Pedagogical Institute (ISP), which was renamed later to Pedagogical University (UP), was established in Mozambique. With this a new era of plurality began because the UEM was no longer the only higher education institution (HEI) in the country. For the coordination of the HEIs, the Ministry for Education was established in 1991. In 1993, the Law of Higher Education was approved and with it the Council for Higher Education, which laid a legal basis for new HEIs to be created. Further public universities which have been established are the Higher Institute for International Relations (ISRI) in 1886, the Nautical School of Mozambique (ENM) in 1985 and the Academy of Police Sciences (ACIPOL) in 1999 (MHEST, 2003).

After the introduction of the market economy in 1987, a number of private universities have come up with the intention of taking the country forward. The first ones who were established were the Higher Polytechnic and University Institute (ISPU) and the Catholic University of Mozambique (UCM) in Beira in 1996. In 1997, the Higher Institute of Sciences and Technology of Mozambique (ISCTEM) began its activities. Since the social demand for higher education was higher than its capacity, more public as well as private institutions have been established. The private institutions are filling up a social demand by the population which the public sector was not able to fill. The expansion of students rose from 4,000 in 1990 to about 14,000 in 2001, but still, the amount of students is very small in relation to the total population. Major problems within the HEIs have been the quality of the education and the lack of an accreditation policy (MHEST, 2003).

In the Annex 2 a table can be found which gives an overview about the public and private HEIs, as present by begin 2007. 13 public and 12 private universities were recorded. More public institutions are in planning. According to the 'Dados Estatísticos sobre o Ensino Superior em Moçambique' about statistical data of 2007, which was released by DICES in 2009, the UP and the UEM are the two universities with by far most students. In 2007, in total 63,476 students were matriculated. Before, the UEM has been the university with the most students (Interview 7), but a shift is visible that the UP has even twice as many students as the UEM right now. The UP nowadays has more than 30,000 students, which is about the half of all Mozambican students (DICES, 2009).

Major threats which represent challenges for the education in Mozambique are the general level of poverty, regional and social inequities in access to higher education, inefficiency in management in public administration and in HEIs, dearth of well and highly trained teachers and lecturers, the devastating impact of Aids and other sexually transmitted and great endemic diseases and the lack of professional and vocational technical schools of tertiary education (MHEST, 2003).

In early 2000, a new Ministry of Higher Education, Science and Technology (MHEST) was set up in order to supervise the entire higher education system of the country because the Government of Mozambique regards Higher Education as important sub sector. The Government of Mozambique has set up a 10-year Higher Education Strategic Plan ranging from 2000 to 2010. In 2004, the Ministry was reorganized and split into the Department for the Coordination of Higher Education (DICES) in the Ministry for Education and Culture (MEC) and the Ministry of Science and Technology. In the following I will describe the structure and the tasks of DICES and the most important official documents for the higher education, PEES and PARPA.

4.1. INTRODUCTION TO DICES

According to DICES (2006), the Directorate for the Coordination of Higher Education (DICES) is a Department which is part of Ministry of Education and Culture in Maputo, Mozambique. Its task is the monitoring and coordination of the processes related with the establishment and operation of Higher Education Institutions as well as the planning for the development of the higher education sector. DICES has a number of responsibilities, like the harmonious development of the various higher education components, the availability of information, promotion of post graduate studies, research programmes and cooperation, the development of a social welfare policy for university students and so on. The Director is appointed by the Minister of Education and Culture. At the moment, DICES has four departments being the Academic Department, the

Department of Higher Education Planning and Statistics, the Department of Social Welfare and Students and the Department of Administration and Management. Next to regulating the organization of the teaching and non-teaching staff, dealing with the processes related with the creation of institutions and keeping records of the courses equivalencies, the Academic Department also has to ensure the coordination between institutional funds and higher education institutions. Among other things, the Department of Administration and Management has to manage the higher education system projects, which now are the NPT projects and the World Bank projects (DICES, 2006).

4.2. IMPORTANT DOCUMENTS FOR THE HIGHER EDUCATION SECTOR

Two kinds of documents are important for the policy-making in the higher education sector in Mozambique. The one is the Strategic Plan of Higher Education (PEES) and the other one is the Action Plan for the Reduction of Absolute Poverty (PARPA). All actions taken by the authorities in higher education are retrieved from and conducted in the light of the two plans.

4.2.1. STRATEGIC PLAN OF HIGHER EDUCATION (PEES)

The Government of Mozambique has set-up a 10-year Higher Education Strategic Plan. This Plan is called 'Strategic Plan of Higher Education in Mozambique, 2000- 2010' (PEES). It was developed by consulting major stakeholders and all provinces and was discussed throughout the country within the higher education community. It was approved in August 2000. Afterwards, the higher education institutions and the Government worked together to produce an operational plan, which was divided into two phases. The first phase was from 2000 to 2005 and the second from 2006 to 2010.

The operational plans contain extensive descriptions of objectives including all actions that have to be undertaken. The objectives have to be met by a combination of initiatives and policies carried out by different institutions. According to Fonteyne (2005), implementing the plan requires a national effort based on collaboration between government at all levels, the HEI and the society at large. The strategy is focusing on vision, strategy and strategic issues and actions. The following objectives are included in the plan:
- Equitable access (by region and gender)
- Response to the needs of the Mozambican society (labor market)
- Quality enhancement and relevance of teaching and research
- Partnership between public and private sectors
- Institutional autonomy combined with accountability
- Efficient use of resources
- Diversity of institutions, provision and delivery and flexibility in response to changing demands
- Cost-sharing between all stakeholders (institutions and students)
- Financial support to needy students
- Democracy, intellectual independence and academic freedom
- Co-operation with other parts of the National Education System

This strategic plan is also the framework within which donor aid has so far been organized. The strategic plan has attracted strong interest from the World Bank, the Swedish Sida and the Dutch Nuffic (Fonteyne, 2005).

4.2.2. ACTION PLAN FOR THE REDUCTION OF ABSOLUTE POVERTY (PARPA)

The Action Plan for the Reduction of Absolute Poverty (PARPA) was planned to be in force for the period 2000 to 2005. PARPA aims at universal primary education, a rapid expansion of secondary and informal education as well as of technical-vocational training, and expanding and improving higher education to increase and improve the technical and managerial capacity the scarcity of which currently is an impediment to economic growth (Fonteyne, 2005).

4.3. AUTONOMY OF THE HIGHER EDUCATION INSTITUTIONS

The public as well as the private Higher Education institutions in Mozambique have full academic autonomy. They can decide what courses to offer, define their own criteria for quality, entry requirements and institutional governance structure (Interview 4 and 8). All Higher Education Institutions have to be approved by the Government. After that the Rectors of the universities don't have to consult DICES about decisions. The Rectors are higher up in the hierarchy than (the Director of) DICES because they are directly appointed by the President. This makes the recruitment of a capable Director difficult for DICES and a strong position of DICES in policy design or implementation impossible (Interest Group Meeting, 2008).

5. COLLECTED DATA AND FINDINGS

5.1. DATA COLLECTION EXPERIENCES

In the beginning of my study, it became clear in some talks with experts that the actual situation of donor coordination is in a very weak state (Interviews 1 and 8). DICES does not have (official) information about the donor programmes which are taking place outside the framework of DICES. The donors themselves have to coordinate the aid, which is problematic for some stakeholders while others stated that the situation is not hindering the aims of their work (Interview 1). A reason that there is no coordination of donors by DICES is the fact that DICES is quite weak because the Director has no authority over the Rectors of the universities who are directly appointed by the President of Mozambique (Interview 8). The Rectors of the universities are autonomous. This is a reason why DICES cannot have a strong position in policy design or implementation. Further, DICES does not have the capacity to coordinate the donors (Interest Group Meeting, 2008).

5.2. DONOR PROGRAMMES

According to Beverwijk (2005), public as well as private higher education institutions in Mozambique largely depend on donors for both funding and expertise. European support can be divided into two categories being the system level and the institutional level (Interview 2). The system level involves the Ministry for Education and Culture (MEC), especially the Department for the Coordination of Higher Education (DICES). The institutional level includes the universities and faculties of the universities. Two big donor organizations act on the system level, which means that they are cooperating with DICES. These two organizations are the World Bank one the one hand and the NPT programmes by Nuffic on the other hand. The rest of the donors are spread in direct cooperation programmes between European donors and the Mozambican Higher Education Institutions. Every donor has looked for its own field of interest. Many institutions are involved, like governments, universities and organizations. Donor aid is given in many ways, being scholarships and training, technical assistance, research support at the institutional level and capacity building at the system level. Many European Institutions have fellowship programmes and cooperation with Mozambican institutions for Mozambican students (Annex 5). No institution has an overview about the donor aid in the Mozambican Higher Education (Interest Group Meeting, 2008). It becomes clear that the donors in the Mozambican higher education lack of harmonization and collaboration between each other. This is a disadvantage because neither coordination nor general planning and distribution take place. Further some fields may be over-supported while other fields or higher education institutions may be forgotten or neglected. Cooperation can happen between two parties or via a central management that coordinates and distributes money, which might be useful since the different approaches and goals of each donor organization could be coordinated (Interview 5).

During my study I tried to find out which donor-programmes and co-operations are present in the higher education sector, so that I could pick the most striking ones in order to put my focus on (Annex 5). The biggest donors at the system and institutional level are the World Bank and the Netherlands with the NPT programme. The Swedish Sida is the biggest donor on the institutional level for the University Eduardo Mondlane. In my study, I analyze on the one hand the NPT programmes, which are partly at the system level and partly at the institutional level and on the other hand the Swedish donor programme at the institutional level. For some NPT programmes, the structure and the problems of DICES have a big influence while for the donor programmes at the institutional level, the position of DICES barely matters (Interview 8 and9).

5.3. PROGRAMME I: THE DUTCH NPT PROGRAMME

According to Nuffic, the Netherlands organization for international cooperation in higher education (2005), Nuffic is a non-profit organization aimed at making education accessible all over the world, especially in countries where educational infrastructure is lagging behind. Its main areas of activity are development cooperation, internationalization, international credential evaluation as well as international marketing of Dutch higher education. In June 2002, the government created the Netherlands Programme for Institutional Strengthening of Post-secondary Education and Training Capacity (NPT) after nearly half a century of financing several international cooperation programmes. The NPT programme is aimed at the sustainable strengthening of institutional capacity for post-secondary education and training in developing countries. This is done by mobilizing the expertise of Dutch organizations, who can call on organizations in other countries to help them meet the specific needs of Southern partners. The annual budget of the NPT is 31 million Euros. Nuffic is administering the programme on behalf the Dutch government.

The NPT is demand-driven and flexible, and it addresses local priorities, as it states. The ownership by stakeholders in the South is important. The contracts by which Dutch organizations provide the necessary services are awarded on a competitive basis in order to assure the quality-price ratio (Nuffic, 2005). The programme also is output oriented, so it emphasises the achievement of results. The countries that participate in the NPT have been selected by the Dutch Minister of Foreign Affairs from among the countries with which the Netherlands has multi-year cooperation arrangements. The NPT is currently being implemented in 15 countries among which Mozambique is. According to Nuffic (2005), demand is identified as much as possible on the basis of policy plans that already exist in the countries concerned. These should be developed by the local authorities in consultation with local stakeholders. The identification process results in specification of the areas towards which efforts will be directed and the organizations that can receive support from the NPT, as well as the amount of funding available.

The projects involve cooperation between organizations in developing countries and organizations in the Netherlands that can deliver the required expertise. Boeren (2004) states that the relation of co-operation is not defined in terms of a partnership but in that of a business arrangement between client (project-owner in the South) and Dutch service provider. The process which leads to concrete projects in Mozambique includes a number of steps which are outlined in Annex 7.

The MHEST has identified private as well as public HEIs which need assistance in the outlined fields. Actually, eight projects were chosen to be supported by the NPT programme by Nuffic, a list can be found in the Annex 3. The overall budget for the programme is €13.071.213. The types of inputs used in the projects are scholarships for Doctor and Master training of staff abroad and in Mozambique, long-term technical assistance, short-term technical assistance which is in general given through seminars and workshops and material investments like in office/classroom space, furniture, office and ICT equipment, books and cars.

Since I do not have the capacity to study all the NPT projects in detail, I focus on three of them. I study the Teacher Training using Innovative Learning Methods, a co-operation between the UCM and the University of Maastricht. I also study the Good Governance and Public Administration (GG/PA), which is realized at four universities in Maputo and by the Institute for Social Studies in the Netherlands. The third project that I study is the CHESS project, which wanted to set-up a structured and coherent Higher Education sector which is co-operation between the Ministry for Education and Culture and the University of Twente. The programmes contain output indicators, which indicate the success of a certain project, but do not indicate the success of the overall objectives of the DIR. Indicators for objectives of the Demand Identification Report, like capacity building in general, are too broad and too vague; this is why I look at the output of the projects and make some comments about the outcomes. The NPT is a programme which contains several projects in order to meet the broad programme objectives.

5.3.1. PROJECT I- NPT: INNOVATIVE LEARNING METHODS AT THE UCM

5.3.1.1.   INTRODUCTION

A first project and a broader follow-up project have been conducted in the frame of the NPT programme at the UCM, the Universidade Católica de Moçambique. The cooperating Dutch institution in both projects was the University of Maastricht/ MUNDO (Maastricht University Centre for International Cooperation in Academic Development). The first project was called 'Teacher Training Using Innovative Learning Methods'. It was running from 15-01-2004 until 30-06-2006 and it had a financial budget of 629.968 Euros. The focus of the project was teacher training. The objective of the project was to strengthen the capacity of teachers and improve quality of education at all faculties of the UCM through the introduction of innovative learning methods, especially through implementation of the Problem-Based Learning method (PBL) (Nuffic, 2005).

The follow up project is called 'Capacity Building for Innovative Learning Methods'. This project officially runs from 15-09-2006 until 14-09-2010. The budget is 1.498.772 Euros. This project has a broader scope, not only focussing on improving the quality of teachers, but also capacity building in administration, management and research (NPT, 2008; Matos and Baren, 2007).

5.3.1.2.   EXPECTED OUTCOMES

Both projects have an objective which they are supposed to reach and have defined steps how to reach the objectives. The objective of the first project was to strengthen the capacities of teachers and improving the quality of education, which have been very low in the past, through innovative learning methods (PBL) by intensive teacher training and technical assistance for teacher training. The follow up project, which is still running, has a broader scope and has three objectives. Next to the teacher training capacity, the management and administration capacity should be strengthened, as well as the research capacity (Interview 13, Nuffic 2005, 2008 and 2009).

At the system level, the ministry expected the NPT project to help improve the quality and access of the teaching and learning process at all levels (MHEST, 2003). This was supposed to help the country to improve the quality of its human capital and access to higher education, an important resource for the fight against absolute poverty. The expected effect at the institutional level was to improve the internal efficiency of teacher-training programmes through curriculum reform and distance learning. The PBL approach within the UCM was supposed to be spread and the teachers´ training curriculum should be improved to make it more responsive to challenges at various levels of education in the country (Interview 13).

