

Skillshare Africa's programme in southern Africa

# Mozambique Country Plan 1999-2004



**Statement of purpose:** Skillshare Africa works for sustainable development in partnership with the people and communities of southern Africa. We do this by sharing and developing skills, facilitating organisational effectiveness, and supporting organisational growth.

**Values**

We have identified overall values which will guide our work. Skillshare Africa:

- recognises the right of people and communities to determine and develop their own future.
- is committed to organisational and individual development.
- believes working in partnership is central to effective economic and social development.

**Strategic objectives**

We have identified five key strategic objectives:

- to assist the reduction of poverty, improve living conditions and create long-term sustainable livelihoods through support for the development process both regionally and in each country where Skillshare Africa operates.
- to develop broad-based partnerships with organisations in southern Africa, working jointly with them to identify their needs in relation to skills and organisational development.
- to identify varied and innovative ways in which the needs of partner organisations can be met within the context of the evolving needs of the region, drawing on and learning from examples of good programme practice.

- to widen understanding and awareness of the importance of international development work through the building of a broader constituency.
- to develop and diversify our resource base, in terms of organisational, human and financial resources, leading to an enhancement of our activities.

Skillshare Africa has developed a new Corporate Strategy setting out our statement of purpose, values and strategic objectives for the five-year period 1999-2004.

At the same time, individual Country Plans are being developed for Skillshare Africa's programmes in each of the countries we work with in southern Africa.

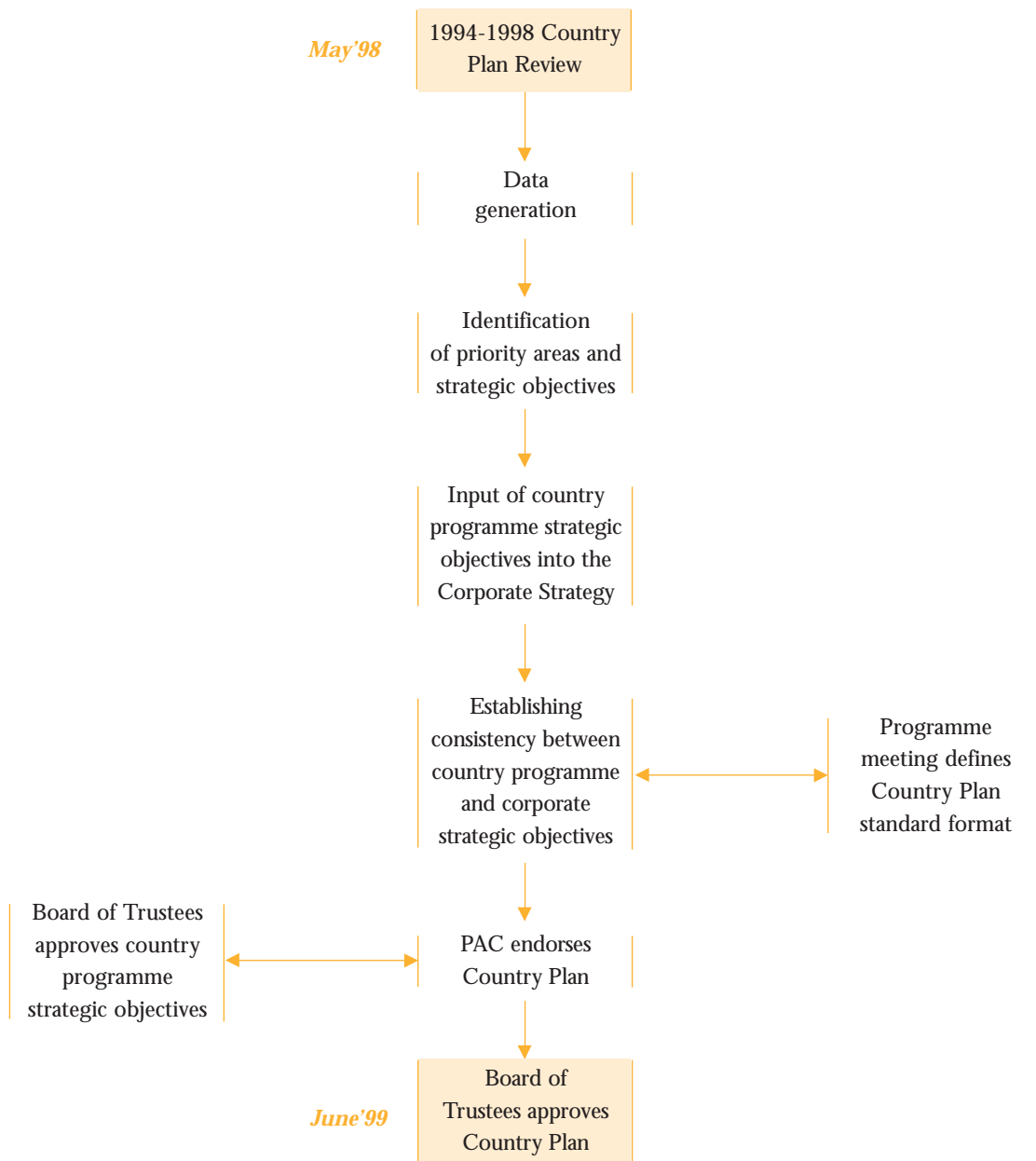
These plans interpret our broader corporate objectives as more specific programme strategic objectives that identify the contribution we will be making in those countries.

