

[SUPPORT TO DECENTRALIZATION AND INTEGRATED LOCAL DEVELOPMENT] FINAL PROGRAMME¹ NARRATIVE REPORT

Programme Title & Project Number

- Programme Title: Moz106 Support To Decentralization And Integrated Local Development
- Programme Number: 00065846
- MPTF Office Project Reference Number:

Participating Organization(s)

UNICEF,UNDP, ILO,UN-HABITAT,UNFPA, UNCDF,WHO,UNESCO,FAO,UNHCR, UNIFEM

Country, Locality(s), Thematic Area(s)²

Mozambique, Governance

Thematic/Priority Decentralization & Integration

Implementing Partners(full names are shown on page 3)

ME, MPD, MISAU, MAE, MICOA, ANAMM, INE, MTRAB, MMCAS, MINAG, CTA, OTM, INEFP, CONSILMO, UEM, SETSAN, Provincial Governments of Nampula, Cabo Delgado, Gaza, Tete, Manica, Sofala and Zambezia, and specific selected district and municipal authorities.

Programme/Project Cost (US\$)

MPTF/JP Fund Contribution: 6,671,847

• by Agency (if applicable)

Agency Contribution

• by Agency (if applicable)

Government Contribution

(if applicable)

Other Contributions (donors)

 $(if\ applicable)$

TOTAL: 6,671,847

Programme Duration (months)

Overall Duration:

36 months

Start Date³:

31.12.2008

End Date

31.12.2011

Operational Closure

Date⁴

Expected Financial

Closure Date

Final Programme/ Project Evaluation

Evaluation Completed

☐ Yes ☐ No Date: _____

Evaluation Report - Attached

□ Yes □ No

Submitted By

- o Name:Jose Luis Macamo
- Title: UNDP Governance Manager
- Participating Organization (Lead): UNDP
- Contact information:jose.macamo@undp.org

¹ The term "programme' is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

³ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the MPTF Office GATEWAY.

⁴ All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

FINAL PROGRAMME REPORT

I. PURPOSE

The Decentralization and Integrated Local Development Joint Programme, hereafter referred to as the Decentralization Joint Programme (JP), contributed to the achievement of UNDAF (2007-2011) Outcome 1. That outcome aimed at decentralizing the functions of the State organs and budget allocations to district and municipal levels in order to facilitate local development.

The Decentralization JP comprised the following three outcomes:

- ⇒ Decentralized government capacity strengthened in all provinces, in at least 50 districts and at least 3 municipalities, for participatory and gender responsive planning, monitoring and evaluation, gender sensitive needs assessment as well as coordination and partnership;
- ⇒ Government capacity in all provinces, in at least 50 districts and 3 municipalities (South, Centre and North), improved to implement, coordinate and support the efficient and accountable delivery of integrated basic services; and
- ⇒ National level policy management, harmonization and alignment capacities strengthened at downstream and upstream level.

The main outputs of the Decentralization JP can be described as follows.

- This JP has contributed to the strengthening of decentralized government capacity across the country. Particular attention was given to selected provinces, including Nampula, Cabo Delgado, Gaza, Niassa, Tete, Manica, Sofala and Zambezia, as well as to selected municipalities such as Chibuto, Manica, Quelimane and Nacala. The focus of the JP has been in the areas of participatory and gender responsive planning and assessment, monitoring and evaluation, and the establishment of coordination and partnership mechanisms. The Decentralization JP has also contributed to the improvement of government capacity in the aforementioned provinces, respective districts and municipalities to implement, coordinate and support the efficient and accountable delivery of integrated basic public services. Some outcomes of the Decentralization JP have contributed to the strengthening of capacities for policy management, harmonization and alignment at national level.
- The Decentralization JP has been designed to achieve the UNDAF CP outputs by strengthening governmental capacities for establishing planning, monitoring and evaluation (PME) systems, with an emphasis on cross-cutting issues such as gender, HIV/AIDS, food security, refugee protection and children's rights. Such systems have been providing disaggregated socio-demographic data for improved planning, monitoring and evaluation by region, province, sex and vulnerable groups, taking into account socio-cultural and gender issues. The national and provincial development observatories and ESDEM (Mozambican Social, Demographic and Economic Statistics database) are part of such PME systems. The Decentralization JP has also contributed to the strengthening of the capacities of selected provincial governments, districts and municipalities to coordinate, implement, and oversee measures directed at improving the delivery of integrated public services, and at planning and monitoring measures in accordance with the food security and nutrition priorities established in ESAN II.