The objectives of the projects were supposed to be realized by several activities in form of workshops, trainings, expert consultations, as well as investments into libraries and IT. In the inception reports of the projects, the activities which were supposed to be conducted within the project period were announced. Every year, annual work plans are made by the project coordinator in Mozambique with the input of the faculties according to their wishes and needs. The first project was supposed to introduce PBL at all faculties of the UCM with the help of different activities. In the second project a planning for every year is made in which the activities for every objective are announced. Practically seen, the first objective of the second project, which includes the teacher training in PBL, has different methods how to improve the PBL at every faculty in form of trainings or library equipment. The second objective, the improvement in management and administration, includes the introduction of software, like a student-register software, an accounting-software and a software for human-resource management. These softwares should be introduced and trained to the staff. The third objective of research capacity was supposed to be realized in form of workshops. That has proven to be ineffective and for the work plan of 2009, Master programmes for students are financed with the budget of research (Interview 13, Nuffic 2005, 2008 and 2009).

5.3.1.3.   ACTUAL OUTCOMES

The first project at the UCM successfully introduced PBL at all faculties. The Rector of UCM had visited Maastricht, learned about PBL, was fascinated by it and decided to introduce it with the help of the NPT projects at his university, first at the medical faculty and then in all faculties. Results of the programme at the medical faculty were very promising and the evaluators were impressed by the dynamism and dedication they observed during their visit to the medical faculty. When the NPT programme started, it had full support and commitment from UCM leaders. At the end of the first project, PBL was adopted in all faculties, with exception of the evening classes and distance education programmes. Staff was trained and study materials were

produced for all faculties. The libraries were set up in a way which is facilitating PBL, with more space for learning and the possibility to use books and internet freely (Interview 13, Nuffic 2005).

The project was quite successful when it was introduced in all the different faculties in the Bachelor programmes (Interview 8). A lot of training and investment was put into the project and during that time, the people were participating and showing interest. After the project has ended, some of the faculties and teachers fell back to their classical way of teaching, especially in the law and economics faculties. Several faculties are still fully PBL taught, like the agricultural, tourism and informatics as well as medicine faculties (Interview 13).

About the second project, one can say that even if it is still running, first successes are visible. The project had a delayed start due to the fact that the planning of such a big project needs a lot of time and input by the university. For the first objective, outcomes in this stage are difficult to measure since the PBL has been introduced during the first project by providing the material and the curricula. The second project is concerned with the improvement and deepening of PBL by doing trainings for the docents, workshops, creating exams and grading schemes. As the project coordinator at the UCM stated, for realizing the first objective, the faculties have planned different activities of which some are realistic while others are planned with a too optimistic perspective (Interview 13). Activities like attending conferences and trainings are more realizable than organizing own workshops. Concerning the second objective, the three software systems have been installed at the faculties for facilitating uniformity amongst administrative procedures. At the moment, European experts are in Mozambique to help and train the responsible persons in using the systems. The question is whether the Mozambicans will use the system as soon as the project is over because they need to invest a lot of time and energy into learning how the new system works and not falling back into the old known way of administrating. Further different measures in the management area have been taken up, for example several staff members got an improved level of education like Licenciatura and Master's degrees. Also a student guide, brochures, radio and TV-spots were developed under the second objective during a marketing and publicity campaign. Strengthening the research capacity, the third objective, is since 2009 done by supporting UCM staff in Master programmes with the aim of doing a research in the end of the Master programme. This is supposed to be more helpful for strengthening the research capacity at the university than organizing short-term workshops and it is also more realizable. 23 people are in progress with their Master studies or starting their studies this year to improve the research capacity at the UCM with a big focus put on the research component. The question remains if these trained people will contribute to the university or leave to better paid jobs or jobs with easier working conditions (Interview 13).

5.3.1.4. REASONS FOR DIFFERENCES

The criticism which was raised by a stakeholder was whether the PBL approach was really requested by the universities and whether the whole project really was demand-driven, as NPT programmes are supposed to be (Interview 8). The project coordinator at the UCM, made clear that in the beginning, the project had a clear top-down approach being dictated and motivated by the Rector of the university (Interview 13). After the Rector left the university, a new Rector was announced who was not as much in favor of PBL as the first Rector. Because the new Rector is not having strong commitment for PBL, some faculties got looser in using it since no control and stimulation was and is happening. For a while, a new Vice Rector influenced the new Rector and stimulated the use of PBL. The Vice Rector also left the university and it is a question what will happen to the PBL in the future (Interview 13).

The project coordinator is located in the faculty of education and communication to symbolize that the education faculty introduces the new teaching approach. It is supposed to support the faculties. The UCM has high staff attrition and turnover, which causes that staff taught in PBL, is leaving and continuous training of new staff in the principles of PBL is required. If new professors, who are used to teaching the classical way, are not trained in using PBL, the chance exists that it will slowly disappear. Several faculties still use the PBL approach while for example the law faculty in Nampula went back to the classical method of lecturing. Since the bishops have a big influence on what is happening at the Catholic University, and they have made clear that they doubt whether PBL is a good approach, the general support for PBL is weakening and some contrasting measures have been taken. Professors who didn't support PBL were dismissed under the first Rector and employed again under the second Rector (Interview 13, Nuffic 2005).

Even if the PBL approach is included in the Strategic Plan of the university, clear facts which are negative for the sustainability of PBL are present. Doing no stimulation is like a contrary movement since the approach is new and it needs people standing behind the idea. Further PBL is not used in the evening courses for logistical reasons and it is difficult to remain two different ways of teaching for the same subjects. A Dutch NGO, ICCO, has financed some staff who introduced PBL, since Nuffic generally does not pay local staff, because it also has

to be employed and paid after the project has ended. Also the university should see a value in employing staff for the matters of the project. The support by ICCO will stop in 2010. The UCM has taken some measures to avoid the staff attrition in order to remain the sustainability of PBL. Further, eight docents at the UCM are able to give training in PBL and curricula development and are teaching the PBL to internal staff, including new docents. This internal training capacity should be strengthened and improved in the future. Concerning the future of the PBL approach, nobody knows what will happen to this learning method. The outlook is that even if PBL will disappear, some degree of flexibility will remain at the university by teaching in modules and combinations of subjects. A positive view on the future would be to have a combination of PBL and partly other forms of teaching at the university (Interview 13).

The question can be raised whether it is a good point that the project has a Dutch project coordinator, since it could look like the project is not owned by the South. The fact is that the Dutch coordinator, who can speak Portuguese very well, makes it easier to communicate with Nuffic. Since the project coordinator has lived in Mozambique for a long time, he can understand both parties, the Mozambican as well as the Dutch, and he can better follow the Dutch procedures and requirements. In this case, having a Dutch project coordinator is very valuable for the project, since this is the first time that a NPT project has been launched at the university.

5.3.1.5. LINKS WITH CONCEPTS

APPLICATION OF SABATIER & MAZMANIAN'S CRITERIA

In order to explain with the criteria why implementation has taken place the way it has can be visualized in a table in which the six conditions by Sabatier and Mazmanian are in the first column and the programme or policy which has to be implemented is in the second column. The evaluation depends on how I perceive the fulfilment of the criteria after having conducted the study. The explanation of the rating can be found in the Annex 6.

Condition	Policy/ Programme
Clear and consistent policy directives	High: The directives are clear and consistent and they are used to make a consistent planning of the actions to be undertaken
Valid causal theory and jurisdiction provided	Moderate: Somewhat difficult causal theory. Theoretically valid, but practically difficult because it's a new approach and sustainability is questioned
Structures implementing process	
a. **Assignment to sympathetic agency**	High: MUNDO is committed, as well as the project coordinator at the UCM
b. **Hierarchical integration**	High: The hierarchy and tasks of the actors are clear
c. **Supportive decision rules**	High: Clear rules, flexible when asked for flexibility
d. **Financial resources**	High: Available and flexible when needed
e. **Formal access**	Moderate: Has been difficult in the beginning, especially for the faculties. Now the procedures are clear and the actors are used to them. They do know what is possible and what not. Now they can more realistic plan according to their needs for the given financial frame. Nuffic is monitoring the project and has general guidelines which have to be followed. The progress report of the year before, including the accountancy control and the planning for the next year, are formal reports which have to be delivered once a year by the UCM. Nuffic is visiting the project once per year.
Commitment and skill of top implementing officials	High: The support of the implementing official, the project coordinator, stays high
Continuing support from constituencies and sovereigns	Low: Bishops and new Rector as well as professors are critical.
Changing socio-economic conditions	Moderate: The funding is secured for the project period, but for the time afterwards, the sustainability is not assured leading to the possibility that new teacher's can't be taught. This depends on the commitment of the sympathetic leadership at the UCM. Therefore, the project is quite sensitive

	for socio-economic changes, like changes in political conditions.

Condition	Policy/ Programme
Flexibility	High: If one plan really doesn't work, the use of the money can be changed
Demand-drivenness	Moderate: UCM has asked for the support and written the tender. In the beginning it was a top down approach dictated by the PBL convinced Rector. This shifted to being the full responsibility of the faculties. Every year the input comes from the faculties for steps how to fulfill the objectives. They give their needs to the project coordinator and to the Rector, who in turn rethink how realistic and doable the wishes from the faculties are. The initiative for action must come from the faculties; they are self responsible for the implementation.
Direct funding	High: The project is tripartite, which implies that the project has a dedicated fund which is under local control (with due accountability to Nuffic)
Capacity building	High: Capacity is supposed to be built, but the sustainability is questioned
Long-term funding	Moderate: Right now the 2nd project is running to strengthen the success of the first project. The question is: Is 6 years of support enough for such a change?
Compatibility knowledge of perspectives of partners	High: The institutions of North and South have a lot of contact and a good functioning cooperation.
Ownership	Moderate: The leading role is in Mozambique (however, the co-ordination is in hands of a Dutchman), MUNDO has a supporting role.
Easy and clear procedural requirements	Moderate: Actors had to get used to procedures and formalities.
Hierarchical design and management structure	High: It is clear who has which tasks and who is responsible for conducting the actions
Activities which are focused on existing strengths	Low: PBL is a new approach; this is why the sustainability is difficult

Condition	Policy/ Programme
Ownership	Moderate: Leading role in Mozambique (however, the co-ordination is in hands of a Dutchman), supporting role in Maastricht
Alignment	High: according to PEES and PARPRA
Harmonization	Moderate: The UCM Project is also supported by other agencies when Nuffic could not provide help, which refers to harmonization. The UCM states it is doing coordination of donor aid according to their needs and therefore harmonizing, but it can't be judged in one single project.
Results	Moderate: first success, question about long-term.
Mutual Accountability	High: both are accountable to each other.
Overall Rating of Implementation	Moderate- High

When looking at the outcomes of the project, it gets clear that the project basically was successful. However, the sustainability of the project is questioned. The reason for it can be seen when applying the three sets of criteria to the conditions present in the project at the UCM. The overall rating of the implementation process is moderate till high because the project has taken a good approach and many conditions were fulfilled, but some counterproductive factors are the diminishing support by the bishops, the Rector and new employed professors, which cause the question about the sustainability. Even if the project was demand-driven in the beginning, it should be questioned and rethought throughout the process whether the demand is still the same or whether a policy is being introduced, which not find broad supports. Focusing on the implementation of a project which looses support and convincement would be useless.

5.3.2. PROJECT II-NPT: GOOD GOVERNANCE AND PUBLIC ADMINISTRATION

5.3.2.1. INTRODUCTION

According to the Final Project Report (2007), the project of Good Governance and Public Administration (GG/PA) was running from 01-01-2004 until 31-12-2007. The project is coordinated by an umbrella office in Maputo and it was in effect at four different universities. The universities were the Faculty of Arts and Social Sciences (FLCS) from the University Eduardo Mondlane (Universidade Eduardo Mondlane, UEM), Higher Institute for International Relations (Instituto Superior de Relações Internacionais, ISRI), the Academy of Police Sciences (Academia de Ciências Policias, ACIPOL) and the Higher Institute of Public Administration (Instituto Superior de Administraçao Publica, ISAP). The Dutch Partner was the Institute for Social Studies (ISS). The objective of the project was to improve the public delivery in Mozambique by enhancing the quality of training, research and outreach capabilities of four core public institutions in good governance and public administration. The amount of money available for the project was 2.975.000 Euros (Matos and Baren, 2007).

5.3.2.2. EXPECTED OUTCOMES

Governance is the activities, institutions, and processes involved in effectively managing and running a country's affair in all different social spheres. Good governance is assumed to have a positive correlation with the effectiveness of aid in developing countries. By looking at public administration institutions in a country, the effectiveness of government and good governance can be seen. In many developing countries, including Mozambique, the public administration personnel are undereducated which hinders effective, transparent and accountable policy implementation. This causes corruption. After the colonization ended, the Portuguese went away in 1975, and left a country with a literacy rate of only 8%. Until nowadays a big lack of skilled civil servants is present and most servants have only basic and elementary education (Nuffic, 2007).

The project is a facility-giving project and the aim was to teach universities to teach better Public Administration (Interview 12). The overall objective of the project was to improve the quality of training, research and outreach capabilities in good governance and public administration, including staff development at postgraduate level and curriculum development and the ACIPOL and ISRI aimed at improving their use of ICT. It is expected that ISRI, UEM and ACIPOL and the Ministry of State Administration take up the topics of good governance and public administration as courses to be delivered to enhance good practice in governance and public administration in the different civil organizations and within ministries, provincial departments and other levels of public administration. The Ministry of Higher Education, Science and Technology (MHEST) was, together with the Dutch institution, responsible for overall implementation (Nuffic, 2007).

At the system level, the ministry expected NPT to help consolidate the initiatives underway at UEM, ISRI and ACIPOL, through curriculum revision to suit the societal needs and introduction of new courses. In addition, the NPT was supposed to contribute to the opening of a new public institution (ISAP) that deals exclusively with matters of public administration and good governance at all levels in the country, that is within the government, civil society, NGO´s, etc. At the end of the NPT project the country was supposed to be offering solid programmes in good governance and public administration which help to improve efficiency in public services, reduce the levels of corruption in public services, and raise awareness about good governance.

At the institutional level, the project was expected to deliver 42 outputs which are divided into four areas being curricula review and development, human resource training and development, research and publication, and ICT and infrastructure support (Nuffic, 2007):

- Curricula Review and Development: The four institutions should review their curricula and further develop postgraduate programmes with the help of different workshops and meetings. At ISAP, two certificate courses in PA were supposed to be developed, as well as postgraduate diploma in PA and Bachelor's programme in PA. At the ISRI and the FLCS, the existing Bachelor curricula in PA should be reviewed and Master curricula in PA should be designed. At the ACIPOL, a training of trainer's module in GG and PA had to be designed.
- Human Resource Training: 21 staff members from the beneficiary institutes were expected to receive scholarships to pursue various postgraduate degree programmes identified in a transparent process.
- Research and Publication: After the assessment of the research capacities, the capacity in research interests and research clusters should be developed. Further, research seminars were supposed to take place, product development and publication as well as dissemination of research findings.
- ICT Acquisition, Training and Infrastructure development: The technical and physical working environment of the institutions was supposed to be improved to facilitate teaching, research and

general administrative work including a well functioning library and documentation centre, textbooks, equipment and services to improve teaching and an electronic library cataloguing system.

5.3.2.3. ACTUAL OUTCOMES

The project was managed by two offices. One project office at ISS in The Hague was responsible for the general project coordination and implementation. It was responsible for the coordination among all partners. The second project office was in Maputo in order to coordinate the four beneficiary institutes. The project organizational structure can be found in Annex 8. In 2006, the project management became Mozambican when A. Nuvunga took over the project management in the Maputo Project Office from the Danish first coordinator. The ISS administered the funds and provided money to regional and international consultants. The Maputo project office was responsible to provide funds to the local institutions (Nuffic, 2007).