Each plan also puts the particular development needs of that country in context, as well as giving background information to Skillshare Africa's involvement.

The development of the new Country Plans has been a process of review and consultation involving the participation of people connected to Skillshare Africa both internally and externally in each country. Participants have included Skillshare Africa's Country Office staff, Programme Advisory Committee (PAC) members drawn from the local community, programme partners and serving development workers.



# Mozambique Country Plan Development Process



## Country Context

### *The dimension of Human Development*

Mozambique is a country with an area of 799,380 square kilometres and an estimated population of 17,299,184, according to the 1998 National Human Development Report (NHDR). Independence was gained in 1975 after 11 years of armed struggle for liberation. However, the country had to face a war against Rhodesia from 1976 to 1980, and then a civil war (1981 to 1992) waged and sponsored by the South Africa apartheid regime. These resulted in one and a half million refugees outside the country and about four million displaced people within its borders.

The civil war left Mozambique as the poorest nation in the world. In 1995 it occupied 166th place out of 174 countries the world over, with a Human Development Index of 0.281 (UNDP 1998 Human Development Report, data from 1995).

Since the peace agreement signed in 1992 and the holding of the general elections in 1994, considerable progress in terms of peace, stability and national unity have been made. Democratic institutions have been consolidated at a national level. Political debate is conducted in the Assembly of the Republic with Frelimo and Renamo making up two of the main protagonists. The recent local elections are likely to accelerate the process of decentralisation through the creation of new municipalities which will enjoy greater financial and political autonomy.

The Structural Adjustment Programme (SAP) introduced by the government in 1987 was transformed into a Programme for Economic and Social Rehabilitation in the post-war period, which made a considerable impact on the country's economic recovery. The Gross Domestic Product grew by 6% in 1996, 14.1% in 1997 (figures from 1998 NHDR) and 11.3% in 1998 (according to the Economist Intelligence Unit: Mozambique County Profile, 1999 - 2000), while inflation fell from 70% in 1994 to 5.8% in 1997 and - 1.3% the following year.

Reforms and successes in the economic area had an immediate effect on the Human Development Index. According to the 1998 NHDR, the greatest benefits brought by peace and political stability were in education and the economy. There have been significant improvements in the adult literacy rate and the school enrolment rate. In economic terms, the Gross Domestic Product per capita rose from \$US 959 in 1995 to an estimated \$US 1,439.60 (forecast) in 1998. This growth resulted in the improvement of Human Development Index from 0.281 in 1995 to 0.357 in 1998.

Despite the economic successes, two-thirds of the population were living in absolute poverty in 1997 (according to 1998 NHDR). The majority of the population lives in the rural areas, where living conditions are often precarious. This has resulted in increasing migration from the rural areas to the urban centres.

Although blessed with large energy and mineral reserves, fertile soil, a coastline with abundant stocks of fish and extensive forests and despite the economic recovery over the last few years, Mozambique continues to be one of the poorest countries in the world. For this reason, it still relies on foreign aid.

Widespread poverty continues to cause the marginalisation of an ever increasing number of citizens who try to survive by resorting to criminal behaviour. Their conduct threatens the sense of well-being and physical security of the population. This tendency to crime can assume violent forms, creating dangerous precedents in a country which only recently experienced warfare and where there is still a large stock of armaments available.

In macro-economic terms, Mozambique faces the following challenges:

1. International investment is limited and inadequate to meet the need to bring about the recovery of fundamental infrastructures required to transport goods and people and to stimulate industry. Only a trickle of new jobs have been created at a very slow pace, far fewer than are needed to absorb the large number of unemployed workers.
2. Agricultural production is lower than the demand and unable to meet the country's needs. The agricultural companies are still in their infancy, and small commercial family farms have still not received the necessary support to speed up their recovery. Traditional family production, particularly in the more remote areas of the country, is clinging on the threshold of self-sufficiency.

