An Roinn Gnóthaí Eachtracha agus Trádála
Department of Foreign Affairs and Trade

EVALUATION OF IRISH AID'S PROVINCIAL PROGRAMME IN INHAMBANE AND NIASSA PROVINCES, MOZAMBIQUE 2007-2016

Evaluation and Audit Unit

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Contents

List of Tables 4

List of Figures 4

List of Boxes 4

Acknowledgements 6

Acronyms and Abbreviations 7

Executive Summary 9

Chapter 1 Introduction 12

1.1 Background to the Evaluation 12
1.2 Rationale for the Evaluation 12
1.3 Focus and Scope of the Evaluation 13
1.4 Key Evaluation Questions 13
1.5 Evaluation Approach and Methodology (including limitations) 15

Chapter 2 Irish Aid's Provincial Programme in Mozambique 17

2.1 Mozambique Country Context 17
2.2 Irish Aid's Country Strategies 20
2.3 Background and Rationale for Provincial Programming 21
2.4 Resources and Financial Management 25

Chapter 3 Complementarity and Policy Coherence 28

Chapter 4 Irish Aid's Contribution to Provincial Development 32

4.1 Reducing Vulnerability and enhancing Livelihoods of Poor People 32
4.2 Health and Education Outcomes for the Poor 37
4.3 Building Capacity for Good Governance 39
4.4 Factors Influencing the Achievement of Objectives 44

Chapter 5 **Strengthening knowledge and capacity for effective dialogue** 47

Chapter 6 **Role of the Provincial Liaison offices** 51

Chapter 7 **Continued relevance given the development context in Mozambique** 54

Chapter 8 **Conclusions** 57

Chapter 9 **Recommendations** 63

Appendix 1 **Terms of Reference** 66

Appendix 2 **Irish Aid Expenditure in the Provinces 2007 to 2016** 72

Appendix 3 **List of People Interviewed** 73

Appendix 4 **Documents Referenced** 77

Appendix 5: **2012-2015 CSP Logic Model** 79

List of Tables

Table 1 Irish Aid Partners Niassa Province 2011-2016 23
Table 2 Irish Aid Partners Inhambane Province, 2011-2016 24
Table 3 Overall Expenditure in the Provinces since 2011, € 26
Table 4 Budget allocation of Irish Aid funds by the Niassa Provincial Secretariat 2013-2016, Meticais 41
Table 5: Support to Provincial Governments and Local Civil Society Organisations, 2008-16 (€M) 42

List of Figures

Figure 1: Map of Mozambique 5
Figure 2 Niassa Province 19
Figure 3 Inhambane Province 19
Figure 4 Flow of Funds 27
Figure 5 OFSP Crops in Niassa 33

List of Boxes

Box 1 Household Survey Results in the Provinces 18
Box 2: The PROSAN Project in Inhambane 34
Box 3: Irish Aid Support to Combatting Malnutrition in Niassa 36
Box 4: Support to Decentralised Planning 39
Box 5: Support to Demand Side Accountability 43

Figure 1: Map of Mozambique

National Capital
Provincial capitals
Main towns
Gaza Provinces

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The views expressed in this report are those of the evaluation team and do not necessarily reflect the opinion or views of the Department of Foreign Affairs and Trade.

Acronyms and Abbreviations

ARV	Anti-Retro Viral
CEP	Citizen Engagement Programme
CIP	International Potato Centre
CUT	*Conta Única do Tesouro*, Central Treasury Account
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DPA	Provincial Directorate for Agriculture
DPMAS	Provincial Directorate for Women and Social Action
FASE	Education Sector Programme
FFS	Farmer Field Schools
FONAGNI	Provincial NGO Forum, Niassa
FOPROI	Provincial NGO Forum, Inhambane
GBS	General Budget Support
GIZ	German Technical Cooperation
GoM	Government of Mozambique
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus Infection/Acquired Immune Deficiency Syndrome
HQ	Headquarters
IA	Irish Aid
IESE	Institute of Social and Economic Studies
IMF	International Monetary Fund
INGC	National Institute for Disaster Management
M&E	Monitoring and Evaluation
MAP	Multiannual Plan
MASC	Civil Society Support Mechanism
MDG	Millennium Development Goals
MINED	Ministry of Education
MMCAS	Ministry for Women and the Coordination of Social Action
MoU	Memorandum of Understanding
NGOs	Non-Governmental Organisations
OFSW	Orange Flesh Sweet Potato

PAEG	Programme Appraisal Evaluation Group
PAMRDC	Multi-Sectoral Action Plan for the Reduction of Chronic Malnutrition
PARP	*Plano de Acção para a Redução da Pobreza* , 2010-14, Action Plan for the Reduction of Poverty
PARPA II	*Plano de Acção para a Redução da Pobreza Absoluta*, 2006-2009, Action Plan for the Reduction of Absolute Poverty
PES	*Plano Economico Social* Social and Economic Plan
PFM	Public Finance management
PLO	Provincial Liaison Office
PNPFD	National Decentralised Planning and Finance Programme
PROSAN	Food Security and Nutrition Project
PROSAUDE	Pró Saúde Associação Beneficente de Assistência Social e Hospitalar, Health Sector Programme
PRSP	Poverty Reduction Strategy Paper
SETSAN	*Secretariado Técnico de Segurança Alimentar e Nutricional,* Technical Secretariat for Food Security and Nutrition
SISTAFE	*Sistema de Administração Financeira do Estado*, State System for Financial Administration
SMoDD	*Sistema de Monitoria do Desenvolvimento do Distrito,* District Performance Monitoring System
ToR	Terms of Reference
UN	United Nations
WHO	World Health Organisation

Executive Summary

Introduction

This evaluation examined Irish Aid's engagements in Inhambane and Niassa, Mozambique from 2007 to 2016. The provincial component of the overall country programme has provided financial support averaging approximately €1 million a year to each of the Provincial Governments, as well as funding to non-state actors. Total programme expenditure in Mozambique during the period under review ranged from €24 million to €41 million per year.

Focus and Purpose of the Review

While the Mid-Term Review of the Country Strategy Paper (CSP) carried out in 2015 broadly endorsed the validity and relevance of Irish Aid's provincial engagement, it did not assess its overall effectiveness and performance. As Embassy Maputo are planning a new strategy from 2018, Irish Aid senior management in Maputo and Dublin agreed that the evaluation deficit needed to be addressed through an independent, evidenced-based assessment of the performance of the provincial engagement. This evaluation was led by the Evaluation and Audit Unit with the support of an international and a locally recruited consultant.

Key Findings

Strategic Focus: Relevance and Rationale

- Irish Aid's provincial engagement is well aligned with Mozambique's priorities and strategies
- The rationale for provincial engagement remains valid and Irish Aid's provincial engagement continues to be relevant, responds to local development challenges and is well aligned with the provinces' needs
- Despite the common use of the term "Provincial Programme", Irish Aid's engagement at provincial level is more accurately characterised as a "component" of an overall country programme in which strategic objectives are broadly stated.

Meeting Strategic Objectives

- Irish Aid's integrated approach to reducing vulnerability and enhancing livelihoods is producing promising results, albeit on a limited scale to date. As it is a new area it is too early to draw full conclusions regarding the effectiveness of the contribution
- Irish Aid's support to health and education in the two provinces is relevant with its pro-poor focus on the equitable expansion of primary health care services and basic education, particularly at district level
- Financial support to the sectors at provincial level and the use of national systems has enabled Irish Aid, through a process of mentoring and on-the-job support, to improve basic public financial management and planning capacity using a "learning by doing" approach. Nevertheless, despite

progress, capacity weaknesses persist in financial control and audit, procurement and budget credibility. In addition, delays in disbursements of funds at treasury level and unspent balances have often been features of support to the provincial governments.

Enhancing Dialogue

- The combination of technical capacity and institutional memory, together with a deep knowledge of the sectors at ministerial and provincial level, places Irish Aid in a position of being well equipped to engage with, and lead, dialogue at both policy and strategic levels, and gives Irish Aid higher profile and greater credibility with both Government and international partners as a competent and trustworthy partner. However, there is no clear strategy for policy engagement, including the identification of specific priorities and objectives, and these need to be more explicitly addressed both in the new mission strategy and in a strategy for provincial engagement.

Provincial Coordination and Support

- Data is available at provincial level on a range of indicators relating to health, education, nutrition, HIV and AIDS, access to drinking water and agriculture, but the data are not well incorporated into the CSP monitoring matrix, thus making comparisons between provincial and national performance difficult
- Knowledge management and lesson-learning has been insufficiently systematic
- The decision to use the Government's on-line financial management system (e-SISTAFE) as a means to transfer funds to the provincial governments is consistent with Irish Aid's approach of seeking to strengthen national systems by using them.

Recommendations

The current uncertainties in the aid environment in Mozambique and relations with central Government present Irish Aid with the opportunity to re-examine the overall mission strategy and, specifically, how to engage at provincial level.

- The mission should clearly specify Irish Aid's priorities and objectives for policy engagement at provincial-level in order that insights and knowledge generated can effectively influence poverty-reduction policies and strategies
- Irish Aid should use the opportunity created by the planning of a new mission strategy to review its approach to capacity building, particularly at sub-national level, and to consider how knowledge and know-how can be more effectively transferred and retained
- Irish Aid should consider how knowledge and information generated by provincial-level engagement, including good practice and lessons learned, can be systematically managed and documented so as to further strengthen contributions to dialogue processes and improve strategic communication.

- In the preparation of a new mission strategy for Mozambique, considerations for continued provincial-level engagement should be supported by a specific strategies for the provinces concerned
- Considerations for continued provincial-level engagement should include reviewing the role of the Provincial Liaison Offices
- In the development of the results and monitoring matrix for the new mission strategy Irish Aid should specifically consider how to better consolidate provincial level data
- Considerations for continued provincial-level engagement should include reviewing the sustainability in the medium term of the level of support for recurrent expenditure and its effectiveness in contributing to capacity building
- In the immediate term, a solution to the problem of late disbursements to the sectors at provincial level needs to be found.

Chapter 1 Introduction

1.1 Background to the Evaluation

Irish Aid has been supporting development in Mozambique for over 20 years. A small programme that started in 1996 has grown in both scope and complexity and evolved to become one of Ireland's largest bilateral aid programmes. Although centred on support for the Government of Mozambique's (GoM) national development strategy, Irish Aid works with a number of other development partners including UN agencies, aid agencies and international research institutions. In addition to the bilateral aid programme, Irish Aid works with local and international aid agencies and NGOs.

Irish Aid's programme for the period 2007-2011 specifically sought to align with Mozambique's poverty reduction strategy (PARPA II[1]). In the provinces of Inhambane and Niassa, Irish Aid's local development programme focused on specific sectors[2] and sought to strengthen local government capacity to manage resources transparently and effectively, and increase citizens' participation in the elaboration and implementation of local development plans, particularly at district level.

Irish Aid's Country Strategy Paper (CSP) for the period 2012-2016 was organised around three broad outcomes that focus on reducing poverty and vulnerability by enhancing livelihoods, particularly at provincial level, improving health and learning outcomes, particularly for women and vulnerable groups, and improving government accountability to citizens and particularly the poor. The strategy sought to take a focused, sector deep approach, and an integrated and multi-sectoral approach to vulnerability, livelihoods, resilience and social protection.

The provincial component of the overall country programme has provided financial support averaging approximately €1 million a year to each of the Provincial Governments[3] as a contribution towards the implementation of their annual operational plans (PES). In addition, Irish Aid has also financed non-state actors, with a particular emphasis on increasing the quality of their engagement with the state.

1.2 Rationale for the Evaluation

An evaluation framework for the Mozambique programme, developed in 2014, envisaged a range of evaluative exercises which would serve to inform the preparation of a new CSP (2018-2022). However, the evaluation framework did not specifically include an assessment of Irish Aid's support to the provinces of Inhambane and Niassa. The Mid-Term Review of the CSP carried out in 2015 broadly endorsed the validity and relevance of Irish Aid's provincial engagement, but did not specifically assess its overall effectiveness and performance. Indeed, since the outset of Irish Aid's development assistance to Mozambique, the provincial component of the country strategy has never been the subject of a specific

[1] PARPA II: *Plano de Acção para a Redução da Pobreza Absoluta*, 2006-2009, Action Plan for the Reduction of Absolute Poverty, Mozambique's second PRSP

[2] Notably agriculture, education health and public works

[3] Over the period 2008-2016

performance evaluation. Questions of continuing relevance and sustainability naturally arise in a programme that has been running for so long, and Irish Aid HQ questioned whether there was an intention for the provincial programme to continue indefinitely and of the need to explore the possibility of new sub-national programme or other approaches.

In this context, and given the need to start the preparation of a new country strategy, Irish Aid senior management in Maputo and Dublin agreed that the evaluation deficit needed to be addressed through an independent, evidenced-based assessment of the performance of provincial engagement.

1.3 Focus and Scope of the Evaluation

The purpose of the evaluation is:

- To provide Irish Aid management with an independent, evidenced-based assessment of the performance of Irish Aid Mozambique's strategy of direct support to the Provincial Governments of Inhambane and Niassa provinces, 2008-2016, and including support for the building of partnerships with non-Government organisations.
- To provide accountability to the Governments and peoples of Ireland and Mozambique for the support provided during the period covered by the evaluation and to identify lessons learned that will help inform future Irish Aid strategic decision-making both locally in Mozambique and within Irish Aid more generally.

The evaluation presents an opportunity to assesses the degree to which the current strategy or model for support to the two provinces remains an appropriate, relevant and effective means to achieve the Mozambican Government's and Irish Aid's development objectives.

1.4 Key Evaluation Questions

The evaluation's terms of reference define five core questions and provides a basis for development of issues for consideration by Irish Aid senior management.

Results:

1. To what extent has Irish Aid's support for the Provincial Governments of Inhambane and Niassa:
    - Contributed to reduced vulnerability and enhanced livelihoods of poor people in the respective provinces?
    - Contributed to improved health and learning outcomes for the poor?
    - Contributed to building the capacities of the respective Provincial Governments to effectively deliver services and manage resources?
    - And what factors influenced these contributions and to what degree?

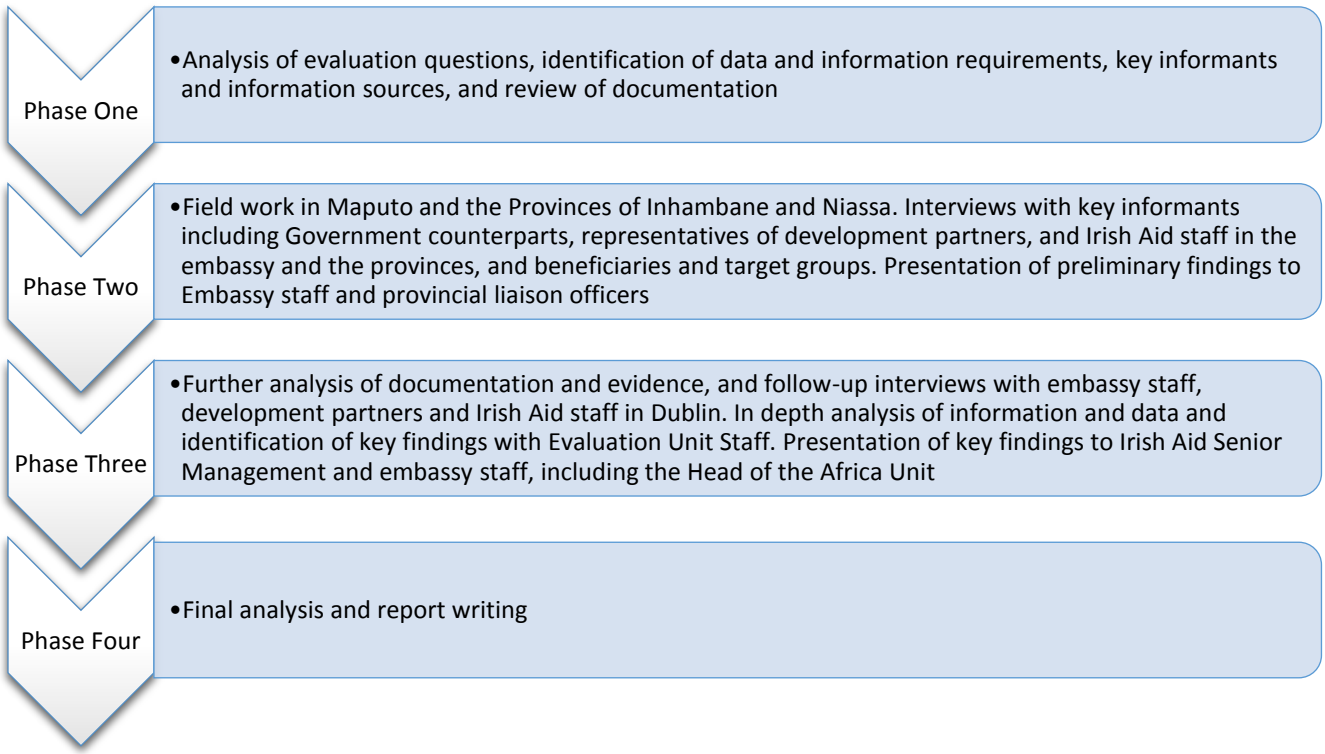
Strategy:

2. To what extent has the direct support for the Provincial Governments been enabling and reinforcing of other strategies and initiatives supported by Irish Aid:
    - in the provinces concerned?
    - in Mozambique more widely?

Dialogue:

3. To what extent has Irish Aid's partnerships with the Provincial Governments helped strengthen Irish Aid's knowledge and capacity for effective dialogue with:
    - Government partners?
    - Civil Society partners?
    - Other donor partners?
4. To what extent has Irish Aid's liaison offices in the provinces served to optimise the effectiveness of the partnerships between Irish Aid and the Provincial Governments?
5. To what extent does the strategy of support to Provincial Governments continue to be relevant and appropriate given Mozambique's current developmental context?