Support for Good Governance and Public Administration was provided to ISAP, ACIPOL, ISRI and UEM. The four universities benefited differently from the programme, and ISAP and ACIPOL have benefited the most.

- Curricula Review and Development: The plans were realized and in addition, an honor's degree programme in PA at the ISAP was added on. At the ISAP, certificate courses in PA, postgraduate diploma in PA, a Bachelor's degree in PA and the honor's degree in PA were created. At the ISRI, the BA curricula were reviewed and a Master in Development Studies was created. At the FLCS, the BA curricula were reviewed and a Master's degree in Governance and PA were created. The ACIPOL got a Good Governance Module in Police Studies and the Training of Trainers Module in GG and PA. Not all planned students did participate in the programmes, and some curricula do not have students yet, but the view in the future is positive. A common curriculum programme was created which promotes interaction, information and debate by workshops, seminars and lectures. Books and support materials for libraries was provided to the different institutions as well.
- Human Resource Training: 18 people of the 21, who were supposed to, received scholarships. Some scholarships funds were used for other (internship and short-term training) programmes at the ISAP and since the ISRI did not use the money, the other institutions could benefit from it.
- Research and Publication: During the project, two books about Public Administration and Foreign Aid were published. These collected research papers showed the problems of aid in Mozambique. It took a long time for conducting the research and the quality of the reports was disappointing. Further the research grants were not high enough so that many people did not want to conduct the research. Senior lecturers refused to make research for the offered amount of money, which is why juniors had to conduct the research.
- ICT Acquisition, Training and Infrastructure development: A reasonable amount of equipment was bought and supplied to the institutions. Further several trainers were trained in ICT knowledge so that they can give their knowledge to students. The infrastructure was improved as well. Offices in the FLCS and the ISAP were renovated and research centers for the ACIPOL were created.

In the end of the fourth year of the project (2007), 29 outputs had been completed, ten were in the final stage of completion, one in progress and two were just initiated. A table of the outputs can be seen in the Annex 4. After the project phase ended, a budget neutral extension was for six months in 2008 created with adjusted activities since one of the consortium partners was declared bankrupt which had caused an inability to implement some of the outputs. Further, some new activities were created for unused budget lines. A follow-up project, which is running at the moment, was created as well. Plans were made for every single institution as well as for the collaboration among them and the continuing scholarships for PhD students.

In general, the project has brought much benefit and experience to the institutions in Mozambique and abroad. It has helped update the BA curriculum in PA, introduced two MA programmes, and trained 12 lecturers. 13 lecturers received MA and Diploma programmes and five lecturers are being trained at PhD level. New curricula focus on public management and governance. Lower-and middle-level civil servants are trained at ISAP. Various ICT equipments were aquatinted as well as teaching and learning materials and renovation took place. The publication of books created awareness for academic research. Networks of knowledge in public administration were created. Adding all additional demands submitted by the institutions during the extension phase, the project achieved more than 100% of the expected outputs (Interview 12).

The long-term objective of the project, improving the public administration and governance in Mozambique, has successfully started. In the short-term, the competence of civil servants to formulate clear national and local policies is improved. In the long run, it will contribute to improving public administration and civil service in the country. Still, the training curricula need to be taken beyond classroom teachings by partnerships

between academics, policy-makers and practitioners so that the theory becomes clear in practice. Shortcomings of the projects were organization of outreach programmes because networks, debates and communication, as well as practice are very important for improving public administration in Mozambique.

5.3.2.4. REASONS FOR DIFFERENCES

The final project report named a number of instruments which caused positive or negative influence on the project. The project has been quite complex including four institutions in one project. Since the ISS was not able to implement the project alone, it mobilized a number of (Northern and Southern) partners. This in turn made the project more complex and difficult in coordination. Every partner had own interests in the project and this is why apportioning of work and finances was complicated. Some institutions ended up benefiting more than others. The heterogeneity of the partners had advantages and disadvantages. The advantages are that the network is extended and different experiences can be learned and shared. In contrast to this, every partner has its own interests and all institutions have different commitments, which make it very difficult to follow one specific goal (Interview 12, Nuffic, 2007).

Another problem is the mix of non-profit and profit institutions. Adding up to the complexity the project included non-profit academic institutions and commercial private consultancy. These organizations have different philosophies. Some approached the project from a commercial point of view and wanted to make money with every action taken, which conflicted with the ISS in the Netherlands. The tensions of philosophies resulted in mistrust and it was hard for the ISS to work with the Danish organization CDC who handled the project office and staff in Mozambique. In 2007, the CDC was declared bankrupt which had as a result that the whole project had to be reorganized. When building capacity in a poor and unskilled country as Mozambique, one has to be careful when engaging international commercial private consultancy firms (Nuffic, 2007).

Having a project office established in Maputo was very advantageous for the project since it was able to combine the local perspectives with those of the Northern partners. Other projects which did not have offices in Maputo but were managed from the Netherlands were not as successful. Negative aspects in the office were present, though. The costs for the maintenance were very high. Also the effort of the institutions to build own capacity for future projects was threatened. This is why after two years a local Mozambican leader was put into charge instead of the initial Danish leader, which was very good for the capacity building purpose. A. Nuvunga is the new Mozambican project coordinator who is working in the project office in Maputo. He provided conceptual and technical support to the institutions, which was very helpful because he has a high degree of knowledge in GG and PA. This was not present before with the Danish leader who had a disinterest in promoting research. The four institutions in Mozambique became much more reliant on the project leader.

During the project it was a problem that the input by the Mozambican staff in the project was not paid, whereas the Dutch staff was paid. This created some tensions between the partners and lead to the Mozambicans being less motivated. Due to the English language the translation of all documents etc. became a hinder for the project since the Europeans did not speak Portuguese and only some of the Mozambicans were able to speak English. The costs for translations were very high (Interview 12, Nuffic 2007).

In the Human Resource Development, it was difficult to train staff outside Mozambique because the people were not English-proficient. Further the capacity building programmes work better when they are locally driven because people are not as likely to misuse scholarship money, as happened once in the GG/PA programme. Further some deficits are present because people do not have MA degrees, so it is not advantageous to have exchange programmes only on the doctoral level, and not at the Master's level.

The approach to train students abroad is expensive and it would be better to train more people for less money in Mozambique by creating better teaching programmes. Instead of going abroad, it would be better to have a sandwich approach in which the students stay in Mozambique and teach at the same time as doing their PhD.

Since the project is supposed to be demand-driven, it is difficult to change the curricula since the lecturers are not interested to change their programmes. There should be 4-year reviews of the curricula and workshops as well as external examiners (Nuffic, 2007).

Donor money in Mozambique is disrupting the social layers enormously. Senior lecturers are not paid a lot for research, but much more for commercial consultancy work paid by the donors. The lecturer's penchant for highly-paid private consultancy work far exceeds their enthusiasm for normal academic work. The eager to research could be enhanced by a future MA programme between the North and Mozambique where research contribution and academic publication will be acknowledged. The institutional systems that determine how staff in tertiary education institutions work and are promoted and rewarded financially should be reformed so that the intellectual capacity of the country improves. Only if a sizable number of Mozambicans have higher

degrees, the country's development agenda can be pushed forward. If the number of Mozambicans with a degree is expanded, the over-reliance on foreign expatriates and few Mozambicans can be reduced.

5.3.2.5. LINKS WITH CONCEPTS

APPLICATION OF SABATIER & MAZMANIAN'S CRITERIA

Condition	Policy/ Programme
Clear and consistent policy directives	High: Final project plan had clear and consistent output goals for the four higher education institutions.
Valid causal theory and jurisdiction provided	High: Outputs were supposed to have a big effect on the overall Goal of the Project GG/PA and the NPT Programme.
Structures implementing process	
a. **Assignment to sympathetic agency**	Low: Too many different agencies with different commitments (complex structure; profit and non-profit), but heterogeneity and networks are positive
b. **Hierarchical integration**	High: The hierarchical integration was quite good because the tasks were divided and a hierarchical structure existed in the organization of the project.
c. **Supportive decision rules**	High: The rules were made in a flexible way so that the money could be reallocated when necessary.
d. **Financial resources**	Moderate: One institution did not have money in the middle of the process which resulted in a delay. Further the money allocated to the project was sufficient after some reallocations were made.
e. **Formal access**	High: The institutions had an adequate access to their supporters via the coordination centre in Maputo.
Commitment and skill of top implementing officials	Moderate: After the change in the project leader, the commitment and skill was better.
Continuing support from constituencies and sovereigns	Moderate: In the beginning, HE institutions were not very committed, which changed with the local project leader. Further, the lower implementers were not paid which resulted in low motivation
Changing socio-economic conditions	Moderate: Political environment makes change in academics difficult, but the project anyways survived different phases of change.

APPLICATION OF BOEREN'S RECOMMENDATIONS FOR DONOR AID

Condition	Policy/ Programme
Flexibility	Moderate: It is positive that after suspended implementation strategies, some projects were able to change activities. This flexibility is good, even if the project coordinator has to be careful that the flexibility is not getting out of the hands.
Demand-drivenness	Moderate: The demand-drivenness can be seen critically because the institutions first did not have the capacity to determine what they need. The People were not aware where they were at the level of organizational ability and what they were able to ask from Nuffic. In the end, the aims of the project were well designed and in tune with the needs. Seen afterwards, even if the project was quite successful, it seems that the Dutch wanted to impose the project on the HEIs. After the change in leaders from the Danish to the Mozambican project coordinator, the Mozambican project coordinator was able to understand and adapt to the needs.
Direct funding	Moderate: Tripartite, complex due to involvement of many institutions.
Capacity building	High: Since the project was about building capacity in terms of human resources and material capacity, it has a very strong capacity building effect
Long-term funding	High: Follow-up project in force to support the achievements of first project.

Compatibility knowledge of perspectives of partners	Moderate: The project is not profit oriented, still individuals have own interests. Implementers take advantage of their positions. A mix of non-profit and profit organizations lead to heterogeneity and a good extension of the network influenced by different experiences, but the negative effect was that every stakeholder had different perspectives. This resulted in being messy, due to the different commitments and knowledge of each other.
Ownership	Moderate: First the project was more coordinated from the European side by a Danish project office coordinator. Now a Mozambican project coordinator is in office, which is supporting the ownership in Mozambique.
Easy and clear procedural requirements	Moderate: Many institutions were involved, which caused procedural difficulties. Still the tasks were clear, which made the structure accessible.
Hierarchical design and management structure	High: It was clear who had which tasks and through the coordination of by the offices, the hierarchy was clear.
Activities which are focused on existing strengths	Moderate: PA was installed but was not really successful. The project is re-strengthening the capacity and not bringing up new ideas, but in some cases PA is like a new approach.

APPLICATION OF THE PARIS DECLARATION:

Condition	Policy/ Programme
Ownership	Moderate: First the project was more coordinated from the European side. Now a Mozambican project coordinator is in office, which is supporting the ownership in Mozambique.
Alignment	Moderate: A direct alignment with other donors is not present, but in this case not necessary.
Harmonization	High: The project was in line with the national strategies.
Results	High: The outputs were basically achieved and have a high influence on the objective and this is how they produce a visible outcome for the future.
Mutual Accountability	Moderate: Some Northern institutions were not very accountable.
Overall Rating of Implementation	Moderate- High

Despite the named difficulties, the stakeholders involved in the project are very content with how the project is running. In general, the whole project was effectively implemented and is successful, even though the demand-drivenness in the first place can be criticized (Interviews 8 and 12). The three sets of data show and summarize the strong and weak points of the project. The main confusing factor was that too many agencies were included in the project. Further the ownership in the beginning was weak, but later given to Mozambicans, which improved the commitment of the beneficiaries. It is very promising that a follow-up project is introduced for the sustainability of the achieved results.

5.3.3. PROJECT III- NPT: STRUCTURED AND COHERENT HE SECTOR (CHESS)

5.3.3.1. INTRODUCTION

The CHESS project had as a goal to set up a structured and coherent Higher Education (sub) sector. The project was realized at DICES in the Ministry for Education and Culture, with CHEPS (Centre for Higher Education Policy Studies) from the University of Twente, the Netherlands, as supporting institution. The project was running from 01-01-2004 until 30-06-2007 with a budget of 1.525.842 Euros. It was dealing with policy development and management. Its objective was to develop a structured and coherent HE sector and improving its quality and efficiency. This was supposed to be done through the introduction of a national quality assurance and accreditation system, a credit transfer system and by strengthening the management capacity of MEC. After the first project ended, a follow-up project was introduced. The follow-up project was cancelled in early 2009 after not being able to achieve any results (CHESS, 2007; Matos and Baren, 2007).

5.3.3.2. EXPECTED OUTCOMES

Six different targets were set which were supposed to be reached during the project (CHESS, 2006):
- A credit transfer system (CAT) should be developed. This was supposed to introduce a system in order to facilitate student mobility and create more flexibility for adjustments in changes in the labor market. Staff was supposed to be trained and the system should be implemented with procedures and regulations.
- The second point was to create a management information system (MIS), a system wide database to systematically gather, process and share information about the evolution of all public and private HEIs, which will be an important tool in planning and management. The system includes financing of hardware and software as well.
- The third was to develop a quality assurance and accreditation system (QA). The quality of higher education should be assured by developing mechanisms of accreditation and evaluation and the promotion of the harmonization of academic degrees. Staff at the ministry and the HEIs was supposed to be trained, and an administrative system enabling the collection of data on quality should be in place.
- Other goals were to develop the management capacity (MCD),
- to have a long-term expert at DICES (LTE),
- and to manage the financial reform with a higher education finance system.

In 2006- 2007, the financing system of Higher Education was added to the initial plan. The strategy was to bring in expertise, to organize workshops, to provide financial means for establishing policy frameworks and to provide a long-term expert to the MHEST.

5.3.3.3. ACTUAL OUTCOMES

The CHESS programme was originally designed for the MHEST. When the MHEST was split into the Directorate for the Coordination of Higher Education (DICES) in the Ministry of Education and Culture (MEC) and the Ministry of Science and Technology (MCT) in 2004, the realization of the project was given to DICES (Nuffic, 2005). The following are the outcomes:
- Credit Transfer System (CAT): Several commissions to set up the CAT and documents were created and approved. The system was supposed to transform curricula to facilitate showing the volume of work and the relevance of disciplines by grading with credits, not the study time in years as it is done at the moment. The system for CAT was piloted at UEM, UCM and Mussa Bin-Bique University. The regulation document has been tested, but not been approved until today. Upon evaluation, the pilot system is supposed to be deployed at all HEIs for which guidelines and staff training are required. A problem is that the CAT system was trained, but many people who have knowledge about it left or changed their positions, so that the people with the needed experience and the knowledge are gone. To make the system function, new people have to be trained or trained people should get back to their positions, but at the moment, DICES does not have enough staff available (Interview 8).
- Management Information System (MIS): A project outline with a strategy was produced. The servers were bought, but due to a lack of staff and financial resources, the activities could not be undertaken.
- Quality Assurance (QA): Awareness for good quality education has been raised during the process. A number of key documents were produced, for example the policy documents. The system for Quality

Assurance has been produced and was approved in 2007 by the Councils. The system is at the moment in the phase of being implemented. In 2009, a National Commission for Quality Assurance (CNAQ) was appointed, which is now consisting of one person who is situated in the MEC. The Council can evaluate programmes and advise to open or close as well as accredit HEI programmes. The Council can make a public ranking in quality, which can guide student choice. The Council is semi-autonomous; it just has to report to the Council of Ministers through the Minister of MEC. The implementation of QA will be stretched over several years beyond the current phase of NPT.