The Decentralization JP followed the UNDAF as the framework within which the UN in Mozambique supports the Government of Mozambique in achieving the national objectives as

identified in the Plan of Action for Poverty Reduction PARPA II. The Joint Programme has contributed directly to the achievement of economic empowerment, especially of women and marginalized groups, access to business development and financial services, local good governance (participatory planning, monitoring and evaluation), all of which are among the priorities outlined in the Government's five year plan and PARPA II.

The primary implementing partners of the Decentralization JP and stakeholders included the following:

ANAMM – National Association of Municipalities of Mozambique

CONSILMO - Confederation of Free and Independent Unions of Mozambique

CTA – Confederation of Economic Associations

FONGA - Forum of National NGOs from Gaza Province

GASD - University Group of Activists on HIV/AIDS

INAR – National Institute of Support to Refugees

INE – National Institute of Statistics

INEF - National Institute of Employment and Training

MAE – Ministry of State Administration

ME – Ministry of Education

MF – Ministry of Finance

MICOA – Ministry of Coordination of Environmental Action

MINAG – Ministry of Agriculture

MISAU – Ministry of Health

MMCAS - Ministry of Women and Social Welfare

MONASO - Mozambique Network of AIDS Service Organizations

MPD – Ministry of Planning and Development

MTRAB – Ministry of Labour

NAFEZA - Center of Women's Associations of Zambezia

OTM – Organization of Mozambican Workers

SETSAN - Technical Secretariat for Food Security and Nutrition

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

a. Report on the key outputs achieved and explain any variance in achieved versus planned results.

Key outputs achieved within the framework of the Decentralization JP can be summarized as follows:

- The revision of the Law on the Local Organs of the State (LOLE) has been completed with technical assistance provided through the Decenmtralized JP to accommodate elements contained in the new Constitution of the Republic of Mozambique and the completion of the draft Decentralization Policy and Strategy (PEND) with subsequent submission to the Council of Ministers;
- The National Planning System Framework and the District Development Monitoring System (SMoDD) were approved by the Ministry of State Administration (MAE) and the Ministry of Planning and Development (MPD) as a result of technical assistance provided through the Decentralization JP. These tools are proving to be essential for governance and service delivery performance monitoring and have been subsequently integrated into other monitoring and knowledge management systems;
- Decentralized government capacity for participatory and inclusive district planning (PEDD and PESOD), Provincial Planning (PEP and PES), Monitoring and Evaluation has been strengthened as a result from policy and advocacy efforts that, combined with interventions from a multiplicity of partners, were useful for the approval and launching of the National Programme for District Planning and Finance (PNPFD) by the Government of

Mozambique in 2010.

- A draft knowledge management strategy for the national programme for participatory decentralized planning and finance (PNPFD) was approved. This strategy will serve as a knowledge platform to enhance good practices, its dissemination and up-scaling.
- A policy framework in the area of Basic Social Security has been developed. This has led to the design and approval of a National Basic Social Security Strategy (ENSSB), a basic condition for the design and implementation of a Productive Social Action National Programme, which is one of the cornerstones for addressing the issues of chronic food insecurity.
- Advisory support to seven child-friendly school (CFS) districts (Chibuto, Changara, Buzi, Mossurize, Maganja da Costa, Angoche e Montepuez) has been provided in order to ensure that the district planning teams develop the district social and economic plans on time with minimum quality standards and integrate the CFS initiative into the district plan and budget, thereby taking full ownership of the programme. This inclusion ensures that the CFS plan is part of a crucial Government document, is budgeted for and its implementation is continuously monitored by district authorities.
- Policy dialogue with MAE in relation to participatory planning and budgeting methodologies at the municipal level has been maintained. Within JP activities, a seminar was held in Maputo in November 2011 with MAE, ANAMM, A Politécnica and the municipalities of Chibuto, Manica and Nacala, to jointly evaluate the results and achievements of the participatory experiences undertaken. The results of this seminar were the basis for a broader reflection with key partners on what next steps should be taken to promote citizen participation at the level of local governments in Mozambique.
- Awareness in Mozambique on the key role of local Governments, not only in adaptation and mitigation of climate change effects, but also in shaping policy dialogue at the international level regarding climate change issues has been raised. This has been achieved through the support to MICOA and the Maputo Municipality for the preparation of events for the World Habitat Day, celebrated on October 3rd 2011.
- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/or behavioural changes amongst beneficiaries at the outcome level.