1.5 Evaluation Approach and Methodology (including limitations)



Data collection required an extensive review of relevant strategy and policy documents of both Irish Aid and the Mozambican Government including the CSPs, Memorandums of Understanding (MoU), multi annual plans and monitoring frameworks, programme and provincial progress reports, including evaluation reports and studies, Irish Aid reports, and reports from development partners, data from key informant interviews, an analysis of budget and expenditure data, analyses of outcome and output related data from the CSP monitoring matrix and provincial monitoring, analyses of national and provincial statistical data, and field observations. The evaluation explored the contributions made by Irish Aid and its development partners and the analysis of information to establish an evidence chain to credibly support conclusions that Irish Aid's support had or had not contributed to change.

As with any complex programme, there are multiple factors which contribute to, and influence directly and indirectly the results obtained. Indeed, a number of methodological issues and limitations arose that the evaluation team had to take into account;

- **Use of secondary and qualitative information:** The nature of the evaluation questions and the time and resources available to the evaluation team meant that the evaluation's findings and conclusions are largely based on an analysis of secondary sources and qualitative data from interviews with key informants;
- **Inbuilt bias:** The majority of interviews undertaken were with the representatives of the Government (at national, provincial and district level), NGOs, or Irish Aid staff who were actually the implementing

agencies for a series of pre-agreed interventions and/or directly or indirectly recipients of Irish Aid financial assistance, creating the possibility of bias in favour of a positive evaluation of Irish Aid's contribution;

- **Causality:** It was unrealistic to expect that outcomes could be solely attributed to Irish Aid interventions particularly in the context of a complex aid environment and a multiplicity of partners. It was therefore necessary to try and ascertain to what extent Irish Aid's funds were critical in making a difference;
- **External Factors:** A number of external factors beyond the control of Irish Aid and its partners could mean that despite programme successes, overall development results were not as high as envisaged. For example, development outcomes can be strongly correlated with natural disasters and climatic events, and the success (or failure) of harvests. Southern Mozambique has suffered from extreme drought over the last 18 months which has almost certainly had a negative impact on the livelihoods of the poorest and most vulnerable. Moreover, Mozambique's current economic crisis, the substantial devaluation of the metical, rising prices, unemployment and a government austerity programme are all having an impact on the pace of development
- **Data availability and integrity:** Government data collection, analysis and monitoring systems are weak, especially at provincial level, and often display inconsistencies making access to relevant, up to date, reliable and credible data time consuming. Moreover, some of the indicators in Irish Aid's own monitoring matrix were not available for the evaluation, and many indicators relied on the completion of the Democratic and Health Survey which was not completed in the period. Most indicators in the matrix were also only at national level and not disaggregated to provincial level.
- **Evaluating capacity improvements**: A key component or Irish Aid's provincial programme is strengthening the management, coordination, planning, budgeting and implementation capacity of the two provincial Governments in order to improve service delivery. Measuring capacity improvements is notoriously challenging for programme evaluation.

Measures to mitigate limitations and issues included:

- Triangulating the evidence and cross-checking the emerging findings with multiple sources, both documentary and face-to-face
- Using two evaluators when conducting key informant interviews and cross-checking what had been heard/shared
- Avoiding the use of leading questions when conducting interviews
- Ensuring the use of only reliable and valid secondary sources and by developing a strong framework for analysis of the documentation based on the evaluation questions.
- Discussion of findings within the evaluation team and the sharing key findings from quantitative and secondary data with Irish Aid for the validation of the findings
- Drawing wherever possible upon a wide variety of sources, documentary and personal, including sources that were not directly linked to the specific programmes supported by Irish Aid
- Identifying issues where further evaluation work will be necessary for more conclusive evidence (discussed in the recommendations).

Chapter 2 Irish Aid's Provincial Programme in Mozambique

2.1 Mozambique Country Context

For two decades annual GDP growth in Mozambique has averaged at over 7%, and while it slowed to 4% in 2016, it is estimated to reach 6% by 2019[4]. This pace of growth indicates its potential for inclusive, sustainable development. However, falling commodity prices and, more recently, rising public debt have exposed the country's economic and financial management fragilities. Moreover, economic growth has not translated into a meaningful human development and poverty reduction. Mozambique remains one of the poorest countries in the world ranking 181st (out of 188 countries) in the 2016 Human Development Index (HDI).

Household Survey

The 2014 household survey shows a modest reduction in poverty, falling by 5.6%, from 51.7% in the 2008 to 46.1% in 2014. However, inequality and exclusion remain considerable challenges and are particularly notable for women and young people. The distribution of development gains is perceived as unequal and the 2014 Household Survey suggested that inequality had doubled in the previous six years and exhibited marked regional disparities, with the north being the poorest. When Mozambique's HDI is adjusted to take inequality into account, it falls by 33 percent and the female HDI value for Mozambique is 0.391 in contrast with 0.444 for males, giving a gender development index of 0.879. Moreover, Mozambique has a Gender Inequality Index value of 0.574, ranking it 139 out of 159 countries in the 2015[5].

Political Situation

Mozambique's relatively young democracy has looked effective with successful and largely peaceful multi-party elections been held. Nevertheless, a deficit in democratic culture persists, election results are frequently contested and one party – Frelimo - have been in Government since independence. The run up to the 2014 general election saw the outbreak of political violence and the fallout from the disputed result brought the issue of decentralisation sharply back into focus, raising questions about the nature of democracy and governance in Mozambique. Advancement of a decentralisation agenda and any decisions about the devolution of powers to sub-national levels will ultimately be shaped by the political objectives of the two dominant political parties, Frelimo and Renamo.

Industry

Extractive industries and related processing activities are likely to dominate and transform Mozambique's economy in the medium to long-term. Nevertheless, the agricultural sector is far more significant in terms

[4] International Monetary Fund, World Economic Outlook Database, 2017
[5] UNDP Human Development Report, 2016

of raising living standards and this labour intensive sector accommodates over 70% of the total workforce. However, productivity in this sector has remained largely unchanged since 1994.

Climate Change

Climate modelling indicates that Mozambique will be one of the countries most affected by climate change. Effective mitigation and adaptation often requires interventions to be focused at the local level. Capacity to address major natural disasters has been strengthened, but evidence suggests that local government and communities, particularly at district and municipal level, are not yet adequately aware of, or prepared, to anticipate and plan for the potential impacts of climate change.

Foreign Aid

The overall context for aid has changed significantly in Mozambique with a rapidly growing, albeit narrowly based, economy, and the growing influence of non-traditional donors such as China, India and Brazil. The GoM has sharply reduced its dependence on foreign aid to finance public expenditure. In the year 2000 aid accounted for over 70% of the annual state budget. By 2015 this had been reduced to less than 25% partly as a result of an increase in domestic revenue. Nevertheless, the current debt crisis is not only putting severe constraints on public expenditure, but weakening the cohesion of the traditional partners to the principles of aid effectiveness which could make coordinated support and working in joint mechanisms more difficult.

Box 1 Household Survey Results in the Provinces

The 2008 National Poverty Assessment and MDG Reports for Mozambique identified Niassa and Inhambane provinces as some of the best performers in terms of poverty reduction. In 2008 Niassa was considered the province with the lowest poverty rates in the country, decreasing from 52.1% in 2002 to 31.9% in 2008. In Inhambane the rate of poverty decreased from 80.7% to 57.9%. However, the most recently released 2014 Household Survey shows a very different picture and results for Niassa and Inhambane provinces are markedly different. The reasons for Niassa's poor performance are not altogether obvious. An analysis by the embassy finds that although there may have been statistical undercounting of consumption generally, it is unlikely that this would have been more exaggerated for Niassa. There were floods in the northern region during the data collection period, which destroyed public infrastructure, houses and crops, but this also affected other provinces, for example Zambezia, which saw a fall in poverty over the period. The size and low population density of Niassa may also contribute to difficulties in providing access to services and jobs, and access to markets. Inhambane fared comparatively better with a significant fall in both consumption and multi-dimensional poverty, nevertheless the province still exhibits above average levels of consumption poverty

Niassa Province

Figure 2 Niassa Province

Situated in the north, Niassa with a land area of 122,827 km^2 and a population of 1,027,037 is the largest and most sparsely populated province in Mozambique The province has an abundance of natural resources, including unexploited mineral wealth with gold deposits and coal deposits close to Lake Niassa. The Niassa National Reserve, comprising 42,000 km^2 is one of the three largest protected areas in Africa with a large concentration of game, including elephants and lion. The Lichinga plateau has fertile soils, high rainfall and ideal temperatures, providing optimal growing conditions for plantation forestry and agriculture. However, farming is principally of a subsistence nature, although cotton and tobacco are grown commercially and there is growing private sector engagement in forestry. Despite good farming conditions, poor agricultural yields in the subsistence sector and a lack of knowledge about diet and nutrition, mean food security problems and malnutrition are particularly acute in Niassa. Malnutrition rates of 46.8% are recorded particularly amongst pregnant and lactating women. Furthermore, the province has historically registered very low rates of participation by girls in school.

Inhambane Province

Figure 3 Inhambane Province

Inhambane in the south of Mozambique has a land area of 68,615 km^2 and a population of 1,412,349. However, over 70% of the population lives within 30km of the coast leaving the interior districts sparsely populated and economically marginal. The province has substantial development potential with the exploitation of natural gas by the South African energy giant SASOL, and through the production of citrus fruits, cashew nuts, fishing, and seafood. With 600km of coastline, beautiful beaches and offshore islands, Inhambane has obvious tourism potential and this sector is growing. Nevertheless, agriculture is the core of Inhambane's small economy and over 80% of its population live in the countryside and survive on subsistence agriculture and artisanal fishing. Low rainfall, particularly in the interior means that agricultural production is low and the province cannot produce enough to feed its population. Moreover, Inhambane is particularly susceptible to climatic events that often lead to humanitarian crises. The province suffered from a prolonged drought for much of 2015 and 2016, and the coastal area is regularly hit by tropical storms and cyclones resulting in serious damage to infrastructure, livelihoods and population displacement.

2.2 Irish Aid's Country Strategies

Irish Aid's Country Strategies in the period 2007-2016 have specifically focused on supporting Mozambique's Poverty Reduction Strategies[6] and thus the components of both CSPs align with Government defined programmatic pillars.

The 2007-2010 Strategy

The overarching aim of the 2007-2010 Country Strategy Paper (CSP) was:

> *To contribute to poverty reduction by supporting the development, implementation and monitoring of pro-poor policies within Mozambique*

The 2007-2010 CSP was organised around four strategic objectives which support the three main pillars of Mozambique's poverty reduction strategy[7]:

- Pro-poor targeting of public service delivery;
- Increased public accountability to citizens, especially the poor.
- Greater capacity to implement pro-poor policies and programmes.
- Improving aid effectiveness.

During the implementation of the 2007-2010 CSP, a division of labour exercise undertaken by the European Union lead Ireland to rationalise its support and withdraw from sector programmes for agriculture and HIV and AIDS.

The 2012-2016 Strategy

The overall goal of the 2012-2016 Country Strategy was to:

> *"Support sustainability and inclusion and reduce poverty and vulnerability"*

The strategy was defined around three broad outcomes that focus on:

- Reducing poverty and vulnerability by enhancing livelihoods, particularly at sub-national level,
- Improving health and learning outcomes, particularly for women and vulnerable groups,
- Improving government accountability to citizens and particularly the poor.

Each outcome has complementary objectives and a series of outputs which the programme is designed to achieve. The 2012-16 Country Strategy focused on specific areas where there was an explicit pro-poor approach and an opportunity to link provincial engagement with support to sectors programmes at national level. This "sector-deep" approach emphasised the vertical coherence within sectors and sought to establish practical links between national policy and provincial interventions, especially in the health and education sectors[8].

[6] PARPA II (2006-09) and PARP (2010-14)

[7] Governance, human capital and economic development

[8] See CSP Logic Model in Appendix 5

2.3 Background and Rationale for Provincial Programming

Irish Aid's early support to Mozambique

Irish Aid's bilateral programme in Mozambique started in 1996 and initially centred on the provinces of Inhambane and Niassa. The focus of this provincial support was the provision of essential services in collaboration with the Provincial Governments and their lower levels of administration. Following a review in 1998, provincial-level support concentrated on building local human and institutional capacities to plan, manage and coordinate the implementation of development initiatives at sectoral and area levels. This support explicitly aimed to complement and support the strengthening of health policy and the formulation of health plans at national and provincial levels.

Irish Aid's 2001-2003 strategy gave increased emphasis to supporting the building of the capacity of local Governments to carry out their statutory functions to work with their communities.

The 2004-2006 strategy maintained this emphasis on capacity development and the empowerment of communities. Provincial-level was seen to be a way for Irish Aid to focus its resources for greater impact at local level; to build capacity in local Government and; to inform policy dialogue with Government at central level.

For the period of 2002 to 2005 PAEG documents set out the objectives, approach and outputs for engagement in both provinces. In recent years, however, Irish Aid has not defined overarching specific objectives, results or targets for its support to the provinces. Therefore for the period under review, engagement in the provinces might be more accurately described as a 'component' of the Country Programme for Mozambique, as opposed to a programme in itself.

Building Capacities for Improved Service Delivery and Helping Advance Decentralisation

The 2007-2011 and 2012-2016 strategies reaffirmed a commitment to working with provincial authorities to build their capacities to deliver improved and efficient services to the poor communities across a number of sectors. This provincial programming was explicitly seen as helping address public sector reforms and helping advance the Government's overall decentralisation agenda, albeit in the absence of an overarching approved decentralisation policy and an associated decentralisation implementation plan. Support for the Provincial Secretariats in Inhambane and Niassa was seen as directly complementary of the work of the *National Decentralisation Planning and Finance Programme* (PNPFD). In this context, the support to the Provincial Governments included the strengthening of internal control and procurement units in Inhambane and Niassa. This presented an opportunity to monitor and promote the roll-out of the national financial management system, e-SISTAFE.

With Central Government increasingly channelling resources to sub-national level, the provincial engagements were seen as an entry point for supporting and monitoring decentralisation processes and their impact on local government service delivery and citizen participation. The 2012-2016 CSP sought to focus on fewer sectors in each province and to take greater advantage of the possibilities for linking provincial activities to national policy development, while strengthening the capacity of provincial authorities to support district development. In Inhambane Irish Aid has focused its support on Water and Sanitation, Agriculture and Health (including Home-Based Care), whilst in Niassa the focus has been on Education, Nutrition, Health and Public Works.

In addition to helping reduce poverty through support for the delivery of essential services and to help advance the decentralisation agenda, Irish Aid's engagement with the provinces has had a complementary two-fold objective:

- Firstly, provincial programming was seen as a barometer for the realities on the ground at provincial and district levels, and as a means by which Irish Aid can observe and understand in practical ways how Central Government policies and strategies play out and impact at local level. Irish Aid's Local Development Policy (2007) emphasizes the role that such programmes can play in keeping in touch with the realities of implementation and development.
- Secondly, the provincial programming contributes to ensuring that Irish Aid's programming and interventions are grounded in reality, and by capitalizing on the experience and knowledge gained through provincial engagement, Irish Aid's ability to make informed, effective and meaningful inputs into dialogue opportunities is strengthened.

Supporting innovation

For the 2012-16 Country Strategy the provincial programme were seen as enabling Irish Aid to test a more integrated and multi-dimensional approach to reducing vulnerability and supporting livelihood diversification. Irish Aid's presence in Niassa aimed to facilitate the introduction of a programme to specifically target high rates of malnutrition. Through its engagement in Inhambane, Irish Aid aimed to strengthen resilience and climate mitigation measures through support to alternative agricultural techniques, diversification of incomes, strengthening infrastructure and enhancing social protection.

Overall, the Irish Aid strategies saw support to the provincial government's strategic and operational plans as an essential component of poverty reduction and promoting pro-poor development, particularly in terms of ensuring alignment with local needs and priorities. According to the 2012-16 CSP, despite progress, local government capacity for planning and management of the development process remained a concern and still required further support.

Agreeing Support to the Provinces

The underlying principles of Irish Aid's support to the Provincial Governments, and the financial resources available, are set out in the 2013 MoU with the Provincial Governments. The specific interventions to be supported are agreed at the beginning of each programme cycle. Support to statutory authorities, support for Non-Governmental Organisations (NGO) and civil society at provincial level is based on they being coherent with national sectoral policies and strategies, and on an analysis of local problems and priorities.

The method by which funds are programmed has changed over time. In the period 2007-2012, programming was undertaken on an annual basis in alignment with the Government's own planning and budgeting cycle. Facilitated by Irish Aid's Provincial Liaison Offices (PLO), priorities were discussed and agreed between the Provincial Governments and Irish Aid, during the elaboration phase of the Provincial Government's operational plan (PES)[9] and Provincial Budget. Activities that were considered consistent with Irish Aid's broad strategic objectives (as expressed in the CSP) became eligible for financial support

[9] *Plano Economico Social* (Social and Economic Plan), the principle annual operational planning instrument in the Mozambican planning system

and were inscribed in the provincial budget as external resources[10]. At the beginning of the current programme cycle (2012-16) two key changes were introduced to this process. Firstly, MoUs were negotiated with each sector that received financial support from Irish Aid. Secondly, the annual planning process was replaced with multiannual plans in which the activities that would be supported by Irish Aid over the whole programmatic cycle were discussed and agreed with each sector and incorporated into a results matrix with indicators and targets. These activities and the funds allocated to them were subsequently reflected in the provincial PES and budget each year.

Irish Aid's supports to local and international NGOs are governed by contractual arrangement in which interventions, the results expected, indicators and targets have been discussed and agreed and integrated into a results matrix which became an integral part of the contract between Irish Aid and the recipient.