- Management Capacity Development (MCD): Due to the reorganization of MHEST, staff could not be recruited. Some training was given to stakeholders in the higher education sector. However, the people who were trained are situated at other positions in the country of Mozambique, not at DICES. In the broader sense, this helps the country, but it is not of advantage for DICES. The staff at DICES is leaving or changed, which causes a lot of instability for DICES.
- Long-term Expert (LTE): A LTE, Bart Fonteyne, was hired who was supposed to manage the NPT projects and strengthen the capacity of DICES. He supported the Ministry in many ways by organizing, teaching and planning. He stayed for 2, 5 years and contributed to the development of two key documents and workshops.
- Higher Education Finance System: A wider audience consisting of HEIs, donors and other stakeholders has agreed upon a new model. The Councils of Higher Education (CES and CNES) have approved the policy document and guidelines for a new higher education financial system which should use public resources more efficiently and attracting more private and donor resources and making the system more accessible, equitable, responsive and efficient. They have established a commission (CORESFES). The problem right now is that the model has to be implemented which is a difficulty of governance. Four different ministries, HEIs, donors and the students are involved in the system and a coordination of all wishes is needed. The new model consists of a student, core and institutional fund, which party give money to the institutions and partly request competition for the achievement of money. The finance system will increase the level of competition and thereby improve the quality of the HEIs.

The CHESS project brought expertise, trainings, financial means and a long-term expert to DICES. DICES found the international experts very helpful for policies and frameworks. The workshops also helped for consensus building in the higher education sector. Since a shortage of staff was present, commissions from the academic field were built. The LTE had major contributions to planning, policy-making and capacity enhancement. The design and documentation of the policy plans is done (Interview 8).

5.3.3.4. REASONS FOR DIFFERENCES

The changes in context were hindering the project from being successful. The breakup of the MHEST caused a slow process of transfer of staff and resources to DICES in the MEC. MHEST was smaller and more accessible to the project leaders than MEC, where higher education is put into the larger and legitimately more pressing needs of other levels and types of education and culture. The number of HEIs grew and many NPT projects were running and the ministry had to formulate its organisational structure, recruit new staff, integrate in the MEC structure, assess PEES 2000-2005 and develop PEES 2006-2010 (Interview 8). The people hired by the World Bank left and were not replaced by government funded staff so that DICES was soon left without expertise. Further the Directors changed several times. Because of belonging to the MEC, the decision making process took much longer, which delayed the CHESS project. In sum, since the MHEST split and moved to MEC, the decision making process took much longer and the reorganization took a long time and two years passed before staff and a Director were in place which delayed the project for two years and undermined some parts (Interview 8). The fact that Mozambique has a low supply of highly educated staff, which is needed in DICES, is a problem. The salaries at the ministry are too low and academics decide to move to different better paid jobs, so that it is hard to employ staff. Due to national elections in 2009 the government is unlikely to want to implement new systems in an election year, which are always sensitive topics (CHESS, 2007).

According to the project coordinator within DICES, the CHESS project developed a usable start up, but generally speaking was not very successful (Interview 8). This can be explained by the contrasting environments of politics and the academic university field. The political environment causes a lot of instability which is responsible for the fact that the goals of the project cannot be realized. Higher education policy is a politically vulnerable topic with many stakeholders involved. It is also difficult to realize the goals because DICES does not have enough capacity. Further the responsible leaders at DICES are not able to work with the current political environment. Even if the society would need a change, it would be difficult to introduce since every decision depends on the decision of the Rectors of the HEIs, who prefer to keep things as they are because at the

moment there is no real competition. DICES has an urgent need for capacity development, training and employment of qualified staff. The problem is that qualified staff is more expensive and cannot be paid by the budget available for DICES: DICES should manage and coordinate the higher education system, but since it does not have authority over the universities, and it is an instable institution with changing staff, it cannot gain respect from the universities and does not have any means to influence them. It becomes clear that the leadership of a project is very important. Personal issues and relationships as well as the political environment have a big influence on the outcome (Interview 4). It is crucial to have good relations with responsible people to assure that if a person wants to change something it is not prevented by personal issues. The success of the project depends on individuals and their commitment and support. The Rectors and the minister/ director are not interested in a change and more competition for public HEIs. If the director (suggested by the Rectors) does not know how to manage the project, it is a problem of organization, leadership and staff. The Rectors were not happy with the minister of MHEST. Then the ministry was split and DICES now is lower situated than the Rectors, which is a powerless position if then even the director is not interested in change, the project has a low chance of being successful (Interview 8).

Further, it would have been better if clear and planned guidelines would have been present for the LTE to clearly describe his tasks and responsibilities. Another important point is that the programme planning was not very realistic from the beginning on (Interview 8). It is difficult to plan three years in advance, especially because policy decisions took longer than expected. The project should therefore be more flexible. The Higher Education Law should be revised because an accountability gap is present, which is caused by autonomy of universities and separation MEC and Ministry of Finance. In order to implement the planned actions, new staff has to be generated or the people who were trained should be taken back into the ministry, because a lot of trained staff has left and is leaving at the moment.

5.3.3.5. LINKS WITH CONCEPTS

APPLICATION OF SABATIER & MAZMANIAN'S CRITERIA

Condition	Policy/ Programme
Clear and consistent policy directives	Low: No realistic planning, no clear planning in advance for the role of the partners or the LTE
Valid causal theory and jurisdiction provided	Moderate: The planned activities would cause a good capacity development if implemented in the right way. If the project would work, there would be a high degree of sustainability and capacity-building along with other positive spin/offs. Unfortunately in the theory, some problems that were occurring should have been regarded and prevented.
Structures implementing process	
f. **Assignment to sympathetic agency**	Low: turbulent environment, no clear planned task division
g. **Hierarchical integration**	Moderate: tasks were not clear, planning and organizational logistics low
h. **Supportive decision rules**	Low: because not flexible, slow decision making
i. **Financial resources**	Moderate: for some projects the financial resources were not big enough.
j. **Formal access**	High: The institutions had good access to supporters through Denise Malauene, the Mozambican coordinator at the ministry. The LTE who was situated in the ministry provided access to the Dutch procedures. It was positive that there was staff in the ministry for the project, so CHESS did not depend on DICES (driver, secretary etc.)
Commitment and skill of top implementing officials	Low: since the officials changed and the environment was too turbulent to be able to have commitment for the project. Not enough staff was present to be committed.
Continuing support from constituencies and sovereigns	Moderate: the Councils supported the projects.
Changing socio-economic conditions	Low: turbulent political environment, made project fail

Condition	Policy/ Programme
Flexibility	Moderate: Added financial part when it was needed, but overall not flexible enough because too much planned in advance and not adapting to the national procedures of decision making.
Demand-drivenness	Moderate: Demand-driven because integrated in Strategic Plan. Still, why did DICES not do what it should have done (staff), was there no interest(no demand-drivenness)
Direct funding	Moderate-High: Even if it is a tri-partite project, and DICES directly gets money, the project is involved in many administrative structures which have to be gone through when requesting money. For receiving money quickly, a good relationship with the responsible persons is needed.
Capacity building	High: was planned
Long-term funding	Low: follow up project was cancelled. 3 years are too short.
Compatibility knowledge of perspectives of partners	Low: different perspectives and expectations of partners.
Ownership	Moderate: DICES had a lot to say, but high involvement of European Partners as well.
Easy and clear procedural requirements	Low: No clear procedures, turbulent, new project with too many approaches
Hierarchical design and management structure	Low: The tasks which everyone had were not clear. Still it was good to have a Mozambican Project coordinator and a Dutch LTE supporting the Mozambican work.
Activities which are focused on existing strengths	Low: Not based on strength

APPLICATION OF THE PARIS DECLARATION

Condition	Policy/ Programme
Ownership	Moderate: no lonely leadership by Mozambique. Good that project coordinator is Mozambican. CHEPS understands the sensitivity of the project and gave advice when needed. CHEPS supported especially in the planning and budget.
Alignment	High: based on national plan and operational plans.
Harmonization	Moderate: took into account World Bank policies and tried to collaborate, tried to communicate with other donors but no coordination success.
Results	Low: no clear results and achievements were visible.
Mutual Accountability	Moderate: Both were accountable, but still it was not successful.
Overall Rating of Implementation	Low- Moderate

The CHESS project has not been successful. The three sets of criteria show clearly what conditions have been missing in order to have a successful project. The changing socio-economic conditions, being the un-willingness of the leader and the political stability, were mainly responsible for the failure, but also the unrealistic planning and unclear means to achieve the goals. No tasks were divided and crucial responsible people were not committed or skilled. As it is visible, several points of the criteria were missing which explain the failure of the CHESS project.

5.4. PROGRAMME II: SIDA – UEM RESEARCH COOPERATION

5.4.1. INTRODUCTION

Sweden has successful research cooperation with the National University, the University Eduardo Mondlane (UEM) since 30 years. According to Sida (2006), Sida's objectives in the long-term are to support the development of sustainable national research capacity and research management through relevant research and to support the build-up of local graduate research programmes. The development of a research university is considered to be a starting point for building a national research system. The programme is supervised and financed by Sida (Swedish International Development Cooperation Agency), specifically SAREC (Department for Research Cooperation) in Stockholm. The concept of Sida is very demand-driven and aims to meet local and institutional needs. The UEM is responsible for all the planning and Sida provides advisory and financial support. Contracts are made for periods of three to five years which continuously improve existing long-term programmes or deal with new projects.

Sweden is involved in research cooperation with a number of developing countries. The research cooperation by Sweden aims at building up sustainable research capacity and has an increased emphasis on institutional capacity development including management, infrastructure and strategy development. According to the Socio-Economic Advisor at the Swedish Embassy in Maputo, the broader goal of the support is to increase the countries' abilities for policy-making and poverty reduction with all its positive side effects (Interview 9).

5.4.2. EXPECTED OUTCOMES

Sweden puts its focus on the National Universities of the countries it is supporting. In Mozambique this is the UEM. In 2008, 23% of the UEM's budget was funded by donations. Of these donations, 74% were provided by Sida/ SAREC, which makes the importance of Sida for the UEM visible (UEM 3, 2008; Interview 10). Since the UEM has an important role in Mozambique, the Swedish support is also important for Mozambique as a whole. Sida supports the following activities in Mozambique:

- Training of Master's and Doctorates at collaborating institutions
- Improved research management
- Expansion of Master's programmes to broader range of subjects
- Strengthening UEM as a platform for construction of a national research system

Sida requested from the UEM to develop a 10-year Strategic Plan which considers the National Strategic Plan as well. Before a three to five year contract for a next period of support is signed, clear short-term plans are stated about the activities that have to be reached within the cooperation period for every sub project. For each project, goals and objectives in the form of research objectives and capacity objectives are stated and planned. Due to the limited amount of time and space, it is not possible to write down every expected output of every project. A self-assessment of Sida/ SAREC bilateral research cooperation programme took place and was published in 2008, in which the goals and objectives of every single project was stated. In my research, I point out the general outcomes and reasons why they were not reached as they were supposed to.

Sida's support includes research training programmes with 63% of the money which is covering most faculties, research centers and university central funds (Research Fund, Facility Fund, Master's Fund and Coordination Fund) plus institutional research support to administration (research management) as well as library services. The research training programmes deal with certain topics and are run at different faculties. One programme includes a number of research projects in which the capacity building of different degrees, publications conference papers, infrastructures, human resources, new postgraduate programmes, curriculum development and networking are generated. A programme is developed together with Swedish experts every three to five years. The university makes a proposal for a research programme; Sida discusses about the relevancy for the university and the Swedish objectives, advises and comments. The Sida agrees to the proposal and then provides the finances or the support by experts according to what was agreed in the proposal. Sweden provides around 70 Mio Swedish Krona, which is around 10 Mio U.S. Dollar every year (Interview 9). The actual period of support reaches from 2006 until 2009. The next agreement concept paper will be issued at the end of the 2009 agreement.

5.4.3. ACTUAL OUTCOMES

In November 2008, an evaluation of the 30 years Cooperation Programme has been made by the UEM. All running projects conducted self evaluations with a presentation in form of documents and a conference where

different donors were present. The evaluation was a self-assessment of the programme. The project supervisor at Sida stated that this self assessment is a useful exercise for the UEM because the people are forced to review their actions critically and look on the general capacity of the UEM (Interview 11). The evaluation had a very positive outcome. The following outputs summarize the result of the support:

INCREASING RESEARCH CAPACITY

The support provided by Sida/SAREC has successfully established a solid capacity for conducting research which includes the following components in different research programmes (UEM 1 and 2, 2008; Eduards, 2006):
- Training and Human resources: Research is supported through the training in PhD and Masters. According to the Eduardo Mondlane University, in 2008, PhD holders who earned their degrees trough Sida/ SAREC support made up 51% of the 123 Mozambican PhDs in the UEM. The Masters Fund since 2007 had 146 absolvents. The PhD students at the university are most of the times teachers and course supervisors as well, which is called the sandwich model. Sweden decided to finance the Master level programmes as well, since in the beginning, no candidates for PhDs were available.
- Curriculum Development: Several curricula at the UEM were revised, new areas and disciplines were introduced in order to adjust to current trends and new textbooks created.
- New post-graduate programmes developed: Examples are Aquatic Biology and Coastal Ecosystem, Hydraulics and Water Resources Management, Energy Science and Technology, Sustainable development and disasters, Sustainable Energy Engineering (SEE), Food technology and Infrastructure development A Facility Fund was created to provide support to the university to avoid spreading out the available resources too thinly.
- Research Environment: Research is made through the Masters and PhD's in certain fields according to the proposals made. Published articles of international quality are the results. In the 3 research seminars organized by UEM, 164 articles were published. The Research Fund (Open Fund) has been created to promote the research environment and the academic culture. This support gives the university freedom to fund specific small-scale projects. The research component is crucial for the international standard of Mozambican higher education.
- Library: Library support ensures the researchers access to the international scientific literature and databases. One of the priorities in the most recent period was to provide access to digital library collections.
- ICT: During the period 1998-2001 Sida supported the ICT infrastructure. This programme was consisting of completion and upgrading of UEM ICT infrastructure and Human Resources Development.
- Research Management: Trainings and courses have been given to staff at the university when Sida recognized that the capacity of research management is not given.

INCREASING RESEARCH REPUTATION AND USE MADE OF RESEARCH

The research productivity can be seen in the fact that in the citations of papers and participation in conferences, UEM ranks 28th in Africa. The UEM is very successful in networking with a number of (African) Research Networks and universities. An increasing number of research outputs were recognized for publication in peer-reviewed journals and included in international conferences. UEM's research has lead to policy changes, affected negotiations and led to changes in practices (building construction, water use, energy use and veterinary health). The UEM is doing a good progress and a good job (interview 11). Especially during the last 10 years, the UEM has made a lot of improvement. A problem is that the equipment is not always given and that the UEM should raise funds from other donors and does the donor coordination by them.