3. The limited transport network is likely to compound obstacles to the development of agriculture in many areas throughout the country, where difficulties of access lead to problems in acquiring inputs and access to markets for supply surpluses.

4. The rehabilitation of infrastructure, support services and social services (such as health centres, schools, social security services, housing, transport and technical support for the productive sectors) has been slow and even when it is done, it generally proves difficult to sustain effective functioning. The shortage of skilled staff and financial and technical resources means that it is difficult to foresee a considerable improvement in the short-term in these areas.

Mozambique's economy is essentially agrarian. Agriculture represents about 40% of the Gross Domestic Product and accounts for around 60% of exports. Some 85% of the population depend on agriculture. Despite this, and the good harvests brought in over the last few years, Mozambique still faces a deficit in the production of cereals in relation to the demand for consumption.

The central objective of the government's long-term strategy is to alleviate poverty by encouraging economic growth based on labour intensive activities, in conditions of peace, stability and national unity. The key priority is the reduction of poverty in the rural areas where 90% of the population lives.

To attain the overall objective of poverty reduction, the government has focused its attention on four main areas of activity, namely:

- a) the recovery of key infrastructure;*
- b) the restoration of agricultural production;*
- c) the creation of a business environment which is favourable to private investment, and*
- d) the development of human resources.*

In the rural zones, the government's strategy to increase the population's income has focused on the liberalisation of agricultural markets and on investment in the rural infrastructure, in particular in the expansion of the network of roads in the countryside.

It is hoped that these initiatives will open up new market opportunities for rural producers, stimulating sales and resulting in better prices. In turn, this should lead to the expansion of agricultural production, increased levels of employment on agricultural farms and better returns for producers. Other anticipated spin-offs include a boost to non-agricultural employment in the rural areas, either as a direct consequence of the implementation of labour intensive projects to develop rural infrastructure, or indirectly, through new business opportunities and demand generated by the rising incomes.

In the mid-term, the government has defined, among others, the following objectives:

- a) the implementation of macro-economic policies to correct the structural distortions in the economy*
- b) a better distribution of incomes, as a means of promoting increased social equality;*
- c) the strengthening of public administration, and*
- d) encouragement to increase investment in the private sector.*

Within the context previously described, Skillshare Africa considers that it is essential to support the government strategy to combat poverty while at the same time developing initiatives of co-operation with national Non-Governmental Organisations (NGOs) in their quest for improvement in living conditions.

This is the context which determined the identification of the strategic objectives and areas of Skillshare Africa programme activity in Mozambique, especially in the areas of health, education, local government, rural development, food production and environment. These programme activities aim to contribute to the efforts to improve the Human Development Index and to consolidate the country's democratic structures.

### **Background to Skillshare Africa in Mozambique**

Skillshare Africa has been working in southern Africa in support of sustainable development since 1990, having grown from the overseas programme of International Voluntary Service (IVS), an organisation whose involvement in long-term development commenced in the 1960s.

Skillshare Africa currently works in six countries in southern Africa, namely Botswana, Lesotho, Mozambique, Namibia, South Africa and Swaziland.

Since IVS began its activities in Mozambique in 1979, it has provided more than 300 development workers, especially in the areas of health and education. In the health sector, the main activities during this period consisted of the rehabilitation of its infrastructure with the financial support from the European Union and technical (medical) assistance at the Provincial Hospital of Lichinga, the Provincial Hospital of Pemba, the Central Hospital of Nampula, the Provincial Hospital of Chimoio and the Provincial Directorate of Health of Maputo.

In education, efforts have concentrated on providing support for courses in textiles and pottery in the School of Visual Arts and the teaching of English in institutions of higher education, specifically the Eduardo Mondlane University,

the Pedagogical University of Beira, the Catholic University of Nampula the University of Cuamba, and also in secondary schools in the provinces of Zambézia and Nampula.

Skillshare Africa has also been committed to the provision of technical assistance through development workers to the Services of Physical Planning not only in the Province of Sofala and the City of Beira, but also at the national level.

More recently, and in the follow-up of the co-operation launched in the 1980's, Skillshare Africa has re-established its support and co-operation with the Institute for the Development of Small-Scale Fisheries (IDPPE).

Over the next five years, we will strive to maintain and reinforce our support to these areas of activity, while at the same time developing new partnerships.