Table 1: Irish Aid Partners Niassa Province 2011-2016[11]

Partners	Focus of support	IA Funding 2011-16 (€)
Provincial Government		
Public Works Department	Improving the quality and coverage of water and sanitation infrastructure with a focus on building resilience	1,573,951
Health Department	Health and nutrition, and building capacities for health service delivery	1,425,383
Finance Department	Improving provincial government capacities for decentralised planning, budgeting, accounting, internal control and audit	822,909
Education Department	Improving the quality of education with a focus on girls and the most vulnerable (2011 and 2012 only)	780,400
Provincial Secretariat	Strengthening public administration for good governance and the inclusion of civil society in the development process	210,000
Development Fund		162,000
	Sub-Total	***€4,974,643***
NGO Partners		
CIP (International Potato Centre)	Improving household food security, nutrition and livelihoods through the promotion of Orange Fleshed Sweet Potato	1,750,223
Progresso	Improving the quality of education in schools and education centres, and increasing the retention of girls and women in education (2012 to 2015)	1,139,911
We Effect	Promoting Climate Change Adaptation agricultural practices and promoting the rights of communities	1,000,000
Concern Universal*	Human rights and disability issues (2012 and 2013 only)	230,000
Estamos	Ensuring the sustainability of water and sanitation infrastructure in schools and communities, and promoting good practices in sanitation and hygiene	64,758
	Sub-Total	***4,184,892***
	Total Provincial-level funding, 2011-2016	**9,159,535**

** Funded through Irish Aid's Provincial Civil Society Fund (2013-14)*

[10] The Mozambican budget differentiates between internal (Government) resources and external resources that are mainly derived from international development partners

[11] Data for both CSP's is set out in Appendix 2

Table 2: Irish Aid Partners Inhambane Province, 2011-2016

Partners	Focus of support	IA Funding 2011-16 (€)
Provincial Government		
Agriculture Department	Enhancing food and nutrition security through promoting sustainable agriculture practices and natural resources management	1,780,737
Public Works Department	Support for the provision of clean water and sanitation in rural areas and supporting the strengthening of institutional capacities to sustain these services	1,430,809
Health Department	Strengthening institutional and technical capacities to provide quality health services, including supports for home-based care	555,694
Finance Department	Improving provincial government capacities for decentralised planning, budgeting, accounting, internal control and audit	434,445
Provincial Secretariat	Strengthening public administration for good governance and the inclusion of civil society in the development process. Provincial Government-wide capacity building	354,000
	Sub-Total	***4,855,685***
NGO Partners		
CARE	Enhancing the resilience of poor people through promoting a range of initiatives to enhance livelihoods and nutrition, and through social empowerment, including advocating for access to social protection programmes	3,623,876
Technoserve	Enhancing resilience through promoting agricultural development, agro-processing, marketing of produce and a revitalisation of coconut cultivation (no funding in 2016)	2,091,590
International Rural Development	In collaboration with the Provincial health department, supporting the establishment and capacity development of community organisations to provide home-based care to people suffering from AIDS	1,657,961
Home Based Care CBOs	Support to 11 CBOs in continuing to provide home-based care (for 2014 only)	144,328
Mozambikes	Provision of basic transport to the home-based care volunteers from the 11 CBOs above (once off funding)	35,844
Redecame Inhambane*	Reducing vulnerabilities (once off funding)	110,000
Conselho Cristao*	Child protection in Education (once off funding)	80,290
FOPROI	Helping enable the functioning of the Inhambane NGO forum	67,040
	Sub-Total	***7,810,929***
	Total Provincial-level funding, 2011-2016	**12,666,614**

** Funded through Irish Aid's Provincial Civil Society Fund (2013-14)*

Programme Monitoring

Programme execution at provincial level is monitored using government systems, field visits by Irish Aid's provincial liaison office staff and Maputo-based technical specialists[12], joint steering committee meetings with Government and non-governmental partners, and coordination meetings with partners on a quarterly basis. Quarterly and annual progress reports and accounts prepared by the sectors at provincial level are consolidated by the Provincial Liaison Office (PLO) and forwarded to the embassy. In the embassy there is an officer dedicated to Monitoring and Learning. The PLOs, in coordination with the sectors and non-government partners, regularly collect and update data in relation to a range of key development indicators for each province. In addition, the PLO support the formal bi-annual reporting process through the embassy's knowledge management officer. NGOs receiving financial support from Irish Aid similarly submit quarterly and annual reports according to a pre-defined format stipulated in their contract. Technical staff based in the embassy participate in quarterly programme meetings to review progress at both provincial and national level and introduce corrective actions when necessary.

A CSP monitoring matrix identifies output, outcome and goal level indicators and respective targets. Indicators are, where possible, aligned with those in Government plans, particularly the poverty reduction strategies, the key performance indicators agreed between Government and Programme Aid Partners, and sector programmes. Some indicators are disaggregated to provincial level. Mid-term reviews and final evaluations of the Country Strategies are undertaken and provide valuable inputs for subsequent programme planning. An analysis of Irish Aid's engagement at provincial level always constitutes part of these reviews and evaluations, but to date no specific evaluation of the provincial component of the country programme has been undertaken.

2.4 Resources and Financial Management

Financial resources are allocated to the provincial component of the country programme according to two modalities:

1. A block grant to specific sectors in the two provincial governments to support the implementation of their annual operational plans, and
2. Partnerships with international and local non-governmental organizations involving a contractual relationship for the delivery of specific results and services.

Table 3 below illustrates actual expenditure to the provinces since 2012. Appendix 2 provides a more detailed account of expenditure dating back to 2007.

[12] While Maputo advisors aim to visit the provinces three to four times annually, evidence from interviews suggests that often competing priorities in Maputo mean that they visit less frequently than planned

Table 3: Overall Expenditure in the Provinces 2011-2016, €

	2011	2012	2013	2014	2015	2016	Totals
Government - Niassa	1,282,000	1,127,000	1,295,000	813,640	0	457,003	4,974,643
NGO- Niassa	0	959,270	1,052,538	1,100,000	873,084	200,000	4,184,892
PLO Costs Niassa	150,423	164,164	165,232	156,115	183,284	161.021	980,238
Government - Inhambane	1,086,800	850,000	725,000	800,000	750,000	593,885	4,885,685
NGO- Inhambane	1,289,540	1,862,061	2,035,756	1,613,572	210,000	800,000	7,810,929
PLO Costs Inhambane	200,518	210,102	203,580	205,314	207,503	205,245	1,232,262
Provinces Total	***4,009,281***	***5,172,596***	***5,227,106***	***4,688,641***	***2,223,871***	***2,417,154***	***24,068,649***
Overall Country Programme Total	**37,478,410**	**37,000,038**	**37,536,251**	**36,799,726**	**33,566,006**	**24,426,273**	**206,452,653**

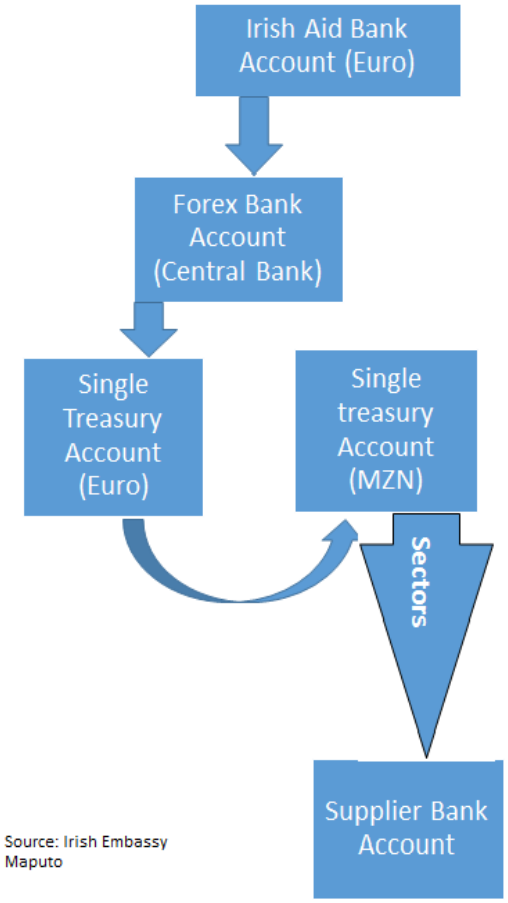
Source: Irish Embassy Maputo

The significantly lower programme expenditure in 2016 is explained by the fact that there was no General Budget Support payment in that year. There were no disbursements to the Niassa provincial government in 2015 due to unspent balances as a result of late disbursements in 2014.

How funds are transferred to the Provincial Governments

During the review period there has been a significant change in the way in which resources allocated to the Provincial Governments are disbursed and managed.

Figure 4 Flow of Funds



Source: Irish Embassy Maputo

Between 2007 and 2012, Irish funds were disbursed through a parallel system involving commercial bank accounts. Funds were initially transferred by the embassy to a holding account in each province before being transferred to an account held in the name of each sector. Expenditure was effected via cheques and bank transfers and the sectors submitted monthly and quarterly accounts to the Provincial Liaison Offices which were independently audited on an annual basis. In 2010, Irish Aid took the decision to use the Government's own, on-line financial management system known as e-SISTAFE[13]. Transition to SISTAFE took place in 2013. Irish Aid's funds are now deposited in a central treasury account (CUT)[14] and are drawn down by the relevant provincial directorates on the basis of predefined allocations to budget lines entered into the system following the approval of the provincial budget. Expenditure in general can only be made through electronic bank transfers using the system. Unspent balances at the end of the calendar year cannot be carried over to the following year but are automatically transferred to central level and have to be reprogrammed at the beginning of the following year. In agreement with Government, expenditures by the Provincial Governments through SISTAFE continue to be independently audited on an annual basis.

[13] *Sistema de Administração Financeira do Estado* - State System for Financial Administration

[14] *Conta Única do Tesouro* – Central Treasury Account

Chapter 3 Complementarity and Policy Coherence

Summary of Key Findings:

- Strong alignment between the CSPs and the Government's strategic objectives as set out in poverty reduction strategies
- Sector MOUs at provincial level and Multiannual plans (MAPS) have reinforced alignment with sector strategies
- Good alignment with One World One Future and Irish Aid Local Development Policy
- Clear synergies and complementarity between CSP, support at national level and provincial level
- Strong coherence and complementarity between the provincial programmes and support to the national decentralisation programme
- Roll-out of national policies and strategies is being supported at provincial level
- Support to income diversification and improving access to markets is ad hoc and lacks of coherence
- Insufficient analysis of the use and impact of sector programme funds at provincial level

Key Finding 1: Strong alignment between the CSPs and the Government's strategic objectives as set out in poverty reduction strategies

Both Country Strategy Papers (CSPs)[15] are clearly designed to support Mozambique's Poverty Reduction Strategies (PARPA II, 2006-09 and PARP, 2010-14) and the components of both CSPs align with their programme pillars.

PARPA II was designed around three main programme pillars: Economic Development, Governance, and Human Capital, plus a number of cross-cutting areas of intervention, including gender, HIV and AIDS and environmental sustainability. It took a holistic view of the causes of poverty and gave prominence to economic development as an underlying driver of poverty reduction, with an emphasis on the promotion of agricultural and agro-processing activities. The PARP (2009-14) is a more concise document establishing inclusive growth as its overarching objective. Based on an assessment of poverty and regional, rural and urban inequalities, it sought to reduce the incidence of poverty from 55% in 2009 to 42% in 2014.

The CSP goals are specifically designed to align with the goals of the two national strategies and contribute to poverty reduction by support to the development, implementation and monitoring of pro-poor policies with attentiveness to sustainability and inclusive development. An analysis of the 2012-16 Country Strategy against the three proposed outcomes of the PARP show clear consistency with the 'Human and Social Development' and 'Good Governance' objectives of the PARP.

[15] Country Strategy Plans 2007-2010/11 and 2010-2016/17

The CSP 2012-16, like the PARP, adopts an integrated and coordinated approach in which support to different institutions contributes to the achievement of the CSP's overall objective. Since 2012 Irish Aid has focused on two or three specific areas where there is a pro-poor approach. This "sector-deep" approach has emphasised vertical coherence within sectors and made practical links between provincial programmes and national policies, especially in the health and education sectors. The integrated approach to vulnerability and livelihoods embraces the introduction of new agricultural techniques, diversification of income sources, climate change adaptation and mitigation and social protection.

Key Finding 2: Good alignment with One World One Future and Irish Aid Local Development Policy

The provincial programmes are clearly aligned with Irish Government policy as set out in the One World One Future (2014) and Irish Aid's Local Development (2007) policies through their focus on poverty and vulnerability; their support to sector level plans (through multiannual plans); their support to citizens' participation through the provincial development observatories and district consultative councils; and their support to strengthening social safety nets through work on social protection.

Key Finding 3: There is evidence of consistency and complementarity between the CSPs' support at national level and support at provincial level

Irish Aid has a deep understanding of decentralisation and of front-line service delivery issues as a result of its provincial engagement, and this has fed practical considerations into dialogue around General Budget Support (including its perspective on PFM development) and into its contributions to sector debates on health and education. The Ministry of Health considers Irish Aid to have brought significant benefits to the whole sector by piloting models and financing new activities at provincial level. Through participation in technical working groups and sector review processes for PROSAUDE, Irish Aid has made significant contributions to the development of policy on community health services and home-based care. In Niassa, Irish Aid has supported the development of a provincial operational plan with targets for the implementation of the National Education Strategic Plan. The Ministry of Education and the FASE partners expressed appreciation of the first-hand knowledge that Irish Aid is able to bring to FASE working groups from the local level and information on the real situation on the ground. This information is not always available, according to one interviewee, even at the Ministry. It was also commented, however, that as Irish Aid does not have sectoral technical expertise in its PLOs their experiences from provinces carry less weight than donors that might have technical advisors in provinces. Despite this, good use has been made of provincial linkages particularly in relation to the retention and protection of girls in schools.

Similar to the complementarity between national and provincial level supports, there is clear complementarity between the support provided to the provincial authorities and the support provided to NGOs at provincial level. For programmes such as CARE's PROSAN there are programme/provincial authority coordination mechanisms in place, including joint field visits and trainings, and joint planning.

Key Finding 4: Sector MOUs at provincial level and Multiannual plans (MAPS) have reinforced alignment with sector strategies

The signing of MOUs with sectors at provincial level and the elaboration of sector multiannual plans (MAPs) have reinforced alignment of Irish Aid's support with sector strategies and objectives at both provincial and national level. Irish Aid engaged in an extended process of technical support to the provinces in 2013 to develop MAPs. Evidence from interviews suggests that the MAPS are of a higher quality than previous annual plans and offer a clear platform for internal and external monitoring of services, resources, procurement and use of resources. Moreover, Irish Aid has encouraged the use of MAPs to support an integrated approach to tackling climate change and nutrition. The Inhambane MAPs make a clear link between CSP objectives and those of the sectors.

Key Finding 5: Clear coherence and complementarity between the provincial programmes and support to the national decentralisation programme

Irish Aid globally has a strong commitment to decentralisation as a means of supporting pro-poor development. There is clear coherence and complementarity between the provincial programmes and support to the national decentralisation agenda, and Irish Aid has played a key role in coordinating donor support to the implementation of decentralisation processes and strategies, and has been able to exercise influence as a result of the knowledge and experience gained at provincial and district levels in the design and roll-out of the national decentralised planning and finance programme (PNPFD). The PNPFD has been instrumental in developing and introducing a comprehensive and participatory methodology at district-level and in strengthening capacity for strategic and operational planning, budget formulation and budget execution.

The 2014 Review of the Health Sector Programme (PROSAUDE) shows that since 2008 a greater proportion of PROSAUDE II funds are being expended at provincial level (an increase from 28% in 2008 to 65% in 2013). These funds appear to be mainly used to support the operations of health facilities, child health issues and malaria prevention and control, and to support institutional strengthening of Provincial government directorates. Through the Education Sector Programme (FASE) funds are decentralised to provincial and district levels, and are transferred to school level. In this regard the Ministry of Education (MINED) has made significant efforts to decentralize services to the Districts and the Government's financial management system, SISTAFE, has allowed funds to be directly transferred to the District Education Services that now assume much of the responsibility for school management.

Key Finding 6: Roll-out of national policies and strategies is being supported at provincial level

There are a number of examples where Irish Aid's presence at provincial level has enabled it to support the roll-out of national policy: Irish Aid has supported the Technical Secretariat for Food Security and Nutrition (SETSAN) in the elaboration of a Multi-Sectoral Action Plan for the Reduction of Chronic Malnutrition (PAMRDC) and has followed up with technical support to a coordinated and integrated approach to the elaboration and dissemination of provincial action plans. The PAMRDC mid-term review highlighted the importance of support from partners to the development of action plans at provincial level without which this wouldn't have happened.

Irish Aid has supported the Ministry for Women and the Coordination of Social Action (MMCAS) to establish an enabling environment and the technical capacity to roll out the National Strategy for Basic Social Security at provincial level. In the two provinces Irish Aid has supported the identification and targeting of vulnerable populations with a particular focus on children and increasing awareness of basic rights in relation to social protection. In addition, Irish Aid has provided technical assistance to the Provincial Directorates for Social Action in relation to planning, budgeting and monitoring in the area of social protection, and assistance for the training of the social welfare workforce and, in particular, the training of community child welfare committees to identify and refer children in need of social assistance. Furthermore, Irish Aid has supported the National Institute for Disaster Management (INGC) in the development of an action plan for responding to and mitigating the impacts of natural disasters. In addition, Irish Aid has encouraged sectors to include nutrition and climate change sensitive interventions in their Multiannual Plans.

Through its partnership with the NGO Progresso, Irish Aid has helped accelerate the roll-out of the National Programme for Bi-Lingual Education in Niassa through the translation of textbooks into local languages.

Key Finding 7: Support to income diversification and improving access to markets is *ad hoc* and lacks coherence

There have been a number of initiatives aimed at enhancing income diversification and improving access to markets in both provinces but these interventions are small scale, disparate and results are mixed. Although support to the private sector and establishment of markets is relevant, its effectiveness is questionable (as indeed a 2010 CSP evaluation concluded) and it lacks coherence. This is partly explained by the fact that Government itself doesn't have an explicit local economic development strategy with which Irish Aid can align. The partnership with the Ministry of Industry and Commerce has produced some modest results in simplifying regulations and the associated bureaucracy for start-up businesses. However, this doesn't adequately meet the requirements for support to small producers and micro-businesses being targeted in the provinces. There is a case for a more strategic, comprehensive and integrated approach to the development of alternative livelihoods and the establishment of local markets and value chains, perhaps by bringing in additional institutional partners at national level, including, for instance, the National Directorate for Rural Development.