5.4.4. REASONS FOR DIFFERENCES

PLANNING

Main constraints on research are that delays in recruitment occur, placement and in equipment procurement, which have negative effects on research projects. Explanations for this are changes in procedures that emanated from national policies as well as rigidities. One point which has to be improved in the postgraduate cooperation is the planning (Interview 11). In the last years, the planning of projects improved, the format of

making the planning was learned and the planning got better and better. Still it is not perfect and should be worked on. Better project planning would improve the situation, which takes into account the known constraints, like working close with human resource and procurement administrators.

RESEARCH MANAGEMENT

In the years 2004 and 2005, no new agreement was made, but the agreement from 2001-2003 was extended. The problem why no new agreement was made was that the money was not used accordingly to the plans. The reports were not always sent and not controlled, which was found out by an evaluation in 2003. Criticism that the system was not working was present, and that the money was not used for the purpose it had. Sida stopped the cooperation for two years with only supporting running projects or trainings with the rest of the money of the previous period. This problem was lack in management of research. Sida decided to finance also the management for no corruption to arise. In 2004, a Reconstruction Plan was made by the UEM and Sida to fix the problems. Sida demanded long-term thinking and the UEM created a 10-year Strategic Plan stating long-term goals. This plan was supported by short-term papers which make clear whether stakeholders are committed and whether they know and are clear about what they want to achieve. The result of the Reconstruction Plan was an annual cycle with a plan when tasks have to be fulfilled. Format of reporting and deadlines were specified. The university should keep the control over the money, so it should not be the task of the donors. This can be achieved by results based management training. Nowadays, the management and use of money is under control and external auditing takes place. If the university has no research management and control, it is easy to cheat the donor. If the management of the university is responsible, people have to think for their own future and have visions and plans, which initiate long-term thinking (Interview 11).

Management problems have existed, which now should be prevented by periodic self-evaluations. Research coordination should be improved through improvement of monitoring mechanisms of projects and researchers, revision of the access procedures to the Open Fund and broad dissemination of research fund access procedures. Research proposals should be drafted with a clear view of intended users and activities to promote the use. Networks and collaborators to expand the scope and coverage of UEM efforts should be identified. Procedures should be flexible and logical without contravening established administrative norms.

INDICATORS OF QUALITY

Another point to be raised is that the number of people finishing programmes successfully is not the only output, but the quality of the Master training is important as well. This means that it is not enough to simply define the number of absolvent's, but to create new indicators of how the quality can be assured as well. At the moment measurement of the use of research is not available. The university needs to establish a clear baseline and to develop systematic means of collecting results information and records (e.g. keep track of graduates). The output of the programme is known, but what the exact outcomes are or whether the objectives have been achieved is not clear because no indicators are available. This means that the impact of the support cannot be specified. During the last five years the outcomes have been kept updated better than before (UEM 1 and 2, 2008).

DISSEMINATION

A weak point is the deficient publication and dissemination of scientific results. Dissemination is the connection of research with the real life, with the communities in Mozambique. It includes research and the to the research belonging innovation. In this field, Mozambique is still in a different position than more developed countries, in which just the papers have to be published to achieve innovation. In Mozambique, the knowledge has to be brought to the communities, which can here only happen by contact with the people in form of demonstrations and teaching, which is a very practical approach. Linkage with society and productivity sector has therefore to be approved. The weakest point is the utilization of research results outside the university. Ensuring that other research results than water, construction and energy research are utilized by stakeholders in government and the private sector is a future priority. Research will grow in priority because of global events, research will have to be more integrated and has to be carefully planned (e.g. field work, acquisition of equipment, staff needs etc). Research priorities should be tied to the intended use of the research results (UEM 1 and 2, 2008).

5.4.5. Links with Concepts

Application of Sabatier & Mazmanian's Criteria

Condition	Policy/ Programme
Clear and consistent policy directives	High: 10 year Strategic long-term plan, new short-term plans every 3-5 years with reviews every year.
Valid causal theory and jurisdiction provided	High: General programme goals are likely to be achieved when the parts of the projects are realized, though indicators for the outcome are needed.
Structures implementing process	
a. **Assignment to sympathetic agency**	High: Nowadays, one person is coordinating at the UEM and one at Sida, who are channelling the tasks to the agencies which are eager to conduct the project because they have asked for it.
b. **Hierarchical integration**	High: Clear hierarchical structure with project coordinators, programme coordinators and responsible persons.
c. **Supportive decision rules**	Moderate: The programme can be revised throughout the year, but the decision rules still could be more flexible in order to meet all needs by UEM. Money allocated for one thing cannot be used different until officially revised.
d. **Financial resources**	High: The financial resources are sufficient, sometimes even too much for the needs of the project. Sometimes the money provided cannot be spent.
e. **Formal access**	High: The institutions had a good formal access to the supporters because a person is coordinating the project that has responsibility and can answer questions due to direct contact with the Swedish Organisation.
Commitment and skill of top implementing officials	Moderate: Sometimes the money is dealt with in a not according manner and the reports have not been made on a continuous base.
Continuing support from constituencies and sovereigns	High: The commitment by the constituencies and sovereigns for the realization of the project is high because they have big advantages from it.
Changing socio-economic conditions	Moderate: Since the support is just affecting the UEM, an autonomous university, the changing socio-economic conditions do not have a lot of influence on the university.

Application of Boeren's recommendations for donor aid

Condition	Policy/ Programme
Flexibility	High: The programme is responsive to changing needs, can be adjusted (only in official procedure). Reviews and reallocation take place in the annual meetings. Sida is now more flexible, but still sets quite inflexible rules. In the past, more advice and rules have been given, which is not present anymore, and the university can act more independent, but the institutions should be able to keep amending through the year. It is an advice to reduce the number of involved institutions. University should choose beneficiary areas and select the best donors for best fitting projects and discuss what universities want. More transparent steps should be taken by both sides Now the local financial report system is used; everyone knows how to use it.
Demand-drivenness	High: Demand-driven since UEM proposes actions taken according to their needs. Sometimes still imposed procedures etc. Plus is UEM able to identify its needs?
Direct funding	High: Few intermediaries, uncomplicated procedure, discretion in disbursement and accountability.
Capacity building	High: Emphasis on research capacity and material capacity (ICT, library). Sida supports building research capacity and culture. Sida trained researchers; the research output is at international standard. Reputation, the use made of research and variety (more subjects) are increased and international

	networks created,
Long-term funding	High: Yes, 30 years for sustainability. Investment in Higher Education is a long-term investment. The programme has been running for already 30 years, and just now, positive effects are getting visible. The 3-5 year agreement provides a certain consistency. After one agreement ends, a next proposal is made in which the learned experiences can be included. In this way, the UEM amended and improved the programme during the past 30 years.
Compatibility knowledge of perspectives of partners	High: Partners know each other well; Sweden adjusts to the perspective of the UEM.
Ownership	High: Management and planning fully is the responsibility of the UEM
Easy and clear procedural requirements	Moderate: Procedural requirements are somewhat difficult for the UEM. Involved people have information in form of guidelines (Sida's international guidelines), so they do know what they can apply for. The knowledge about applications has been learned over the last years. The UEM has to create long, medium and short-term planning, and has to make activity and budget plans every year. It is remarkable that during the last 30 years, the quality of the proposals has strongly improved. In the coordination of a donor programme, a high degree of research management and strategic thinking is needed. This has to be learned by the institution opting for donor aid as well.
Hierarchical design and management structure	High: Hierarchical design and management structure very good and clear. One vocal coordinator for communication in each institution. UEM and Sida for the Management, they should be accepted and respected. This way the control is easier and better and misunderstanding and misinformation can be blocked from the beginning on.
Activities which are focused on existing strengths	High: Activities focused on strengths.

APPLICATION OF THE PARIS DECLARATION

Condition	Policy/ Programme
Ownership	High: UEM leadership, strategy and coordination. In the last years, the UEM realized that they can coordinate and the donors should be willing to be coordinated since that is what donors should want to reach. In the long-term, a National Research Council/ Fund should be created with competition for financing and projects, but until that the focus is put on the research capacity at the UEM to start with.
Alignment	High: It is UEMs responsibility to base cooperation on national strategy.
Harmonization	Moderate: A donor coordination office at UEM was established, but it has no staff yet. Conceicao Dias is the Director of the Donor Coordination Office. The office gives the opportunity to discuss with different donors. Since the Paris Declaration, a unit for discussion was established in order to meet the goals of the institution.
Results	High: UEMs responsibility
Mutual Accountability	Moderate: Can be improved. It is important for a cooperation that the donor believes in the institution and has trust in it.
Overall Rating of Implementation	High

The Swedish programme at the UEM can be described as being very successful. A strong point is that Sweden has a co-operation since 30 years and all actors were able to develop within this co-operation. Mistakes were made, corrected and learned from. The strongest criterion is that the ownership and responsibility fully lies at the UEM, which includes a lot of planning and commitment from the UEM, requirements for the success of donor support.

6. CONCLUSIONS AND RECOMMENDATIONS

6.1. CONCLUSIONS

After having conducted the research about the European donor aid for Mozambican higher education, I can now summarize the aforementioned information and make a conclusion with regard to the research question. Two donor programmes were analyzed in detail being the Dutch NPT programme and the cooperation between Sida and the Mozambican University Eduardo Mondlane. I analyzed three projects of the NPT programme, of which the GG/PA and the UCM projects were at the institutional level and the CHESS project took place at the system level. The programme of Sida took place at the institutional level. In the conceptualization, I described the sets of conditions for the successful implementation process by Sabatier and Mazmanian (1983), as well as the conditions for effective donor aid as stated by Boeren (2005). I also introduced the different conditions mentioned in the Paris Declaration (2005). After mentioning the methodological approach, I introduced the donor programmes which I was analyzing. I worked out what where the initial output and outcome goals for every programme and whether these goals were realized during the implementation process. Afterwards I applied the three sets of criteria on the programmes to explain why the implementation of the projects did not always work as it was initially planned and on the other hand why the successful projects were able to be implemented as supposed to.

In the following I summarize my main findings about how the concepts explain the success or failure of the given donor projects. In the project at the UCM it gets visible that the commitment of the implementing professors as well as the support of sovereigns are not meeting the criteria and hinder a complete sustainable implementation. It is also important to note that the activities undertaken were not based on existing strengths, but introduced a whole new method of teaching. In the GG/PA project, some of the conditions are weak as well, which prevented a complete implementation. It gets clear that, even if the overall outputs are reached and the project seems to be quite sustainable, it has not been fully demand-driven, but put on the universities by the coordinators. This implies that the commitment of implementers and support by sovereigns had to be motivated in the first phase. Also the missing accountability and conflicting interests of some Northern institutions lead to confusion and delay on the Mozambican side. It is clearly visible that after the change in leadership to a Mozambican, when the ownership was transferred to Mozambique, the commitment of the implementers rose as well as the knowledge over and interest in demanding what the institutions need. The CHESS programme makes clear that the socio-economic conditions can have a big influence, especially on a programme which takes place at a high level within a turbulent political environment. Also in case of this programme, we see that the lack of commitment and skill of implementers and support of sovereigns is very important since it can prevent a programme from being successful. The programme at the UEM by Sida proves to be working very well. Most of the conditions for implementation and donor aid are fulfilled. Still it is important that the single projects are demanded and supported by the implementers.

My hypothesis was if the different criteria of the concepts are fulfilled during the implementation process, then the likelihood that the outcome of the donor policies is as intended, is higher. This is approved in my research. Sida has the most fulfilled criteria and the programme is by now working as intended. Also with the other projects I researched, this fact is visible. CHESS, which has the less criteria fulfilled and is rated low- moderate, has not reached its intended outcomes. The GG/PA project as well as the UCM project were rated moderate-high and their project realization is basically fulfilled as well.

I derive from my study that the conceptualized conditions are able to explain the success or failure of a programme. It got clear that it is important that as many conditions as possible are fulfilled in order to have successful implementation. As soon as some conditions are not fulfilled, difficulties in the implementation process arise. Some unfulfilled conditions however can be dealt with; it depends on how important the factor is for the realization or whether a missing condition can be compensated by other fulfilled conditions. For example the somewhat difficult procedural requirements were able to be overcome by the UEM. Another remark is that one condition can be neglected in one programme while it can be crucial for another programme, like the socio-economic conditions which have been hindering in the CHESS programme, but didn't have influence on the performance of the Sida programme. It is important to notice that for different programmes different conditions are more important. This depends on the nature of the project.

However, one exception I found from the projects I analyzed is that the commitment and willingness of involved people (implementers and leaders) is crucial for the success of a programme in generally every case,

no matter what the nature of the project. When those responsible people are not committed or willing, and don't promote development, it equals a stagnation of the process. I state that the commitment of the important actors can be created with the three factors of demand-drivenness, ownership and long-term support. When the project is owned by the beneficiaries, they feel responsible for the success of the project and are more committed. Another important point for the commitment is to be clearly demand-driven and not by just pretending to be demand-driven. For this, the capacity and skills to define the demand have to be present or created first, which in turn can be learned during a long-time support. Long-term support by the donors makes them more trustable and the beneficiaries have a chance to get used to the procedures and learn the skills they need order to have a demand. For being able to state the demand, the management and organization skills of the beneficiaries are important, which can be reached through education and long-term support.

Another fact I experienced was that a project is likely to be more successful the more concrete and clear as well as the more small-scale or focused on existing strengths the programmes are organized. The chances for the realization of a donor programme get bigger if specific descriptions of actions to be taken are developed and the more on small-scale the project-goals are, which means the less people are affected and have to change their behavior, as one of the interviewed stakeholders said (Interview 3). This fact can be seen in the analyzed programmes. In the GG/PA programme as well as in the Sida programme, certain concrete small-scale output goals are set which can generally be reached easily. Programme goals often state output goals in order to achieve their broader outcome goals. The output goals in many cases are concrete actions that have to be taken. In the analyzed programmes it gets visible that the small-scale concrete output goals are relatively easy to be reached while goals which include the coordination and participation of a lot of stakeholders and a big change in the mind (CHESS, UCM) is much more difficult. The CHESS programme took place on a high level and was supposed to change the whole system, which was too complex to be realized. It was not concrete enough and did not mention specific steps of how to reach the vague goals. Also the project at the UCM wanted to change a whole teaching approach to PBL, which is a big step that involves a lot of institutions and commitment. In this case, the goal and the steps to reach it were concrete, but the project was on a very big scale which implied many changes. This is problematic for the sustainability of the programme, when a totally new approach is taken and not carefully integrated in existing procedures. The same applies to the coordination of donors. The clearer it is for donors in which concrete fields they can help, the higher are the chance of success and good aid investment. This can be a basic reason why the donor aid and coordination sometimes does not work well. It was raised by a number of actors that DICES is not doing what would be its responsibility to coordinate the donor aid in higher education.

One could argue now that the less is done to development countries the better it is when programmes are supposed to be as narrow and specified as possible. This however is not true. The approach to carry out small-scale and concrete programmes should be interpreted in the light Boeren states as well, that if changes are needed, they should be based on existing strengths, and steps should be taken with which the beneficiaries can identify as well. Small-scale does not mean 'doing as little as possible', but rather 'don't expect too big emotional and ideological changes from the beneficiaries'. This means that change is necessary and possible, as long as the changes are not too far away from what the beneficiaries can accept, understand the goals and realize. Bigger changes should not be expected to happen in a short period of time, but rather in the long-term. A suitable number of small-scale steps of a suitable complexity have to be taken to reach the big goal in the end. This shows that big changes in the long-term can be planned, but in order to achieve them, the policy-maker has to plan small and concrete steps how to achieve the bigger goal.