The aforementioned outputs were combined with the following outputs in order to secure the achievement of the already presented outcomes of the decentralization JP:

- The mainstreaming of food security and nutrition, environmental management and climate change, gender and HIV/AIDS in district and municipal development plans has been initiated. This has resulted from capacity development initiatives that have included the provision of training in planning and budgeting to technical staff at all levels. It should be mentioned as an important change in approach the change from supply driven way of providing training to a demand driven approach that is based on the need to improve service delivery at sub national level.
- Capacity to develop and support gender responsive planning and budgeting at the local level has been enhanced. This has resulted from the support provided to the Higher Institute on Public Administration (ISAP) to develop training modules for Training of Trainers of the Public Sector Training System on Gender Responsive Planning and Budgeting. Other capacity development initiatives have included the training of selected Community Based Organizations (CBOs) on issues such as decentralization, governance, government structures and the functioning of consultative councils. These initiatives are enabling CBOs to improve their capacity to identify children and women's issues and channel them through an

appropriate dialogue mechanism that connects the local authorities and the communities.

- Capacity gaps in areas such as Social Protection and the National Basic Social Security,
 Decent Work Principles, Women Entrepreneurship, Capacity of CSOs for Planning and
 Participatory Engagement with District Governments and Managing Migration Flows
 have been addressed through development and implementation of training programmes at
 sub-national level attended by high level local officials and personnel from CSOs dealing with
 these issues.
- Planning and monitoring of development activities at central and decentralized level has been further strengthened through the introduction of modern tools of data analysis such as IMIS software (REDATAM) adopted by INE to analyze and disseminate the 2007 Census data at provincial and district levels, the supply of new software for GIS used for the 2007 population and housing census to be used for dissemination of district profiles and the implementation of the latest ESDEM web enabled version by the National Institute of Statistic (INE). The IMIS is a computer-based system for linking and preserving data from several sources, including population and housing censuses, civil registration, surveys, and administrative records. The IMIS collects data into one integrated management information system, irrespective of size, subject matter, geographical scope and how long ago the data was collected. In doing so, the system creates datasets and stores them in an integrated database that makes them easily available and accessible to users at both national and sub-national levels.
- The creation of conditions for improved planning and well documented decision-making processes at local level has been started as a pilot initiative on collection of Urban Development Indicators was launched in 2011 in selected municipalities. This has been complemented with the strengthening of capacities in selected provinces and districts to conduct gender responsive planning, budgeting and monitoring and evaluation as well as budget analysis covering 76 districts of five provinces.
- Conditions for better organized interventions in the areas of capacity development and knowledge management have been created with rehabilitation of a Knowledge Center in Nampula province (the Namaita Knowledge Center which allowed for the conducting of training activities and workshops that covered 500 people in 2011) and the functioning of the Namialo Technological Center in the same province. The technological center continues to innovate and has supported the districts of Mecuburi and Meconta in the implementation of an alternative low cost and resistant construction model. Additionally, the Institute of Employment and Vocational Training (INEFP) was provided the capacity to introduce new courses and expand activities to new areas. Mobile Training Units composed of three 4x4 vehicles and three trailers were allocated to INEFP in order to reach people in rural areas. With UN support through the decentralization JP INEFP provided training on business development services to 500 people and provided kits for self-employment.
- The government capacity to decentralize the Food Security and Nutritional Agenda has been strengthened. In particular the Decentralization JP has contributed to strengthening of the capacity of SETSAN, Provincial and District Technical Teams and Civil Society to analyze and integrate food security and nutritional issues at all 1 government levels, with special focus on district planning. This has been achieved through more involvement of government and decentralization stakeholders at national, provincial and district level.
- Capacity development for local communities has been provided through the support to the
 Millennium Villages and the operationalization of learning/demonstration sites, aiming at
 improving hygiene and sanitation conditions in the context of addressing health determinants.
 Health education sessions for prevention of HIV/AIDS and Malaria were conducted in
 selected communities by health activists in addition to the delivery of long-lasting mosquito
 nets.