Key Finding 8: Insufficient analysis of the use and impact of sector programme funds at provincial level

Sector programme funds in Education and Health (FASE and PROSAUDE) have increasingly been executed at provincial levels. The mid-term evaluation of the current phase of PROSAUDE (2014) found that over 60% of PROSAUDE funds are executed at provincial level and the Ministry of Health has channelled funds down to district level. However, in Inhambane and Niassa there is little evidence that Irish Aid has closely monitored how FASE and PROSAUDE funds have been used and the difference that the sector funds have made to health and education outcomes. Details of expenditure only become clear with the publication of the Budget Execution Report, normally at least two years after expenditure has occurred. Moreover, the programming of FASE and PROSAUDE funds is not integrated into the provincial MAPs and thus it is not possible to see how sector funds provided by Irish Aid at provincial level complement (or not) those channelled to the province through the sector programmes.

Chapter 4 Irish Aid's Contribution to Provincial Development

4.1 Reducing Vulnerability and enhancing Livelihoods of Poor People

Summary of Key Findings:

- Positive signs of progress with the integrated approach to vulnerability producing efficiency gains, but too early to be conclusive regarding the degree of contribution
- Partnerships appear to be effective and efficient and are resulting in the introduction of a number of new techniques which are improving food security and nutrition
- There is evidence that the poorest and most vulnerable communities are being targeted, albeit on a limited scale
- Irish Aid's provincial presence has meant that it was able to react quickly and flexibly to address drought and security problems, and adapt existing interventions to changing circumstances
- Support to enhancing income diversification and access to markets has had a limited impact.
- Lessons can be learned regarding transition and sustainability from the experience with home based care in Inhambane
- CSP indicators and data are not sufficient to fully measure progress with regard to vulnerability and livelihoods

Key Finding 9: There is positive signs of progress with the integrated approach to vulnerability producing efficiency gains, but too early to be conclusive regarding contribution

The CSP 2012-16 adopted an integrated approach to vulnerability and livelihoods by linking nutrition, income diversification, social protection, climate change, and the introduction of new agriculture techniques. These efforts are proving to have some efficiency gains through focusing a number of complementary efforts on a set of particularly vulnerable communities and households. Respondents in the two provinces were unanimous in expressing a view that Irish Aid's support is highly relevant and has contributed to Government led efforts to reduce vulnerability and to enhance livelihoods. Government capacity for planning, budgeting and monitoring for social protection has proved particularly important in relation to child welfare. The training of nutritionists and their placement at district level, and the strengthening of provincial capacity to implement a multi-sectoral action plan for the reduction of chronic malnutrition (PAMRDC) in partnership with SETSAN at central level were noted as valuable contributions by Irish Aid in both provinces. In Inhambane, efforts have been slowed down by the impact of a two-year drought (and the need to reallocate resources) and by security threats that required revisions to the target communities. While there is evidence of positive results to date, it is too early to be conclusive regarding impact.

Key Finding 10: Partnerships appear to be effective and efficient and are resulting in the introduction of a number of new techniques which are improving food security and nutrition

Irish Aid's partnership with the International Potato Centre (CIP) and CARE, as well as the decision to work with local NGOs, has produced a number of successes in relation to improving food security and nutrition. In Inhambane the Food Security and Nutrition Project (PROSAN) implemented by CARE promotes conservation agriculture and drought tolerant crops, diversification, market access together with savings and credit schemes. The Provincial Directorate of Agriculture (DPA) liaises closely with PROSAN and has replicated some of the new practices introduced. DPA has focused on drought and flood prone districts where it has used Irish Aid funds to support the sustainable provision of appropriate technological inputs, conservation agriculture, drought resistant crops, and drip irrigation. In Niassa many respondents commented on Irish Aid's significant and highly relevant contribution to combating malnutrition. CIP has overseen the introduction of Orange Flesh Sweet Potato (OFSP) in 8 of the 16 districts in Niassa and has provided training to encourage behavioural changes in dietary practices and childcare.

Partnerships with the Provincial Directorates of Public Works have bolstered the resilience of poor communities through improving access to water with an emphasis on improving climate resilience and through the establishment and training of community committees for water management, and the training of local mechanics to undertake basic maintenance and repairs. Partnership with the National Institute for Disaster Management (INGC) has resulted in the elaboration of an action plan for the prevention and mitigation of natural disasters and its roll-out at local level through the creation, training and equipping of Local Committees for Disaster Risk Management. However, so far this has only been rolled out in one district.

Figure 5 OFSP Crops in Niassa

Box 2: The PROSAN Project in Inhambane

PROSAN is a food security and nutrition project implemented by CARE in partnership with 3 local NGOs in 23 communities (15 in Funhalouro District and 8 in Homoine District). By the end of 2015 PROSAN was reaching 5,490 households (105% of the original target) of which 3,708 are women-headed (representing 67.5% of participants). These beneficiaries were identified after a wealth-ranking exercise. This exercise found that almost 1 in 4 households in Funhalouro and 1 in 6 in Homoine are classified as severely food insecure. About 25% of households witness moderate or severe hunger during the post-harvest period of a relatively "normal" year. Through the introduction of farmer field schools (FFS) the project has promoted conservation agriculture and the introduction of drought tolerant crops, green manure, mixed cropping systems, and short cycle crops. The project has sought to diversify incomes and improve market access through the introduction of savings and loan schemes that mainly benefit women. Moreover, assisting poor communities in the civil registration process has improved access to social protection

Key Finding 11: There is evidence that the poorest and most vulnerable communities are being targeted albeit to date on a limited scale

Vulnerable districts and households have been identified in both provinces through surveys and data collection. A Community Vulnerability and Capacity Assessment carried out with the Provincial Directorate for Women and Social Action (DPMAS) in Inhambane identified the most vulnerable communities/households in two districts. These became the target group for various interlinked interventions by both implementation partners and the provincial government. An evaluation of the potential for conservation agriculture, in Inhambane characterized the target communities as amongst "some of the poorest in the country". In Niassa, analysis of selected criteria led to the identification of priority districts for investment in water and roads' infrastructure. However, one respondent noted that there are not enough resources to reach (all of) the most vulnerable and "instead we are hoping for a trickle down approach".

Key Finding 12: Support to enhancing income diversification and access to markets has had a limited impact.

There have been a number of initiatives aimed at enhancing income diversification and improving access to markets. In Inhambane PROSAN has introduced a small saving and loans scheme which has supported small business initiatives, especially by women, in vulnerable communities. The Provincial Agriculture Directorate has supported the expansion of cash crops such as cashew and cassava, and Technoserve supported the commercialization of chilies and baby sweetcorn. However, owing to the collapse of the

relationship with Mozambican out-growers (Organicos) most of the gains made by the Technoserve project have been lost. In Niassa, CIP has supported income generation through testing a power bread, power cake and power biscuit by replacing wheat flour with orange fleshed sweet potato flour. CIP is working in 8 of Niassa's 16 district and is already having a notable impact. However, these interventions are small scale and income diversification isn't CIP's main focus.

Key Finding 13: Lessons can be learned regarding transition and sustainability from the experience with home based care in Inhambane

Irish Aid's engagement in health and HIV and AIDS is highly relevant in terms of Mozambican needs and priorities and Irish Aid's support for home-based care in Inhambane has been innovative and successful. However, difficulties arose in transferring the management of this initiative, as had been originally planned, to the Provincial Directorate for Health. Thus, a network of over 350 community volunteers caring for 3,000 chronically ill people, and providing them with essential health, nutrition and livelihood support, was under threat. This is an important area of work and some general lessons can to be learned in terms of the transitional arrangements and sustainability of initiatives intended to be transferred to public sector authorities.

Key Finding 14: CSP indicators and data are not sufficient to fully measure progress with regard to vulnerability and livelihoods

The CSP monitoring matrix doesn't enable a complete picture of progress with regard to vulnerability and livelihoods in Niassa and Inhambane, as many indicators are not disaggregated to provincial level. Where data are available at provincial level on a range of indicators relating to health, nutrition, HIV and AIDS, access to drinking water and agriculture, these are not, in general, integrated into the CSP monitoring matrix. The available data does indicate progress in the introduction of nutritious crops, the growth in the number of households growing orange fleshed sweet potato, the substantial increase in farmers assisted by agricultural extension workers, and growth in the members of savings and loans schemes of which over 70% of the participants are women. However, although it is evident that Irish Aid has certainly made a contribution to reducing vulnerability and enhancing livelihoods, the data available are not sufficient to fully measure progress.

Box 3: Irish Aid Support to Combatting Malnutrition in Niassa

Irish Aid's integrated approach of working in synergy with NGO and Government actors in the agricultural, health and education sectors is addressing the serious problems in malnutrition and food security, which particularly acute in Niassa.

Nutritionists trained with Irish Aid support have been deployed to districts to teach mothers about appropriate diets for their children. Moreover they guide the members of 'health co-management committees', linked to each health post, who engage in preventive care and sensitize their communities about the importance of using health services and have trained local leaders to recognize malnourished children to refer them to social services.

Since 2012, Irish Aid has financed CIP (International Potato Institute), to introduce the nutritious Orange-Fleshed Sweet Potato (OFSP) and provide technical advice through its community-based partner organisations. By the end of 2016, around 31,500 households, more than half female headed, in 8 districts have received OFSP planting material and about 18,800 households have been educated in nutrition. Half of the households in the target communities now grow OFWP with some selling part of their produce and earning, on average, $50/year.

The Provincial Directorate of Agriculture's extension workers have been trained by CIP to expand OFSP cultivation to the rest of the province. Moreover, collaboration between CIP and the local NGO Progresso has resulted in the inclusion of OFSP in literacy classes (funded by Irish Aid) thus increasing CIP's outreach. While the inclusion of the sweet potato in literacy classes has also improved student retention.

Finally, Irish Aid has financed the elaboration of the provincial Multi-Sectoral Action Plan for the Reduction of Chronic Malnutrition (PAMRDC) in Niassa, through its funding to the national Food Security and Nutrition Technical Secretariat (SETSAN). In summay, in addition to reducing malnutrition, Irish Aid has adopted an integrated and coherent approach to supporting various actors has contributed to improving health and education outcomes, and is having a positive impact in the livelihoods of the most vulnerable people.

4.2 Health and Education Outcomes for the Poor

Summary of Key Findings:

- Irish Aid's support to health and education is highly relevant and has produced clear results
- Irish Aid's support has helped influence policy and practice in the health and education sectors
- Irish Aid does not have clear objectives when advocating for the decentralisation of sector funds and competencies
- The CSP results matrix does not include provincial level data for many of the key indicators

Key Finding 15: Irish Aid's support to health and education is highly relevant and has produced clear results

Irish Aid's support to health in Inhambane and Niassa, and to education in Niassa is highly relevant with its pro-poor focus on the equitable expansion of primary health care services and basic education. This is viewed very positively by Government officials in the provinces. Support to improving health infrastructure (doctor's houses, maternity wards, operating theatre, and schools), the training of nutritionists and the revitalization of a network of community health workers were much valued. Respondents in Niassa particularly welcomed Irish Aid's support to the promotion of the retention of girls in school and efforts to reduce sexual harassment through building/rehabilitating dormitories and supporting sensitization material.

In Inhambane all three strategic objectives included in the multi annual plan for the health sector had been reached by 2016. The number of health posts and institutional births has risen. The number of adults and children on anti-retro viral treatment has nearly tripled between 2011 and 2016, and the drop-out rate for those on treatment has fallen to 1%. The incidence of low birth weight has almost halved although general malnutrition has shown an increase. Progress in Niassa is also positive where the targets for most health indicators for the period 2012-16 have been exceeded. For education most of the indicators show positive trends with improvements in teacher/pupil ratios and increases in the percentage of children enrolling in and concluding primary school. Technical assistance, training and the acquisition of equipment for the Provincial Directorate of Education in Niassa has helped strengthen capacity for planning, implementation and monitoring in the context of the education sector's strategic plan.

Key Finding 16: Irish Aid's support has helped influence policy and practice in the health and education sectors

Through its support to the health and education sector at provincial level, Irish Aid has helped influence policy and practice in the health and education sectors. Examples include getting recognition for the importance of increasing the participation of girls in school, the development of policy on community

health services and the development of a model for the delivery of home-based care. In addition there are examples of interventions piloted in Niassa being scaled-up and integrated into national policy. These include training for the revitalisation of the role of community health workers and the introduction of a new literacy curriculum.

Irish Aid's contribution to planning, monitoring, dialogue and sector coordination was much valued by the Government officials and sector programme partners interviewed. Irish Aid's experience in support for teacher-training has contributed, through basic education working groups, to a new model of teacher training being agreed and formalized. Through the Gender-in-Education Working Group, Irish Aid has been able to bring its provincial-level knowledge and experiences in relation to gender issues and tackling sexual harassment of girls in schools into national level dialogue. However, as Irish Aid has not had explicit priorities and objectives for policy dialogue, success in this regard cannot be assessed against stated aims.

Key Finding 17: Irish Aid has not had clear, specific objectives when advocating for the decentralisation of sector funds and competencies

Irish Aid has been supporting decentralisation-related objectives for almost 20 years. A key factor underlying Irish Aid's rationale for support at provincial level is that these supports provide Irish Aid with understanding of decentralisation processes, opportunities and challenges which then equips Irish Aid to advocate for and promote the decentralisation of decision-making and resources. While there has been progress in the decentralisation of health and education funds to the provinces and districts, facilitated by e-SISTAFE, and while, for example, responsibility for school management has been decentralised to district level, few other competencies have been transferred. Notwithstanding the highly political nature of the wider decentralisation agenda in Mozambique and despite Irish Aid's knowledge and understanding of governance at sub-national level and its influence and comparative advantage in the sector programmes, Irish Aid has not set out priorities and specific objectives in relation to decentralisation.

Key Finding 18: The CSP results' matrix does not include provincial level data for many of the key indicators

Data collection in health and education is generally good compared to other sectors although how this data is analysed and used to inform dialogue is not clear. A 2015 Mid-Term review of the most recent CSP concluded that management information systems in the health and education sectors were "a long way from satisfactory". The introduction of provincial multi-annual plans has strengthened evidence-based work planning. In addition, the monitoring of a core set of health and education indicators at provincial level is generally good. However, provincial data is not integrated into the CSP monitoring matrix and therefore it is not possible to obtain a more complete picture, particularly with regard to CSP Outcome 2, of how the sectors are performing in the provinces in comparison to the national averages which would be useful for provincial programming.

4.3 Building Capacity for Good Governance

Summary of Key Findings:

- Quality of planning, financial management and monitoring has improved. However, weaknesses still persist
- The introduction of multi-annual plans has strengthened capacity and promotes a sense of ownership. However it is unclear if sectors have acquired the analytical skills to undertake evidenced-based planning
- Irish Aid's approach to capacity building has been ad hoc, piecemeal and demand driven rather than strategic and long term
- Current level of contact with Irish Aid technical expertise at provincial level is insufficient to strengthen transfer of knowledge and know-how
- Local civil society organisations are little-resourced to effectively contribute to the quality of governance

Key Finding 19: Quality of planning, financial management and monitoring has improved. However, weaknesses still persist

Improving Provincial Governments' capacity to deliver services effectively has been an important rationale for Provincial Programmes. In general, the country strategies have recognized the need to support the capacity of Irish Aid's partners, both Government authorities and civil society. The 2012-16 CSP saw a move away from supporting infrastructure and it gave a greater emphasis to institutional strengthening, especially in budgeting and financial management. Financial support to sectors at provincial level has enabled Irish Aid to help improve basic public financial management capacity using a "learning by doing" approach. Occasionally this mentoring and on the job support was provided by Irish Aid's PLOs. Evidence from interviewees affirmed that Irish Aid support has had a positive impact, improving the quality of planning, financial management and monitoring. Irish Aid's support to the national decentralised planning and finance programme (PNPFD) has been instrumental in developing and introducing a comprehensive and participatory methodology for district-level planning, budget formulation, and execution (See Box 4).

Box 4: Support to Decentralised Planning

Irish Aid was among the donors supporting the decentralized planning and finance initiative and has provided informal technical assistance to the team in the former Ministry of Planning & Development working on decentralisation. The national decentralised planning and finance programme (PNPFD) has been instrumental in developing and introducing a comprehensive and participatory methodology for district-level planning, budget formulation, and execution. As chair of the PNPFD working Group and at same time co-chair of the Decentralisation working group Irish Aid has played a key role in coordinating the donor support to the decentralisation policy and strategies and has been able to exercise considerable influence as a result of the knowledge and experience gained at provincial and district levels.

However, a continuing high turnover of provincial and district staff has served to fragment and dilute capacity building efforts. The problem of high turnover is widespread in Mozambique. Moreover, despite the progress in capacity building noted above and despite the roll-out of the Government's financial management system (SISTAFE) to provincial and district levels, a variety of sources report that weaknesses still persist in the areas of internal control and audit, procurement and budget credibility. Whilst the SISTAFE is considered to be strong system and a good platform to track expenditure, it also has its complexities which requires a high level of knowledge and experience in its use. In addition, the SISTAFE works from a single treasury account and, thus, though funds may have been lodged into the government system by Irish Aid for specific purposes, the funds may not be immediately available in the treasury account for transfer at a particular point in time. These realities, combined with the high levels of staff turnover, contributes to delays in the transfer of funds. This in turn contributes to poor budget execution rates. Improving budget execution and avoiding unspent balances continues to be targets of ongoing financial management capacity building efforts.

Key Finding 20: The introduction of MAPs has strengthened capacity and promotes a sense of ownership, however it is unclear if sectors have acquired the analytical skills to undertake evidenced-based planning

The introduction of multiannual plans (MAPs) and Memorandums of Understanding (MoUs) in 2013 for each sector was an innovative form of capacity building in which technical assistance provided by Irish Aid was used for participatory facilitation and skills development of the planning and budgeting teams of the sectors, enabling them to lead the design of the plan and to define targets. Evidence from interviews suggests that this has increased ownership and provides stability and predictability to Irish Aid support. Nevertheless, the MAPS were developed with the support of outside technical specialists and it remains unclear whether the sectors have acquired the analytical skills to undertake an evidenced-based planning exercise by themselves. This will only become evident when the next round of MAPs is elaborated in 2018.