If comparing the three sets of criteria, one can see that some criteria from different sets are congruent with each other and require the same conditions, while other criteria are complementary to each other. Even contradicting criteria are named. The somewhat contradicting conditions can be explained by the fact that the criteria are made for different approaches. Sabatier and Mazmanian developed a set for the conditions under which policy implementation is most likely to be successful while Boeren developed conditions under which development aid is successful. The Paris Declaration also looks at the most effective way to realize development goals. Development support is realized with the means of policies that are enforced. This is why the set of criteria by Sabatier and Mazmanian should be regarded. However, Boeren defines conditions which are important specifically for policies in the development aid sector. As named before, these conditions are partly congruent, which is logical since they are both about policy-making. On the other hand, when coming to somewhat contrasting criteria, one should give preference to the criteria specifically made for development aid since the criteria of policy implementation can be too general and may not regard the special conditions of

development aid. Further it is possible that two conditions seem to be contradicting on the first view, but after dealing with them in reality it gets clear that both can be combined and both are important conditions. For example, Sabatier and Mazmanian required the condition that clear and consistent policy directives are developed before the programme starts. On the first view, this could be regarded as contradicting to Boeren's criterion on flexibility of a support programme. After having finished the research, I can say that both criteria are important and it is necessary to strike a balance between both. On the one hand it is necessary to develop clear goals and policy directives, because otherwise, people don't know how to proceed and what to do, as happened in the CHESS project. On the other hand, the means to reach the goal and to achieve the directives have to be redefined during the process and evaluated whether they are still suiting the situation and not be followed blind without being criticized. A too strict planning into every detail would be unrealistic and counterproductive. The degree of flexibility also has to be controlled. Within the GG/PA project, the project coordinator stated that he has to be careful that the flexibility is not misused or going too far (Interview 12). It gets visible that it is sometimes difficult to combine different criteria. Still, it is possible and even necessary to deal with both criteria and find a balance between two extremes. The Sida programme struggled for some time and the coordinator still thinks that some aspects are not flexible enough, but it is apparently working well if broad lines are defined and smaller aspects can be redefined or if money can be reallocated after consultation with coordinators, when needed (Interview 10).

I assumed that the operational and structural goals are in line with the Mozambican needs and demands. This is basically true, but within my paper I mentioned some cases in which this was not always right. The broad ultimate goal of donors to improve the higher education system is certainly in line with the Mozambican needs. However, some structural and operational goals are a step too far and put on the recipients as I concluded from my research of the different programmes. I found that in the demand-drivenness, one should distinguish between real demand-drivenness, when the recipients are capable to determine their needs and demands, and pretended demand-drivenness, when actions are done with the best intention for the beneficiaries by foreigners, but actually, the beneficiaries don't know how to act and are overstrained with the donor policies.
Even if not the optimum levels of all operational objectives have been fulfilled, most of the projects resulted in more of those values than would have been the case without the programme in order to improve the quality of higher education. Even though the outcome without the donor aid is only hypothetical, clear signs are visible that the programmes and projects created knowledge and management capacities, technological capacities and human capital, which would not have existed without the projects. If looking at the cost-benefit analysis, the benefits are the stated goals while the costs involve administrative expenses, the time and monetary costs. Both costs and benefits cannot be accurately estimated, which is why I did not focus on this approach. However, with having dealt for quite some time with the projects, and considering that donor aid always takes a lot of costs and time to get some results, I would say that in the GG/PA project as well as in the Sida project, the benefits are higher than the costs, while this is not the case in the other two projects.

The outcomes of the analyzed programmes cannot be clearly defined because it takes a long time to reach the ultimate goals. However, a tendency is getting visible and assumptions about what will happen in the future can be made. Every time when a donor supports a certain area, the real long-term outcome and effect can only be seen many years afterwards. Concerning the research question, in how far and why or why not are the outcomes of the researched European support programmes for Mozambican higher education in line with the initial operational goals, one can say that the outcomes of some projects are in line with the initial goals, while others failed. I would name the project by Sida as successful, assuming that improvements are constantly made in the project design and that problems arising are solved immediately. The GG/PA project was also successful. The initial output goals were basically reached and a capacity in human resources in public administration is built. At the UCM, in general the expected output was reached, but since the goal is very new and big, some programmes fell back. The real outcome has to be seen after some years pass by and the sustainability of the project is vague. For the CHESS project, first steps were taken, but the goals initially set were not reached. It is very vague what will happen to the outcome in the future.
When comparing the analyzed programmes, one can ask which one performed the best. Most conditions of the sets of criteria fulfilled are by the Swedish programme at the UCM and I rated the overall implementation and development criteria as high. In the past, some failures of projects and the programme have occurred, but due to Sweden's consistency on the one hand and flexibility on the other hand, these were overcome. A very positive point is that the programme has been running for 30 years already. This implies that the UEM knows Sida and the procedures. They can trust the co-operation and develop and grow with it. Further Sida

transferred more and more responsibility to the UEM, so that the UEM is able to define the nature of the co-operation. This makes the programme in my point of view stronger than the other researched projects.

The NPT programme has taken a good approach by wanting to be demand-driven. Still this can include the problem that the beneficiary institutions do not have the capacity to define their demand. The capacity first has to be learned and developed, as it did with Sida as well. The problem of the NPT project is that they are only reaching over a small period of years and the beneficiaries can't trust the consistency of support. In the researched projects, follow-up projects were put into force, but I was able to see that the beneficiaries always looked anxious at the future to the time when the projects would stop. This shows that not enough emphasis was put on ownership and responsibility by the Southern partner, and that not enough time was invested in teaching the beneficiaries how to act so that they still depend on the donors.

On the other hand, long-term funding can also be counterproductive because it is likely to make the beneficiary dependent on donor aid, which the NPT programme wants to avoid. It is difficult but necessary to find a balance between helping and aid-dependency. Sida tried to avoid the dependency by making the UEM the self-responsible owner of the programme and building a capacity which makes the UEM independent from the management help of the donor. The NPT avoids the problem of aid dependency by providing short-term help and extending the help if needed. In a way, every help makes a beneficiary dependent, because without the help, the beneficiary could not make improvements reached with the help. Still the aid should be aimed at creating capacity of self-management and ownership for creating long-term independency.

Concluding I state that the short-term outputs of the programmes by Sida, GG/PA and at the UCM were basically fulfilled while the CHESS project failed. One can ask whether the focus of analysis is on policy outputs or the ultimate outcomes of the programme. I looked at the short-come outputs of the donor policies and assumed that fulfilment of them realize the ultimate outcome of improving Mozambican higher education. Concerning the long-term outcomes, the sustainability of the UCM project is questionable because some people tend to fall back to their old habits, which shows that the planned goals were too big to be realized. Sida's and the GG/PA projects do have a very positive view on the future and certainly, the short-term outputs of the projects have a positive effect on the long-term objectives and the ultimate objective to improve the quality of higher education, which would help the whole country, as analyzed in chapter 2. They have a good chance to have a sustainable contribution towards the realization of the outcome goals for the future because they improved the capacity-building and human capital in a sustainable manner.

6.2. RECOMMENDATIONS

I can derive several recommendations from my research. First, I state my specific recommendations for policy-makers who develop donor programmes. Then I name the recommendations which I have for the projects and programmes which I analyzed during my research. Afterwards I give practical recommendations for Mozambique in the field of donor aid for the higher education sector.

The donors should involve the people who are later responsible for the leadership and implementation of the programme in order to create commitment of those most important actors. For the commitment, the fulfilment of the conditions demand-drivenness, ownership and long-term funding are important. Concerning ownership, it got clear that it is important that the beneficiaries do have as much responsibility, and with it ownership, as possible, because only in that case, they learn, are committed and feel responsible to organize themselves. The project should be in the hands of the Southern partner to make clear that the partner itself is responsible for the success of the programme. Further in that way, the beneficiaries take more care of the projects and think about the goals and what they want to achieve when the project is in their own hands.

The opinions and demands of the beneficiaries have to be followed because only if these people see a need in promoting development, the programme has a chance of being successful. The commitment of the responsible people can be reached by being clearly demand-driven and not by just pretending to be demand-driven. For this, the capacity to define the demand has to be present or created first. It is clear that development is always a long process and results can't be seen after a short period of time. Donor aid should always have a view on the long-term and the donors have to show that the beneficiaries can trust them and their sustainability. Donors have to stick to their support long-term and show that they are seriously interested in improving the situation in order to be trusted by the developing countries.

Another recommendation I give is that it is important that the change which the programme promotes is as small as possible and that the actions that have to be taken are formulated concrete. This means that a clear goal and a concrete plan how to reach the goal are necessary. I recommend that if bigger changes have to be

made, they are stated as long-term goals. Afterwards, steps have to be defined of how to reach these long-term goals. These steps have to be small-scale and concrete and the beneficiaries have to be able to identify with them.

It is the question how policy-makers have to act and what they have to regard when wanting to fulfill all conditions which are necessary for the project realization. I wrote in the conclusion that it is important to have as many conditions fulfilled as possible, but that different conditions, besides the commitment, are crucial for different projects. Policy-makers should always think in advance which factors are important for achieving a certain goal and think about whether the conditions can be realized or not. When they can't be realized, different goals and approaches have to be chosen. It can be difficult to decide which factors are crucial for the realization of a programme. This is in the eye of the beholder and has to be thought about logically in advance.

As recommendations for the programmes and projects which I researched, I found out a number of points. However, some of the projects are finished or cancelled, and the lessons which I learnt are worked out in my conclusion and recommendations for making donor aid. The CHESS project was in a very bad starting position because it was originally made for a different institution. I give recommendations for DICES in the next paragraph. The most striking point is however, that in order for a comparable project to work out, skilled staff is employed at DICES, who are able to manage and organize. The planners of the NPT programme in general should remember, even though it is complicated, to give the ownership to the South, and to teach the beneficiary how to determine the demand, as it did with the GG/PA project. Otherwise the projects are likely not to be sustainable, as it is visible in the UCM project. Also the relatively short period of support should be re-thought, even if follow-up projects are created where needed, the NPT could grant more reliability. The Sida programme has learnt a lot from its 30-year cooperation and has overcome some crises with the UEM. The UEM is in its early steps to create a donor coordination centre, which is very positive. I recommend to the cooperation, especially to the UEM, to be careful to steadily improve the accountability and transparency and not to repeat problems which occurred earlier. The cooperation has experienced some distrust in the past and the UEM is responsible to show reliability and build on management capacity in the positive, but not very strong relationship.

For the Mozambican case, I recommend that an institution takes responsibility to get an overview over the different donors in Mozambican higher education. A unit should be installed that knows which university gets support by donors in what form. If new donors are interested, the institution should be able to give recommendations about where donations are needed, so that the donations are firstly in line with the structural planning and secondly to prevent that some fields are under- or over-funded. The views of different donors are different and coordination of donations would be good against overlapping, and against contradicting support. Different donor programmes should have consent in organization and about good practice. Right now, the donors in the higher education sector organize meetings themselves, which has proved to be difficult, since they need support and knowledge by the Mozambican authorities. Some donors, like Sweden, are not directly affected by the point that donors in the higher education sector are not coordinated, because they are only active on one level (Interview 9). Anyways, it would be in the interest of Mozambique to have working donor coordination and a central thinker can plan strategically what is needed where. Centralization and coordination of donors would lead to more control, but also to more administration (Interview 10), but it is the task of the beneficiary (Mozambique) to follow the process. Creating some coordination amongst donors would be a step towards making support for Mozambican higher education better working.

DICES as the coordinating institution for higher education could have a central role in coordinating the donors. This could be done by regular meetings and by having a list with the universities and the donors who support or cooperate with the universities. Further DICES should get to know from the universities, what these would need from donors and also take the Strategic Plan into account in order to see where improvements have to be made, which can be told to interested donors. It would be more effective if DICES would coordinate the donors because DICES has a Strategic Plan for the Higher Education and should initiate cooperation between donors. At the moment, DICES faces structural problems (Interviews 1, 2, 4, 6 and 8). DICES does not have enough staff employed to do all the tasks it has. It is a recommendation to provide more money for employees at DICES, so that higher educated can be employed. It would be good if DICES would be upgraded to having more power, which would not only have the consequence to have higher salaries for the employees, but also more authority over the higher education institutions. Further, personal relations and corruption has to be abolished on the political level, so that not only the people with good connections, but instead people with knowledge and skills have chances to get important jobs in order to achieve a change.

6.3. REFLECTIONS

Reflecting on the thesis, one can ask whether development aid leads to development, as it is supposed to. From my research, I can conclude that the long-term effects from the European support can be visible after a longer period of time. Still, it is questionable if the institutions keep on working as they do when the donor aid stops. When looking at my research, improvement for the development of the country Mozambique is visible in many aspects, while in some aspects the policies failed. However, when capacity and human capital is created, it is a very positive effect for the development and self-responsibility of a country which leads to the outcome that donor aid can be successful when the criteria are regarded. Even if programmes don't reach all of their output goals and not the outcome goals in a short period of time, every improvement in capacity building and human capital building is a step towards the ultimate goal of successful donor aid for a sustainable future of a least developed country.

Projects should be small-scale and concrete, meaning that the changes made should be realizable for the beneficiaries and most favorably be based on existing strengths. Very big problems of LDC's can be solved by setting big goals, but small steps should be specified which are continuously being reviewed. This can be done by making a long-term plan and every few years short-term plans. The steps should be planned well ahead and always be realizable. The beneficiaries and implementers have to know which goal they are following and be committed to every small step in order to reach the planning. If these conditions are regarded, it is possible that the short-term outputs of donor programmes have long-term effects and lead to development of the countries.

All three concepts in combination name helpful criteria for donor programmes. The concept by Sabatier and Mazmanian brings certain aspects of general implementation effectiveness while Boeren's and the Paris Declaration are specified for donor aid. If I would have to choose I would say that Boeren's criteria are best fitting to analyze donor programmes since they include specific details only important in donor aid, such as ownership, demand-drivenness and long-term funding, which are very important for successful donor aid.

Several impulses for follow-up research can be derived from my thesis. One question is about how to know or to measure as a policy-maker which conditions are crucial for the realization of a donor programme before creating it. I mentioned that this has to be thought about logically in advance for every new project. However it is not clear how to be certain about which conditions have to be fulfilled and which can be overcome in different projects. A method for defining crucial case-oriented conditions could be developed.

Another question which could not be defined is how to determine how big the steps to reach a long-term goal can be and how many steps are suitable. I stated that broader long-term goals can be reached by taking several small-scale steps. This means that short-term projects should not expect a big change. Big changes can only be made by taking several combined small-scaled steps which don't require a complete mind change of the implementing officials in a short time. It would be positive for the realization and sustainability of projects if policy-makers would have a method how to estimate the scope and complex of changes are in the short-term and how many small steps have to be taken in every case. This can be issues for follow-up studies.

