Building Peace or Fuelling Conflicts?
Governance in Post-Conflict Countries

The Challenge to Reform
The Mozambican Experience

Adelino Jaime da Cruz
Former Director of Public Sector Reform Unit
Mozambique

PREM Learning Week
May 3, 2006
Washington DC
Creating Conditions to Reform
Main Challenges
Main Results
The Sequencing of Reforms: What Comes First
Success or Failure?
Lessons Learnt
Creating Conditions to Reform

- **Four Phases of Reforms In Mozambique:**
  - National Independence & One Strong Party - FRELIMO, After 10 years of War Against Colonial Regime, 1975; The Rate of illiteracy 93% (in 1975);
  - Introduction of Economy of Market, 1986;
  - Multiparty Constitution, 1990;
  - Public Sector Reform Strategy, 2000;

- **Diagnosis:** Centralization, Weak Rule of Law, Bureaucracy, Deficit of Qualified Staff (20% With Higher and Medium Level of Education), Weakness of Accountability Mechanisms, Weak Level of Access and Quality of Basic Services, as Consequence - Corruption (failure of the Systems of Governance);

- **Main Objective Of The Reform:** Improve Governance, Service Delivery & Poverty Reduction

- **Institutional Framework:** Established CIRESP (Committee For Public Sector Reform, Chaired by Prime Minister and UTRESP (Public Sector Reform Technical Unit, to Assist Central Government Through CIRESP, Ministries and Provinces)

- **Staffing UTRESP:** Not easy, it was a Long and Difficulty Process. Combine Qualified Young Professionals With Experienced International Consultants (2000-2003).

- **Role of UTRESP:** Technical Assistance, Supervision, Coordination, Facilitation, Provision of Ideas and Strategic Vision, Production of Ideas. Not Execution, this is Responsibility of Ministries and Provinces.

- **Participatory Process of Designing, Developing and Implementing the Strategy:** Meeting Stakeholders With Regularity: Public Sector, Public Companies, Private Sector, Media, NGOs, Political Parties Including the Opposition, Donors, Including World Bank in Moz the Project is a Grant),Civil Society in General.
Main Challenges

- A Broad Agenda: All Public Sector Institutions and Concerns About Improving Services
- Macro-level Outputs (Restructured Entities, Decentralized Government, Better Policies) do Not Have Immediate Public Visibility, It is Process. Raising Concerns for Impact
- Reform Agenda Poses Substantial Demand for Qualified Professionals, a Deficit in Mozambican Public Service (80% With low Level of Education)
- Agenda Ownership: Only in 2005 Public Sector Reform Became Part of Government Five Year Program. At the Beginning it was Project of Reform
- Eventual Political Risks of Reforms, eg. Retrenchment of Staff
- Mainstreaming and Decentralized Implementation, Will Increase Accountability of Public Sectors in the Implementation
- Sustainability: Over 90% of Reforms are Donor Funded. Macro-economic Factors May Constrain Government Ability to Increase Its Contribution to PSR, e.g. Pay Policy.
Sequencing

Two Phases Defined

- **Phase I (2001-2005):** Create the Necessary Basic Conditions for Further Reforms Implementation - Governance Mechanisms, Methodological and Legal Frameworks, Public and Political Mobilization, Change Capacity Development (Long Process then Long Term Impact for Citizens) and
  - Implementation of Selected *Quick Wins* (Short Term, Visibility, Immediate Impact for Citizens)

- **Phase II (2006-2011):** Further Development and Consolidation of Reforms Already Initiated
Results

Decentralization Law: Radical Approach to Roles, Functions and Relationship Between Central and Local Government


Procurement: New Procurement Regulation Approved Conforming to International best Practice. It was a Very Hard and Long Process of Discussions and Negotiations with Different Stakeholders (Public Sector, Private Sector, Civil Society and Donors)

Quality of Service Provision: Decree 15/2001 Mandating Improvement and Simplification of Services Across Public Sector Organizations

Several One Stop Shops: Focusing on Simplifications of Procedures in Business Licensing - Reduction of Steps to Have a License. Still More then 100 Steps.
Results

**Quick Wins:** a number of initiatives have targeted specific services improvements such as land tenure, school registration, drivers license, car registration pre-shipment inspection

**GovNet & e-Government:** GovNet in implementation and e-Government Strategy in the Making

**Anti-corrpution Efforts:**
- National Survey on Governance and Corruption (in 2004);
- Anti-corruption Strategy was Approved by Cabinet last April (2006-2009)
- Approved the Law on Fighting Corruption and Establishment of the Anti-Corruption Unit in the Attorney General Office with the aim of Accelerating the Prospectus of Investigation and Prosecution Corruption;
- Approved the Law Dealing With the Rights, duties and Rules of Discipline and Conduct of Leaders - President, Prime Minister, Ministers, Provincial Governors, District Administrators;

**Professionalizing Public Service:** Development of a Commun Personnel Data Base, Salary Reform, Training Public Servants in Formal Institutions and Change Management Network;

**Restructuring:** Does not mean Designing Charts With the best Software in Windows. The Functional Reviews Are Moving Into Restructuring Plans With Attention into *Improving Service Delivery*
Lessons Learnt

1. **Level of political Leadership and and Sponsorship of Reforms Initiatives in the Sectors** is the Most Critical Factor for Successful Implementation of Change Projects

2. **The Agenda of The Reform** must be Adjusted to Some Areas Focusing on: Governance, Finances including Treasure, Police, Justice, Education, Health and Agriculture

3. **Effective Restructuring** must be Oriented to **Few Ministries** and Moving into *Improving Service Delivery* With Real Impact on Citizens Through Poverty Reduction

4. **The Existence of Quick Wins - Immediate and Short Terms Initiatives** is a Vital Strategy for Program Survival

5. **Changes in Attitude Require Triggers**. Those need to be built in the Programs, e.g. *Performance Management Systems*

6. **It Takes Time to Reform Public Institutions**. African Countries, Particularly Mozambique, are Pressured to Achieve this in a Short Span of Time

7. **Effective Implementation** is only Possible if Public Sector Reform is Mainstreamed in Both Planning and Monitoring Systems of Government Institutions
Success or Failure?

Too soon to say!

✓ Phase I Objectives Have Been Achieved

✓ Areas Where Less Progress has been Made Present Important Lessons for Phase II, for Example Functional Analysis and Restructuring Where it is Obvious that a More Focused Concentration on Service Delivery is Likely to be More Visible and Attractive to the Public

✓ Justice Sector Reforms are More Likely to Pick up Speed if Mainstreamed, Decentralized and Owned by the Institutions of Justice Administration
1. Mainstreaming and Decentralizing Implementation

2. Selection and Focus on a Strategic set of Interventions, both Politically Feasible and High-Impact Initiatives Targeting Culture & Behavior Change and Relevant Services Provision

3. Reinforce Accountability of Public Organizations in the Implementation of Reforms

4. Strengthen Change Demand-Mechanisms both From the Political Level and From the Civil Society and Private sector

5. *Patience and Resilience*
Thank You!