Key Finding 21: Irish Aid's approach to capacity building has been reactive and ad hoc rather than strategic and long term

Despite the successes of some capacity building initiatives, Irish Aid's approach has tended to be reactive and rather *ad hoc* and thus, in the absence of an overall strategy at provincial level, lacks coherence. While there has been a contribution to the development of human capital, it is evident that part of Irish Aid's financial support to the sectors has been much used for recurrent-type expenditure, notably per diems and the cost associated with monitoring, seminars and training (see Table 2). While this support is welcomed by the Provincial Government, and indeed guarantees working conditions and enables staff to build capacities and work in the districts, it raises two questions:

1. Is this sustainable given that the practice of supporting these costs has been going on for many years?

2. Might general budget support and sector specific programme funds (FASE, PROSUADE), both supported by Irish Aid, have been available to meet these operational costs?

Table 4 Budget allocation of Irish Aid funds by the Niassa Provincial Secretariat 2013-2016, Meticais

Budget Category	Mt.	% Total IA Funding
Per diems	26,490,625	41.9%
Fuel	963,525	1.5%
Office materials	5,489,210	8.7%
Meals (seminars & training events)	15,424,000	24.4%
Room Hire	2,220,000	3.5%
Other Programme Spending	12,648,940	20.0%
TOTAL FUNDING 2013-16	**63,236,570**	**100.0%**

Source: Multi-annual plan 2013-16, Provincial Secretariat, Niassa

Key Finding 22: Current level of contact with Irish Aid technical expertise at provincial level is insufficient to strengthen transfer of knowledge and know-how

To improve overall coherence in programme management, a new structure was put in place by Irish Aid at the beginning of the current CSP in which embassy based 'Output Leads' were introduced with responsibility for managing partnerships at provincial level. This gave greater decision-making authority to programme and technical advisors based in the embassy enabling them to establish direct relationships with their respective provincial sectors counterparts. However, whilst many tasks associated with liaison, coordination and monitoring can be undertaken using information and communication technology, the technical advisors spend limited time in the provinces working alongside Provincial Government counterparts and other partners. Indeed, in practice much of the interaction with Provincial Government counterparts, and the process of mentoring, on the job training, monitoring and supervision of activities is undertaken by the embassy-based Provincial Coordinator and Provincial Liaison Office staff. Greater contact between Irish Aid's technical advisors and Provincial Government counterparts would strengthen capacity building and the transfer of knowledge and know-how and contribute to a more long term and strategic approach.

Key Finding 23: Local civil society organisations are little-resourced to effectively contribute to the quality of governance

Support to demand-side accountability has been achieved through strengthening the capacity of local Civil Society Organisations (CSOs) by providing funding through MASC (a multi donor trust fund to which Irish Aid contributes), CEP (the Citizen Engagement Programme) and engaging with the institution for independent cconomic and social research (IESE) that aims to link research and policy making. In both provinces Irish Aid has supported the strengthening of civil society capacity via the international NGO, IBIS, and the NGO platform FONAGNI in Niassa, and also via a provincial umbrella organisation, FOPROI, in Inhambane.

In addition, for two years (2013-2014) Irish Aid operated a Provincial Civil Society Fund with the overall objective of strengthening the engagement of local Civil Society Organisations (CSO) in addressing specific poverty issues and then using their experience and insight, to contribute to informing public policy. Ultimately four proposals were funded. The fund was administered by an intern with embassy advisors playing an important role in evaluating proposals and with the Provincial Liaison Offices involved in

monitoring implementation. The fund ceased to operate after 2014 with funding to CSOs being directed through MASC.

Table 5: Support to Provincial Governments and Local Civil Society Organisations, 2008-2016 (€M)

	Inhambane	Niassa
Support to Provincial Governments	10	8.8
Support to local CSOs[16]	0.83	0.6

Source: Irish Embassy, Maputo

[16] Mozambican CSOs involved in participating in and monitoring governance

Box 5: Support to Demand Side Accountability

Irish Aid has supported the strengthening of civil society capacity to participate in the governance process through the international NGO, IBIS and the NGO platform FONAGNI (in Niassa) and via a provincial umbrella organisation, FOPROI, in Inhambane. IBIS's focus included access to information, community development education, good governance and "building citizenship in Mozambique". There were particular efforts to support the capacity of consultative councils at district level. In Inhambane, FOPROI monitors governance and decentralisation and developed a budget analysis methodology. At district level FOPROI has worked to train communities in advocacy and accountability and has created district platforms that contribute to the strengthening of community participation in planning process and the monitoring district plans. As such this support has been complementary to IA's support to the decentralized planning programme. However, FOPROI's funding was cut in 2012 due to some financial irregularities and the organisation claims that little capacity building is now taking place at Provincial level and none has taken place at district level to hold Government to account.

IA has been supporting development observatories at provincial level that play an important role in contributing to government accountability and transparency. They provide an opportunity for all stakeholders in the province to come together to review Government plans results. This participatory approach allows for more in depth analysis and increases the overall value of the observatories, however evidence suggests that there tends to be undue Government influence and the observatories need greater independence. Furthermore, with funding and technical support, civil society organisations themselves would be able to more effectively undertake independent analysis and research of Government activities.

The Civil Society Support Mechanism (MASC) is an independent self-managing foundation supported by Irish Aid. MASC supports the development of skills of civil society organisations and improving access to information. In Inhambane it has supported communities in 3 districts in along with FOPROI at provincial level, but doesn't yet work in Niassa. MASC has succeeded in creating or making use of fora where CSOs and citizens engage in evidence-based, constructive dialogue with Government authorities, but it is unclear if it is making a difference in Inhambane. Moreover, an independent review carried out in 2014 suggested that the impact on pro-active Government responsiveness to citizens has been modest, which is consistent with experience elsewhere.

4.4 Factors Influencing the Achievement of Objectives

Summary of Key Findings:

- Irish Aid is seen as a reliable partner
- Partnering with experienced and capable NGOs
- The adoption of new funding arrangements provides greater predictability and transparency, but some problems of late disbursements
- Government capacity and staff turnover constraints
- Political factors
- Climatic shocks
- Recent debt crises are having negative impacts, especially at sub-national levels

A number of factors have influenced Irish Aid's contribution to provincial development although assessing to what degree is methodologically complex and require information unavailable to the evaluation team.

Key Finding 24: Irish Aid is seen as a reliable partner

Irish Aid is considered a reliable and knowledgeable partner that adopts a long term approach that recognizes that change takes time. Irish Aid has developed strong, long term and stable relationships with Provincial Governments and local and international development partners and established good dialogue and collaboration. This has allowed Irish Aid to be flexible when required and to be able to quickly adapt to realities as they unfold. This has been particularly important during emergency situations particularly relating to climatic events. Moreover, Irish Aid is able to draw upon the knowledge and expertise of a much experienced group of locally recruited national specialist advisors who help manage the programme, represent Irish Aid in committees and working groups at national and provincial levels, and contribute to long-term institutional memory. The Provincial Liaison Offices enable Irish Aid to have continuous interaction and dialogue with the Provincial Governments and other partners and, as "eyes on the ground", identify and understand situations as they evolve.

Irish Aid has aligned with Government objectives and priorities, systems, processes and planning cycles and by working closely with Government agencies, has promoted Government ownership of activities. The sector deep approach, with a focus on fewer sectors and a small number of NGO partners, has promoted greater synergy and coherence between interventions at national and local level. The decision to adopt an integrated approach, particularly in relation to vulnerability, has created a more targeted approach and is showing signs of success on the ground, albeit on a limited basis. However, this flexible and adaptive approach to partnership means that Irish Aid is often more responsive than strategic, such as in relation to the financial support provided to Provincial Governments for capacity building.

Key Finding 25: Partnering with experienced and capable NGOs

Irish Aid has successfully identified knowledgeable, reputable, experienced and capable non-governmental partners at provincial level (CARE, CIP, Progresso) that are already having some impact in the two provinces, particularly in relation to an integrated approach to tackling vulnerability. All of these non-governmental partners work in close collaboration with provincial authorities and communities.

Key Finding 26: Funding arrangements providing predictability and transparency, but some problems with late disbursements

The introduction of multi-annual plans has promoted a more coherent approach and created certainty and predictability with regard to Irish Aid funding. The decision to move Irish funds to the central treasury account, "on-CUT"[17], so that they are distributed to the provinces through the Government's own electronic public financial management system (e-SISTAFE) avoids parallel systems in managing the transfer of funds. Both developments have been welcomed by Government staff at provincial level. The introduction of e-SISTAFE has increased transparency and traceability. All payments are made using e-SISTAFE and the reports are generated immediately after the execution. In agreement with Government, expenditures by the Provincial Governments through e-SISTAFE continue to be independently audited on an annual basis.

The process requires multiple steps before the funds reach the provincial directorates and delays have been experienced at both central and provincial level. Since the introduction of e-SISTAFE disbursements have been late reaching the provincial directorates, reportedly because of blockages at the treasury. The embassy identified a number of risks that might be contributing to these delays.

- Delays in the conversion of currency (from Euros to Meticais).
- Funds are visualised virtually in the treasury system, but cannot be accessed physically as they are not in the Treasury account. Consequently disbursements risks not being made to the provinces on time or might not be made in given year.

While mitigation measure have been introduced to reduce delays, evidence suggests that the issue of delays still persists.

Overall, though the e-SISTAFE has clear benefit, the switch to using e-SISTAFE has not been without problems and it appears to have taken both Irish Aid and Provincial Government staff some time to get to grips with system protocols particularly for the programming and execution of external (i.e. non-government) funds in the system. In addition, a problem of late disbursement and resultant negative impacts on budget execution still persists.

Key Finding 27: Staff turnover constrains Irish Aid's effort to increase Government capacities

The high turnover of Government staff at provincial and district level constrain the implementation of activities to increase capacities of Government staff.

[17] CUT: *Conta Única do Tesouro* (National Treasury)

Key Finding 28: Political factors

Presidential, parliamentary and municipal elections have a negative impact on the implementation of programmes in that Government human resources are reassigned to electoral logistics and campaigning. In addition, in the period 2014-2016 political-military tensions resulted in situations of insecurity which required the reprogramming or curtailing of certain activities in some of the districts in provinces supported by Irish Aid.

Key Finding 29: Climatic shocks

In the period under review, climatic shocks have continued to affect both provinces, but Inhambane has been particularly vulnerable, suffering from cyclones, floods and drought. These events not only interrupt the implementation of programme activities, but result in a redirection of human and financial resources into emergency and humanitarian programmes.

Key Finding 30: Recent debt crises have had negative impacts, especially at sub-national levels

As a result of the Mozambique debt crisis, the relationship between Government and international development partners has recently deteriorated. This has led to the suspension of general budget support and disbursements to sector programmes. The austerity programme which has been introduced by the Government in response to the debt crisis has resulted in expenditure reductions across the entire public sector, but with a particular impact at sub-national levels. In this context, Irish Aid has provided much needed additional funds at provincial level.

Ireland's own financial difficulties following the 2008 banking crisis caused the Mozambique programme to be scaled back in 2009 and 2010 when overall spending was 15% less than initially planned. Moreover, the funds allocated to the provincial programme have reduced from 13.5% of total programme funds in 2007-2011 to an average of 10.6% for the four years 2011-16.

Chapter 5 Strengthening knowledge and capacity for effective dialogue

Summary of Key Findings:

- The provincial programmes provide Irish Aid with important insights to help inform its dialogue with Government and other development partners.
- A team of experienced local advisors enables Irish Aid to participate effectively in dialogue processes, however being able to sustain this is not guaranteed
- Good practice and lessons being generated at provincial level are not effectively exploited through a systematic approach to knowledge management
- Provincial and sector MoUs and multiannual plans (MAPs) are important instruments for facilitating dialogue with the Provincial Governments
- Partnerships with non-governmental implementing partners have allowed Irish Aid to establish relationships and to dialogue with local civil society, community organisations, target groups and beneficiaries
- There are clear examples of the scaling-up and replication of initiatives or innovative approaches introduced with Irish Aid's support
- Provincial-level data is not effectively incorporated into the CSP monitoring system
- Irish Aid has not set out explicit objectives and priorities for policy engagement

Key Finding 31: The provincial programme provide Irish Aid with important insights to help inform dialogue with both Government and other development partners

Qualitative evidence supports the findings of previous evaluations that the provincial programme gives Irish Aid with important insights to help inform its dialogue with Government and other development partners). Experiences from its engagements at provincial level much contribute to Irish Aid's understanding of decentralisation processes, of public financial management and operational issues, and of the challenges to front-line service delivery at local level. The substantial experience gained from provincial engagement has allowed Irish Aid to develop a strong presence in the health and education sectors. In addition, and enables them play a constructive role at central level in the decentralisation working group and in the design and roll out of the decentralised planning programme. Few international development partners have the same degree of engagement at the sub-national level.

Key Finding 32: A team of experienced and long serving local advisors enables Irish Aid to participate effectively in dialogue processes, however being able to sustain this is not guaranteed

With a multiplicity of development agencies with high staff turnover, dialogue mechanisms in Mozambique can be rather superficial and risk being overly focused on process. Irish Aid is not completely immune from this, but does have a particular strength in having an experienced team of local advisors with high credibility among their peers and Government. In addition, provincial engagement enables Irish

Aid, through its advisors, to witness first-hand the impact and issues related to common funds. All of this enables Irish Aid play constructive roles in selected working groups and policy dialogue mechanisms with Government and international and local development partners.

However, it is apparent from interviews that the advisors do not visit the provinces enough as often as planned and as might be desired, and it appears that experiences and knowledge gained from provincial visits is not routinely documented in a systematic way. While Irish Aid appears well equipped to engage and lead at both policy and strategic levels at the moment, being able to sustain this is not guaranteed especially should there be sudden turnover of technical staff at the embassy.

Key Finding 33: Good practice and lessons being generated at provincial level are not effectively exploited through a systematic approach to knowledge management

Whilst provincial engagements have clearly had an impact on Irish Aid's ability to engage constructively in policy dialogue, previous evaluations, and indeed Irish Aid itself, acknowledge that lesson-learning from the provincial programmes has been insufficiently systematic. Knowledge management is a relatively new concept in international development; is often misunderstood; and is challenging. To be successful, it requires a corporate and collective commitment and behavioural changes in ways of working. Responsibility for this should not fall on one person (the Monitoring & Evaluation officer) as it would appear to be the case. Provincial visit findings are captured in back to office reports and reported on in team meetings, some interesting case studies and human interest stories have also been elaborated and used in annual reports and on the web page. However, given the wealth of experiences that were witnessed during field visits, there is an opportunity for the more effective use of the knowledge, good practice and lessons that are being generated. There are few experts in this field, but the national decentralised planning programme (to which IA was a partner) developed some interesting experiences with knowledge management. Furthermore, the Department of Foreign Affairs and Trade published a Vision for Knowledge Management and Innovation that provides guidelines for the development of knowledge management capabilities, systems and practices.

Key Finding 34: Provincial and sector MoUs and multiannual plans (MAPs) are important instruments for facilitating dialogue with the Provincial Governments

The Provincial MoUs between the individual provinces and Irish Aid, and particularly the sector MoUs and multi-annual plans introduced during the current CSP, are important mechanisms for dialogue. Through them, Irish Aid has been able to develop strong relationships with the provincial Governors, the Provincial Permanent Secretary's office and the provincial Directorate of Planning and Finance. The MoUs establish an annual programme of consultative and technical meetings to review progress, identify and overcome bottlenecks, and ensure timely follow up on key jointly agreed recommendations. The provincial engagement has enabled Irish Aid to develop a relationship of mutual confidence and trust with Government, creating the opportunity to discuss issues relating to the implementation of national policy at local level and affording Irish Aid an opportunity to see things from their partner's perspective and enriching its contribution to dialogue mechanisms at national level.

Key Finding 35: Partnerships with non-governmental implementing partners have allowed Irish Aid to establish relationships and to dialogue with local civil society, community organisations, target groups and beneficiaries

Irish Aid has developed strong relationships with its non-governmental implementing partners at provincial level, participating, among other things, in steering committee meetings and other working groups, and in joint field trips and monitoring exercises. These have enabled Irish Aid to support programme implementation and contribute to problem solving as cases may arise. They also give the opportunity to establish relationships and engage with local civil society and community organisations, and the target groups and beneficiaries.

Key Finding 36: There are clear examples of the scaling-up and replication of initiatives or innovative approaches introduced with Irish support

The provincial programmes provide an opportunity to pilot or test initiatives at a local level and to bring the lessons and possibilities for replication to the national level: A number of examples of the scaling-up and replication of initiatives or innovative approaches introduced with Irish support at provincial level were mentioned:

- The training of **community health workers** in Niassa which led, with World Bank support, to the national replication of the approach nationally.
- The elaboration of **provincial infrastructure plans for the health sector**, an approach that the Ministry of Health intends to replicate in all provinces so as to help bring Mozambique in line with WHO standards.
- In partnership with Progresso in Niassa, support given to various initiatives for **retaining girls in school and protecting them from sexual abuse** are now being considered by the Ministry of Education
- The testing of a **new approach to literacy teaching in Niassa** which has been adopted as part of the Ministry of Education's new Strategic Plan and which **will be replicated in the teaching of literacy nationally.**
- The introduction of a **roads' fund given directly to district authorities** in Niassa for the maintenance and repair of tertiary roads. The approach was adopted by the national roads administration and is now a component of district budgets nationwide.
- The introduction of **orange flesh sweet potato** to improve nutrition and generate income in Niassa will be expanded through the national agriculture research institute.
- New techniques for **conservation agriculture** introduced by CARE in Inhambane and **being replicated in other districts** by the provincial directorate of agriculture
- The **training of mechanics in community water management committees** to undertake simple maintenance of water infrastructure is being evaluated by the national directorate for water

Although these achievements are impressive and the list is not exclusive, more might have been done in this area. Piloting can be time-intensive and expensive, it can take quite some time to show results and the pilots are not always replicable. Whereas Irish Aid tends to align with existing systems and processes in order to strengthen or consolidate them, provincial engagement does present an opportunity to test alternative and innovative approaches

Key Finding 37: Provincial-level data is not effectively incorporated into the CSP monitoring system

Data management and lesson-learning are important for the efficiency, effectiveness and sustainability of development programmes. The monitoring system for the 2012-16 CSP was strengthened and has been a useful tool for measuring progress and demonstrating results. Nevertheless, a number of gaps in the data are evident, in part due to factors out outside of the embassy's control, for example, the adoption of national and provincial level indicators that can no longer be measured, have been dropped in other monitoring systems or their collection has been delayed . More importantly, the opportunity to incorporate provincial-level data into the monitoring matrix has been largely overlooked with only a small number of indicators with data disaggregated at provincial level. Whilst it is clearly important to monitor national trends, the use of provincial data collected by both the Provincial Liaison Offices and provincial partners would, for some indicators, give an extra dimension to the monitoring system and a more complete picture of how provincial development is progressing in comparison to national trends.