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INTERVIEWED STAKEHOLDERS

Code	Occupation	Place of Interview	Date of Interview
Interview 1	First Secretary Education, Embassy of the Netherlands in Maputo, Mozambique	Maputo, Mozambique	02-02-2009
Interview 2	Ministry of Education and Culture, Maputo, Mozambique	Maputo, Mozambique	02-02-2009
Interview 3	NPT Coordinator for Mozambique, Nuffic, The Netherlands	Den Haag, The Netherlands	09-01-2009
Interview 4	Adviser HIV/ Aids Program from University of Nijmegen, The Netherlands	Maputo, Mozambique	02-04-2009
Interview 5	Ministry of Education and Culture	Maputo, Mozambique	12-03-2009
Interview 6	Procurement Specialist, World Bank, DICES, Ministry of Education and Culture, Maputo, Mozambique	Maputo, Mozambique	05-05-2009
Interview 7	Statistician DICES, Ministry of Education and Culture, Maputo, Mozambique	Maputo, Mozambique	26-03-2009
Interview 8	NPT Coordinator, CHESS, DICES, Ministry of Education and Culture, Maputo, Mozambique	Maputo, Mozambique	12-02-2009 21-04-2009
Interview 9	Socio-Economic Advisor Embassy of Sweden, Maputo, Mozambique	Maputo, Mozambique	05-02-2009
Interview 10	Cooperation UEM – Sida/ SAREC, Donor Coordinator UEM, Maputo, Mozambique	Maputo, Mozambique	11-02-2009
Interview 11	Project coordinator at SAREC/ Sida in Sweden	Maputo, Mozambique	23-04-2009
Interview 12	Project Coordinator of the GG/PA NPT Project, Maputo, Mozambique	Maputo, Mozambique	17-02-2009
Interview 13	Project Coordinator at the UCM, Nampula, Mozambique	Nampula, Mozambique	14 till 17-04-2009

The names of the stakeholders can be found in an extra table.

ANNEXES

ANNEX 1: COUNTRY PROFILE OF MOZAMBIQUE

GEOGRAPHY

The Republic of Mozambique is situated in South Eastern Africa, bordering the Mozambique Channel, South Africa, Swaziland, Zimbabwe, Zambia, Malawi and Tanzania. The Geographic coordinates are 18 15 S, 35 00 E (CIA World Fact Book, 2008). According to the CIA World Fact Book (2008), the total area of Mozambique is 801.590 km². The climate is tropical to subtropical. The terrain of Mozambique consists of mostly coastal lowlands and uplands in the centre. High plateaus are dominating the Northwest and mountains in the West. The highest point is the Monte Binga with 2.436 m. The lowest point is the Indian Ocean with 0m. The natural resources of Mozambique are coal, titanium, natural gas, hydropower, tantalum and graphite. 5.43% of the land is arable land. Natural hazards are severe droughts, devastating cyclones and floods. The river Zambezi flows through the North-Central and most fertile part of the country. Migration of the population has increased to urban and coastal areas due to a long civil war and recurrent drought in the hinterlands with adverse environmental consequences. Desertification, pollution of the surface and coastal waters have been problems. Further, elephant poaching for ivory is a problem. Mozambique is party to different agreements like Biodiversity, Climate Change, Climate Change-Kyoto Protocol, Desertification, Endangered Species, and Hazardous Wastes, Law of the Sea, Ozone Layer Protection, Ship Pollution and Wetlands. Many national parks exist in the country. Examples are Banhine National Park, Quirimbas Archipelago National Park and Bazaruto National Parks. Niassa Reserve is a famous wildlife reserve (Maps of the World, 2008).

HISTORY

From year 300 A.D. the Bantu tribes emigrated from the Sahara region of Africa to the area of Mozambique and started with doing agriculture (Maps of the World, 2008). The Bantu clans developed to different kingdoms and empires around year 1000. Around 1400, All along the coastline of East Africa, the Arab traders settled and Islam had a huge impact. The new mixed Islamic-African culture was known as Swahili (Crawfurd, 2008).

At the beginning of the 16th century, Mozambique came under control of Portugal. Gold and ivory were the bases of trade. The Portuguese three-point trade was created (India-Africa-Europe). Portuguese farmers were encouraged to move to Mozambique. They were allowed to use the people living in their territory for labour. This was the time when the slave trade started in Mozambique. About 1 million slaves were shipped abroad to Mauritius, Reunion and Brazil for example. Slavery was officially abolished in 1869, but continued until 1900. In 1885, Mozambique became formally a colony called Portuguese East Africa. 1891, a treaty was signed between Portugal and Britain which laid out the current borders of Mozambique. In 1915, the last Gaza Empire fell and Portugal gained military and political control over all East Africa. All kingdoms and territories of Mozambique have been under the same rule for the first time (Crawfurd, 2008).

Since 1926, Mozambique was dominated by Portuguese fascist rule with forced labour. Portugal gained direct control over Mozambique and cancelled all agreements with foreign trading companies. Many Portuguese came to Mozambique and brought social problems along. Africans were discriminated against in a racist way. Economically, Mozambique was tied closely to Portugal until the 1950s. By this time, native peoples began to protest against the Portuguese rule. Since 1961, the Frelimo (Front for the Liberation of Mozambique) rebellion fought a guerrilla war. After the revolution in Portugal in 1974, Portugal agreed to support independence for Mozambique. At this point, many Portuguese people left Mozambique and the country's infrastructure weakened enormously (Crawfurd, 2008).

On June 25th, 1975, Mozambique gained independence. A Marxist Frelimo government was installed. Samora Machel became the first president in a Frelimo single-party system. Large-scale emigration by whites, economic dependence on South Africa, a severe drought, and a prolonged civil war hindered Mozambique's development until the mid 1990's. Mozambique received economic support to the state from the Soviet Union, Eastern Europe and the Nordic Countries. In the 1980's, a movement to overthrow the Frelimo regime was organized and civil war erupted. The anti-Frelimo group, called Mozambique National Resistance (Renamo), grew stronger because it was supported by South Africa. Renamo carried out brutal attacks in Mozambique on the society in order to weaken the infrastructure and the economy. The civil war lasted from 1977 until 1992. In 1986, Machel died in a plane crash and Joaquim Chissano became the new president. As a response to the rebels' actions, the Frelimo party abandoned Marxism in 1989 and made a new constitution in 1990 with a promise for improvements in individual rights, including freedom of press and speech and provided for multiparty elections and a free market economy (Crawfurd, 2008).

According to the CIA World Factbook (2008), in 1992, an UN-negotiated peace agreement between Frelimo and rebel Renamo forced an end of the fighting. 1994, the first multiparty elections took place. Frelimo won the elections and Chissano remained president. The reconciliation process has been successful in local communities using traditional rituals. Mozambique became a member of the Commonwealth countries in 1995. In 2000 and 2001, big floods happened in Mozambique and thousands of people were forced to leave their homes. In 2004, a delicate transition happened when Joaquim Chissano stepped down after 18 years in office. Armando Emilio Guebuza from the Frelimo Party was elected and

promised to continue economic policies that have encouraged foreign investment. Since the end of the civil war, Mozambique has experienced strong economic growth due to post-conflict reconstruction (Crawfurd, 2008).

POLITICS

The full country name is Republic of Mozambique (Republica de Moçambique). The government type is a republic. The capital of Mozambique is Maputo. The administrative divisions in Mozambique are ten provinces and one city. As mentioned, Mozambique gained independence on June 25th, 1975 from Portugal. This day is also a national holiday, the Independence Day. The constitution was put into force in November 1990 by the Frelimo government. The legal system of Mozambique is based on the Portuguese civil law system and customary law (CIA World Fact Book, 2008).

The executive branch has a chief of state, which is President Armando Guebuza since 2005. The head of government is Prime Minister Luisa Diogo since 2004. A cabinet is present as well. The president is elected by a popular vote for a five-year term and he is eligible for a second term. The prime minister is appointed by the president. Mozambique has a universal suffrage from the age of 18. The last elections were held in 2004 and the next elections will be in 2009 (CIA World Fact Book, 2008). The legislative branch is a unicameral Assembly of the Republic with 250 seats. The members are directly elected by the popular vote in order to serve for five-year terms. Coming to the judicial branch, a Supreme Court, which is the court of final appeal, is in office. Some of its judges are appointed by the president while some are elected by the Assembly. Other courts include an administrative court, custom courts, maritime courts, courts marshal and labour courts. A separate Constitutional Court, as directed by the Constitution, has never been established (CIA World Fact Book, 2008).

As it was already explained in the History part, a socialist regime was in office in Mozambique for many years. Mozambique turned democratic and tried to develop a capitalist free market system. In Mozambique, hostilities between the Frelimo and Renamo parties were resulting in a big civil war. The war is over since 1992, but still the signs of the war are present, like mines in the ground. The two former hostility parties are nowadays still the biggest parties in the government. According to Donnelly (2008), Mozambique is peaceful and stable by African standards, but its democracy is immature and its institutions weak. A resumption of civil war is extremely unlikely, but tensions between the two political parties Frelimo and Renamo do still simmer, and may intensify in the run-up to general elections due in 2009. The two most important political parties are the Front for the Liberation of Mozambique (Frente de Liberataçao de Moçambique), also called Frelimo, with the leader Armando Emilio Guebuza. The second party is the Mozambique National Resistance- Electoral Union (Resistençia Nacional Moçambicana- Uniao Eleitoral) or Renamo- UE with the leader Afonso Dhlakama.

Several political pressure groups are influencing the Mozambican politics. Mozambique participates in different International organizations like ACP (African, Caribbean and Pacific countries), African Union, United Nations, World Trade Organization, International Monetary Fund and many more. Some transnational issues are present in Mozambique which influence the political situation. One problem is the trafficking of persons for forced labor and sexual exploitation. Another point of international concern is the illicit drugs. Mozambique is a transit country for South Asian hashish and heroin and South American cocaine and self a producer of cannabis (CIA World Fact Book, 2008).

EDUCATION

In Mozambique, males have a school life expectancy average of 9 years, while females go only for 7 years to school. The average of all people is an education of about eight years. 5% of the GDP is invested into education (CIA World Fact Book, 2008). The standard of the Education had experienced a serious drop during and after the Mozambique civil war. During the past years, effort was given to revive the education quality in the country. The importance has been put on the primary schools. With passing times, the enrollment in primary school has risen to higher levels and today, almost 67% of the school-going children complete the 5 years of compulsory primary education. The problem in the education sector is that only a low number of teachers exist. Due to the rise in students, ratio of teachers to students is disproportionate. Teachers were searched rapidly which led to a drop in teaching quality. The government is steadily working towards improving Mozambican education.

ECONOMICS

In 1975, when Mozambique gained its independence, it was one of the poorest countries in the world and the economy was highly underdeveloped (Maps of the World, 2008). Since the independence, Mozambique has economically been dependent on South Africa. Mainly agriculture and mineral resources are produced in Mozambique. In the categories based on levels of economic development (Ball, 2004), Mozambique belongs to the developing countries, which is a classification for the world's lower income nations, which are less technically developed. According to the UNDP (2008), Mozambique has the human development rank 172 out of 177 countries.

After the independence of Mozambique, the socialist regime made a lot of mismanagement in the country. The civil war from 1977 until 1992, which was explained in the History part before, made the economic situation even worse. 1987, the Frelimo government took over a series of macroeconomic reforms in order to stabilize the economy. First steps led to an improvement in the growth rate. In addition to the reforms, donor assistance and political stability since the first multi-party elections in 1994 added to the improvements of the economic growth rate of Mozambique. In the late 1990s, the inflation was reduced enormously. According to the CIA World Fact Book, in 2007, inflation was just 8%. According to Ball (2004), the Gross domestic product (GDP), measures income generated from domestic activity by residents of a country as well as non residents. The GDP growth reached 7, 5%. In 2007, the GDP, the purchasing power parity, was 17.64 billion dollars while the official exchange rate was 7.559 billion dollars.

According to Ball (2004), the Purchasing Power Parity (PPP) is the number of units of a currency required to buy the same amounts of goods and services in the domestic market that one dollar would buy in the United States. In Mozambique in 2007, the PPP was only 800 dollars (CIA World Factbook, 2008). The majority of the inhabitants still remain below the poverty line. The income distribution is a measure of how a nation's income is apportioned among its people, commonly reported as the percentage of income received by population quintiles (Ball, 2004). The income inequality usually increases in the early stages of development. Income is more evenly distributed in richer nations. The majority of the people in Mozambique work in subsistence agriculture. The labour force is around 9.6 million people. 81% of the population works in the agriculture; only 6% in the industry and 13% in services. It is remarkable that only 23% of the GDP is gained from the agricultural sector which makes clear that the income is highly unequal distributed; 30.1% is earned from the industry and 46.9% by the services. This means that 6% of the population gains 30.1% of the money. The unemployment rate is quite high at 21%. The poorest 10% have an income of 2.1% while the richest 10% of the population gain an income of 39.4% of the society. A substantial trade imbalance is present, even if the Mozal aluminum smelter, the country's largest foreign investment project, has increased its export earnings. The foreign debt of Mozambique has been reduced by forgiveness and rescheduling under the IMF's Heavily Indebted Poor Countries (HIPC) and enhanced HIPC initiatives, and is now manageable.

The Public dept of Mozambique lies at 22.2% in 2007. The stock of money is at 1.261 billion in December 2007 while the stock of domestic credit is at 877.2 million. Since around 70% of the population still lives under the poverty line, Mozambique still is one of the poorest countries in the world. According to Maps of the World (2008), the country received an aid of $632.8 billion in the year 2001. The amount of external debt in 2006 was $2.392 billion. At present, the government has been taking various steps for improving the economy of Mozambique. Tourism is also being promoted. According to the Human-needs approach, economic development is a reduction of poverty and unemployment as well as an increase in income, which would improve the Mozambican situation drastically.

Mozambique has the following agricultural products: cotton, cashew nuts, sugarcane, tea, cassava, corn, coconuts, sisal, citrus and tropical fruits, potatoes, sunflowers, beef and poultry. In the industry, it produces food, beverages, chemicals (fertilizer, soap and paints), aluminum, petroleum products, textiles, cement, glass, asbestos and tobacco. Mozambique produces 13.17 billion kWh in electricity, mainly natural gas, and the population consumes 9.127 billion kWh.

The current account balance is -795.1 million dollars. Mozambique exports for 2.412 billion dollars, especially aluminum, prawns, cashews, cotton, sugar, citrus, timber and bulk electricity. The most important export partners are Italy, Belgium, Spain, South Africa, the UK and China. The imports have a value of 2.811 Billion dollars, mainly machinery and equipment, vehicles, fuel, chemicals, metal products, foodstuffs and textiles. The import partners are South Africa, Australia and China. The reserves of foreign exchange and gold are 1.445 billion dollars with an external debt of 4.189 billion. The Mozambican currency is metical (MZM). Mozambique has 147, mostly unpaved, airports. It has a total of 3,123 km railways and 30,400, mostly unpaved, roadways. Further it has 460 km of waterways (Zambezi River navigable to Tete and along Cahora Bassa Lake) and three important ports being Beira, Maputo and Nacala.

According to Ball (2004), it also belongs to the economics of a country, how the population is structured. The population density is the measure of number of inhabitants per area unit. In Mozambique about 25 people are living per sq km. The population distribution is a measure of how inhabitants are distributed over a nation's area. In Mozambique it is important that very many people are living in the South, around the capital Maputo. Also quite many people live at the harbor cities and at the rivers. Often in developing countries, a rural-to-urban shift is visible, which is the movement of a nation's population from rural areas to cities. Also in Mozambique, this movement is visible since 38% of the people are living in urban areas. According to Ball (2008), the Country Risk Assessment (CRA) is important for businesses. The CRA is an evaluation by banks or businesses of a country's economic situation and policies as well as politics before they commit people, money or technology to a foreign country. Donnelly (2008) made a CRA of Mozambique. He wrote that it is positive that the GDP is growing, a structural reform, substantial planned investment in infrastructure, mining and petroleum and strong donor support. Negative is the large gross external financing needs, aid dependence widespread corruption, high levels of violent crime and socio-economic challenges like poverty, illiteracy and HIV/AIDS.