c. Explain the overall contribution of the programme to the Strategy Planning Framework or other strategic documents as relevant, e.g.: MDGs, National Priorities, UNDAF outcomes, etc

The Decentralization JP was a highly relevant JP as it aimed to contribute to Outcome 1 of the United Nations Development Assistance Framework (UNDAF). This JP supported the use of adequate planning methods and instruments and encouraged the observation of the principles of transparency, responsibility, equity and participation in local governance as fundamental requirements for achieving the Millennium Development Goals (MDGs). One important feature of this JP was its emphasis on improving local service delivery by supporting the realignment of the functions of the local state organs enabling the environment for increased budget allocations to decentralized levels.

In order to contribute to strategic goals and priorities such as MDGs, national priorities contained in the Poverty Reduction Action Plan (PARP 2010-2014) and UNDAF outcome 1, the following outputs were planned and produced:

- As already mentioned, with Decentralisation JP funding, an Integrated Management Information System (IMIS) was introduced at the National Institute of Statistics. This is an important tool used for monitoring the progress made on the PARP and the MDGs, for advocacy and for reinforcing the role of the UN as the leader in the area of demographic and socio-economic data collection and analysis. It is also used to promote a culture of accessing databases by potential users, and strengthen a culture of data utilization for evidence-based decision making. Using IMIS Indicators and statistics for the country or for specific subnational units can be easily and rapidly calculated for any given point in time and using various data sources. Appropriate graphs and maps can also be produced for all georeferenced data. Such statistics / data and maps can be exported or inputted into other systems (such as DEVINFO/ESDEM) for the purpose of presentation or demonstration as and when necessary.
- A UNDP / UNCDF publication on the lessons learnt from the Participatory Planning and Finances Decentralized (PPFD) programme was prepared. UNCDF, with the support of UNDP, will ensure that the publication provides a valuable tool for the Mozambican government and development partners in their efforts to advance decentralization
- d. Explain the contribution of key partnerships and collaborations, and explain how such relationships impact on the achievement of results.
- Through the Decentralization JP, assistance to MPD in the area of Development Observatories (DOs) has been provided. This assistance covered two areas: (i) assistance to the provinces in order to ensure the organization of plenary sessions on time and in line with the DO guidelines; and (ii) the documentation of the DO process in Mozambique through highlighting the weaknesses, strengths and challenges experienced. The first part of this support has been an ongoing process and the results have mostly been achieved, although constraints still exist. All the provinces had organised at least one DO plenary session by mid November (rather than by June, as per guidelines).
- The results achieved by the Decentralization JP in 2010 include greater clarity on the principles, roles and responsibilities governing the collaboration between the public sector and the NGO community in the health sector which leads to the improved delivery of services in the sector. This resulted from technical and financial assistance provided for the preparation of "Guidelines for partnership between the Ministry of Health and NGOs", which now serves as an important tool for dialogues to better align the work of the NGOs with national health plans. Further specific results of this initiative include the revision of the Code of Conduct agreed on between the Ministry of Health and NGOs, and the creation of a