Key Finding 38: Irish Aid has not set out explicit objectives and priorities for policy engagement

While Irish Aid has demonstrated an ability to influence at central level and there are some clear examples of scaling-up and replication of initiatives introduced with Irish support at provincial level, assessing the performance of Irish Aid is much limited as there are no clear priorities or objectives for Irish Aid's policy engagement.

Chapter 6 Role of the Provincial Liaison offices

Summary of Key Findings:

- The Provincial Liaison Offices (PLOs) play an important role in maintaining relationships and providing supports, and they enhance Irish Aid's image and reputation
- The Liaison Offices enable Irish Aid to react rapidly to changing circumstances
- The PLOs play an important role in monitoring programme implementation and data collection
- The PLOs' contribution to learning processes and knowledge management could be greatly enhanced
- In the absence of a specific strategy and objectives for provincial engagement, the liaison officers lack direction for the prioritisation of their work

Key Finding 39: The Provincial Liaison Offices play an important role in maintaining relationships and providing supports to the Provincial Government and implementation partners, and they enhance Irish Aid's image and reputation

The PLOs have played a key role in monitoring programme implementation at provincial and district levels; in building and maintaining relations; in providing certain technical supports to Government and non-governmental partners; and in helping optimise the use of financial and non-financial resources. Irish Aid and the PLOs were widely praised in interviews, with numerous references to the valuable role that the PLOs play in facilitating linkages between the embassy and partners, whether governmental or non-governmental. The presence of the PLOs helps build Irish Aid's understanding of the specific developmental challenges of each province and they enhance collaboration with partners. The importance of the physical presence in the provinces and the opportunities afforded for face-to-face contact, often at short notice, were frequently stressed as critical in enhancing Irish Aid's ability to be responsive and flexible in its approach, and resolve questions locally without reference to the embassy.

Amongst the most frequently mentioned benefits of the PLOs were their roles in: facilitating dialogue and regular interaction with Government technical staff and senior managers, enhancing Government ownership due to close engagement with Government staff, and improving transparency through activity monitoring and financial oversight. Overall, the liaison offices play an important role in enhancing Irish Aid's image and reputation as a development partner. The Provincial Governments consider Irish Aid a reliable, open and flexible partner and it is reported that they readily seek out liaison office staff when issues arise for support and advice. Liaison office staff play a wider and important support and advisory role through regular technical meetings with sector counterparts to accompany progress. One provincial sector representative was of the view that through the regular participation of PLO staff in technical meetings, Irish Aid is more engaged with implementation than other development partners.

Key Finding 40: The Liaison Offices enable Irish Aid to react rapidly to changing circumstances

The presence of the PLOs is particularly significant with regard to their ability to quickly identify divergences in the implementation of activities before they become critical, and to work together with provincial Government staff to identify and agree appropriate adjustments or corrective measures. In addition, the PLOs are able to quickly assess the importance of emerging development issues and challenges, often together with the provincial Government or other implementing partners. This has been particularly significant when natural disasters have required an emergency response and humanitarian assistance. The PLOs have been able to alert the embassy and facilitate the coordination of relief efforts. This has meant that when emergencies have occurred in the provinces, Irish Aid is often amongst the first development partners to react.

Key Finding 41: The Provincial Liaison Offices play an important role in monitoring programme implementation and data collection

The liaison offices play an important role in monitoring programme implementation and staff regularly participate in joint monitoring visits organized by the provincial Government and partners. Although the Maputo based advisors are also invited to participate, they are often unable to do so. However, the involvement of the monitoring and evaluation officer means that Irish Aid has a regular presence in the field. A provincial sector representative stressed the importance of the assistance provided by the liaison office in establishing monitoring priorities. In the case of Inhambane, the PLO, through the M&E Officer, collect and update a series of data on key indicators that provide a useful overview of progress in the province. However, for five years and up to the time of the evaluation there has been no M&E Officer in Niassa. This has limited the effectiveness of the PLO and meant the Liaison Officer had to undertake the role alongside his other duties.

Key Finding 42: In the absence of a specific strategy and objectives for provincial engagement, the liaison officers lack direction for the prioritisation of their work

The role of the Provincial Liaison offices has changed with the transition from a parallel financing system using commercial bank accounts to the use of e-SISTAFE. In addition, there has been the introduction of a new embassy management structure with "output leads" based in the embassy with overall responsibility for partner management. There is also a new dedicated "Provincial Coordinator" as a focal point between the embassy and PLOs responsible for, amongst other things, the coordination of technical support and information sharing. These changes could have diminished the role of the PLO's, but evidence suggests that they haven't significantly done so. It is clear that the PLOs continue to play an important role in maintaining good relations with provincial partners. Moreover, the embassy based provincial coordinator has played a useful role in supporting planning, monitoring and financial management at provincial level and has established mechanisms to assist in the transition to e-SISTAFE in coordination with the Provincial Liaison Offices and the Ministry of Finance.

Nevertheless, it would appear that the staffing of the PLOs is "light", especially in Niassa, and that they require more capacity and more direction for decision-making and the prioritisation of their work. The PLOs were likened to being a "mailing box", and in this context one member of Provincial Government

staff commented that partnership processes work better when people with decision-making power are present at the local level. Given Irish Aid's consistent support for decentralisation related issues and processes, it was questioned why the provincial offices aren't vested with greater resources.

It appears that the role of the PLOs and the division of responsibilities could be more clearly defined. In 2015 an Irish Aid internal meeting reviewed arrangements and suggested simplifying lines of communication and returning to a situation where the PLOs would be the main point of contact with provincial counterparts. On the evidence collected at provincial level there appears to be support for such an approach from Government and other partners. However, any decisions in this regard would much benefit from having a clear theory of change and objectives for provincial-level engagement. At present Irish Aid's provincial liaison officers are not in a position to act unilaterally on many operational decisions.

Chapter 7 Continued relevance given the development context in Mozambique

Summary of Key Findings:

- The rationale for the provincial programmes continues to be valid
- The experience, knowledge and goodwill provide a clear case for continuing and consolidating support to the two provinces
- The 2014 household survey results suggest that Inhambane and Niassa still have very high poverty levels
- Political tensions are diminishing, but implications for decentralisation and the provincial programme are uncertain
- The changing aid environment creates opportunities for greater investment of resources at provincial level

Key Finding 43: The rationale for the provincial programmes continues to be valid

The rationale for provincial engagement remains valid in that it aims to build capacities to deliver improved and efficient services to poor communities across a number of sectors. Provincial engagement also contributes to accelerating public sector reforms at local level, it helps advance the Government's overall decentralisation agenda and its focus on good governance and provides a barometer of realities on the ground and a means for observing how central Government policies play out at local level. The validity of this rationale could become more significant if the outcome of current political negotiations change the relationship between central and local Government. Irish Aid's presence in the provinces, the strong relationships it has established and the knowledge it has acquired strengthens its ability to give informed, effective and meaningful input into formal and informal dialogue processes with Government and development partners at national level.

Key Finding 44: The accumulated experience, knowledge and goodwill provide a clear case for continuing and consolidating support to the two provinces

Irish Aid's long term investment in the two provinces has enabled it to gain a deep understanding of the operational challenges to the delivery of front line services at local level and witness first-hand the impact of national policies, programmes and strategies. The good will and strong relationships of confidence and trust that Irish Aid has developed with Government counterparts and other development partners give it a special insight into the development processes at local level, and this provides a strong case for continuing and consolidating support through the provincial programmes.

Key Finding 45: The 2014 household survey results suggest that Inhambane and Niassa still have very high poverty levels

The household survey results for Niassa and Inhambane provinces are markedly different. The reasons for Niassa's poor performance are not altogether obvious. An analysis by the embassy finds that although there may have been statistical undercounting of consumption generally, it is unlikely that this would have been more exaggerated for Niassa. There were floods in the northern region during the data collection period which destroyed public infrastructure, houses and crops, but this also affected other provinces, for example Zambezia, which saw a fall in poverty over the period. The size and low population density of Niassa may also contribute to difficulties in providing access to services and jobs, and access to markets. It is also possible that there were some methodological issues with data collection in Niassa, either in the 2014 survey or the previous one (which may have over stated poverty reduction). The embassy recognizes that further, more in-depth analysis will be required to fully understand the dynamics at work including collaboration with Government and other partners and possibly the commissioning of further analysis of the data.

In Inhambane too, there is a case for further analysis of the data, and particularly of the differences between districts, to test the hypothesis that areas adjacent to the coast and along the National Highway 1 tend to be less poor than those in the interior. Either way, more in-depth analysis in both provinces could provide valuable data on poverty and deprivation that would allow Irish Aid to more effectively target its interventions aimed at reducing vulnerability and strengthening social protection.

Key Finding 46: Political tensions within the country are diminishing, but implications for decentralisation and the provincial programme remain uncertain

Political tensions have resulted in periodic outbreaks of violence, most recently in the run up to and in the period following the 2014 elections. A tentative ceasefire brokered at the end of 2016 has been maintained and at the time of writing looks likely to hold. The fall-out from the disputed 2014 general election has brought the issue of decentralisation sharply back into focus with Renamo seeking political control of Provinces where it claims to have received electoral majorities. Accession to such a demand could signal a significant change in the dynamics of the decentralisation process, moving away from a hitherto cautious and incremental approach to decentralisation, principally technical in character, to one where real power is devolved. Frelimo has always considered such an approach as a risk to the unitary nature of the Mozambican State. Nevertheless, it appears that dialogue is taking place behind the scenes and some form of consensus is being reached although the details have not yet been made public. During field work some respondents suggested that the changing dynamics of the decentralisation process could give greater validity and relevance to Irish Aid's provincial programme and further strengthen their comparative advantage. This may be the case, but until the details of the political settlement have been released, and their full implications become apparent (which could take some time), it is too early to be conclusive. It is equally plausible that concessions made might lead to the decentralisation process being put on hold, or possibly even some re-centralisation of resources. Analysing the implications for the provincial programme in this context is complex. Nevertheless, an assumption can be made that on the basis of the last election results and past electoral trends, it is unlikely that either Inhambane or Niassa will be directly affected by the changes currently being proposed. That is to say, it is unlikely that either province will be governed by a Renamo administration, and in this sense, it is likely that continuity in Irish Aid support and the maintenance of established relationships are viable.

Key Finding 47: The changing aid environment creates opportunities for greater investment of resources at provincial level

The recent exposure of undisclosed loans underwritten by Government agents has thrown Mozambique into a "debt crisis" which is having severe economic consequences and has resulted in profound changes to the aid environment. Trust between Government and international development partners, already eroding, deteriorated further when Programme aid partners suspended disbursements for direct budget support pending the results of a forensic audit of the controversial loans. In addition, contributions to sector basket funds were delayed. International development partners' commitment to a collaborative approach to aid effectiveness shows signs of weakening. Many donors are waiting for a new IMF programme to be put in place before deciding on the nature of future aid to Mozambique. It is unlikely that Irish Aid will consider returning to general budget support before Government agreement to an IMF reform programme that puts the country on a path to sustainable debt management. Nevertheless, the current hiatus does present an opportunity for Irish Aid to reassess how its investment in Mozambique could be more effective and have greater impact, including giving consideration to an increase in the allocation of funds to the provincial component of the country programme.

Key Finding 48: The added value of support to sectors at provincial level is not clear

Irish Aid has been a long term and active participant in the health and education sector programmes (PROSAUDE and FASE). These provincial level engagements have served to provide IA with insights that might not be available to other development partners. The rationale for support to the sectors at provincial level is clearly valuable for maintaining the relationships and influence Irish Aid has established with the sectors; for filling funding gaps; and for supporting local sector priorities. However, given Irish Aid's interest in strengthening Government capacity through aligning and using Government systems, it can be questioned as to whether parallel funding to the sectors at provincial level serves to strengthen such capacity.

Chapter 8 Conclusions

8.1 Strategic Focus: Relevance and Rationale

Policy coherence and complementarity

Irish Aid's provincial engagement is well aligned with Mozambique's priorities and strategies. In the definition of support at provincial level, Irish Aid has consulted with Government sectors at national and provincial level. Since 2012, Irish Aid has refocused on specific areas where there is a pro-poor emphasis and an opportunity to more explicitly link provincial inputs with support to sector programmes. The introduction of MOUs with sectors at provincial level and the elaboration of sector multiannual plans have further reinforced alignment of Irish Aid's support with sector strategies and objectives. However, a better understanding of the use and impact of health and education sector programme funds at provincial level could enhance complementarity.

There is clear coherence and complementarity between provincial engagement and support to advancing decentralisation. There are a number of examples of where Irish Aid's presence at provincial level has enabled it to support the roll-out of national policies particularly in relation to education, nutrition, social protection, and disaster risk reduction.

Although support to the private sector and the establishment of markets is relevant, it lacks coherence and its effectiveness is questionable. There is a case for a more strategic, comprehensive and integrated approach to local economic development, and support to the establishment of value chains and identifying additional institutional partners at national level.

Continued relevance

The fallout from the disputed 2014 elections has brought the issue of decentralisation sharply back into focus. Moreover, the overall context for aid has changed significantly. Dependence on foreign aid has reduced sharply, but the current debt crisis has put severe constraints on public expenditure and resulted in the suspension of the IMF country programme and general budget support. Relations between Government and programme aid partners, have deteriorated and the commitment of some traditional development partners to a number of the principles of aid effectiveness appears to be wavering.

This creates an uncertain environment for how the provincial component of Irish Aid's programme might develop. It is too early to draw conclusions regarding the outcome of ongoing political dialogue and the implications for the decentralisation process. However, the assumption is that Inhambane and Niassa will not be directly impacted making continued Irish support and the maintenance of established relationships viable. Although relations with Government have deteriorated at a national level, the relationships between Irish Aid and the Provincial Governments remain very strong. The current hiatus presents an opportunity for Irish Aid to review the objectives and focus of its supports to the provinces.

The evaluation concludes that Irish Aid's provincial engagement continues to be relevant, responds to local development challenges and is well aligned with the provinces' needs. The approach of supporting Government systems for more effective service delivery is particularly valid. Irish Aid has taken account

of previous evaluations and lessons learned to adapt and modify provincial engagement by taking a more integrated approach to vulnerability and resilience.

The rationale for provincial support has changed as Government has gradually channelled more resources to sub-national levels. Nevertheless, the rationale for provincial engagement remains valid. Through it, Irish Aid gains deeper understanding of the challenges to service delivery at local level and the impact of national policies, programmes and strategies. The goodwill and strong relationships Irish Aid has developed with Government counterparts and other development partners give it a unique insight into the development process at local level and they justify the continuation and consolidation of support to the two provinces.

Provincial strategy

Irish Aid's support to development at provincial level is predicated on a countrywide analysis of problems and priorities and the broad objectives of the overall country strategy. Despite the common use of the term "Provincial Programme", engagement at provincial level is more accurately characterized as a "component" of an overall country programme in which strategic objectives are broadly stated. In the absence of a strategy and provincial-level theories of change, provincial engagement is somewhat ad hoc and reactive. A more programmatic approach to provincial engagement with specific objectives, outputs and targets for each province would better focus the programmes on achieving predefined objectives and strengthen monitoring and evaluation.

8.2 Meeting Strategic Objectives

Addressing Needs

Irish Aid's integrated approach to reducing vulnerability and enhancing livelihoods is producing promising results**,** albeit on a limited scale to date. The evaluation concludes that it is too early to draw conclusions regarding the effectiveness of Irish Aid's contribution in this new area. However, the partnerships developed with international and local NGOs in both Inhambane and Niassa appear to be effective and are securing the introduction of new agricultural practices that are improving productivity, food security and nutrition, supporting alternative livelihoods and diversifying income sources. There is evidence that Irish Aid support is focusing on vulnerable districts and households in both provinces and these have become the targets for various interlinked interventions by both implementation partners and the provincial Governments. Irish Aid's support has strengthened Provincial Government capacity to implement and monitor social protection programmes particularly in relation to child welfare.

With Irish support the provincial directorate of agriculture in Inhambane has expanded extension services and focused on drought and flood prone districts to introduce conservation agriculture, drought resistant crops, and drip irrigation systems. Good progress has been made in increasing capacity on climate change mitigation and adaptation, particularly in Inhambane. Access to clean drinking water for poor communities in both provinces has expanded with an emphasis on improving resilience of infrastructure and improving community capacity for maintenance and repair. The introduction of orange fleshed sweet

potato in 8 out of 16 districts in Niassa is directly addressing the province's problems with malnutrition, particularly in children.

Irish Aid's engagement in HIV and AIDS is highly relevant and support for home-based care in Inhambane was innovative and initially successful. However, the sustainability problems encountered when responsibility for the service was handed over to Provincial Directorate for Health raise questions about transitional arrangements and the planning for such transition.

Irish Aid's support to health and education in the two provinces is relevant with its pro-poor focus on the equitable expansion of primary health care services and basic education, particularly at district level. Strategic objectives and targets for most health indicators have been reached or exceeded during the current CSP. For education most of the indicators show positive trends with improvements in teacher/pupil ratios and increases in the percentage of children enrolling in and concluding primary school. Through its support to the health and education sector at provincial level Irish Aid has been able to influence policy dialogue and there are a number of examples of interventions piloted through provincial engagement being scaled-up and integrated into national policy. However, given Irish Aid's participation in the health and education sector programmes, the added value of financial support to the same sectors at provincial level is not clear. Similarly, given Irish Aid's influence in the health and education sector programmes objectives for dialogue are not explicitly defined.