### **Skillshare Africa's country programme strategic objectives**

#### *Health Care*

Mozambique inherited a health system from the colonial period, which concentrated mostly on the urban centres. Other regions were covered by health units run by religious institutions that offered mostly curative medicine.

Since the country's independence, the structure of the national health system has evolved on the following basis in order to offer medical assistance and medication to the whole population:

- a) expansion of the health network and of the benefits of the national health system to the entire country, giving priority to preventive medicine;*
- b) the development of national health care units, and*
- c) the definition and implementation of adequate strategies to combat the most common diseases.*

The reforms introduced in 1991 reinforced the principles of the health policy, specifically focusing on:

- a) optimisation of the benefits by using the resources available;*
- b) equality in the distribution of resources and in the access to health care among different regions and social groups;*
- c) freedom of users to choose from the suppliers of health care;*
- d) co-existence of the public and private sectors;*
- e) preservation of the foundations and of good practice gained by the national health service in the area of primary health care and essential drugs.*

According to the NHDR (1998), the average life expectancy at birth is 46.3 years, while the overall mortality rate is 18.6 per 1,000 inhabitants. The infant mortality rate is 134 per 1,000 inhabitants. AIDS is becoming a major problem, and it is estimated that 10% of the population is HIV positive.

One in three health posts and one in every five health centres closed down or was destroyed during the war. The government has been committed to accelerate the process of rebuilding these facilities. In 1997, 1,054 units were operating.

The objectives defined for the health sector and which have been re-stated in the Sector Policy Paper are as follows:

- Reduction of mortality and morbidity rates and of suffering, particularly among the most vulnerable groups such as women, children and people displaced as result of war or natural disasters.
- Preservation of primary healthcare as the foundation for good quality and sustainable health care with access to the majority of the population.
- Development of the technical and managerial capacity of the Ministry of Health in planning, implementation and evaluation of health care and supporting services.

During the next five years, we will:

- *improve access to health care services for rural communities by helping build the capacity of health care institutions at district and local levels through skills development.*
- *support the delivery of primary health care programmes to rural communities at district and local levels through skills development.*

#### *Education, Training and Employment*

Education is an essential pre-condition for sustainable development in Mozambique. The current educational system reflects the recent history of Mozambique.

As soon as independence was gained the government believed that rapid expansion of the education system was a fundamental necessity for national development. Therefore the education system was thoroughly overhauled and the rate of expansion could be described as explosive. This stood in stark contrast with the former colonial policy which had excluded the majority of the population.

Although remarkable results were achieved in a short space of time and by 1992 the illiteracy rate was 66%, the intensification of the war hampered this progress (Economist Intelligence Unit, Mozambique Country Profile 1999-2000).

Of the 5,886 primary schools existing in 1983, only 3,384 were still open by 1992, as the remainder had been destroyed during the war.

Again, to quote NHDR (1998), in 1995 only 40.1% of the adult population was literate, 57.7% and 23.3% being the figures for men and women, respectively.

These factors mean that the rehabilitation, expansion and improvement of the national education system have become critical elements in the present government strategy for development, both in the short and long-term. In the long-term, universal access to education of acceptable quality is essential for the development of human resources and more equitable economic growth.

In this context, government policy has given priority to the strengthening of the primary school network. In 1997, 5,689 schools were operating, almost back to pre-civil war figures. In addition, the government aims to increase the current budget allocation for education from 17% to 22% and then 25% over the next few years. This will make education the second most important beneficiary of public investment after roads.

It has been forecast that the growth of the adult literacy rate rose from 40.1% in 1995 to 63% by 1998 (1998 NHDR), and the gross enrolment rate from 25% to 42% during the same period.

During the next five years, we will:

- *help build capacity in the delivery of English language training at university, secondary school and district levels through support for teacher training programmes.*
- *assist in improving the quality of training in visual arts through the provision of student training, curriculum development and teacher training in partnership with the School of Visual Arts in Maputo.*

#### *Local Administration: Municipalities*

Mozambique covers an area of 799,380 square kilometres. It is divided into 10 provinces plus the City of Maputo. The provinces are further divided into districts and then once more into localities. In the whole country, there are 124 districts, 394 administrative posts and 1,042 localities.

The districts and, in particular, the localities represent the most direct link between the citizens and the basic services which influence their standards of living and the Human Development Index, such as education, health, drinking water, access to land and housing and support for productive activities which generate the income of individuals and households.

In the locality, the citizens are able to participate in and influence the democratic structures of local government in order to improve the supply of goods and services to the community that is served by them. The locality will also represent the fundamental source of revenue for the State once economic activities have been fully restored.