- Through this JP, technical assistance was provided to the Ministries of Planning and State Administration and the selected provinces of Cabo Delgado, Gaza and Nampula both in terms of providing policy advice and developing internal capacities for the policies to be implemented. An example of this is that the PNPFD implementation is mainstreamed within the government systems and processes at all levels.
- Gender responsive planning and budgeting approach has been introduced in all districts of Niassa Province. As a result all the districts have technical teams with the capacity to conduct gender analyses of the district plans, budgets and periodic reports with the purpose of ensuring that adequate attention is given to gender issues in local planning and monitoring processes. Technical support has also been provided to ensure the effective functioning of the local consultative councils and women's participation in Muembe District. As a result all 23 local consultative councils of Muembe district in Niassa province were revitalized in accordance with the Law on the Local Level Organs (LOLE), with the participation of women rising from an average 23% to 37%.
- The provision of normative and technical support for the integration of cross-cutting issues such as Gender, HIV/AIDS and Food Security and Nutrition in district development plans was an important area of intervention within the framework of the Decentralization JP. This has resulted in the introduction of a module on integration of population issues, gender and HIV / AIDS in provincial and district plans, elaborated by Eduardo Mondlane University and presented to MPD. This module needs to be harmonized with the methodological framework in order to integrate food security and nutritional issues in district development plans, which continues to be disseminated.
- Studies in areas such as Urbanization in Mozambique and the relationship between Population Growth and Economic Development in Mozambique using data from 1997 and 2007 Census as well as other surveys conducted by INE were completed and disseminated to senior staff of the Ministry of Planning and Development as well as to the Office of the Prime Minister, and was suggested to be presented to the Council of Ministers due to its importance.
- Support to participatory planning and budgeting processes and gender mainstreaming in the Municipalities of Chibuto, Manica and Nacala was provided. As a result of the cycle started in 2010, the three Municipalities implemented the projects that were selected through a participatory decision-making process. Technical assistance is therefore being provided to build three health centers, and to articulate the participation of the community in the execution process, monitoring of the progress, and evaluation of the process.
- The JP has established strong partnerships with CSOs at provincial level (FONGA, Save the Children, World Vision, Helvetas and United Against Hunger) through their inclusion in training on how to mainstream and plan food security and nutrition issues at provincial and district levels. CSO partnership and capacity building is integrated within the PNPFD since they are part of the participatory planning process.
- e. Who have been the primary beneficiaries and how they were engaged in the programme/ project implementation? Provide percentages/number of beneficiary groups, if relevant.

Primary beneficiaries of the Decentralization JP include technical staff from central and local organs of the state and other implementing partners such as ME, MPD, MISAU, MAE, MICOA, ANAMM, INE, MTRAB, MMCAS, MINAG, CTA, OTM, INEFP, CONSILMO, UEM, SETSAN, Provincial Governments of Nampula, Cabo Delgado, Gaza, Tete, Manica, Sofala and Zambezia, and specific selected district and municipal authorities. Members of District Councils for form an important set of beneficiaries. Local Council members were trained in aspects of Consultative Councils functional organization, Planning and Community Development Projects; dialogue platforms (thematic

networks, local consultative councils) were strengthened in their functioning, in the analysis and in preparing for participation in the Provincial Development Observatories. Support was also provided to the Provincial Technical Committees (PTC) and the Councils Technical District (CTD) on matters of strategic planning, operational and organization and functioning of Local Advisory Councils (CCL), financial management and revenue management, procurement, public works and services and on how to integrate cross-cutting issues, through participatory methodology. Engagement in programme implementation include participation in training needs assessment and in the design and implementation of training programmes, preparation of training materials and modules and participation in training activities including workshops and seminars and participation in planning, monitoring and evaluation sessions.

Particular importance is given to users of public services at local level.

f. Highlight the contribution of the programme on cross-cutting issues pertinent to the results being reported.

The planning and budgeting cycle at decentralized level has been strengthened through the setting of methodologies for the integration cross-cutting issues such as food security, gender and HIV/AIDS into the planning systems which has been allowing for the piloting of the introduction of a methodological framework to integrate food security and nutritional issues into district development plans. This was done with the involvement of senior leadership and mangers from key ministries (MPD, MAE, MINAG) and people holding senior positions at the Directorates of Planning and Finance of selected provinces (Gaza, Nampula and Cabo Delgado).

g. Has the funding provided by the MPTF/JP to the programme been catalytic in attracting funding or other resources from other donors? If so, please elaborate.