TECHNOLOGY

The Technology Achievement Index (TAI) is a composite measure of technological progress that ranks countries on a comparative global scale. It presents data on the performance of countries in creating and diffusing technology and in building a human skills base. According to the UN (2002), Mozambique has one of the worst Technology Achievement Indexes with only 0.066. With this index, Mozambique belongs clearly to the marginalized countries with an index under 0.2. Technology diffusion and skill building have a long way to go in these countries. Large parts of the population have not benefited from the diffusion of old technology. No data is available for the number of patents registered patents. Neither it is about the receipts of royalties and license fees. This means that no data about the technology creation is available. 12.2% of all goods exports are technology exports. The schooling of people age 15 and above is 1.1 years as a mean. 0.2% is enrolled in tertiary science. These are very small numbers of human skills (Desai, 2002). Coming to the communications in Mozambique, one can say that in 2006, 67,000 telephone main lines have been in use. 3.3 million mobile phones were used and the telephone system is generally weak due to heavy state presence, lack of competition, and high operating costs and charges. The mobile phone network continuously grows. The country code is +258. In 2007, only about 200,000 people used internet with a number of 22,532 internet hosts (CIA World Fact Book, 2008).

ANNEX 2 OVERVIEW OF MOZAMBICAN HEIS IN 2007

	Institution	Students in 2007	Percentage of Total
Public		**51001**	**80,35%**
1	Universidade Eduardo Mondlane (UEM)	16286	23,71%
2	Universidade Pedagógica (UP)	31695	49,93%
3	Instituto Superior de Relações Internacionais (ISRI)	717	1,13%
4	Academia de Ciências Policiais (ACIPOL)	612	0,96%
5	Instituto Superior de Ciências de Saúde (ISCISA)	631	0.99%
6	Academia Militar (AM)	235	0,37%
7	Escola Superior de Ciências Náuticas (ESCN)	362	0,57%
8	Instituto Superior de Contabilidade e Auditoria de Moçambique (ISCAM)	77	0,12%
9	Instituto Superior Politécnico de Gaza (ISPG)	110	0,17%
10	Instituto Superior Politécnico de Manica (ISPM)	112	0,18%
11	Instituto Superior Politecnio de Tete (ISPT)	34	0,05%
12	Universidade Lurio (UniLurio)	130	0,2%
13	Instituto Superior de Administração Pública (ISAP)	0	0%
Private		**12475**	**19,65%**
1	Instituto Superior de Ciências e Tecnologias de Moçambique (ISCTEM)	1435	2,26%
2	Instituto Superior de Transportes e Comunicações (ISUTC)	485	0,76%
3	Universidade Politécnica (A Politécnica)	2663	4,2%
4	Universidade Mussa Bin-Bique (UMBB)	659	1,04%
5	Universidade Católica de Moçambique (UCM)	2276	3,59%
6	Universidade Técnica de Moçambique (UDM)	1068	1,68%
7	Universidade São Tomás de Moçambique (USTM)	1752	2,67%
8	Universidade Jean Piaget de Moçambique (UJPM)	509	0,8%
9	Instituto Superior de Educação Tecnológica (ISET)	181	0,29%
10	Instituto Superior Cristão (ISC)	37	0,06%
11	Escola Superior de Economia e Gestão (ESEG)	1297	2,04%
12	Instituto Superior Dom Bosco (ISDB)	113	0,18%
Total		**63476**	**100%**

Ministry of Education and Culture, 2009

ANNEX 3: PROJECTS OF THE NPT PROGRAMME:

Nr.	Project Name	Mozambican Partner Institution	Project budget (Euro)	Project subject	Project duration	Dutch partner
1	Teacher training using innovative learning methods	UCM	629.968	Teacher Training	15/1/04 – 30/6/06	University Maastricht/ MUNDO
2	Set-up of a structured and coherent HE (sub) sector (CHESS)	MEC	1.525.842	Policy development & management	1/1/04 – 30/6/07	University Twente/ CHEPS
3	Support to teacher training programmes (1 umbrella, 2 outlines)	UEM UP	1.825.000	Teacher Training	1/1/04 – 31/12/07	Free University Amsterdam/ CIS
4	Good Governance and Public Administration (1 umbrella, 4 outlines)	ACTPOL FLCS (UCM) ISAP ISRI	2.975.000	Public Administration	1/1/04 – 31/12/07	Institute for Social Studies
5	Support to the creation of new polytechnics	MEC	1.429.069	Teacher Training	1/1/04 – 31/12/07	Van Hall Larenstein
6	Capacity Building in ICT	MEC	2.002.069	Teacher Training	1/1/06 – 31/12/09	State University Groningen

7	Support to HIV/ Aids research programmes	MEC	1.199.002	Health/ Medicine	1/6/05 – 31/5/09	University Maastricht/ MUNDO
8	Capacity Building for Innovative Learning Methods, 2nd phase	UCM	1.498.772	Teacher Training	15/9/06 – 14/9/10	University Maastricht/ MUNDO
9	Consolidation of the Polytechnic Institutes in Gaza, Manica and Tete	Polytechnics in Gaza, Manica and Tete	2.000.000	Teacher Training and management capacity building		Project still in Tender phase

Nuffic, 2005

ANNEX 4: OUTPUTS GG/PA PROJECT

Outputs		Work in relation to Output, Status 31.12.2007					
No.:	Contents:	Planned start-up	Not started	Initiated	In progress	Final stage	Finalized
1 ISAP	Curricula of CPSAP, PGPAP & BPAP developed and recognized by MEC, MAE and SCR					■	
2	Training/teaching materials & bibliography and reading material supplied					■	
3	A unit for monitoring and evaluation of the CPSAP, PGPAP & BPAP courses established						■
4	At least 150 civil servants participate in the first phase of the Professional Post-Graduate certificate course in Public Administration					■	
5	At least 30 Civil servants have obtained the Professional Post-Graduate diploma in Public Administration						■
6	ISAP's lecturers and management staff trained					■	
7	Opportunity for study tours and/or temporary placements of 5 staff members in similar institutions provided						■
8	Adaptation of ISAPs facilities						■
9 FLCS	6 lecturers trained at postgraduate level: 4 obtained MA degree and 2, PhD degree					■	
10	BA in Public Administration revised/upgraded						■
11	MA curriculum in PA developed						■
12	Research agenda in tune with country's needs & priorities established and in implementation						■
13	Research initiative promoted						■
14	New structure adopted and integrated into the process of reorganizing research and teaching in social sciences and humanities						■
15	Electronic Academic Registration System established to support improvement in Faculty administration						■
16	Training/service packages developed and in-service training events delivered						■
17	Selected public service managers trained as trainers in areas such as Good Governance, Human resource management, strategic planning, action against corruption, etc.					■	
18	PA offices improved.						■
19	Teaching & Research equipment such as computers, worktables, printer, beamer, etc, provided						■
20 ISRI	Public Administration (PA) curriculum reviewed and improved.						■
21	Modules on PA developed						■
22	Books on GG, Public Administration & annotated Bibliography supplied					■	
23	Educational and teaching equipment such as power points, computers, and overhead projectors supplied.						■
24	MA curriculum in PA developed						■
25	6 staff member trained at postgraduate level: 3 MA and 2 PhD					■	
26	Scientific research programme that allows ISRI to contribute to GG is introduced.						■
27	Access to e-mail and Internet facilities for academic staff and students						■
28	An electronic management system for the library installed and in use.						■
29 ACIPOL	Training Needs Assessments on Good Governance and Public Administration conducted						■
30	Five staff trained as trainers in Good Governance and Public Administration subjects as well as ToT						■
31	Curriculum on Good Governance for police officers developed and introduced into ACIPOL's curriculum.						■
32	Two staff members received scholarships (1 MA & 1 PhD) to study good governance abroad.					■	
33	Monitoring & Evaluation system of training courses established			■			
34	Course material prepared and reproduced based on approved curriculum						■
35	60 officers received training for trainers in good governance practices.					■	
36	A system of monitoring and supporting trained officers developed			■			
37	Seven lectures trained to obtain knowledge in the use of ICT in long distance education.						■
38	Twelve auxiliary staff members at ACIPOL trained in the use of computer facilities for Academic Registration and Electronic Library Management.						■

#		C1	C2	C3	C4	C5	C6
39	Regional Work Stations in Maputo, Chimoio and Nampula created						■
40	Library management system based on computers introduced.						■
41	Database of academic records introduced.					■	
42	Production and access to printed materials improved through acquisition of spare parts for the printing machine, improvement in library facilities, and supply of additional library books.						■

Nuffic, 2007

ANNEX 5: LIST OF DONORS

Stakeholder	Institutional
World Bank	- Biggest donor in the field of HE, system and institute level (HEP) US 10m per year - Quality improvement fund (QIF) and Provincial Scholarship Fund, programmes get institutionalized. Provincial scholarship programme in Institute Bolsas Estudo (IBE) - Institutional level: works, goods, staff development, capacity building at UEM, UP, ISRI and MDLN QIF benefited about 20 public and private HEIs in past 5 years.
Netherlands NPT	- 8 different projects, system and institutional, 3/3.5 m Euro per year - 10 HEIs in staff development, capacity building, research, equipment/library, ICT, partnerships, scholarships, staff exchanges and technical assistance. - WB and NPT: Quality Assurance mechanisms, design higher education financing reform scheme, credit transfer system, national HE qualifications framework, development of MDLN (Mozambique Distance Learning Network), feasibility studies and installation of polytechnics. - Embassy> provincial scholarship programme in Nampula for 200 students (500,000 US dollar per year)
Sweden SIDA	- Research capacity UEM
Portuguese Cooperation	- US 2,7m to UEM, UP and UNILURIO
Norway	- Development of capacity building in different sectors, it cannot count as support to higher education in Mozambique as such. Norway do support research, in addition to some Norwegian institutions we support IESE in Mozambique. - Norad is funding some education projects in Mozambique, but it is all basic education (through Save the Children and other NGOs). Norad is also supporting a north - south and south - south higher education programmes through NOMA and NUFU - information can be accessed on http://www.uio.no/english/about_uio/international/ and www.norad.no
Germany	- Higher education institutes and universities are founded indirectly. The DAAD (Deutscher Akademischer Austauschdienst) gives a number of stipendiums for graduates every year. Depending on the quality of the applicants, 1-5 graduates go to Germany to study every year. - German universities help via formal and informal partnerships, especially the University of Dresden, Magdeburg and Leipzig.
Spain	- For undergraduate: based in Cabo Delgado and looking to spread fellowships over all sectors - For post-graduate in Spain depending on Universities more than with sectors. Staff exchanges, visiting professors - aprox. 200.000 US$/year undergraduate fellowships, aprox. 30.000 US$ to 2-3 post-graduate fellowships in Spain (AECID, Spanish Agency of International Cooperation for Development) fellowship programmes (Implemented by NGO), future support through IBE
Italian Cooperation	US 1 m to UEM architecture and urban planning sector
Belgium	VLIR- Fellowship Programme
	Bilateral agencies target one or few specific HEIs and provide support in scholarships, staff development, exchange programmes, research, equipment/ library, institutional capacity building (Finland, Sweden, Portugal, Italy)

Collected by Mareike van der Ende, 2009

ANNEX 6: LEGEND

Legend of the rating of the tables:
High   = A strong asset in effective implementation of legal objectives
Moderate   = Conducive to effective implementation, although some problems
Low   = Notable obstacle to effective implementation
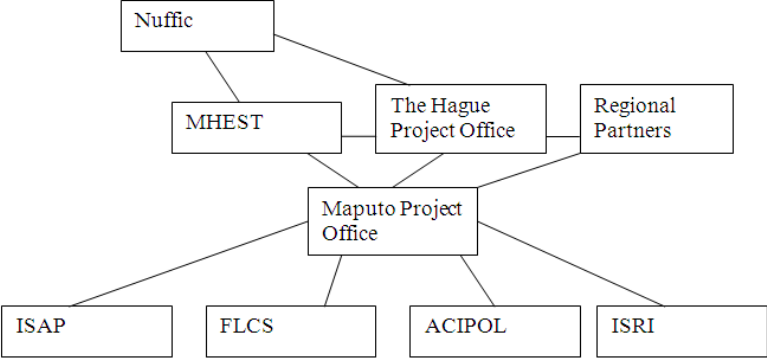
ANNEX 7: PROJECT IDENTIFICATION BY NUFFIC

The Nuffic funds can be given to organizations in the South that play an important role in the development of post-secondary education and training capacity. These include institutions for post-secondary education, government ministries, national commissions, and non-governmental organizations (NGOs). A tender procedure is used to ensure that supply and demand are matched in a transparent and objective way. The organizations in the South have to draft Project Outlines which form the basis of the Calls for Tender, which are published in the Netherlands afterwards. Dutch providers can submit project proposals based on the calls for tender. A tender evaluation committee (TEC), including the Southern partner, chooses the Dutch provider. At the end of the process, grants are awarded that take into account both content and price to both partners for the implementation of the project. The final project includes an implementation plan for the first year and an indicative plan for the remaining years and is submitted to Nuffic for approval. The process which leads to concrete projects in Mozambique included the following steps:

Step	Stakeholder	Action
1. Demand Identification	MHEST	- Demand Identification Report indicates the planned outputs and intended effects of the NPT programmes (MHEST, 2003) - Broader objectives of the NPT programmes are supposed to be fulfilled with separate projects - In line with PEES The overall objective was that the NPT programme would provide a sustained and increased availability (in quantity and quality) of manpower and know-how answering the needs of specific sectors. The specific objectives were - First to strengthen the capacity of national/ system institutions to support post-secondary education and the provision of training opportunities; - Second to strengthen the capacity of NPT supported education and training institutions to support specific sectors of post-secondary education and training. The MHEST identified the following priority areas for the NPT programmes in the DIR: - Good Governance and public administration - Support to teacher training programmes - Support to the creation of new polytechnics - Support for HIV/Aids research programmes - Set-up of a structured and coherent HE (sub) sector - Information and Communication Technology (ICT) - Provincial scholarship programme
2. Project outline and selection of Projects according to DIR	Mozambican institutions, MHEST	- Submit project outlines for projects fitting in the areas selected in the DIR - MHEST selected the best among them - Allocates NPT budget
3. Process of Tender	Dutch institutions, Nuffic, Tender Evaluation Commission	- Nuffic invited interested parties to submit proposals on the basis of the project outlines - After reception of the proposal a Tender Evaluation Commission was installed composed of a Mozambican representative, a subject expert and a Nuffic staff member - 8 projects were tendered in Mozambique
4. Inception Phase	Mozambican and Dutch institutions	- Together work out the final project document that establishes the approach and activities to be undertaken by the project - Use project outline, selected proposal and recommendations of TEC selection report - Reinforce Mozambican HEI's ownership and commitment

Nuffic, 2005

ANNEX 8: GG/PA PROJECT- THE ORGANIZATIONAL STRUCTURE

Good Governance/ Public Administration project organizational structure:

Nuffic, 2007