Consequently, the proper functioning of the State at local level is essential to the consolidation of democracy and improvement of the population's living standards. For this reason, decentralisation of the State administration has been one of the priorities of government policy. In 1998, local elections were held in 33 of the most important towns and cities in order to promote the decentralisation of political authority and to create local governments which are representative of their communities. The intention is to extend this practice to the districts and, eventually, to the localities.

During the next five years, we will:

- *strengthen democratic processes and good governance by helping rural communities to participate in the decision-making process in the municipalities of Angoche and Nacala.*
- *help build the capacity of the municipal authorities in Angoche and Nacala to deliver municipal services to local communities.*

#### *Rural Development*

The great majority of the population of Mozambique lives in the rural zones, and these were the people who suffered most in the war, facing internal displacement and exodus to neighbouring countries merely to survive.

Not only did the war create more than 1.5 million refugees in the neighbouring countries and more than 4 million displaced people within Mozambique, it also caused the almost total paralysis of traditional family agriculture and the destruction of the infrastructure which supported the rural livelihoods, such as roads and bridges, agricultural marketing outlets, schools, health units and systems of water and power supply.

Such destruction hindered the furtherance of the social and economic development of the populations in rural areas and in fact, reversed it.

According to RNDH (1998):

- 54.3% of the rural population get water from wells
- 36.5% of the rural population get it from surface water (rivers, lakes, etc.)
- 73.2% of the rural population has no access to health facilities of any type
- 89.5% of the rural population lives in homes where the floor consists of natural soil

This shows the level of deprivation faced by the rural population. The situation is further aggravated if we consider that the destruction of health and education infrastructures took place almost exclusively in the rural areas.

During the next five years, we will:

- *improve the living standards of rural communities in Nampula and Maputo provinces through support for agricultural production, the rearing of livestock, and other income-generation programmes.*
- *help build capacity in the provision of health care, education and water services to rural communities in Nampula and Maputo provinces through skills development.*
- *improve access for rural communities in Nampula and Maputo provinces to markets by supporting the rehabilitation of rural roads.*

### *Food production*

Mozambique has the potential to be a country rich in food production, especially agricultural, livestock and fishing products. However, successive years of war damaged and shrunk commercial agricultural farming, paralysed traditional family agricultural farming, destroyed most livestock and blocked roads, making it difficult for the few remaining agricultural units to operate.

The economic stability accomplished through the 1992 peace agreement and the elections held in 1994, combined with good climatic conditions and economic reforms introduced during the same period, had an immediate impact in improving the agricultural production, especially for the traditional family sector.

As result of the above, Mozambique was able to cut down on imports of grain from 1.2 million tons in 1992/93 to 201,000 tons in 1997/98, becoming currently self-sufficient in maize.

During the war, the industrial and semi-industrial fishing sector was hardly affected by the conflict, sustaining an annual catch of 500,000 tons of fishing products which became one of the main sources of export. In contrast, tens of thousands of traditional fishermen and their families, most of whom live in remote areas and depend on the distribution and supply of materials, were more severely affected by war.

Currently, the total capacity of food production, one of the main potential sources of income for the majority of the population and consequently for poverty reduction, is far from being used and suffers constraints owing to the poor state of the infra-structure.

During the next five years, we will:

- *build capacity and increase production of the small-scale fisheries by assisting with skills development in the Institute of the Development of Small-Scale Fisheries (IDPPE).*

### *Environment*

Mozambique is a country with plenty of water, forestry and wildlife resources. Its coastline stretches for 2,500 kilometres and offers tremendous potential for tourism. The forestry area is estimated to cover 19 million hectares.

The environment was one of the sectors most affected by the war, especially Mozambique's forests and wildlife. Due to the scarcity of other sources of energy, it is calculated that the consumption of firewood has reached an average of 400,000 tons per annum. Such plundering counteracted the reforestation efforts and caused further deterioration of the environment.

During the next five years, we will:

- *help improve environmental management through support for physical planning and environmental protection programmes.*

### **Monitoring and evaluation**

The implementation of the Country Plan will, throughout the five-year period, be regularly monitored against the strategic objectives defined, as well as at the level of specific programme activities with partner organisations. This will be done using the appropriate systems already in place or creating the necessary systems for this purpose.

The Country Plan will also be evaluated at the mid-term point, after two and a half years, and at the end of the five-year period. These evaluations will look at the impact of the programme at the level of the beneficiaries, in relation to the strategic objectives and long-term partnerships with programme partners.

The strategic objectives will be reviewed on an annual basis and updated, if necessary, according to changes in the country's needs.

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