Building Capacity

Financial support to the sectors at provincial level and the use of national systems has enabled Irish Aid, through a process of mentoring and on-the-job support, to improve basic public financial management and planning capacity using a "learning by doing" approach. Irish Aid has focused wherever possible on using and strengthening Government systems, rather than undermining Government capacity with parallel systems and additional demands on capacity. Irish Aid's support to the national decentralised planning and finance programme has been effective in enhancing capacity for participatory planning, budget formulation, and implementation at district level.

Nevertheless, despite progress, capacity weaknesses persist in internal control and audit, procurement and budget credibility. In addition, delays in disbursements and unspent balances have been features of support to the Provincial Governments. Despite the successes of some capacity building initiatives, Irish Aid's approach to capacity development has been reactive and rather ad hoc and, in the absence of an overall strategy, lacks coherence. Moreover, the current level of contact with embassy based technical advisors is insufficient to support capacity development and strengthen the transfer of knowledge and know-how.

Support to demand-side accountability has been achieved through strengthening the capacity of local CSOs through partnerships with international NGOs and through support to the decentralised planning programme. However, there is a marked difference in the level of support provided by Irish Aid to the two Provincial Governments and the support to provincial level CSOs to enable them to engage effectively in governance processes and in the monitoring of Provincial Government community focused initiatives.

8.3 Enhancing **Dialogue**

Irish Aid's understanding of the decentralisation process, public financial management and operational issues, and of the challenges to front-line service delivery at local level is deeper than that of many other development partners, and has greater practical application due to its provincial engagement. The combination of technical capacity and institutional memory, together with a deep knowledge of the sectors at ministerial and provincial level, places Irish Aid in a position of being well equipped to engage with, and lead, dialogue at both policy and strategic levels, and gives Irish Aid a higher profile and greater credibility with both Government and international partners as a competent and trustworthy partner. However, there is no clear strategy for policy engagement, including the identification of specific priorities and objectives, and this need to be more explicitly addressed both in the country strategy and in a strategy for provincial engagement.

Provincial engagement provides the opportunity to pilot or test initiatives at a local level and to bring the lessons and possibilities for replication to the national level. A number of examples of scaling-up and replication in health and education were found particularly in Niassa. Moreover, there are a number of examples of where provincial engagement has accelerated the roll-out of national policy and strategies, notably in relation to food security, nutrition, social protection and climate resilience.

8.4 Provincial Coordination and Support

Provincial Liaison Offices

The Provincial Liaison Offices (PLO) play a key role in maintaining relationships with provincial partners and in monitoring programme implementation at provincial and district levels. They enhance Irish Aid's image and reputation as a development partner through facilitating dialogue, being responsive and flexible, and being able to help resolve problems locally. The liaison offices are also in a position to quickly assess the importance of emerging development issues and challenges which is particularly significant when natural disasters have required an emergency response and humanitarian assistance. However, staffing of the PLOs is "light", especially in Niassa, and they would much benefit from having more regular technical support from the embassy's advisors. In addition, the prioritisation of their work and their decision-making would be much helped if there was a specific strategy and specific objectives for provincial-level engagement.

Monitoring and learning

Data is available at provincial level on a range of indicators relating to health, education, nutrition, HIV and AIDS, access to drinking water and agriculture, but the data is not well incorporated into the CSP monitoring matrix and thus making comparisons between provincial and national performance difficult. Indicators for Outcome 1 (relating to vulnerability and livelihoods) are poor with provincial data missing.

Moreover, whist provincial engagement has clearly had an impact on Irish Aid's ability to engage in policy dialogue, previous evaluations have found, and indeed Irish Aid itself acknowledges, that knowledge management and lesson-learning has been insufficiently systematic. Much knowledge and experience is generated through provincial engagement but appears not to be effectively and systematically managed, and requires greater collective responsibility.

Financing

The total volume of funds allocated to provincial engagement is relatively small and has been slowly declining as percentage of total country programme expenditure. In the absence of specific objectives and targets for support at provincial level, it is not clear how overall financial allocations, or subsequent reductions, to the provincial component of the country programme are determined. The decision to use the Government's on-line financial management system (e-SISTAFE) as a means to transfer funds to the Provincial Governments is consistent with Irish Aid's approach of seeking to strengthen national systems by using them. Nevertheless, it has not completely resolved some long standing financial management constraints and the problem of late disbursement continues and needs to be urgently addressed.

Sustainability

Assessing the sustainability of Irish Aid's provincial engagement is not an explicit requirement of the TORs for this evaluation. Nevertheless, questions of sustainability naturally arise in a programme that has been running for so long and is worthy of comment.

One of IA's strengths is that it has always taken a long-term view, recognizing that progress in a complex development environment takes time and resisting the temptation to go for short term quantifiable results. IA's approach of increasingly channelling its support through government systems and processes in order to strengthen them, to increase ownership and build capacity, has been effective and reduces sustainability risks. The transition to using e-SISTAFE for managing financial support to the provinces is but the latest example.

IA's long-term provincial engagement does give it greater understanding and insight into the development challenges at local level enabling it to take sustainability questions into account. Lesson learning and knowledge management are important for sustainability and Irish Aid has regularly reviewed its country programme, including the provincial component, learned from it, and adapted its approach.

Strengthening national capacity and know-how is key to sustainability and has been the focus of Irish Aid's support to the two Provincial Governments. Capacity development of both Government and civil society is a slow process and measuring capacity improvements is challenging. Qualitative evidence does suggest that progress has been made, but that a number of capacity challenges persist suggesting that Irish Aid needs to review its approach to capacity building if it is to be sustainable in the longer term.

The evidence shows that funds made available by Irish Aid to the sectors at provincial level are much used for recurrent expenditure, particularly related to field work costs. This is justifiable in many cases, and is often critical in enabling provincial technical staff to work in the districts. However, the long-term sustainability of such support does need to be reviewed.

These are sensitive areas. The financial support that Irish Aid provides to the Provincial Governments underpins the strong relationships that have developed and the trust and goodwill that exists. Nevertheless, it is precisely the strength of these relationships with the Provincial Governments (and particularly the Governors) that creates the opportunity to raise these concerns in a frank and open manner.

Chapter 9 Recommendations

Introduction

The current uncertainties in the aid environment in Mozambique and relations with central Government present Iris Aid with the opportunity to re-examine the overall mission strategy and, specifically, plans to engage at provincial level.

1 A Strategy for Provincial-Level Engagement

In the preparation of a new mission strategy for Mozambique, considerations for continued provincial-level engagement should be supported by a specific strategy for the provinces concerned. Such a strategy should set out the rationale, objectives and outputs for this engagement, including a theory of change. The Theory of Change should elaborate the changes Irish Aid wishes to see brought about; an understanding of how change will happen; key assumptions about how things will happen; and the risks involved and how they can be mitigated. Issues the strategy might elaborate include:

- Innovation and targeted resourcing to help accelerate the implementation of national policies and strategies
- Contribution to decentralised governance and service delivery
- Engagement with civil society and strengthening the role of local NGOs and civil society to demand high levels of transparency and accountability.
- Engagement with the private sector, including the area of local economic development
- Ways of collaborating with other development partners
- Structures and systems to manage and monitor Irish Aid's provincial-level engagements
- How to systematically learn and feed into policy dialogue, both formal and informal.

2 Clarity about Policy Dialogue Objectives and Priorities

The Mission should clearly specify priorities and objectives for policy engagement at provincial-level in order that insights and knowledge generated can effectively influence poverty-reduction policies and strategies.

3 A Strategic Approach to Capacity Building

Strengthening capacities of statutory authorities and civil society organisations to bring about change and manage development processes is an ongoing challenge. Irish Aid should use the opportunity created by the planning of a new mission strategy to review its approach to capacity building, particularly capacity building at sub-national level, and to consider how knowledge and know-how can be more effectively transferred and retained.

4 The role of Irish Aid's Provincial Liaison Offices

Considerations for continued provincial-level engagement should include reviewing the role of the Provincial Liaison Offices; the level of authority they currently have to act on behalf of the mission; and how they link with Irish Aid's technical advisors, the embassy's provincial coordinator, Provincial Government counterparts and implementation partners.

5 Knowledge Management

Irish Aid should consider how knowledge and information generated by provincial-level engagement, including good practice and lessons learned, can be systematically managed and documented so as to further strengthen contributions to dialogue processes and improve strategic communication. This would require the adoption of a collective approach to knowledge management involving all staff (in the embassy and the provinces). In addition, implementing partners should be encouraged to participate in the knowledge management process and contribute to knowledge products.

6 A Results Matrix that Tracks Provincial-Level Data

In the development of the results and monitoring matrix for the new mission strategy consideration should be made as to how to better consolidate provincial level data. The definition of provincial objectives and outputs should include the definition of provincial level indicators. There are also opportunities for the integration of provincial data in the measurement of indicators at the wider programme level which would facilitate a comparison of provincial performance with national averages.

7 Sustainability

Considerations for continued provincial-level engagement should include reviewing the sustainability in the medium term of the level of support for recurrent expenditure to Provincial Governments and its effectiveness in contributing to capacity building.

In addition, the sustainability of support to home-based care in Inhambane was undermined by poor arrangements for its transition to the provincial authorities. It would be important to ensure that lessons are learned from this experience. Irish Aid should review its transition arrangements with a view to ensuring greater sustainability of such initiatives.

8 Helping Address the Problem of Late Disbursements

In the immediate term, a solution to the problem of late disbursements to the sectors at provincial level needs to be found, possibly through the creation of a working group that brings together the Provincial Directorate for Economy and Finance, the accountants from the PLOs, the embassy finance department, and the National Directorate for the Treasury. This could result in a protocol detailing the steps that need to be taken by all parties to ensure the timely disbursement and availability of external funds in e-SISTAFE.

Appendix 1 Terms of Reference

1. Introduction

Ireland's bilateral programme in Mozambique started in 1996 and had an initial focus on the provinces of Inhambane and Niassa. Since then the programme has grown in scope and in complexity using a range of modalities, including General Budget Support.

In addition to the bilateral aid programme, Irish Aid HQ provides funding to a number of non-governmental organisations working in Mozambique, most notably Concern Worldwide. Other HQ funding has supported the Mozambique activities of the United Nations Environment Programme, the Global Climate Change Action fund through the European Union and the Global Alliance for Improved Nutrition.

The provincial programme from the 2007-2011 CSP was based on the goals and principles of Mozambique's poverty reduction strategy, the PARPA II. As such, Irish Aid sought to focus its local development programme in particular sectors as well as strengthening local government capacity to use resources effectively and increase citizens' participation in planning and implementing local development programmes.

In 2011, approval was given for a new Mozambique Country Strategy Paper (CSP) for the years 2012 to 2016. At the time of approval the indicative budget for the overall programme was approximately €37million per year with approximately €750,000 per year allocated to the development plans of each of the two Provincial Governments of Inhambane and Niassa. MoUs governing the partnerships between Irish Aid and the two Provincial Governments were signed in 2013.

A New Strategy

In March 2016 the SMG gave approval for a one-year extension to the current Mozambique CSP, 2012-2016. Having been extended to the end of 2017, a new country strategy will be planned in the coming year. As is required for all CSPs, this new CSP will need to show that it has taken due cognisance of the findings from relevant evaluative work (formal evaluations, reviews, studies, etc.).

In advance of the planning of a new CSP, an evaluation framework (2014-2016) for the Mozambique programme was developed giving detail of a range of evaluative exercises which would serve to inform the planning of the new CSP. The exercises are a mixture of reviews and evaluations, and, for the most part, will have been commissioned/managed by the implementing partners in collaboration with Irish Aid, Mozambique. Exceptions to this are the multi-donor pool-funding arrangements in Health (PROSAUDE), Education (FASE) and General Budget Support. These have been led by donor partners and involve external assessors.

One area not specifically covered by this framework of evaluative work is Irish Aid's strategy of supporting the Provincial Governments in Inhambane and Niassa provinces. The 2012-2016 CSP approved in 2011 spoke of a decision to restructure the provincial programmes so as to address better the key drivers of vulnerability in Inhambane and Niassa. The CSP went on to say that this restructuring would be assessed as part of the MTR.

In 2014 a Mid-Term Review of the programme was undertaken. This exercise included the preparation of a "Results Report" giving evidence of performance against the indicators and targets set out in the CSP's Results' Framework. The MTR report (finalised in 2015) broadly comments that the provincial programmes continue to provide Iris Aid with a means to observe how central policy plays out at local level in the areas of health, education, rural development and decentralisation, and allows those experiences to be fed back into discussions with central government. In support of this assertion the MTR gives specific examples of how provincial level support has influenced policy at the country-level (e.g. disaster risk reduction and home-based care policy issues). However, though the report gives examples from Inhambane and Niassa among a selection of "headline results", it does not give an assessment of the overall effectiveness of the strategy of supporting Provincial Governments. In its feedback to the overall MTR report, HQ asks whether there is an intention to continue indefinitely support to the Inhambane and Niassa provinces, or explore the possibility of opening a new sub-national programme. In response, the programme management comments that a CSP evaluation will serve to give clarity to how Irish Aid will engage in the future.

Given the fact that the evaluation framework for the Mozambique CSP does not include a formal assessment of Ireland's strategy of support for the Provincial Governments in Inhambane and Niassa, it is proposed to undertake **an Evaluation of Irish Aid's Provincial Programmes in Inhambane and Niassa Provinces, 2008-2016.**

2. Purpose of the Evaluation

The purpose of the evaluation is:

- To provide Irish Aid management with an independent, evidenced-based assessment of the performance of Irish Aid Mozambique's strategy of direct support to the Provincial Governments of Inhambane and Niassa Provinces, 2008-2016, and including supports for the building of partnerships with non-Government organisations.
- To provide accountability to the Governments and peoples of Ireland and Mozambique for the support provided during the period covered by the evaluation and to identify lessons learned that will help inform future Irish Aid strategic decision-making both locally in Mozambique and within Irish Aid more generally.

3. Scope of the Evaluation

Guided by the OECD-DAC's *Principles for the Evaluation of Development Assistance* and *Quality Standards for Development Evaluation*, the evaluation will examine the performance of the two provincial programmes from the perspectives of:

Results:

6. To what extent has Irish Aid's support for the Provincial Governments of Inhambane and Niassa:
    - contributed to reduced vulnerability and enhanced livelihoods of poor people in the respective provinces?
        - What factors influenced these contributions and to what degree?
    - contributed to improved health and learning outcomes for the poor?
        - What factors influenced these contributions and to what degree?
    - contributed to building the capacities of the respective Provincial Governments to effectively deliver services and manage resources?
        - What factors influenced these contributions and to what degree?

Strategy:

7. Extent to which direct support for the Provincial Governments has promoted complementarity and coherence in development strategies:
    - in the provinces concerned?
    - in Mozambique more widely?

Dialogue:

8. To what extent has Irish Aid's partnerships with the Provincial Governments helped strengthen Irish Aid's knowledge and capacity for effective dialogue with:
    - Government partners?
    - Civil Society partners?
    - Other donor partners?
9. To what extent has Irish Aid's liaison offices in the provinces served to optimise the effectiveness of the partnerships between Irish Aid and the Provincial Governments?

10. To what extent does the strategy of support to Provincial Governments continue to be relevant and appropriate given Mozambique's current developmental context?

4. Evaluation Phases and Methodology

It is envisaged that the evaluation will consist of three broad phases;

- **Phase I Inception**

The first phase would consist of a preliminary review of documentation - reports, reviews, evaluations and other documents related to the Mozambique CSP and, specifically, to Irish Aid's supports for the two Provincial Governments. This phase would also involve initial interviews with some key informants from Irish Aid in Ireland. Refinement of the key evaluation questions and detailed planning for the field mission will be completed during this phase.

- **Phase II Documentary Review and Field Mission**

The second phase would involve a further review of documentation and a field visit to Mozambique. The consultant will take lead responsibility for the overall planning of the field visit. The Embassy of Ireland in Maputo will assist the evaluation team with logistics, including the setting up of interviews as may be requested. It is envisaged that the in-country field visit will be of two weeks duration. The visit will cross-check the evidence arising from the documentation review and the initial analyses, and gather evidence from interviews with key stakeholders. An in-field debriefing will be given to key stakeholders prior to the departure of the evaluation team.

- **Phase III Reporting**

The final phase would consist of a debriefing in Ireland (or by Video Conference) on findings from the field visit, follow up work with Irish Aid staff as might be deemed necessary, and writing of the draft final report.

5. Outputs

The expected outputs of the assignment are as follows:

1. At the end of Phase I, a short Inception Report that briefly summarises key issues to be addressed during the second phase of the evaluation and presents a refined work plan for the remainder of the exercise.

2. A final report (of about 40 pages, excluding appendices) that sets out findings, conclusions, and issues for management's consideration. The report will focus on the core evaluation questions. The primary audience for this report is the Irish Aid Mozambique team and Irish Aid technical staff and senior management in Ireland.

6. Timeframe

In order to maximise learning and utility for the planning of a new CSP for Irish Aid in Mozambique, it is highly desirable that the final evaluation report would be ready in early April 2017. Optimally, it is hoped that Phase 1 of the exercise would be complete by the end of January 2017 with Phase 2 to follow immediately thereafter. Tentatively, the field visit in Mozambique would take place between the 6th and the 17th of February 2017[18].

7. The Evaluation Team

The Evaluation Team will comprise an international evaluation specialist who will serve as the lead evaluator and analyst, and two staff members of the Department of Foreign Affairs and Trade's Evaluation and Audit Unit one of whom will have responsibility for managing the overall exercise. In addition, for the purposes of the field visit, a local evaluation consultant will complement the core evaluation team and will serve to provide local knowledge, especially knowledge of the developmental context and Mozambique's political economy. Overall, the local evaluation consultant will provide additional analytical capacity[19].

The International Development Specialist

The international evaluation specialist will play a key role on the evaluation team. Whereas the overall exercise will be managed by the Evaluation and Audit Unit, the international evaluation specialist will provide leadership in relation to the technical aspects of the exercise, including advising the design of the evaluation[20], closely monitoring progress in implementing the exercise, assuring independence, and directing any adjustments to the evaluation plan as may be deemed necessary and/or appropriate. The evaluation specialist will draft the inception report and the final report following consultations with the other team members. The draft final report will be submitted to the Evaluation and Audit Unit and

[18] All of these timings are open to negotiation depending on people's availability or other possible issues that may warrant a change.
[19] The contracting of the local consultant will be undertaken separately to that of the international evaluation specialist.
[20] With an emphasis on the strategy itself and on results, it will be important that the evaluation can show sufficient evidence and rigour of analysis, especially concerning causal claims. Thus, the evaluation specialist will be expected to advise an approach/methodology which can provide the necessary credibility.

released as a report of the Unit with due recognition of the leadership role played by the international evaluation specialist.