Of the 11 participating agencies more than 50% have raised own funds to complement MPTF/JP funding. In a few cases the Decentralization JP has provided additional resources as part of a larger programme, aligned with parallel donor programs. This is the case of the UNDP Decentralization and Local Government Project that received partial funding from the Decentralization JP and is harmonized with the Donor funded National Programme of Decentralized Planning and Finance.

III. EVALUATION & LESSONS LEARNED

a. Report on any assessments, evaluations or studies undertaken relating to the programme and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no evaluation of the programme have been done yet?

Apart from a review conducted in mid-2010, specific assessments, evaluations or studies on the decentralization joint programme have not been undertaken. The normal has been of reporting progress on an annual basis. In the absence of a final evaluation, the findings of annual reports were confronted with the findings of the Evaluation Report of the UNDP's Decentralization and Local development Programme that received funding for Decentralization Joint Programme.

The overall findings of the aforementioned evaluation were as follows:

• UNDP's interventions (to which the Decentralization JP has contributed) have significantly contributed to the strengthening of the capacities of state and non-state institutions to engage in decentralization and local economic development processes in Mozambique. UNDP is considered by many officials of GoM, and many donors and civil society groups as a very important institutional player in promoting decentralization and local economic development in Mozambique. It has been instrumental in the development of Mozambique's national policy, legislation and programme on decentralization. The draft National Policy and Strategy on Decentralisation in Mozambique published last year by GoM explicitly

recognises the role of UNDP in stimulating decentralization practice and its decentralised planning and financing project in Nampula being a major source of evidence for policy-making.

- UNDP's contributions to the promotion of decentralization and local development in Mozambique (with the contribution of the Decentralization JO) are really in building institutions—both normative and organizational. It has supported the creation of new agencies e.g. the Na mialo centre for technology transfer and the Namita centre for training in public administration and local governance. The conceptualization and introduction of Consultative Councils (CCs) for local planning and governance, and the building of capacities of members of CCs are also attributed to UNDP's support. The CCs are innovative institutional arrangements that UNDP's support helped to introduce in Mozambique
- b. Explain, if relevant, challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources, as well as the actions taken to mitigate, and how such challenges and/or actions impacted on the overall achievement of results.

The way the UN participating agencies have worked in support of the implementation of the Decentralization JP was faced with a number of challenges. While there was general willingness to work as one, the threats of possible fragmentation were always present and the tendency for the use of the JP solely as a window of opportunity to address specific financial constraints was observed. In order to mitigate these challenges there was the idea of exploring the possibility of creating subgroups of participating UN agencies with common interests, who could jointly support the implementation of complementary activities, but unfortunately this idea could not be implemented.

The staff turnover in a few of the UN participating agencies was an additional challenge to the Decentralization JP. In order to mitigate this challenge it was recommended to address it by means of a proper hand over debriefing and nominating alternates to focal points in this JP which was observed to a limited extent.

A difficult challenge to deal with was the unpredictability around the availability of JP funds that that affected the implantation of various activitie. Communication gaps in this regard have remained in the course of the implementation of the annual work plans. This factor, combined with many other challenges, has led to a low delivery rate in several cases.

c. Report key lessons learned that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc.,

One of the lessons learnt from the review that was done in mid-2010 was the need for a coordinator in cases where JPs are undertaken by multiple agencies. This was particularly relevant in the case of the Decentralization JP where the need for a coordinator became more acute as the UNDP staff member, who has been assisting the Head of the Governance unit in the coordination of the Decentralization JP, is left UNDP permanently.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
Outcome 1							
Output 1.1	Indicator 1.1.1						
	Indicator 1.1.2						
Output 1.2	Indicator 1.2.1						
	Indicator 1.2.2						
Outcome 2							
Output 2.1	Indicator 2.1.1						
	Indicator 2.1.2						
Output 2.2	Indicator 2.2.1						
	Indicator 2.2.2						
				<u>.</u>			