In addition to having strong general development evaluation skills, the international evaluation specialist will be able to demonstrate:

- knowledge and skills relevant to Irish Aid's areas of engagement in Mozambique
- strong experience of evaluating complex donor country-level programmes and/or their component parts
- background in management, economics, or similar disciplines with understanding of Government Structures, Institutions and Financing
- strong recent experience of the Mozambique development context and the current Governance structures at national and sub-national levels
- strong political economy analytical skills
- excellent writing skills
-

8. Management Arrangements

The evaluation will be managed by an officer of the Evaluation and Audit Unit of the Department of Foreign Affairs and Trade. A Reference Group (to be made up of representatives from the Evaluation and Unit and Irish Aid HQ staff) will support the overall exercise. Irish Aid Mozambique will assist with logistics for the field visit. Irish Aid HQ and Mozambique will provide all necessary briefing material *related to Irish Aid programmes and policies.*

Appendix 2 Irish Aid Expenditure in the Provinces 2007 to 2016

Expenditure 2007 - 2016										
Programme area	**2007**	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**
Government - Niassa										
Agriculture (DPA)	€344,776	€189,979								
Education (DPEC)	€225,455	€777,087	€271,025	€182,211	€166,750	€300,000	€250,000			€63,650
Health (DPS)	€1,018,153	€494,296	€160,796	€412,712	€335,043	€300,000	€300,000	€338,640		€151,700
Water & sanit / roads (DPOPH)	€483,905	€546,170	€364,198	€927,919	€658,504	€275,000	€275,000	€275,000		€90,447
Finance (DPPF/DPEF)	€716,427	€357,475	€125,971		€121,703	€100,000	€350,000	€150,000	€0	€101,206
Coord/Superv (SP)		€243,799	€156,866	€58,938		€60,000	€50,000	€50,000		€50,000
Environment		€105,914								
Development fund						€92,000	€70,000			
Sub Total	**€2,788,716**	**€2,714,720**	**€1,078,856**	**€1,581,780**	**€1,282,000**	**€1,127,000**	**€1,295,000**	**€813,640**	**€0**	**€457,003**
NGO/Other- Niassa										
We Effect						€200,000	€200,000	€200,000	€200,000	€200,000
CIP						€250,000	€500,000	€560,000	€440,223	
Progresso						€339,550	€227,500	€340,000	€232,861	
Estamos	€10,000					€49,720	€15,038			
Concern Universal Niassa						€120,000	€110,000			
MSF Switzerland			€164,181	€150,000						
Sub Total	€10,000	€0	€164,181	€150,000	€0	€959,270	€1,052,538	€1,100,000	€873,084	€200,000
Government - Inhambane										
Agriculture (DPA)	€316,090	€337,168	€234,788	€290,902	€304,000	€400,000	€300,000	€300,000	€300,000	€176,737
Education (DPEC)	€275,954	€332,698								
Health	€667,377	€202,593	€5,612	€43,379	€59,800			€150,000	€150,000	€195,894
HIV/AIDS						€150,000	€150,000			
Roads/ Water&San./CChange (DPOPH)	€753,065	€918,536	€453,723	€418,055	€500,000	€200,000	€200,000	€200,000	€200,000	€130,809
Finance (DPPF)	€232,999	€94,714	€184,800	€111,974	€69,000	€100,000	€25,000	€100,000	€100,000	€40,445
Coord/Superv (SP)	€79,206	€340,321			€154,000		€50,000	€50,000	€50,000	€50,000
Municipalities - Vilankulo		€96,553								
Municipalities - Inhambane		€52,230								
Sub-total	**€2,324,691**	**€2,374,813**	**€878,923**	**€864,310**	**€1,086,800**	**€850,000**	**€725,000**	**€800,000**	**€800,000**	**€593,885**
NGO / other-Inhambane										
HIV/Nutrition (IRD)		€219,012	€550,000	€550,000	€500,000	€534,561	€500,000	€123,400		
CBOs Inhambane								€144,328		
CARE	€4,000		€450,000	€400,000	€400,000	€608,410	€815,466	€800,000	€200,000	€800,000
Technoserve	€340,854	€585,101	€599,862	€350,000	€350,000	€691,590	€530,000	€510,000	€10,000	
Mozambikes								€35,844		
FOPROI	€12,684	€80,576	€9,726	€32,649	€39,540	€27,500				
Conselho Cristao de Moc Inhambane							€80,290			
Redecame Inhambane							€110,000			
Sub Total	**€357,538**	**€884,689**	**€1,609,588**	**€1,332,649**	**€1,289,540**	**€1,862,061**	**€2,035,756**	**€1,613,572**	**€210,000**	**€800,000**
PROVINCES TOTAL (GOV&PARTNERS)	**€5,480,945**	**€5,974,222**	**€3,731,548**	**€3,928,739**	**€3,658,340**	**€4,798,331**	**€5,108,294**	**€4,327,212**	**€1,883,084**	**€2,050,888**
PROGRAMME TOTAL	**€30,980,047**	**€34,243,741**	**€41,416,897**	**€37,096,983**	**€37,478,410**	**€37,000,043**	**€37,536,251**	**€36,799,726**	**€33,566,005**	**€24,072,219**
Spend in Provinces as % of total programme	18%	17%	9%	11%	10%	13%	14%	12%	6%	9%

Appendix 3 List of People Interviewed

Department of Foreign Affairs and Trade

1.	Brennan, Nicola	Director, Policy Unit, DCD
2.	Carlos, William	Ambassador, Irish Embassy, Maputo
3.	Chambule, Jonas	Health Advisor, Irish Embassy, Maputo
4.	Colgan, Kevin	Head of Property Management Unit (Former HOC, Maputo)
5.	Cooke, Lorraine	Second Secretary, Irish Embassy, The Hague (Former JPI, Maputo)
6.	Empey, Patrick	Senior Development Specialist, Policy Unit, DCD (Former DS, Maputo)
7.	Ennis, Caroline	Macro-Economic Advisor, Irish Embassy, Maputo
8.	Fitzpatrick, Aidan	Senior Development Specialist, Policy Unit, DCD
9.	O'Neill, Grainne	Development Specialist, Policy Unit, DCD
10.	Gaffey Michael	Director General, DCD
11.	Gilsenan, Fionnuala	Director, Africa Unit, DCD
12.	Keane, Orla	Deputy Director, Africa Unit, DCD
13	Jorge, Agostinho	Liaison Officer, Niassa
14.	Laisse, Antonio	Accountant, Liaison Office, Inhambane
15.	Macuácua, Inocêncio	Governance Adviser, Irish Embassy, Maputo
16.	Maher Vincent	Development Specialist, Policy Unit, DCD
17.	McCauley, Aislinn	Desk Officer- Malawi and Mozambique, Africa Unit, DCD
18.	McClean, Diarmuid	Acting Head of Cooperation, Irish Embassy, Maputo
19.	McHugh, Nicole	Senior Development Specialist, Policy Unit (Former DS, Maputo)
20.	Murray, Pronch	Development Specialist, Irish Embassy, Maputo
21	Meque, Lídia	Education Advisor, Irish Embassy, Maputo
22.	Uane, Doris	Provincial Coordinator, Irish Embassy, Maputo
23.	Seródio, Koeti	Vulnerability Adviser, Irish Embassy, Maputo
24.	Vicente, Palmira	Rural Development Advisor, Irish Embassy, Maputo

Provincial and District Government Niassa

25.	Abasse, Vítor	Director, District Services of Education, Youth and Technology, Sanga
26.	Amedejuma,Sebastião	Nutritionist, Muembe District Health Services
27.	Airone Amela, Isabel	Vice- Province Director, DPEC
28.	Amimo, Faustino	Province Director, DPEC
29.	Araújo, Francisco	Head of Section, Local Administration, Sanga
30.	Bandeira, José J	Province Director, DPEF
21.	Bruhane,Elisa	District Police Commander, Sanga
32.	Cajica, António Bernabé	District Administrator, Muembe
33.	Chaibo, Inácio	Director, District Services of Health, Women and Social Action, Muembe
34.	Chilundo, Arlindo	Provincial Governor
35.	Chivale, Américo Jeremias	Province Director, DPOPH
36.	Corrata, Amisse	Head of Pedagogic Dept, DPEC
37.	Daniel, Eduardo	Director, District Services of Economic Activities, Muembe
38.	Djone. Agostinho	Assistant, District Notary Services, Sanga
39.	Domingos, Celestino	Head of Finance Department, DPOPH

40.	Hassane, José Achida	District Administrator, Sanga
41.	Inchamo,Binar	Planner, District Police, Sanga
42.	Jate, Ernesto Mahassa	Permanent Secretary, Permanent Secretary, Sanga
43.	Lucas, Valentin	Head of Section, District Services of Education, Youth and Technology, Sanga
44.	Macherica, Rafael	Permanent Secretary, Muembe
45.	Malute, Lílio	Director, District Services of Planning and Infrastructures, Sanga
46.	Manuel, José	Province Director, DPS
47.	Manjele, Ana João	Director, District Services of Economic Activities, Muembe
48.	Mateus, Silvia Rabeca	Planner in charge of IA funds, DPEC
49.	Matucho, Marieta	Gender Focal Point, DEPC
50.	Maleane, Abner	Director, District Services of Health, Women and Social Action, Sanga
51.	Mutácua, Acácio	Head of Department of Planning and Budgeting, DPEF
52.	Orado, Omar	Head of Planning Department, DPEC
53.	Rocha,Ana	Conservatory of Registers
54.	Ualiua, Valentin	Director, District Services of Planning and Infrastructures, Muembe
55.	Ussene, Rodrigues	Permanent Secretary

Civil Society and NGOs Niassa

56.	Ácimo, Francisco	Teacher, Training Institute, Association Progresso
57.	Akimo	Program Advisor, Association Progresso
58.	Chiporro, Agostinho	Program Official, FONAGNI
59.	Daniel, Tino	Member of Orera (CBO)
60.	Domingos, José	President, FONAGNI
61.	dos Santos, Feliciano	Executive Director, Estamos
62.	dos Santos Pêssego, Júlio	Coordinator, UPCN
63.	Gaisse, José Manuel	President, CTA-Niassa (Provincial Business Council)
64.	Kaomba, Felicitas	Province Coordinator, Association Progresso
65.	Lima, Felícia	Vice-President, CTA-Niassa (Provincial Business Council)
66.	Local Leaders	Muembe Committee of Co-management for Health
67.	Juma Paulo, Paulino	Member, Poultry Association
68.	Marcos, Rodrigues	Education Advisor, Association Progresso
69.	Rajabo	Project Manager, Association Progresso
70.	Moises, Horácio	DPEC Focal Point, Association Progresso
71.	Mwapesar, Emílio	Coordinator, ROADS-Niassa
72.	Ossumane, Anita	Teacher, Training Institute, Association Progresso
73.	Rafael, Cristiano Edgar	Manager, CTA-Niassa (Provincial Business Council)
74.	Rafael, Suizane	Executive Secretary, FONAGNI
75.	Ussene, Edgar	Coordinator, We Effect
76.	Rakotoarisoa, Benjamin	Project Director, CSP
77.	Quibine, Manuel	Member, Constructors' Association

Provincial and District Government Imhambane

78.	Bessa, Sonia	Provincial Directorate for Agriculture
79.	Bie, Jose	Provincial Directorate of Economy and Finance
80.	Chacuamba, Marcelino	Provincial Directorate of Economy and Finance
81.	Chapo, Daniel Francisco	Governor
82.	Dos Santos Joao, Constancia	Provincial Directorate of Economy and Finance
83.	Fafetine, Anabela	Provincial Directorate of Health
84.	Fernando, Matias	Provincial Directorate of Economy and Finance
85.	Feijao, Francisco	Provincial Directorate for Agriculture
86.	Joaquim, Cremildo	Provincial Directorate for Agriculture
87.	Machava, Samuel	Provincial Directorate of Health
88.	Mahesso, Sonia	Provincial Directorate of Health
89.	Mavimbe, Simao	Provincial Directorate of Economy and Finance
90.	Mugime, Deolina	Provincial Directorate for Agriculture
91.	Matusse, Dr. Naftal	Provincial Directorate of Health
92.	Negrao, Alexandre	Technoserve
93.	Representatives	Provincial Directorate for Public Works/Housing
94.	Representatives	G20 &FOPROI
95.	Zita, Alfredo	Provincial Directorate of Economy and Finance
96.	Tembe, Stelio	Provincial Directorate of Health

Civil Society and NGOs Inhambane

97.	Mauaie, Valdemiro	Technoserve
98	Namuaca, Castro	Provincial Directorate of Economy and Finance
99.	Representatives	CARE and Partners, HOPEM, Mahlahle, Kukula

International Donors

100.	Sinervä, Sirpa	Councillor, Sector Specialist in Education, Finnish Embassy Mozambique
101.	Machon, Phillip	Grants Manager, MASC
102.	Jussa, João	Swedish Embassy, Maputo
103.	Stucki, Sven	Head of Governance, Swiss Embassy Maputo
104.	João Jussa, Nobre	Policy Officer in the Governance area, Swiss Embassy, Maputo

National Government, Maputo

105.	António, Bonifácio	Programme Coordinator, National Institute for Disaster Management
106.	Rita Freitas	Ministry for Industry and Commerce
107.	Lopes, Claudia	Director of Policy and Planning, Technical Secretariat for Food Security and Nutrition
108.	Karagianis, Marina	Director of Planning and Cooperation, Ministry of Health
109.	Solulu, Nicolau	Ministry of Industry and Commerce
110.	Queface, António	UEM Research Coordinator, Technical Secretariat for Food Security and Nutrition

111.	Tembe, Almeida	Policy and Planning Services Technician
112.	Vali Abdula, Nazira Karimo	Minister for Health
113.	Vogelaar, Jeannette	Technical Adviser, Planning Dept., Ministry of Education
114.	Wiinblad, Malene	Climate Change Advisor, Ministry of Land, Environment and Rural Development
115.	Wilson, Oswalda	Ministry of Industry and Commerce

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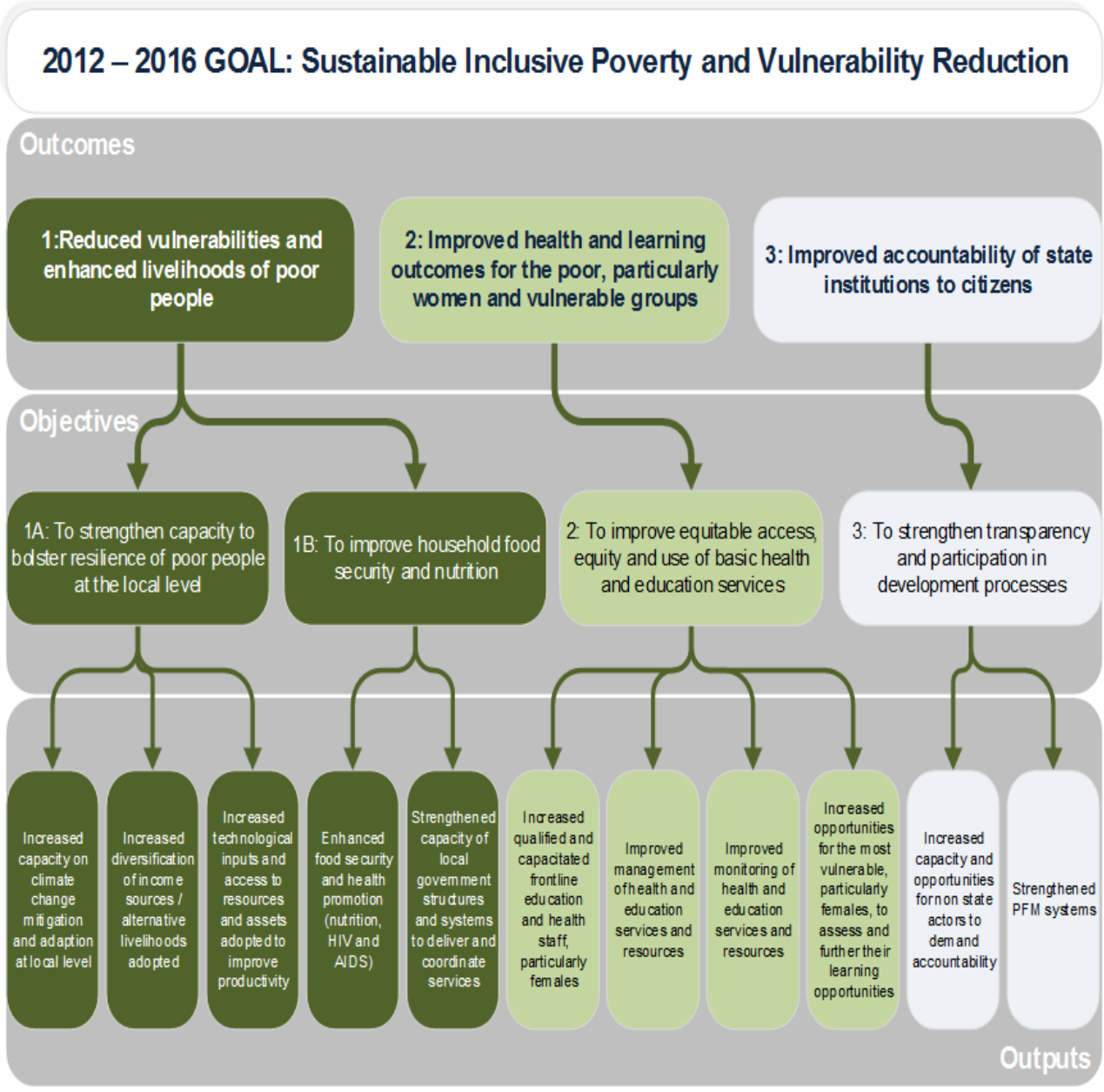
Appendix 5: 2012-2015 CSP Logic Model